

Foreign Service

JOURNAL

NOVEMBER 1955

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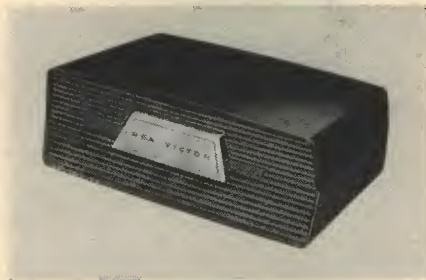
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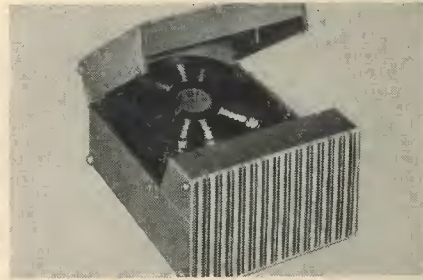
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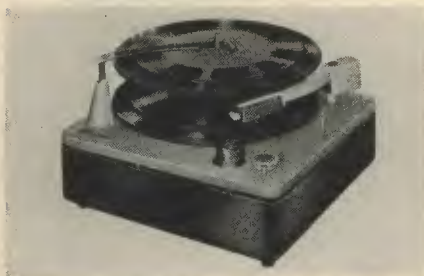
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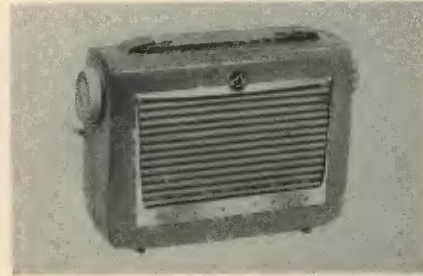
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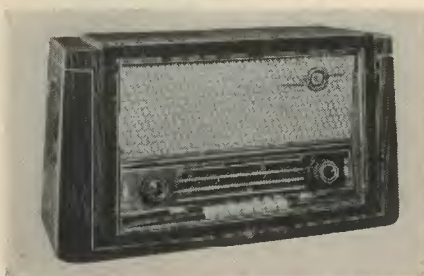
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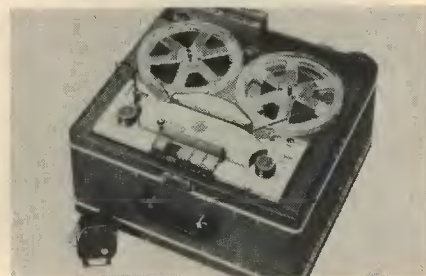
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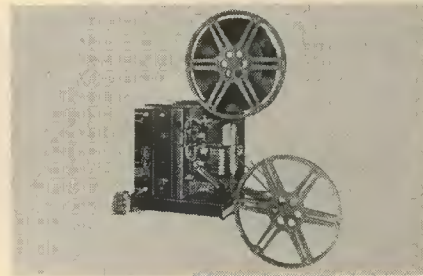
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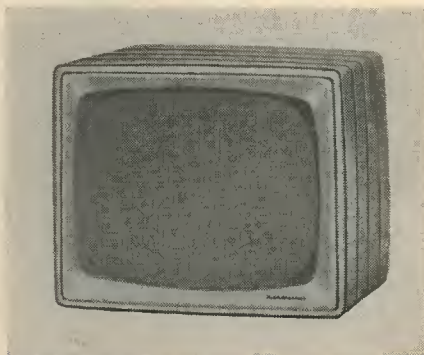
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CONTENTS

page

20 THE NEW FSI TRAINING PROGRAM *by Harold H. Hoskins*

24 A SERVICE TEENAGER REFLECTS *by Don Emmerson*

26 WHAT IS OCB? *by Dale O. Smith, Brig. Gen., USAF*

30 THE ORIGINS OF THE CONSUL *by Walter J. Marx*

40 ADDRESSES OF RETIRED OR RESIGNED PERSONNEL

departments

4 LETTERS TO THE EDITORS

10 APPOINTMENTS AND DESIGNATIONS

12 IN MEMORIAM

14 TWENTY-FIVE YEARS AGO *by James B. Stewart*

19 NEWS TO THE FIELD *by Lois Perry Jones*

28 SERVICE GLIMPSES

32 EDITORIALS

Efficiency Reports The New Building
Get Well, Mr. President!

34 NEWS FROM THE FIELD

38 THE BOOKSHELF—Francis C. deWolf, Review Editor

Donald Dumont Francis C. deWolf

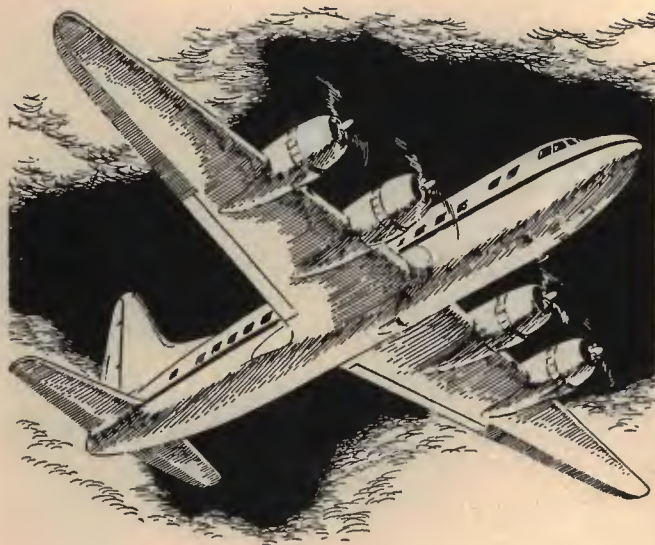
39 AMONG OUR CONTRIBUTORS

56 INDEX TO ADVERTISERS



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Letters to the Editors

Pseudonyms may be used only if your letter includes your correct name and address.

KENNAN AND WRISTON,
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Washington, D. C.
September 21, 1955

To the Editors,
FOREIGN SERVICE JOURNAL:

Many thanks for printing the Kennan and Wriston viewpoints on the future of our professional diplomacy. Although Dr. Wriston was dismayed and all but cried "heresy!", I am glad that Mr. Kennan has prompted an examination of the American people's ability to sustain a truly effective career corps for foreign service.

I don't believe Mr. Kennan meant to question American success in developing other special and carefully selected public service groups. We have, for example, the Federal Reserve, the Atomic Energy Commission and the Marine Corps, each of which is an elite organization with functions that a citizen cannot readily assume in the absence of rigorous preparation and more than ordinary talents. Nor do I believe that he intended to doubt the ability of democracies in general to develop excellent foreign service corps. If he did, he was belied by the evidence provided by Great Britain and other Commonwealth countries, along with France herself—democracies all—whose professional diplomats have rendered satisfactory service. At any rate, that is the verdict of public opinion in those countries, where the foreign service specialist is honored equally with university professors and doctors of science.

Although he does not say so, I suspect that Mr. Kennan (perhaps unjustifiably) has a Jeffersonian attitude in his view of what the American Foreign Service should be. Thomas Jefferson, you may recall, wanted our country to be served by an aristocracy—not one based on birth and inherited privilege but one derived from individual merit, fully tried and tested. It was a carry-over from the Platonic ideal of philosopher-kings.

This Jeffersonian concept has long been at odds with the doctrine expounded by Jacksonian democracy. I am not using the latter term in any derogatory sense. On the contrary, I would say that there has been unjust emphasis on the association of Jackson's name with the "spoils system." Jackson came from a region where men had to be fairly equal in prowess to survive and where the average man was no mean customer. Hence his tendency to feel that one born-and-bred American was just about as good as another to fill public office and his determination to defend the legitimacy of giving available positions to party supporters. There are still vast sections of our country where the average inhabitant—not one *below* average—could be picked at random and relied upon to do pretty good work in the government job assigned to him.

Unlike Mr. Kennan, I am unable to prepare a brilliant brief for either the Jeffersonian or Jacksonian system vis-à-vis our Foreign Service. I should simply like to note the irony that a number of our successful services, like those already mentioned, have been enabled to follow Jeffersonian

(Continued on page 6)

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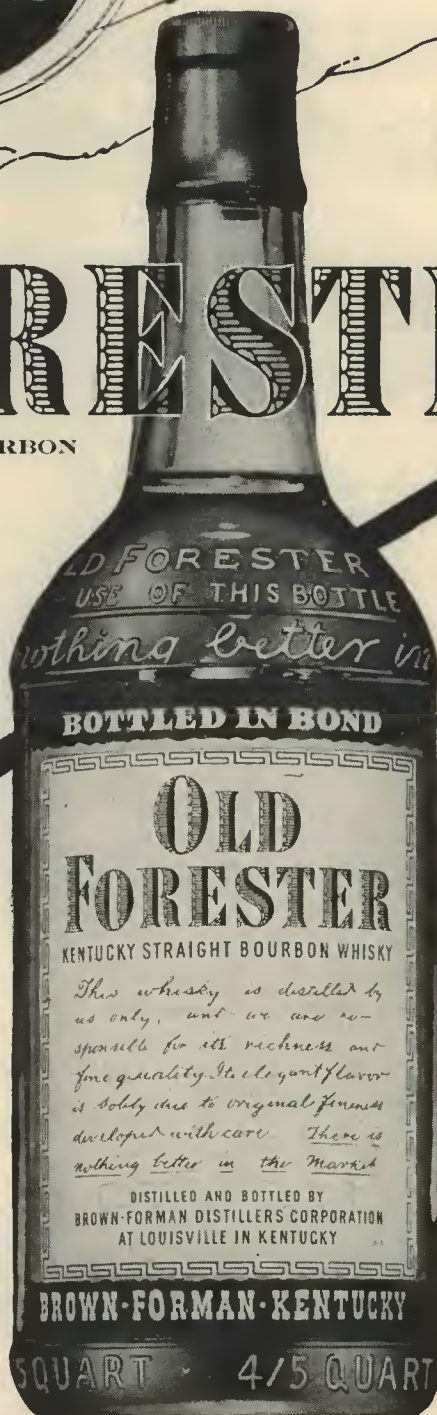
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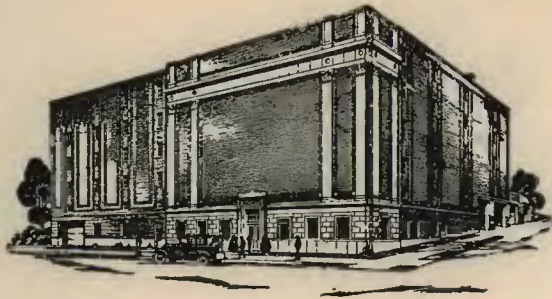
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LETTERS TO THE EDITORS (from page 4)

avenues without stint. Indeed, some of our organizations have gone Jefferson one better. It would be intriguing to learn of any American government bureau more completely master of its administrative policy, in a better position to shape its membership without extramural assistance, and less vulnerable to the slings and arrows of Congressional opinion than the FBI.

On the other hand, the administration of our Foreign Service—even since 1924—has been compelled from time to time by force of circumstance to arrange its house along Jacksonian lines. Frequent experimentation with its personnel policy has come to be regarded as a necessity. The crowning irony is that so many of our sister democracies are applying the Jeffersonian system to their own foreign services for all it is worth.

The latter fact, of course, does not necessarily prove that Jeffersonian principles are best for our particular Foreign Service, as it is now developing. Exploitation of those principles has been proven feasible in relatively compact organizations, but the scope of our activities abroad nowadays dwarfs both that of other foreign services and that of the British Empire at its height. This betokens further service expansion, with further gargantuan missions, in which functions must become progressively compartmentalized, as in Washington. Is it really wise, then, assuming it is possible, to send hundreds of talented men to posts where the weight of numbers prevents a proper outlet for their creative energy?

An equally annoying thought to those endeavoring to develop careers is the practical certainty that manifold expansion must some day be succeeded by a period of contraction. Most persons performing even the most routine functions abroad for the State Department will have been designated Foreign Service officers. But this will be small comfort during the next RIF, which might well make the 1953 episode seem mild by comparison. And what becomes of the career principle when that happens?

I don't pretend to present a solution to problems such as these. Nevertheless, it's no more than honest to face up to them, for they cannot be dispelled by a reference to defeatism. They apparently have not, but they must be considered candidly and rigorously in the best tradition of departmental "forward planning." We should avoid playing a confidence game, however innocent the intent may be.

My own reckoning is that our administrative situation will have to get worse before it becomes better. We shall have to learn the hard way, as often happens in a democracy. I am inclined to believe that, when we do, the net result will be rather closer to Mr. Kennan's concept than we now expect. The Jeffersonian ghost will not be laid.

Julian L. Nugent, Jr.

ABILITY MOST IMPORTANT

Middleburg, Virginia
September 21, 1955

To the Editors.

FOREIGN SERVICE JOURNAL:

I have read with interest the exchange between Ambassador Kennan and Dr. Wriston published in the September issue. I could feel more sympathy for Mr. Kennan's nostalgia for the Old Foreign Service, the "little band of broth-

(Continued on page 8)

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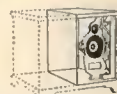
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LETTERS TO THE EDITORS (from page 6)

ers," had I not encountered just as many dunderheads among the Officers appointed in the twenties as among those appointed in the fifties. Ambassador Kennan is himself a talented and distinguished member of the earlier group; it is ungenerous of him to argue that his equal will not emerge from among the officers now being recruited.

Mr. Kennan lays great stress on the importance of the "normal" recruitment method: the selection of young men and women of college age by a system of tests. "The educational requirements are such," he says, "that no student who has not done well in his first two college years should be considered for the Foreign Service at all." The unspoken implication is that those who do have outstanding records in their first two years of college and pass the examinations will have outstanding Foreign Service careers.

I think it would be dangerous for the Foreign Service to adhere rigidly to this superficially sound principle. Those of us who have been out of college several years have only to look in the alumni records to see the instances where tragic failure has visited some of our most gifted and promising classmates. Similarly it is not uncommon to find that many of the most inconspicuous undergraduates have since risen to distinction in numerous fields of endeavor.

By the system of efficiency reports and selection out the Foreign Service acknowledges the imperfections of any recruitment plan, and rightly so. But if the Service is to remain a vigorous, imaginative body, alive to the changing interests of the United States as well as to those of other nations, it cannot survive and still maintain the public confidence by mere progressive shrinkage of its personnel. Talented individuals must be admitted at all levels lest the Service become rarified, and its microcosmic predilection so marked as to isolate it from the world of affairs.

If it is true, as Ambassador Kennan insists it is, that an individual with years of Foreign Service experience behind him is more effective than one recently inducted into the Service, then the former has nothing to fear from competition on equal terms with the latter. But if it should happen that a newly-appointed senior officer should display an ability greater than one who has entered and risen in the Service in the "normal" manner, then by all means let the nation have the benefit of the former's ability, even at the sacrifice of the veteran's career.

George E. Tener

MORE ON REPRESENTATION ALLOWANCES

To the Editors, Port of Spain, Trinidad
FOREIGN SERVICE JOURNAL:

Deputy Undersecretary Henderson's able defense before Congress (as given in the enclosure to his letter in your June issue) of the need for adequate operations allowances deserves a word of appreciation and I offer it heartily.

I am sure that Mr. Henderson with his rich experience agrees that there is a phase of this necessary expenditure which he only indirectly touched upon in his published testimony. When you are seeking to understand thoroughly someone's views and feelings, when you are trying to persuade or to find a basis for obtaining agreement on some difficult matter, your chances of achieving results in an office during office hours with a person whom you have

(Continued on page 12)



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Class 2

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Edward P. Montgomery
Howard L. Parsons

John W. Harrison
Alfred G. Vigderman

Class 3

Morris Allen
Kenneth B. Atkinson
Louis F. Blanchard
Frank W. Blanchette
Francis Boardman
Leroy F. Day
Paul C. Domke
Arnold Fraleigh
William L. Franklin
Walter B. Gates

Edmund E. Getzin
Robbins P. Gilman
F. Patrick Kelly
Alexander F. Kiefer
Melvin L. Manfull
Donald M. Ralston
Frederick T. Rope
Henri Sokolove
Victor E. von Lossberg
Herman Walker, Jr.

Class 4

Powhatan M. Baber
Allan Chase
Albert J. Ciaffone
Mario R. DeCapua
Louis C. Feffer
Harry Feinstein
Walter Givan
Herschel H. Helm
Grant G. Hilliker
William G. Keen
Eleanor V. Levy
Robert S. Lundquist

Michael B. Lustgarten
Mary D. Mack
Bernard Norwood
Richard F. Pedersen
Jack R. Queen
Peter Roberts
Curtis C. Strong
Frank D. Taylor
Thomas C. Tilson
Conrad J. Thoren
John E. Visher

Class 5

Arnold K. Childs
John Dubois
John F. McDermott
Curtis L. Mills

Anton N. Nyerges
Arthur H. Rosen
Robert W. Schleck
Joseph M. Swing

Class 6

John A. Anderegg
S. Morey Bell
C. Arthur Borg
Donald W. Born
Merritt C. Bragdon, Jr.
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James D. Hataway
Theresa A. Healy
Theodore J. C. Heavner
Erland H. Heginbotham

William A. Ispirian
Ralph T. Jans
Lee R. Johnson
Ellis O. Jones, III
Dennis H. Kux
John M. Lord, Jr.
Walter H. Lubkeman
John W. MacDonald, Jr.
William C. Nenno
Gerald R. Olsen
Lorin N. Pace
Chris C. Pappas, Jr.
J. William Piez
Arthur L. Price
Russell A. Price
Howard B. Schaffer
Joseph G. Simanis
Peter F. Warker, Jr.
John P. Wentworth
Robert E. White

(Continued on page 12)

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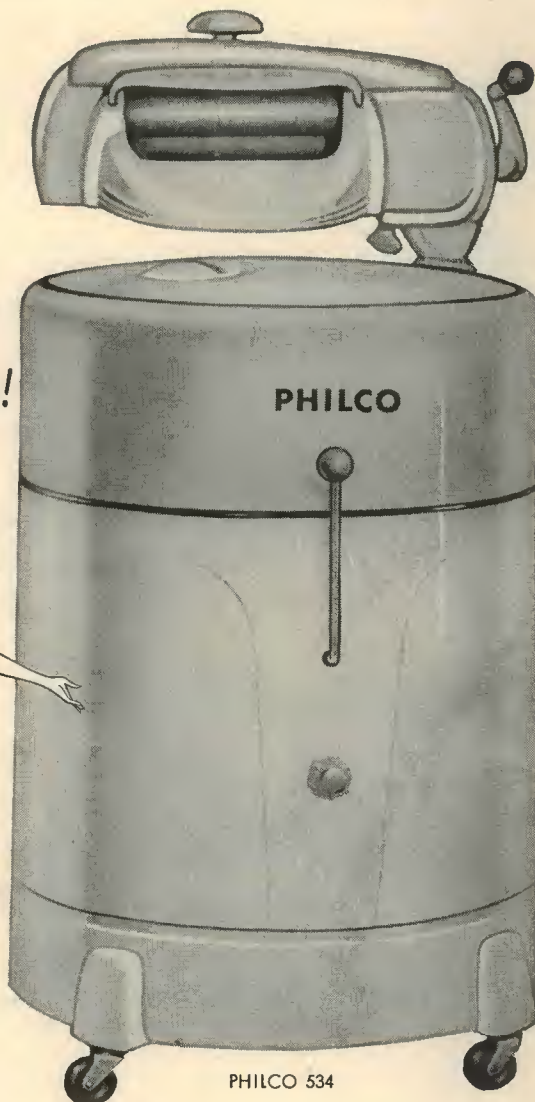
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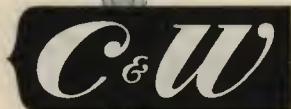
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LETTERS TO THE EDITORS (from page 8)

only met in an office during office hours, are extremely dubious. The informality of associations and conversations outside of offices, especially in the privacy of one's home, adds an element which can be of the greatest value. Hospitality is an instrument to promote informal social relations, which relations can be the solvent of much in the way of official relationships. And since a Foreign Service officer must, therefore, use this device of hospitality, not for his own but for his Government's benefit, it is only reasonable that he should be recompensed therefor.

I feel sure that there is hardly a businessman in America who does not understand the eminently practical function of the informal social relationship. Every important firm accepts expenditures for business hospitality as a sound investment, and Income Tax regulations sanction the practice as justifiable from a business standpoint.

Why, then, should it apparently be considered necessary in the conduct of our vitally important business of international relationships to be other than completely frank about it with Congress? Certainly, we don't fool anybody but ourselves.

William P. Maddox

IN MEMORIAM

BUTLER. Mr. Robert Butler, first American ambassador to Australia, died on September 16, 1955 in New York City. Mr. Butler also served as Ambassador to Cuba.

SCHNARE. Mr. Lester L. Schnare, retired Foreign Service Officer, died September 14, 1955 in Lexington, Virginia. He saw service in China, Japan, Germany, Italy, Iran, Burma, India, and Colombia.

PATTERSON. Mrs. Helen Mitchell Patterson, wife of Ambassador Morehead Patterson, died September 18, 1955 in London.

AYERS. Mrs. Mona Bracken Ayers, wife of Stuart Ayers, United States Information Agency Officer, died October 4, 1955 in Washington, D. C.

APPOINTMENTS (from page 10)

Designations

To be Consuls General

| | |
|---------------------|-------------------|
| Mallory Browne | Lionel M. Summers |
| Eldred D. Kuppinger | Tyler Thompson |
| Paul H. Pearson | |

To be Consuls

| | |
|--------------------|----------------------|
| Gilbert E. Bursley | Robert H. Marsh |
| Howard W. Calkins | Robert W. Weise, Jr. |
| Robert G. Glover | |

To be Consul and Secretary

John H. Richardson

To be Secretaries

| | |
|-------------------|---------------------------|
| J. Foster Collins | Frederick E. Nolting, Jr. |
|-------------------|---------------------------|

To be Vice Consul and Secretary

Thomas J. Flores, Jr.

To be Vice Consuls

| | |
|-------------------|-------------------|
| Bertram C. Cooper | Rudolph Marinette |
| John L. Leader | Walter Trenta |
| George B. Lester | |

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Here are two holiday gift decanters worthy of the precious bourbon they contain, encased in handsome cartons for easy gift wrapping. A gift to be prized for its beauty . . . long after the last mellow drop is drained. A flattering gift to the most discriminating . . . a perfect gift to you!



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Participation in the Protective Association Plan will enable you to:

Build a substantial insurance estate, with double indemnity in case of accidental death, that would be available to your dependents until you reach age 65.

Provide hospital-surgical insurance, including major medical coverage, for your dependents until you reach age 65. Payments under this health plan are among the most liberal of similar group plans in the United States.

Carry a reduced amount of group life insurance after age 65, as well as the regular hospital-surgical insurance for yourself and dependents, at premium rates higher than those in effect prior to age 65. The Protective Association subsidizes part of the cost of this over 65 insurance.

If additional information is needed, write:

AMERICAN FOREIGN SERVICE
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Care of Department of State
Washington 25, D. C.

or

1908 G St., N.W., Washington 6, D. C.



BY
JAMES B.
STEWART

REQUIESCAT IN PACE

*"I have the honor to be, Sir,
Your obedient servant."*

At last your work is done!
Faithful anachronistic phrase,
Which custom and regulations gave.
You, too, have found the grave.
Dragged on, long, long beyond your day,
A relic of the middle age
To close our written page,
Through, from intercourse 'twixt man and man,
Such protestations long had had the ban.
But still, it gave a thrill to hold
Something of the manner old.
"Noblesse oblige" you did convey.
A kindly spirit, dead today.
For Minister, Consul or Chargé:,
It shows a willingness to obey.
When the "job" was still a party's pay,
To John Citizen, Consul, U.S.A.
You signified a slave's low yoke,
Deep wrath and choler you'd provoke,
For, nolens volens, you he must employ
No matter that you did annoy.
No longer will the layman smile
And call you "bureaucratic style."
Rest on, there's no one to extol.
No requiem mass nor bells that toll
Will mark your passing on.
But some of us will miss you much.
Perhaps prefer you to the modern touch.

A. G. (probably ARTHUR GARRELS)

BRIEFS: CONSUL GENERAL GEORGE S. MESSERSMITH, discussing the economic depression before the American Chamber of Commerce, Buenos Aires, said that practically every producing country in the world was passing through a period of depression and that in many places the wheels of industry had stopped completely.

—"The appointment of former CONSUL HARRY J. ANSLINGER to be the first chief of the Narcotic Bureau," writes the *Washington Post*, "is an interesting example of the opportunity that awaits worthy men in the Government service. His earlier training was obtained in the Foreign Service. Mr. Anslinger's record inspires public confidence in the efficient administration of the newly created Bureau."

—HUGH R. WILSON, American Minister to Switzerland, writes in the JOURNAL about his experiences as a *Graf Zepplin* passenger:

"... It was a great experience, in complete comfort, no roar of motors in the ship, and with an entire sense of security. One sees the most lovely country (Switzerland)

(Continued on page 16)

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Deluxe LINED with Karolyt*
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Another great Wash 'N Wear range by the most formidable maker in the industry. Not only has built-in values like wrinkle-resistance, abrasion-resistance—but it washes easier than a hankie. No worrying about pressing (unless one's extra fussy), cleaning, mildew, etc., etc.

*DACRON 68% — EGYPTIAN Cotton 32%. CHARCOAL Aristocrat with life stamina and resilience in every fibre. In charcoal gray, charcoal brown & new mottled oatmeal. **\$38.90**
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*DACRON 68% — EGYPTIAN Cotton 32%. HAIRLINES in baby blue, tan & gray. The most satisfying and practical of all WASH 'N WEAR. Silken-like comfort. **\$28.90**
Slax . . . 7.90

LINN 'n' DAC—Dacron *55%—rayon 45%. SHANTUNGS. An exciting blend in the newest shantung weave. Real body and springy wrinkle resistance. Ideal for mix-&-match. **\$28.90**
Slax . . . 7.90

*DACRON 80% — NYLON 20% PIN-WEAVES. A great new fabric of incredible stamina and wrinkle resistance. Weightless and coolest of all—toughest cloth made. **\$32.90**
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Conventional Dry Clean Jacket . . . \$24.70
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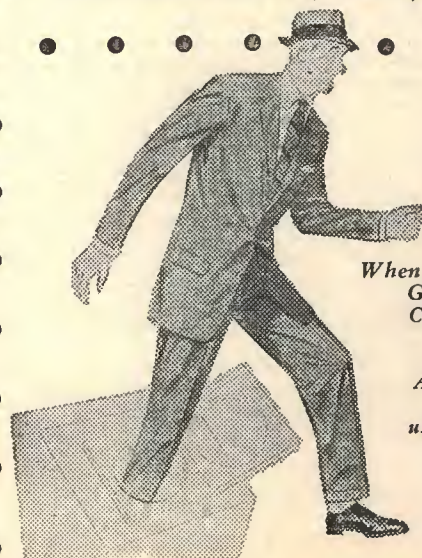
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Party Packet, Box 468—La Jolla, California

TWENTY-FIVE YEARS AGO (from page 14)

in a most effortless and charming way. There is no perceptible motion, save the gentle rise and fall of the bows in maintaining equilibrium, and this at a speed of 70 miles an hour or more. The German nation is wild with enthusiasm, and no wonder. Their ship has visited North and South America and has sailed around the world."

FOREIGN SERVICE CHANGES

ROBERT B. MACATEE, Consul, Bradford to London.

CHARLES A. BAY, Second Secretary, Bucharest to Tirana.

JULIUS C. HOLMES, Third Secretary, Tirana to Bucharest.

JOSEPH F. MCGURK, First Secretary, Department to Port au Prince.

ROBERT M. SCOTTEN, First Secretary, Department to Paris.

HAROLD D. FINLEY, Edinburgh to San Salvador as Second Secretary.

J. RIVES CHILDS, Bucharest to Cairo as Second Secretary.

AUGUSTIN W. FERRIN, Consul, Department to Malaga.

LOY W. HENDERSON, Second Secretary, Riga to Department.

EDWARD S. MANEY, Vice Consul, San Louis Potosi to Nogales.

EDWIN C. WILSON, Department, designated Foreign Service Inspector.

FOREIGN WOMEN AND FEMALE CITIZENS: CONSUL GENERAL L. J. KENNA, Paris, invites attention to the first two paragraphs of the United States Tariff, in order that consular officers may have an explanation ready in case some inquirer for tariff information stumbles on those paragraphs. The two paragraphs are headed "Animals for Breeding purposes," and then go on to give the status of American citizens marrying foreign women and female citizens marrying foreigners!

THE CONSUL'S HUSBAND

MAURICE P. DUNLAP, Consul of fame,
Takes up the popular consular game
Of discussing the mythical man (don't laugh!),
The Consul's (feminine) better half.
This is his query, the gist of it.
But I, for my part, would like to know,
After the Consul is ordered to go
To this, or that, or the other place,
While her husband packs at a furious pace,
Will F.P.A. give her tickets for two
And pay *his* passage the whole way through
To his wife's new post? Or, alas, instead,
Must the Consul pay for the man she wed?
This is the question of much import
For which the answer is being sought.
How can I tell which man to take;
The one with money, a bit of a rake,
Or the other, an author, intelligent, kind,
Who will be a companion in heart and mind?
This, I maintain, is the question which takes
Precedence, and for our (*feminine*) sakes
Should be decided before we move
To the one I have quoted here above
From my honored colleague's remark, to wit:
"Where shall the Consul's husband sit?"

MARGARET WARNER
Vice-Consul, Geneva, Switzerland



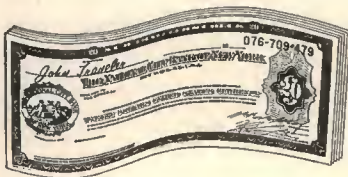
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| CANAL ZONE Balboa Criatobal | ENGLAND London 117 Old Broad St. West End 11 Waterloo Pl. | PHILIPPINES Manila Juan Luna Port Area Cebu Clark Field |
| CHILE Santiago Valparaiso | FRANCE Paria | PUERTO RICO San Juan E José de Jesús Tizol St. Santurce Arecibo Bayamon Caguaa Mayaguez Ponce |
| COLOMBIA Bogota Barranquilla Cali Medellin | HONG KONG Hong Kong | REP. OF PANAMA Panama |
| | INDIA Bombay Calcutta | SINGAPORE Singapore |
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PUNCTURE PROTECTION



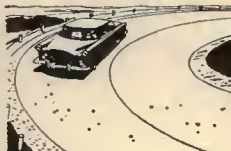
If a nail should penetrate this tire, the Safety-Liner grips it and slows air loss . . . No sudden flat tires . . . no need to change flats on the road.

SKID PROTECTION



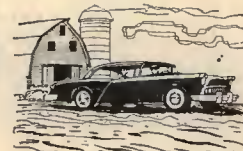
Newly designed silent tread has more angles . . . more skid-protecting edges than ever before . . . has 70% more skid-resisters than ordinary tires.

QUIETER RUNNING



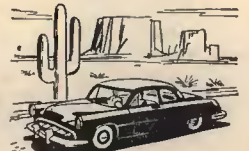
No hum or whine because tread elements overlap to prevent rhythmic vibration. Silent Safety-Grip Tread won't squeal even on sharpest turns.

GREATER COMFORT



New resilient tread compounds and flexible tread design absorb road shock. Elimination of inner tube also provides a softer, more comfortable ride.

LONGER MILEAGE



Tread is compounded of extra-tough, wear-resistant rubber. Its Safety-Tensioned Gum-Dipped* Cord Body prevents dangerous tread cracking.

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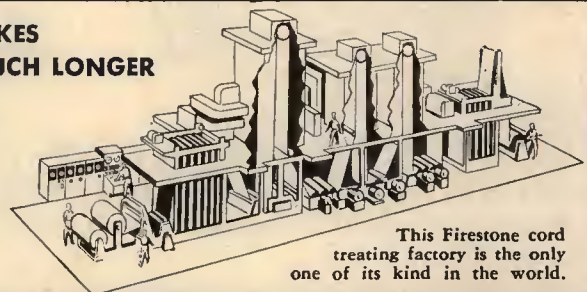
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* T.M. Reg. U. S. Pat. Off.



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By Lois Perry Jones

THE NEW YORK TIMES, SUNDAY, OCTOBER 2, 1955.

FOREIGN SERVICE RESERVE OFFICERS:

Vice Consul and Secretary in the Diplomatic Service of the United States of America:

Thomas J. Flores, Jr., of New York

Vice Consul of the United States of America:

Norman C. Cooper, of Virginia

John L. Lester, of New York

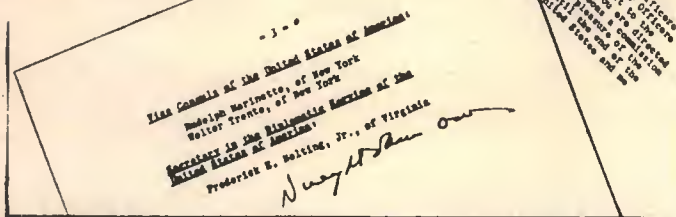
George B. Lester, of Connecticut

Secretary in the Diplomatic Service of the United States of America:

J. Foster Collins, of Virginia

Dwight D. Eisenhower

THE WHITE HOUSE.



Associated Press Wirephoto

DOCUMENTS SIGNED BY EISENHOWER: These are the first documents signed by the President since his illness. The lists of State Department foreign service officer assignments were brought to the President from Washington by his aide, Sherman Adams.

The new officers whose names are listed on the documents pictured above were sworn in at a ceremony held on October 10. Raymond Hare, Director General of the Foreign Service, commented that the size of the Foreign Service had been increased by 4% with their swearing-in. See page 10 for a list of the names.

Appointment

WILLIAM H. JACKSON, former deputy director of Central Intelligence and the author of a report on government psychological warfare, was named a special assistant to the Secretary of State to help prepare United States proposals for increased East-West contacts, in preparation for the Foreign Ministers' meeting at Geneva.

Personals

SAMUEL C. WAUGH, Deputy Under-Secretary of State for Economic Affairs, resigned and was nominated by President Eisenhower to be president of the Export-Import Bank. He succeeds Maj. Gen. Glen E. Edgerton, who retired. A native of Plattsmouth, Nebraska, Mr. Waugh was president of the First Trust Company of Lincoln before becoming Assistant Secretary of State for Economic Affairs in June, 1953.

MRS. MONROE WILLIAMS BLAKE, wife of the late Monroe Williams Blake, is giving lectures and classes on protocol and social usage for wives at the Foreign Service Institute.

HOWARD A. COOK, Chief of the Public Services Division, was named president of International House in New York City, it was announced by John J. McCloy, chairman of the board of trustees.

Rosemary Murphy, daughter of our Deputy Under Secretary of State, played the role of the high government official's daughter in "Second Threshold," with Sidney Blackmer as her father, at Beach, South Carolina, this past summer.

HONORE M. CATUDAL, adviser to the Chief of the Trade Agreements and Treaties Division, Bureau of Economic

Affairs, received a George Washington Honor Medal this year at the annual presentation of awards by the Freedoms Foundation at Valley Forge.

GEORGE and BETTY SOLOFF write us that they are permanently residing in Los Angeles, at 4047 West 23rd Street.

Miscellaneous

A new American Consulate was opened at Khorramshahr, Iran, this summer. **ROLLAND H. BUSHNER** is Officer-in-Charge of the new post.

A new drive to interest college students in a career in the Foreign Service was carried out early this fall. Twenty-five career officers spoke to students at about 200 college and universities across the country. Applications to take the written examination to be given December 9 had to be filed with the Department's Board of Examiners by October 21.

A *New York Times* story stated that Department officials estimate that 35,000 foreign students registered in United States institutions this fall. Of these, approximately 25% are receiving scholarships granted by the Government and private organizations. The others are financed by their own governments or are coming at their own expense.

Mid-Career FSO Course

Registered for the FSI Mid-Career Course are: **DOUGLASS K. BALLENTINE, LEROY E. COLBY, PAUL W. DEIBEL, L. MILNER DUNN, ELDEN B. ERICKSON, RICHARD ERICSON, MARGARET FAGAN, JOHN M. FARRICR, WILLIAM F. GRAY, DOROTHY JESTER, RALPH A. JONES, MASON A. LASELLE, EDWARD V. LINDBERG, EUGENE L. PADBERG, JR., JOHN PATTERSON, HENRY W. PRENTICE, CONSTANCE ROACH, PETER RUTTER, MAURICE E. TROUT, CHARLES M. URRUELA.**

Economic or Political Science Training

The following have been appointed Foreign Service Institute Fellows in economics for the academic year 1955-56: **GEORGE H. ALEXANDER, WILLIAM S. BEAL, PHILIP B. BERGFELD, ROBERT R. BRUNGART, JAMES J. BYRNES, DON V. CATLETT, RICHARD H. COURTENAYE, DALLAS L. JONES, JR., THOMAS D. KINGSLEY, ROBERT L. OUVERSON, ROBERT E. ROSSELOT, THOMAS K. SHIELDS, KENEDON STEINS, HERBERT S. WEAST, J. ROBERT WILSON, and STANLEY B. WOLFF.**

The following nine officers were appointed FSI fellows

(Continued on page 36)



The enlarged State Department building, which proposes to house all State Department and ICA employees under one roof, is shown in scale model on the left of the picture above. The model, on exhibit in the State Department lobby, also shows South Interior, and the proposed American Federal Reserve and Federal buildings. Congress appropriated a sum last summer which will cover the planning costs. See editorial on page 32.

The New FSI Training Program

By HAROLD B. HOSKINS

A new and revitalized training program at the Foreign Service Institute left the planning board in June and went into production this summer. This took place when 21 of this year's Foreign Service Class-6 appointees came to the 8-story brick building, half a block from "Main State," to begin 3 months basic training before taking up their first field assignments. At the same time the 2115 C Street Foreign Service "alma mater" was still undergoing a thorough physical renovation. All through the summer the former Mayfair Apartments building swarmed with carpenters, plasterers, painters, and electricians. Rooms that formerly served as makeshift classrooms have been made over to look like classrooms. Fluorescent lighting has been added and the main lounge attractively refurbished. Best of all the whole place has been comfortably air-conditioned against Washington's oppressive summer heat and humidity. No longer comparable to a hardship post, the Institute, with its magnificent view across the Potomac to the hills of Virginia, has entered upon a new existence better suited to work and study.

These physical improvements, valuable as they are in themselves in helping to increase efficiency and to insure the best use of available space, are indicative of some of the broader changes that are taking place in the Institute's entire training program. Old courses are being revamped and new ones are being added. Enrollment has increased, more than a dozen new faculty members have joined the staff, and ties with a growing group of cooperating American and overseas colleges and universities have been strengthened.

Another important innovation at the Institute these days is that a number of courses have been opened to wives who are going abroad with their officer husbands. At every post the officer's wife plays an important and well-recognized role in furthering her husband's career and in helping him do a better job. In fact, most Foreign Service

officers and their wives come to think of themselves as a team. The Institute is now making it possible for the wives and in some instances their adult dependents to share before they go abroad in the opportunities for language training and in the briefing sessions which cover general foreign policy and area information. In addition plans are now being worked out whereby wives may also participate in the language courses given at posts in the field.

Another heartening change at the Institute is the increased support which our new and revitalized training program is getting from high officials in the Department and in the Government. In Washington, elsewhere in the United States, and in missions abroad, there is also a growing recognition of the importance to the Government of well-planned systematic training for all officers charged with responsibility in foreign affairs. The legislation in the Foreign Service Act of 1946 setting up the Institute authorized such a program, the Wriston Committee recommended it, the Secretary of State and the President have approved an expanded program, and the 84th Congress has authorized an increased appropriation for training to help carry it out.

In addition to intensive periods of training such as the FSO-6s are taking, and the increased opportunities for wives, we have scheduled other shorter courses, as well as longer specialized training courses which extend over at least one academic year. In the field we also hope to encourage some of the clerical staff, particularly the men and women with college degrees, to take additional courses to help them qualify for appointment as officers. Of course, not all this work is new, but for the reasons indicated above we believe we are now in a position to do the job of in-service training more effectively than it has been done before.

For the first time our appropriation provides funds for the Institute more nearly commensurate with the directives originally laid out for it. Our budget for the current fiscal



The members of the July class of the Junior Foreign Service Officer course are shown above. From left to right they are: first row—Glazer, Ruida, Rabin, Gross, Reed, Lee, Dale, and Handyside; second row—Malin, Roberts, (Harold Hoskins and Jan Nadelman), McIntyre, McCall, and Kennedy; third row—Sylvester, Everts, Murphy, Mullin, Slater, Okun, Henebry.

year is about \$2 million. While this falls short of the Secretary's original request, it is substantially more than was previously available. As a result we are convinced that this sum is sufficient to demonstrate the value to the Government of this larger concept of in-service training.

The major portion of this amount goes to pay the salaries and expenses of the students at the Institute. Less than half of the allocated funds will be used to defray the costs of running the Institute itself. Since the Government and not the individual is the chief beneficiary of in-service training the employee is not asked to bear any portion of the training expenses generally incurred by his participation in the program.

Training at Periodic Intervals

The central feature of our revitalized training program calls for three periods of concentrated, full-time training in the course of a Foreign Service officer's career. These training periods, each lasting 3 months, occur before an officer takes up his first foreign assignment, in mid-career, and when he becomes a senior officer. The first period is to provide the officer with the facts he must know, the second concentrates on discussion of methods and problems, and the third is to draw on the information and experience of senior officers in the planning of policy and in a manner which will give the officer the additional perspective needed for fulfilling effectively the final phases of his career. This concept of graduate-level training is not a new one. The Armed Services through their respective service colleges have had it for years, and increasingly it is being applied in industry.

On the administrative side, the Institute has been transferred from the Office of Personnel and placed directly under the Deputy Under Secretary for Administration. This change does not alter the essential character of the Institute as a service organization for the Department and the field. It



Receiving instruction in the German language are Paul Watson, Herbert S. Okun, and Mrs. Watson. Mrs. Klara Buchmann is the language tutor.



Mohammed S. Kala, Language Tutor, instructs three officers in Arabic, prior to their departure to Arabic speaking countries. The officers receiving instruction are: Owen Roberts, Richard Sanger, and Holsey Handyside.

merely reflects the increased importance which the Department gives to training in its own self-interest.

This fall our new program began to operate on regular schedule and by the first of the year we expect to have it in full swing. When I came to the Institute last March I was fortunate to find already on duty the nucleus of a good staff with a considerable amount of careful planning already done. We have as a result been able to develop our new program far more rapidly than would otherwise have been the case. Another element in our favor was our discovery that we already had in the Foreign Service a number of highly-qualified officers with academic interest and experience to augment our existing faculty. The staff itself has already been increased by one third. In addition we employ some sixty native language tutors. We expect to increase further if training needs make this necessary.

Even during the early summer, while we were still ironing out some of the wrinkles from our new plans and before the air-conditioners had been installed and we were still having to step over paint cans in the narrow corridors, it was more than "business as usual during alterations." In July and in August, for example, when we were starting our new three-month Junior Officer Training Courses, we also were running the full complement of area orientation and language courses as well as several foreign policy seminars. On August 1 we had a total close to 700 students taking work at the Institute as compared with 580 during the summer of 1954. If required, we shall be able to train up to 900 persons per month this winter. These figures include personnel from other government agencies as well as those from the Department and the Foreign Service on both a part time and a full time basis.

Despite some suggestions to this effect there is no attempt to make the Institute a "prep school" for the Foreign Service. Nor are we trying to make it a diplomatic prototype of West Point or Annapolis. What we have set out to do is to create an institute for the Foreign Service of the United States that in its field will compare favorably with the War Colleges of the Armed Forces. This was the original objective of FSI since there has never been an Institute equipped to do for diplomacy what the War Colleges do for defense.

This year's comparatively large class of FSO-6s will help fill many of the vacancies existing at that level. In order to get their basic training as rapidly as possible, we have arranged initially to have several courses of Junior FSOs going on at the same time. The new FSO-6s who entered the Institute last July have had their first concentrated three months of basic training. Another group arrived August 1, and a third was scheduled for October 3rd. Later, when the pipeline is full, we expect to put our training programs, whenever possible, on a quarterly basis.

It has been decided, as a matter of Departmental policy, that every new FSO will have a prescribed 3-month basic training course before proceeding to his first foreign assignment. While this policy has doubtless delayed the staffing of vacancies in the field, the most critical phase of this situation is a temporary one and the worst should be over by December 1955, by which time we expect that the pipeline will be reasonably full. From there on, there should be less reason for a position to remain vacant be-

cause an assignee is completing his training period. Furthermore when he does finally report for work after his training here every FSO-6 should have a clearer concept of his duties and should prove to be a useful officer in his new post sooner than might otherwise be the case.

Another advantage of the new training program, thanks to close cooperation with the Office of Personnel, has been that the current crop of new officers received their assignments before they had completed their first month at the Institute. Consequently they had the remaining two months of their courses, so far as both language and area were concerned, tailored to fit the specific requirements of their prospective post. Older officers, who during their training did not know where they would be assigned, will recognize the progress reflected in this new step.

Training the Mid-Career Officer

The second period of concentrated training is scheduled to come to an officer in mid-career. After he has had 5 to 8 years' experience and as soon as possible after his promotion to Class 4, he will be brought back to the Institute for 3 months additional study. The first class of approximately 20-mid-career officers assembled for their new course on September 15. Some of them are in this country between assignments, for consultation, or home leave, but several of them are on special leave from their posts expressly for this period of mid-career training. The course has been planned so that those officers stationed abroad can expect to be back with their families at their overseas posts before Christmas.

Heretofore, the facilities of the Institute have been available to the FSO-3s and FSO-4s often on a hit or miss basis. If an officer happened to be home when a course was going on which would benefit him, he might be assigned to take it; otherwise, he went without it. Under the revamped training program, a concentrated period of mid-career training is contemplated for all FSOs at approximately Class 4 level. For some this period may coincide with home leave or with a Washington assignment, but in other cases it may mean a brief round trip to the mid-career officers US and return to his post. Since the period of study here is a relatively short one—usually three months—families, if conditions make this necessary or possible, will remain behind. The officers during training will receive their salaries plus a per diem. They will not be expected to perform other than training duties at headquarters during this period of concentrated study.

Some portions of mid-career training are in the nature of a refresher course. There is a review of the problems of the United States, not only in its foreign aspects but also in relation to domestic developments at home. US policy will be studied in its bilateral and multilateral or UN aspects. A permanent member of the faculty is assigned in charge of the course; he plans its content and, during much of the discussion, serves as chairman of the group. He does some lecturing himself, but an important part of his job is to secure special speakers—professors from other schools, experts from the Department and other agencies, as well as members of the Institute staff. Each student who enters the course is also expected to contribute some facet of knowledge or experience based on his experience to date.

After the first five weeks of this course there will be a breather in the form of a visit to New York City to watch multilateral diplomacy in action. Every mid-career officer will have an opportunity to go through the marble and glass UN buildings on the East River, to observe the General Assembly, the Security Council, if in session, and such commissions and committees as may be meeting, and then talk with members of the US delegation about their work.

As a result of this mid-career training it is expected that every officer who takes it will be better equipped for the performance of his future duties. Major emphasis will be placed on training for increased responsibilities. Many a mid-career officer who has performed valuable services in economic or political reporting, in consular work, or as an administrative officer has developed into quite a specialist in his particular field. Now, on the threshold of a promotion which entails more generalized responsibility, he will be given certain courses aimed at helping him to handle more effectively his broader responsibilities.

The Government is the Beneficiary

FSI, therefore, is no "ivory tower" training. Unlike an established university which permits the pursuit of abstract knowledge, our Institute courses are designed for the very practical purpose of making the recipient a more effective officer in the future service that he renders to the United States Government.

May I repeat, the Government, and not the individual, should be the chief beneficiary of the training services offered by the Institute. Nor should the opportunities for advanced training be looked upon as a reward for past accomplishment. The good of the service and the needs of the service are the primary criteria that are kept in mind when selecting a man or woman to receive a full-time training course.

Undoubtedly, these prescribed periods of concentrated study assist the individual. They should help him in the development of his career, and they should increase his chances of promotion. According to present plans a careful report on every trainee's accomplishments during training is now included in an officer's personnel file before it is sent to the selection panels. Henceforth, any successful training experience of an FSO will be given greater weight when his promotion to a higher class is being considered.

With few exceptions we hope that all junior and mid-career officers will be able to complete their respective periods of training before they become eligible for promotion. We also hope, as a result, that, not later than July 1, 1957 there will be enough Foreign Service officers on duty to make such a program possible from an administrative point of view. However, the Secretary will retain power to make exceptions, and it is expected that no officer need miss promotion solely because he was prevented by circumstances beyond his control from devoting 3 months to training at some time during a possible six-year span while he is in Class 4 or 3.

What about the FSO-5s and FSO-6s now in the field? Are they to be required to take the first 3-months basic training before promotion? The answer is "no." Junior officers already on assignment will not be called home for concentrated training until they reach the mid-career point.

It is hoped, however, that they will be able to partake of the on-the-job rotation plan for younger officers which will allow them to get a well-rounded knowledge of the various functions that go on at each post.

A Third Training Period Planned

In addition to full-time training courses of 3 months' duration for junior and mid-career officers, the Institute's enlarged program foresees eventually a third 3-months' training period for the senior officer, the FSO-1 or -2 with 15 to 20 years of service. The major emphasis at this stage will be on policy-planning at the national or the regional level and executive management. One method will be the holding of political, economic, and strategic "game exercises" in cooperation with the senior officers of other agencies involved in foreign affairs. Another will be the use of the case method so successfully used in American university and business training.

A period of concentrated training is presently available to a limited group of 25 senior officers who attend the various War Colleges. Development of our own Senior FSO Program will widen opportunities and provide more specifically for working on problems aimed primarily at our own foreign affairs fields of competence.

Increasing Language Skills—A Constant Task

One overriding handicap we as a nation are up against in the field of diplomacy is the scarcity of Americans who can express themselves adequately in languages other than English. Actually during the very decades when the United States was heading toward leadership in world affairs, the language emphasis and requirements in many of our schools were being lowered and the comparative number of pupils who were becoming proficient in various foreign languages was actually on the wane. In recent years a good many learned articles and books have been written advancing various reasons why this has occurred. A number of educators, aware of the gravity of this situation, are attempting to reverse the trend. The fact remains that at the present time we in the State Department and the Foreign Service have to live with the situation as it is. It has been impossible to find enough recruits, either at the beginning level or by lateral entry, with language qualifications made to order for the Foreign Service. Even among our present personnel there are many officers whose value to the Government would be considerably augmented were their skills in one or more foreign languages greater. Therefore, language training, always an important Institute function, must continue to retain a top place among our present-day priorities.

It is evident that every junior officer should, before assignment to his first foreign post, have a command of at least one so-called world language (French, German, Spanish, or Italian) or he should know some other foreign language, such as Serbo-Croatian, Japanese, or Arabic. If he does not have this asset before entering the service, he is urged to take at least one additional month of full-time study following his "basic," so as to concentrate on language work. In most cases he should study the language

(Continued on page 51)

A Service Teenager

By DON EMMERSON

To the average adult the American teenager is a kind of money-mad, car-borrowing Marlon Brando. He speaks a language which bears no resemblance to English, consisting mainly of the adjectives "cool," "gone" and "crazy." He wears ridiculous clothes, i.e. "string ties," "peg pants," "bombers," "slim Jims," "Mr. B" collars, charcoal suits, motorcycle jackets, pork-pie hats, very wide or very narrow belts, tight jeans and turtle-necked T-shirts, possessing a particular mania for combinations of pink and black and considering himself a "real cat" or a "bopster." He has a passionate love of cars, motorcycles and anything else on wheels and is a connoisseur of ear-splitting, earth-pounding music commonly known as "rock 'n' roll." In other words, he is a member of a sort of hopped-up "Lost Generation." Or at least this is the view held by many bewildered parents.

Of one thing there is no doubt, the twentieth century teenager is a figure of some controversy. No one knows exactly what to do with him. Advice concerning this matter is solicited from psychologists, reformers and moralists. Statisticians are solemnly asked if the rumor that teenagers have monopolized the world's dope crop is true. Yet there is one opinion that is seldom heard—that of the teenager himself. So here I am.

The subject of this article is not teenagers in general, but a particular species: teenagers whose parents are in the Foreign Service. Although there are obviously many differences between these kids and kids who have never been abroad, they are admittedly alike in many ways. Whether a teenager lives in Tokyo or Timbuktu, he has essentially the same disposition as a boy of the same age living in Podunk or Philadelphia. Both are probably interested in sports, Stan Kenton, the '56 models, girls and the draft. The only differences lie in background and environment.

This article is concerned, then, with the Foreign Service teenager, what makes him different from other teenagers and why he is different. My only qualifications for writing on this subject are 1) the fact that I am a Foreign Service teenager (a BIJ to be exact)* and 2) the fact that I have met many other Foreign Service teenagers, who, like myself, have lived overseas most of their lives.

*BIJ means "born in Japan."

The author and his sister,
Dorothy Lou.



The child of a Foreign Service Officer is forever meeting people. As soon as he can walk he is dressed up in a suit and given a plate of peanuts to pass to the guests at a cocktail party. This not only serves as a good way to keep the peanuts in circulation, but also as a method of maintaining the conversation. Whenever the chatter starts to drag someone is bound to remark, "My, Mrs. Blank, but what a simply *darling* child you have!" For the next few minutes everyone discusses the peanut-passer at great length and lo! the conversation is resumed. Anyway, the point of all this is to show that the Foreign Service child is always meeting new people, from a very early age to the time when he can put down his plate of peanuts and mingle with the guests. Not only is he introduced to monocled British diplomats and middle-aged lady V.I.P.'s, but he is also hopefully encouraged to associate with other little monsters his own age. Usually, the result of all this social maneuvering is a willingness to meet new people and a readiness to adapt to any new social situation, as in the case where Papa is transferred to a new post.

Another direct result of this social aspect of life in the Foreign Service is the development of a sincere interest in people, and a tolerance of national differences. During my father's two year assignment in Moscow I went to a Russian school and, consequently, my friends were Russian school children of my own age. I found them to be very friendly playmates and we had a lot of fun together. It occurred

Reflects



In the panel at the right are: (1) the Emmerson family, waiting to board a train; (2) the author on the left with some of his Russian playmates in Moscow; and (3) a group of the students at Woodstock School, Mussoorie, U.P., India.

to me then that, after all, there is no real human difference between the Russian people and the American people. Substitute "Jewish," "Negro" or "Moslem" and the statement still holds true. National differences become insignificant in the face of human equality.

I consider a "social sense," as it were, to be one of the most important assets a Foreign Service teenager can possess. There is a certain humility that comes with this. In Moscow we lived in a tiny, two-floor log cabin. The heating system was seldom working, the water pipes were constantly freezing and cracking, there were large holes in the walls which had to be patched with cardboard, and the floor slanted in a number of different directions—compared to American homes it was literally a shack. I think one of my most vivid memories of Moscow is the mental picture of one of my Russian friends, who, when I brought him home and asked him if he didn't want to play Monopoly or something, just sat on the couch and said that all he wanted to do was sit and look at our beautiful house.

Education

The education of a Foreign Service teenager can sometimes be a pretty haphazard thing, especially when said teenager can claim fifteen alma maters in all parts of the world. As an indication of the wide variety of schools which may go to make up the Foreign Service teenager's education, I will give the reader a brief picture of a few

(Continued on page 53)



What is O.C.B.?

DALE O. SMITH, *Brig. Gen., USAF,*
Special Assistant to O.C.B. Executive Officer

Because its function—coordinating operations when the United States deals with national security matters—is so logical, the Operations Coordinating Board appears, after two years, to be a permanent fixture. No one questions the need of supplementing the planning work of the National Security Council with a system for coordinating the implementation of the policy thus developed.*

Nevertheless, the OCB is not well known and it's a rare occasion when an OCB staff man sees a gleam of understanding when he attempts to explain his job. This is unfortunate, since a little more understanding, particularly within the Executive Branch, should contribute much toward better OCB work. Therefore, by way of explanation, let's start from the beginning to see how OCB came about.

When General Eisenhower gave a campaign speech in San Francisco on October 9, 1952, he spoke of the need for focussed national operations. He said we had to have a system for getting all elements of government to pull together toward clear national security objectives. He was referring, essentially, to the need for greater teamwork and cooperation in the Executive Branch of the government—a focussed and centralized attention on national security policies. As he said in the speech:

"Every significant act of government should be so timed and so directed at a principal target and so related to other governmental actions that it will produce the maximum effect. . . .

"It means that in carrying out a national policy, every department and every agency of government that can make a useful contribution will bring its full strength to bear under a coordinated program.

"This is how I would go about this business.

"First: We must adapt our foreign policy to a 'cold war' strategy that is unified and coherent.

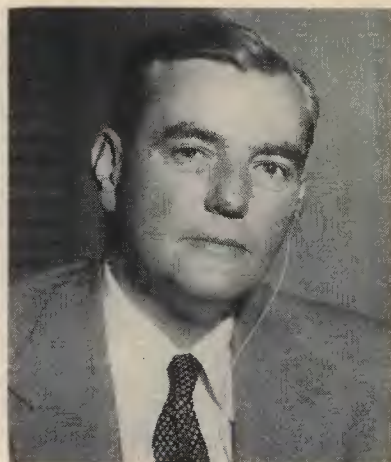
"Second: In spirit and resolve we should see in this 'cold war' a chance to gain a victory without casualties, to win a contest that can quite literally save peace.

"Third: We must realize that as a nation, everything we say, everything we do, and everything we fail to say or do will have its impact in other lands. It will affect the minds and wills of men and women there.

*A handbook describing the OCB has recently been published for official use and may be obtained by writing the Executive Officer, 708 Jackson Place, Washington 25, D. C.

"Fourth: We must choose a man of exceptional qualifications to handle the national psychological effort. He should have the full confidence of, and direct access to, the Chief Executive. I have suggested in other talks that this function may be best worked out through a revitalized and reconstructed National Security Council."

Shortly after assuming office, the President nominated an *ad hoc* committee to survey the government's overseas information activity and to recommend an organizational structure which would coordinate the operations called for



Herbert Hoover, Jr.



Nelson Rockefeller



Theodore C. Streibert

by National Security policies. This "Jackson Committee" (William H. Jackson was chairman) recommended an independent agency status for overseas information activities (USIA), the abolition of the Psychological Strategy Board, and the forming of the Operations Coordinating Board.

Many people consider OCB to be the old PSB operating under another name, but this is erroneous. The OCB was given an entirely new charter with Executive Order 10483.

Although not a substitute for other channels of coordination, the essential purpose of OCB, as noted in the founding charter was to achieve coordination of *all* elements of national power—political, military, economic and psychological. The psychological aspect was still in the picture, but only in relationship to the impact of *all* overseas operations conducted by the U. S.

One important conclusion of the Jackson Committee was that psychological warfare was an integral aspect of every act of government and could not be separated out and considered in a vacuum. OCB was charged with keeping an eye on *all* operations in view of achieving a climate of opinion abroad in keeping with our national policies.

OCB Line-Up

OCB was born on September 2, 1953 by the publication of Executive Order 10483 signed by the President. Like all

new organizations designed to promote a new concept which is not too well known, or understood, OCB has had a difficult time. But it is making real progress.

OCB is, first of all, a board which meets every Wednesday in the Executive Office Building, next door to the White House.

Chairman of the Board is Under Secretary of State Herbert Hoover, Jr. Deputy Secretary of Defense Reuben B. Robertson, Jr. is another member, as are Special Assistant to the President Nelson A. Rockefeller, Director of Central Intelligence Allen W. Dulles and Director of the U. S. Information Agency Theodore C. Streibert.

Then there is Mr. John B. Hollister, Director of the new International Cooperation Administration—formerly FOA. Mr. Hollister replaced Mr. Harold E. Stassen on the Board.

The Board's staff work is directed by the Executive Officer of OCB, Mr. Elmer B. Staats. You might say that his relationship to OCB is analogous to Mr. Dillon Anderson's relationship to NSC. (Mr. Dillon Anderson replaced General Robert Cutler as Special Assistant to the President for National Security Affairs.) The Executive Officer of OCB sits with the Board but his function is to help keep the train on the track rather than to pull the cars.

(Continued on page 48)



The Technical Panel on International Broadcasting at one of its regular OCB meetings. From left to right are: Alvin G. McNish, Bureau of Standards; Wm. H. Watkins, Federal Communications Commission; Fred Trimmer, USIA; Col. Nicholas C. Angel, Defense; T.H.E. Nesbitt, State Department; Walter Loeber, ODM; Marjorie M. Denry, OCB Technical Secretary; and Brig. Gen. Dale O. Smith.



John B. Hollister



Allen W. Dulles



Reuben B. Robertson, Jr.



Elmer B. Staats



1



Service



4



1. NEW DELHI—The Honorable John Sherman Cooper, Ambassador to India, and Premier Jawaharlal Nehru are shown conversing at a buffet dinner given by Foreign Secretary R. K. Nehru at the Delhi Gymkhana Club last summer.

2. AMMAN—Her Majesty Queen Dina (3rd from right) and Mrs. Lester D. Mallory, wife of the American Ambassador to Jordan (4th from right), with the Amman Art Group of which Mrs. Mallory is a member. The group presented the Queen with a watercolor

of the ruins of the ancient Roman city of Jerash, one of the major historical points in Jordan

3. VERACRUZ—Principals of a late summer wedding at Veracruz were William H. Tienken and the former Miss Angela Bonavia Blanco. The photograph of Mr. and Mrs. Tienken shown above was taken just following the marriage ceremony.

4. ASUNCION—Francis Cardinal Spellman, Archbishop of New York, is shown with the family of the Honorable Arthur A. Ageton,

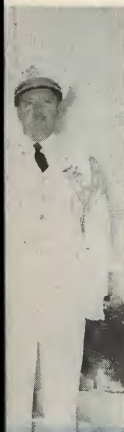


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3

Glimpses



5



6

Ambassador to Paraguay, on the occasion of his recent visit to Asuncion following the Eucharistic Congress in Rio de Janeiro. Shawn with the Archbishop are Ambassador and Mrs. Ageton, and their children, Mary Joe and Rex.

5. DAMASCUS—Ambassador James S. Moose, Jr., and members of his staff who called on the President of Syria on July 30, 1955 to congratulate him on the occasion of the Al-Adha Holiday commemorating the end of the annual Pilgrimage to Mecca. Front

row, left to right: Maj. Kenneth Puttkamer, Robert C. Strong, Ambassador Moose, Col. Robert W. Molloy; back row, left to right: William D. Brewer, Schubert E. Smith, Alfred L. Atherton, Jr. 6. HELSINKI—Following a meeting of the Inter-Parliamentary Union in Helsinki, members of the US Delegation and wives look cheerful before their departure on a Soviet plane for a visit to the USSR. From left to right: Mrs. McFall, Ambassador McFall, Mrs. Robson, Congressman Robson, Senator Kefauver, Senator Hennings, Mrs. Hennings, Mrs. Cooley, Congressman Cooley.

The title, "consul", and the exact nature of the consular function can be best understood by going back into history. It will become apparent that the consul owes his origin to the development of trade and commerce and it will be seen that few institutions in history have been so faithful to their historical origins as has the consulate.

Etymologically, the Consuls of Roman times and the consuls of later ages come from the same origin, very probably from the Latin expressions, "con" meaning with or together, and "salio," forming the word *consalio* meaning a colleague or a partner. The verb *salire* means to jump or to leap and *consalire* would mean to leap together. Probably the word *consul* itself is derived third-hand from the verb *consulere* which comes from *consalio* and from which we derive our English word "consult" in the sense of "deliberate." The word "consul," therefore, really means "councillor," although the etymological origin of councillor is different, coming probably from *con* and *calare* to call together.

Historically, however, there is no direct line of descent from the Roman Consul to the consul of later times. Unless one counts the abortive Roman revolutions of Rienzi's time, it was not until Napoleon and his colleagues overthrew the Directory and assumed the consular title at the end of the eighteenth century that the Roman title and some of its functions were resurrected again in the history of the West.

There were officials who for a time were contemporaries of the first Roman Consuls and who performed duties that we associate today with those of the consul, although their administrative and judicial functions were much more broad. These were the agents maintained at key ports in the world of antiquity by such trading peoples as the Phoenicians and the Carthaginians. However, with the extension of the Pax Romana to the Roman world, there was no particular need for a consular service and the function of the consul seems to disappear for even a longer period than that covered between the death of the last Roman Consul and the assumption of the title of First Consul by Napoleon.

The title of consul as we know it today dates only from about the twelfth century when we find officials or councillors who were the chief municipal officers of certain towns in southern France who were members of the *consulat* or ruling body. The use of the term may of course have been due to the Roman tradition. However, as councillors, these officials could have been called by any of several other names. The consul of southern France might be a syndic, a provost, or a *scabinus* elsewhere. It is likely that these more ordinary expressions of the town councillor in the Middle Ages were too general to define exactly the role of the later consul. In Latin documents, instead of *consules* these members of the *consulat* were sometimes called *consiliarii* or councillors. In the cities of the Low Countries a century later, these officials were called *scabini* and *jurati*, which were more common expressions for town councillors.

It was perhaps the limited use of the word consul in the town councils of a few cities of Provence and Languedoc and the fact that in some of these same cities the consuls

were particularly concerned with settling the disputes of merchants, which led to the general adoption of the term to designate special officials named to deal with the trade disputes. In the medieval cities of Italy and Southern France, these consular tribunals settled quarrels arising on land or on sea and were known respectively as *consules mercatorum* and *consules artis maris*.

Around the time of the Crusades, it became a logical development, with the increase in commerce, for the trading towns of Italy to appoint similar officers for service in distant cities to serve both as judicial officers settling disputes among their own nationals abroad and as official agents of their own city in its dealings with the merchants and officials of the city in which the agents were stationed. These agents were generally called *consules in partibus ultramarinis*.

The earliest foreign consuls were those established by Genoa, Pisa, Venice and Florence, between 1098 and 1196, in the Levant, at Constantinople, in Palestine, Syria and Egypt. It will be noted that this interval of time covers

the Origins

roughly the century of history which saw the first three great Crusades. The first formal treaty arrangement which provided for the establishment of French consuls at Tripoli and Alexandria was signed in 1251 between Louis IX of France and the sultan of Egypt. However, it should be made clear that this treaty arrangement was the exception rather than the rule. The medieval consul was municipal in origin and function. It was the municipality which appointed the consuls, not the monarch.

As a matter of fact, the earliest ancestors of today's consuls were not appointed by either their own municipality or by their ruler. They owed their authority solely to their own outstanding positions in the heart of a foreign community. The father of the later consul was a prosperous businessman, probably in Constantinople in the days of the Byzantine Empire. He was almost certainly a Venetian although he was not given any particular authority by Venice in the centuries following the fall of the Roman Empire and before the dawn of the Middle Ages. Because of the dangers of the times and also for convenience in the carrying on of commerce, fellow Venetian traders established their warehouses near his. Merchants from other parts of Europe also settled in this alien community in the heart of Byzantium. Inevitably, conflicts arose with the local population and with the local authorities. The merchants appealed from time to time for the help of the Emperor. For his own convenience, not only in keeping order and

in settling disputes, but also in order to exercise some supervision over the important trading activity of the foreign merchants, the Emperor selected the leading Venetian merchant as the spokesman for the entire foreign colony. He was granted certain privileges, particularly the right to settle disputes among his fellow merchants in accordance with the practices of the West. His position was a solely unilateral appointment by the host government and it was centuries before Venice began to regard him as her representative in Byzantium. Eventually he graduated into a diplomat.

This development of the prominent merchant residing permanently in a distant land into an official of consular status as seen in Venetian history was duplicated in the history of other countries. So, although it is possible as seen above to fix roughly at least the appointment of the first consuls in the early Middle Ages, consular functions were being performed in preceding centuries by merchants selected by the host authorities as the spokesmen of their communities. The transition of these merchants first to informal

of the Consul

correspondents of their home cities and finally to regularly appointed consular officials was a slow and gradual development. Eventually, as will be seen below, they were replaced by officials who were consuls sent out from the home municipality and in some cases, as in that of Florentine consuls, were actually forbidden to engage in trade.

The feudal system was based on a land economy and the customs and rules of the system did not fit the needs of the rising merchant class which dominated the towns, and which at an early date won freedom for the towns and gave Western man his first experience in representative government. But before the establishment of consular offices, the merchant who traveled precariously from Florence to the Levant, or even to London, found no one to protect him. It was often impossible for him to collect his debts; he might be cheated of his goods through an unfamiliarity with local customs; there were no courts to which he could appeal with any reasonable hope of justice. The foreigner was often fair prey. Away from home, the powerful Gild Merchant to which he belonged could not help him. Under such conditions, international trade was all but impossible. In encouraging international commerce, the consulates contributed to the development of uniform laws and customs and laid a basis for the development of international law at a later date.

(Continued on page 54)



Medieval merchants found it necessary to obtain the protection of consuls.



Two consuls hear the complaint of a merchant.



A dispute between two merchants is settled by the consul.

EDITORIALS

EFFICIENCY REPORTS

There enters into effect this month the decision of the Department, set forth in Department Circular No. 160 of August 10, 1955, to make available in Washington "for complete examination by the employee concerned . . . all efficiency ratings, end user reports, memoranda, or other documents, prepared on or after November 1, 1955, which become a part of the performance record of a Foreign Service officer or employee." The Department Circular points out that this decision is based on "the expressed attitude of the members of the committees in Congress who have the interest of the Service at heart."

That this decision poses a serious problem for the future of the Service is recognized by the Department, which goes on to say in its Circular that "The manner in which this decision is received and acted upon by the Foreign Service may eventually determine whether or not it is possible for a Foreign Service of this country to function on a merit basis."

Every officer who has been called upon to undertake the responsibility of preparing efficiency reports on his subordinates and colleagues in the Foreign Service knows what a demanding, soul-searching, and sometimes heart-rending task that is. He knows too what an unrelenting effort must be made, in preparing such reports, to preserve an intelligent and perceptive objectivity and to minimize the intrusion into his evaluation of the subjective elements of personal prejudices, likes, and dislikes. Every such officer, we like to believe, realizes that, while he may do grievous damage to the career of an individual officer by an unjustly severe rating, he does a grave disservice to every other officer in the Service when he assigns to any one of them a rating above that warranted by a balanced assessment of his weaknesses and shortcomings as well as of his merits.

There can be no arguments with the thesis that every officer is entitled to be kept informed of his progress in the Service as reflected in his efficiency ratings, and that indeed only in this way can he be expected to achieve his maximum usefulness to the Service. There can be little doubt, however, that the decision set forth in Department Circular No. 160 will place an added premium on candid and disinterested reporting by rating officers, who must henceforth proceed in the knowledge that any adverse criticism which they may make of a fellow officer will not only be made known to that officer in substance, as heretofore, but will eventually be read by him in all the unvarnished frankness which conscience sometimes requires. Thus the temptation may be stronger now than ever to water down such criticism in the interest of friendship and Service relationships, a temptation which, if not firmly resisted, could only lead to the erosion of the system of advancement through merit without which no career service can long survive.

It is reassuring to note that the Department has faced up to this danger and has in its Circular appealed to rating officers to "show themselves worthy of the Service by preparing efficiency reports courageously and impartially — not permitting themselves to be influenced by intimate and friendly relations with their subordinates — and bearing in mind that reports unduly laudatory of their subordinates or

silent in pointing out to their subordinates and to the Department certain failings would eventually do harm not only to their subordinates but to the interests of the United States." The Department has also called on officers rated to accept constructive criticism in the spirit in which it is offered, "without rancor or bitterness."

To this appeal the JOURNAL would like to add its voice.

THE NEW BUILDING

In a very real sense, the move from Old to New State in 1946 marked a new era in the long history of the Department, Foreign Service and American foreign policy. This relocation symbolized the transition from the leisurely days of Victorian gingerbread, swinging doors and isolationism to the faster pace of functional architecture, air-conditioning and leadership in foreign affairs. To be sure, there had been temporary space adjustments to our changed world responsibilities during the War when we found ourselves housed in tenpos, apartment buildings, and even a filling station! But it required a major realization of our new circumstances to replace the Joint Chiefs of Staff in their tailor-made quarters and provide a spiritual and secular home for the vastly enlarged Department and the far-flung Foreign Service at the new location in Foggy Bottom.

Since that time the Department has spread like an ancient empire and established new islands of colonists in the seas of government bureaucracy. Some of the outlying tribes, while still maintaining a feudal loyalty to New State, have achieved through isolation a semi-autonomous status. Others, such as the ICA inhabitants of the vast Maiatico empire, have entered into treaty relationships with us and have thereby made common cause.

In these circumstances, it is indeed heartening that plans are underway and funds committed by the Congress to reassemble in one disciplined and neighborly area the whole complex of officials who support and guide the Foreign Service. More than anything else, this action may help to dispel some of the administrative mist which from time to time rolls in across Foggy Bottom.

GET WELL, MR. PRESIDENT

No matter what his political persuasion, the illness of a President becomes a matter of deep concern to all Americans. Nowhere is this feeling more immediately and deeply shared than among those who serve under him in the vital realm of foreign affairs. In these circumstances there threatens the loss of tested and inspired leadership and of a proven and trusted friend.

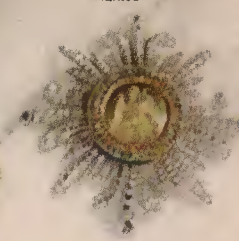
These thoughts must have run through hundreds of anguished Foreign Service hearts when the word of the President's illness was flashed to the world from Denver. For the links which join the Foreign Service to the President are the deep and lasting ones of respect, loyalty and discipline. He is the architect of our foreign policy to the fulfillment of which we have devoted our careers.

During the President's recovery, the work of the Foreign Service is going on normally under the able direction of his lieutenant, the Secretary. In all our hearts is the thought "Take good care of yourself, Mr. President, and get well quickly!"

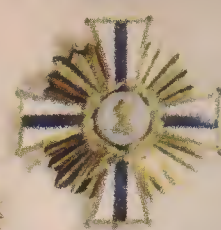
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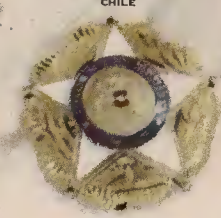
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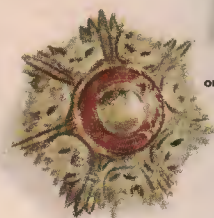
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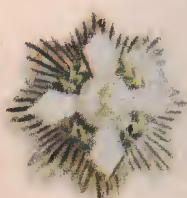
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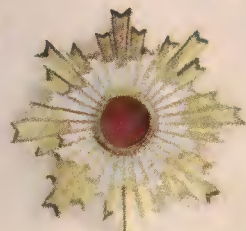
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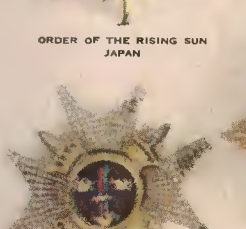
ORDER OF THE MILLION ELEPHANTS
SIAM



ORDER OF THE GARTER
GREAT BRITAIN



ORDER OF THE RISING SUN
JAPAN



ORDER OF
THE NETHERLANDS LION
HOLLAND



ORDER OF THE SWORD
SWEDEN



ORDER OF KING SOLOMON'S SEAL
ETHIOPIA



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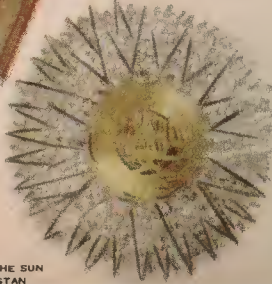
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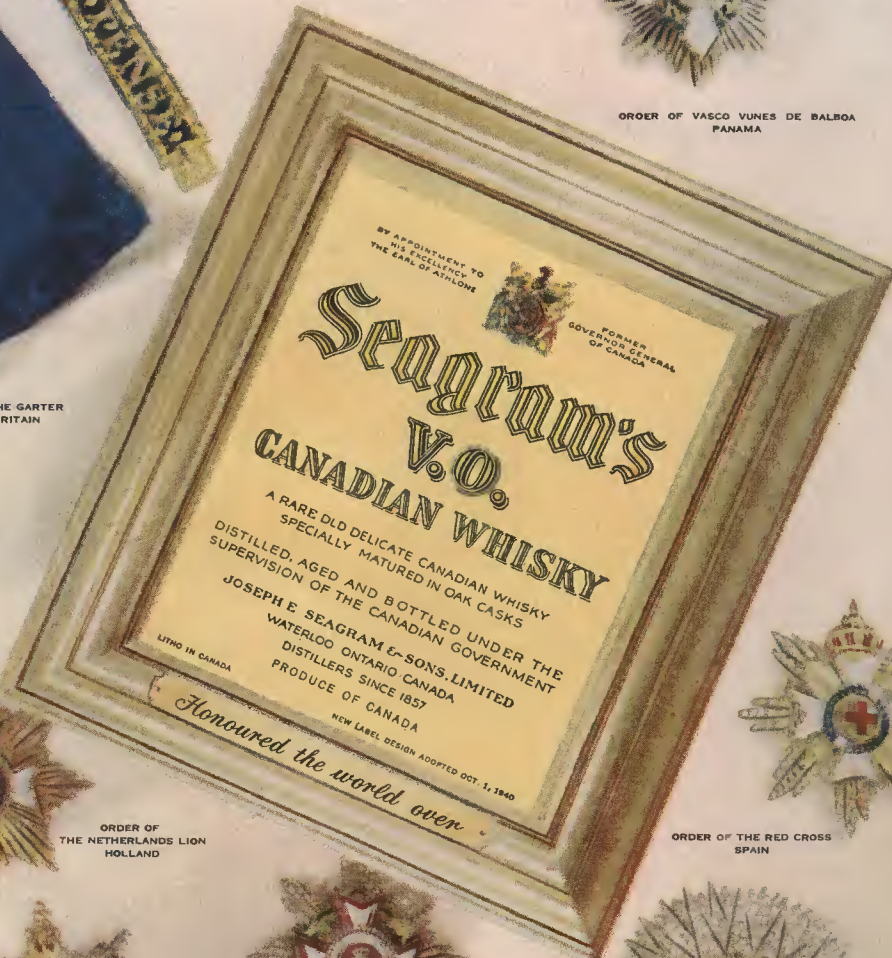
ORDER OF ST. CHARLES
MONACO



ORDER OF THE SUN
AFGHANISTAN



ORDER OF THE RED CROSS
SPAIN



NEWS FROM THE FIELD



AMMAN

The Amman Art Group is an organization of Jordanian and American women dedicated to the promotion of the fine arts, especially painting, in Jordan. Although the group numbers only seven—three Jordanians and four Americans—it recently made one of the year's major contributions to Amman's cultural calendar by sponsoring a three-day exhibition of more than 100 paintings and sketches, all executed by its members.

This year's showing was the second for the group which was organized in the spring of 1954. This season's exhibition contained a much larger number and variety of subjects and media. Her Majesty Queen Dina attended a special showing on the first day. On the evening of the second day more than 200 members of government, the diplomatic corps, and Amman business and social circles were guests of the artists at an invitational showing.

Her Majesty the Queen was presented by the group with a large water-color of a section of the ruins of the ancient city of Jerash, one of Jordan's major historical attractions.

Members of the group of painters include MRS. LESTER D. MALLORY, wife of the American Ambassador to Jordan; Mrs. Farhan Ishbailat, wife of the Jordanian Minister of Defense; Mrs. Khlousi el Kheiry, wife of the former Minister of Economy; Mrs. Mustafa Ibrahim, wife of a United Nations official in Jordan; MRS. PAUL F. GEREN, wife of the American Counselor of Embassy; MRS. VERNON CASSIN, wife of an attaché of the American Embassy; and MRS. LEONARD SMITH, wife of an engineer in the U. S. Operations Mission in Jordan.

Whereas most of the members are amateurs, Mrs. Smith is a professional artist and was engaged in commercial art in the United States. A number of her paintings of traditional Jordanian costumes have been requested by the Jerusalem Museum of Antiquities.

The group meets twice a week in the home of one of the members. Frequently they go as a group or as individuals to one of the many inspiring spots in Jordan for subject painting. Among the places put on canvas by the artists are practically all of the Holy places in Jerusalem and Bethlehem, Hebron, Petra, Jerash, Jericho, and many desert scenes.

Daniel Brown

SAN SALVADOR

The chief news item about this post which has appeared in recent months has been the automobile trip to the United States of AMBASSADOR ROBERT C. HILL, accompanied by his wife and two small sons. His adventures in Southern Mexico, including the use of weird and wonderful concoctions in lieu of gasoline, have been duly recounted by magazines such as "Time," but the saga of departing PAO CHILLY HARNER and his wife, who followed his example in a 1950

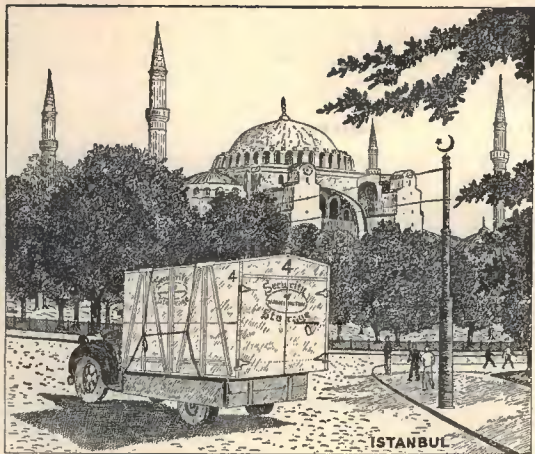
Cadillac, remains to be told in its entirety. Rumors, mere whispers, about the experiences "enjoyed" on this jaunt have filtered back to San Salvador, but the final word will have to be received from Chilly's new post, La Paz.

Life at this small but busy Embassy has otherwise been proceeding more or less normally, punctuated by highlights such as Vice-President Nixon's visit, that of the International Affairs Subcommittee of the House Foreign Affairs Committee, and the Fourth of July festivities (celebrated in a far different manner than that described in O. Henry's short story). San Salvador, a city enjoying a relatively mild climate, is the capital of the smallest and most densely populated of the Central American Republics. It is rapidly changing from a provincial to a modern city in appearance and the traditionally attractive Salvadoran señoritas are being recognized as strong contenders in Stateside beauty contests (second place in the Miss Universe pageant at Long Beach according to last week's papers). In keeping with these changing times a new building adjacent to the Chancery has been occupied by the Embassy and a bi-national center inaugurated across the street. El Salvador thus completes the roster of 20 Latin American Republics to have such centers. The most useful innovation, however, from the standpoint of the harassed wives of staff members, has been the recent inauguration of a group purchasing organization for the U. S. Missions as a result of the initiative of Ambassador Hill and DOLF HORN. New FSO Horn, incidentally, together with colleagues JACK BARTELT and ROBERT S. JOHNSON, has had opportunities to inflict short speeches on their co-workers lately at separate Wristonizing oath-taking ceremonies, followed by toasts to the new career officers.

Turnover of personnel at the post has been quite substantial during 1955. Since Ambassador Hill's arrival last October new additions include the D. CHADWICK BRAGGIOTTI's, the ROBERT S. JOHNSON's, the DONALD S. SCHIMMEL's, CHARLES BOOKER, ROBERT GWYNN and MRS. EDNA JANE WEBBER in the Embassy; the WILLIAM H. RODGERS' and MISS DOLORES MELVIN in the Public Affairs Office; the HENRY STANLEY's and JACK LYNCH's in the Office of the Army Attaché; and TONY BORGESE, MIKE SPANO and JOHN HOPKINS of the United States Marines. Au revoirs have been in order for the ED TERRELL's, the WEIKKO FORSTEN's, ANDREW E. DONOVAN, II, MISS JAYNE HUGHES and MISS MARGARET HANNAN; as well as for the "TEX" SAVAGE's from the Office of the Army Attaché, and more "despididas" are in store very shortly for the JACK BARTELT's, the RICHARD RAMOS', MISS JACKIE OLDHAM, MISS DOROTHY SCHELLER, MISS OLA BRANSCUM, MISS THELMA FROEHLICH and U. S. Marines CLIFFORD L. DISON and FRED D. GOODELL, who will each leave so much the richer by one very attractive bride.

Robert P. Gwynn

(Continued on page 36)



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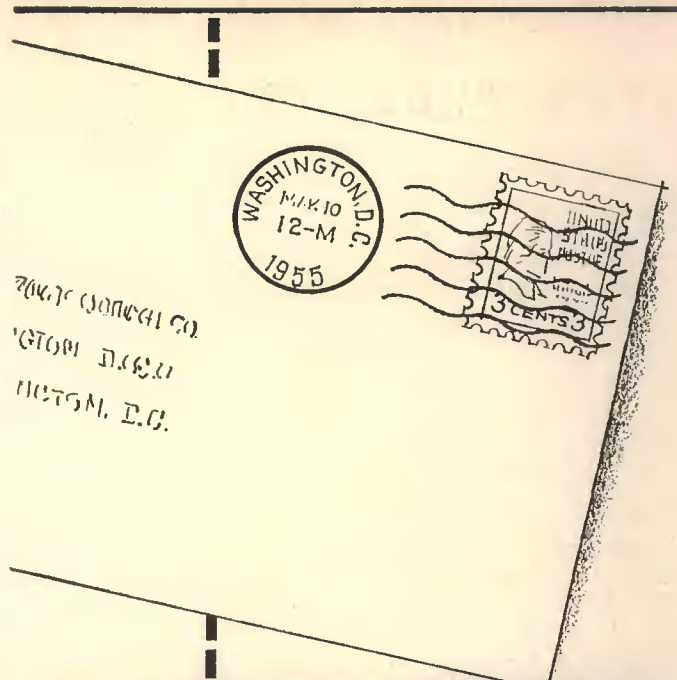
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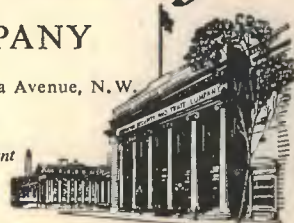
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GUATEMALA

Since the revolution of over a year ago and the last JOURNAL bulletin from these parts, Embassy Guatemala has undergone an almost complete face-lifting in the matter of personnel. Commenting on the rapid turnover, a local wag has accused the Department of using two-platoon football tactics, present Embassy staffers representing, of course, "the defensive team." A handy metaphor, perhaps, but let it be known that Guatemala's many new faces correspond to nothing more than the inexorable march of normal rotation.

New positions have been filled by EDWARD E. VALLON, lately of the Department of Labor; JOHN E. FEISSNER, formerly at Seoul; and MICHAEL L. RIVES, who journeyed from Vientiane, in the labor, economic and political sections respectively.

Add to the above the growth of a USOM staff under COUNTRY DIRECTOR EDWARD J. MARTIN over the same period from five to thirty-one souls and the reader will understand why Guatemala has borrowed a phrase from the Reno Chamber of Commerce to proclaim itself "the biggest little mission in the world." Personal activity is not, however, the sole reason for this proud claim. Mention must be made of the steady parade of visitors, official and otherwise, who have had contact with the Embassy in the last year. Heading up the list have been Vice President Nixon, Secretary Holland and staffs; congressmen, individually and in committee; the University of Miami Band, with eleven drum majorettes accurately billed as the "Hurricanettes"; the U. S. Olympic men's swimming team; a water ballet; the Ballet Theater; the Tennessee Black Angus Breeders' Association, who presented a bull to President Castillo Armas; the Mayor of New Orleans, to whom President Castillo Armas presented the keys of the city; some one hundred and ninety American press correspondents and a Florida real estate agent who offered to buy the volcano Fuego for sale in the U. S. "in novelty lots of one acre each."

It was perhaps the fast tempo of Embassy living that prompted AMBASSADOR and MRS. EDWARD J. SPARKS to set some kind of record in the difficult task of settling down at a new post. Arriving on July 21, Ambassador and Mrs. Sparks overhauled the residence interior and installed the last piece of their own furniture by midnight of July 26. This marvel was not, however, accomplished without some blood, sweat and tears, literally speaking. Nobly offering his broad back to the moving-in festivities, SECOND SECRETARY WILLIAM B. CONNETT heaved a rare Ottoman aloft and balancing it on his head, rounded a corner at full speed to collide with Mrs. Sparks bearing a Roumanian icon in the opposite direction. The result was a compound fissure of the sixth costa (broken rib to the laity) for Mrs. Sparks. At last hearing Mrs. Sparks' reports that she is recovering nicely and is still highly appreciative of her volunteer help. Mr. Connett, asked about the incident, has simply stated "not recommended for ambitious Second Secretaries."

As this letter was written, news reached the Embassy of the tragic death of AMBASSADOR JOHN E. PEURIFOY and his son Daniel. To Mrs. Peurifoy, in her moment of greatest loss, go the heartfelt sympathies of all Embassy personnel. We believe that Ambassador Peurifoy loved Guatemala; we know that Guatemala loved him.

William W. Warner

in political science: LEON G. DORROS, WILLIAM R. DUGGAN, JOSEPH MACFARLAND, DAVID S. McMORRIS, MARY S. OLMSTED, SANDY M. PRINGLE, FRANCOISE G. QUENEAU, ROBERT W. ROSS and LEE T. STULL.

Language Training

Officers who have enrolled in intensive language-and-area programs since the first of the year or who will enroll in such programs are:

Japanese—VINCENT BRANDT, RONALD A. GAIDUK, BENJAMIN HILLIARD, G. EDWARD REYNOLDS, GEORGE STEITZ, STANLEY CARPENTER, and GEORGE SELIGMAN. Serbo-Croatian—EDWARD W. BURGESS, HERBERT KAISER. Arabic—WILLIAM R. CRAWFORD, FRANCIS DICKMAN, ANDREW I. KILGORE, LUCIAN KINSOLVING, H. EARLE RUSSELL, DAVID SCOTT, and HEYWARD STACKHOUSE. Russian—THEODORE ELIOT, HERBERT L. GOODMAN, RICHARD V. HENNES, ROBERT J. MARTENS, MALCOLM THOMPSON, WILLIAM N. TURPIN and HARRY G. BARNES, JR.

Polish—ROBERT B. HOUSTON and RICHARD E. JOHNSON. Hindustani—WILLIAM F. SPENGLER, ROBERT J. BARNARD, and DAVID T. SCHNEIDER. Persian—ROBERT R. SCHOTT. Turkish—MATTHEW D. SMITH and DEWITT STORA. Chinese—LINDSEY GRANT, CALVIN MEHLERT and NEAL ALDRICH. SEA Area—STEPHEN DOBRENCHUK

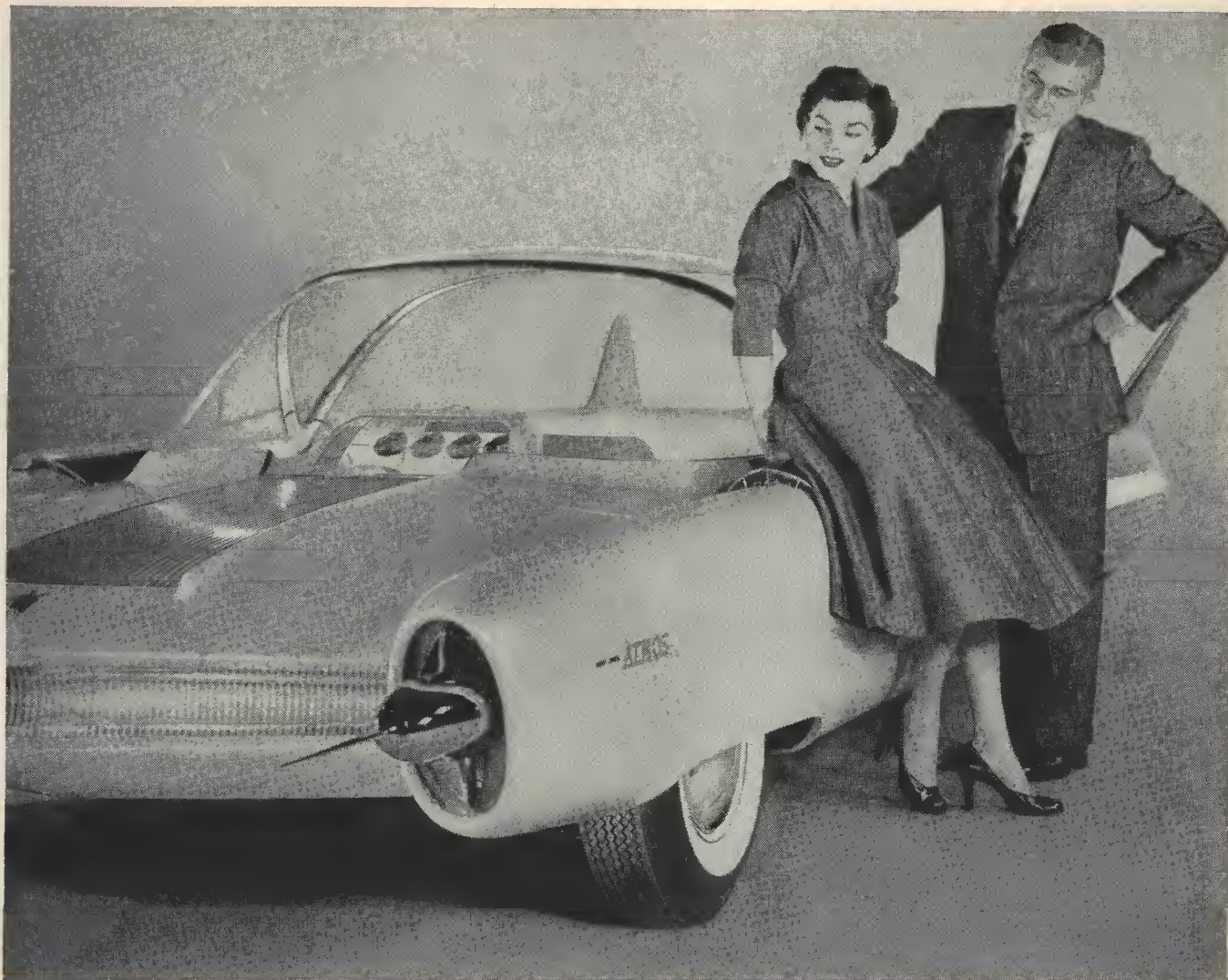
Quotations

"Freedom lies only in the greatest harmony between obligation and will and reality. It lies in acceptance of that system of restraints most closely in tune with our own nature and with the order of this world, most conducive to the dignity of our relationship of others and to the self-respect and humility with which we contrive to accept ourselves."—GEORGE F. KENNAN, Milan, Italy, September 17.

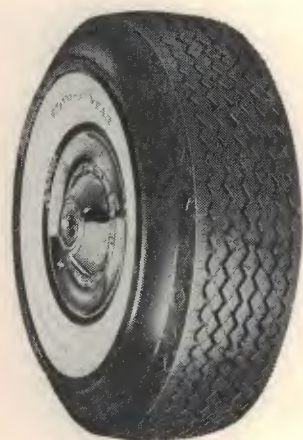
"Unlike individuals, nations have a continuous opportunity to see themselves as others see them. They can if they choose disregard what other nations think of them, but in today's world that is almost as risky for nations as it is for individuals. They may consider what others say unjust, and in that event they have the right—indeed, the duty to themselves and their friends—to set the record straight. But they have also the duty of examining the criticism to determine whether there is not some justification in it—whether, for example, in fancying that they have been upholding their own interests they have not in fact been trespassing upon the legitimate interests of others. Nations cannot expect always to have it just as they want it any more than can individuals. By noting and heeding just foreign criticism a nation gains rather than loses stature."—JOHN MOORS CABOT, Fletcher School of Law and Diplomacy, June 2.

"The scandal of the representation allowance grows ever more shocking. This is the amount given annually to American embassies to do the job of representing the United States to the world. In the leading capitals the amount voted by Congress is only a fraction of what is required to run an embassy properly. . . .

"These economies tend to make America look absurd before the world. Especially ironic is the fact that many of the foreign diplomatic missions in Washington and abroad, sustained with dollar aid, are maintained on a scale far grander than that officially allowed the American Ambassador in London or in Paris."—Marquis Childs, *Washington Post*, September 14.



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Francis C. deWolf, Review Editor

THE BOOKSHELF

NEW AND INTERESTING
By FRANCIS COLT DE WOLF

1. **The Notebooks of Major Thompson** by Pierre Daninos, published by Knopf.....\$2.95
A Frenchman looks at other Frenchmen through the eyes of an Englishman—and occasionally glances at them! Good clean international fun!
2. **Inside Africa** by John Gunther, published by Harper\$6.00
Survey of a seething continent by a master of the genre: You can't go wrong on this one!
3. **Marjorie Morningstar** by Herman Wouk, published by Doubleday.....\$4.95
The author of "The Caine Mutiny" tells us the story of a young girl living on New York's Central Park West. The Morgensterns ("Morningstar" is for stage purposes) are orthodox Jews—as is Herman Wouk—and so he tells us about things he knows, as does J. P. Marquand in the case of Boston. Book-of-the-Month selection.

Africa Today, edited by C. Grove Haines. *The Johns Hopkins Press, Baltimore, 1955. 510 pages with index. \$6.00.*

Reviewed by DONALD DUMONT

This 482-page compilation of essays represents the collective effort of the participants in a conference on contemporary Africa held at Washington in August 1954 under the auspices of the Johns Hopkins University School of Advanced International Studies as part of a special graduate summer school program devoted exclusively to African affairs. The volume is obviously intended to meet the growing demand of the general reading public, whose attention for some time has been focussed daily on the political turmoils of French North Africa and tensions in the Union and is now being drawn to developments in Dark Africa, or that part of the continent commonly referred to as Africa South of the Sahara. The sheer magnitude of endeavoring to treat of the sociological, economic, and political problems of a continent is an unenviable handicap for any editor to assume, and particularly in the case of Africa, for no number of caveats can disabuse the general reader's mind from the facile assumption that the millions of inhabitants of Africa having black skins must be pretty much alike in character and mores and in their willingness and capacity to adapt themselves to Western culture and life. The fact of the African matter is that perhaps no continent is inhabited by peoples so disparate

in these qualities. If there is one thing about Africa concerning which most people are in ignorance it is this: It is heterogeneity and not homogeneity that characterizes this continent both with regard to its native peoples as much as its geography and physical resources.

The chief criticism this reviewer would make of the book as a whole is the presentation of a commentary after each essay. While in a few cases the commentary is actually superior to the principal article, for the most part the commentaries contribute little more than volume to the book. This is not meant to be a reflection on their authors' scholarship—indeed, some of the "commentators" are eminent authorities on Africa. Perhaps the reader will conclude that the felicitous note of agreement with the principal essayist which runs through nearly all of the commentaries is the inevitable result of inviting one African expert or specialist to comment on the labors of a colleague. It is hardly likely that in the field of scholarship any more than in other professional activity would one confere criticize the work of another, except superficially and with considerable circumspection, lest regrettable embarrassments arise and invidious circumstances be created in the scholastic fraternity.

This is not to cavil at or depreciate the real merit of the book which consists in the number of very thoughtful essays. A few of these deserve special citation. First is the excellent "Africa and the West in Historical Perspective" by Kenya's former Governor, Sir Philip Mitchell. This is a message rich in substance and mellow in tone from an administrator of 40 years experience in Africa. To Sir Philip the "African revolution" represents a mad dash from the 4th or 5th millenium to the 20th century. Of the two particular forces that have been decisive in the awakening of Africa, he considers the first to be the Bible and the second mechanical transportation. It is significant in this connection to point out that in his article on "The United States and Africa: an African View," the Gold Coastan Kofi Busia intimates that the future of Africa rests more on spiritual than material considerations. Today, Busia says, there is "... no primitive man or civilized man. Some men live in primitive conditions and others in civilized conditions ... the positive goal we must aim at is the creation of a world community of free men ... united ... by faith in the equality and dignity of man ..."

Other excellent essays include Elizabeth Colson's (Goucher College) expert treatment of native cultural and social

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patterns in contemporary Africa (a subject which might advantageously have been given greater space in the book); Paul Henry's original analysis of the socio-economic factors going to make up African attitudes towards the West; Rochester University President Cornelius De Kiewiet's broad and sympathetic study of the Union of South Africa; James Coleman's (University of California) informative account of African political parties, Kenneth Robinson's able survey of French Africa, Guy Malengrau's frank and penetrating examination of the Belgian Congo, and Vernon McKay's arresting interpretation of the impact of the United Nations on African developments. No less valuable and of particular interest to Americans are the essays by FOA's William Moran on U. S. technical and economic assistance to Africa and Bernard Blankenheimer of the U. S. Department of Commerce on the subject of private enterprise in Africa. Americans will also be particularly interested in the observations made in a brief article by Paul Nitze (former Director of the Policy Planning Staff of the Department of State) regarding colonialism and the difficult position and role in which the United States finds itself *vis-à-vis* dependent peoples and the metropolitan colonial powers.

Dictionary of Etiquette, by Nancy Loughridge. *Philosophical Library, New York, 1955. 198 pages. \$3.50.*

Reviewed by FRANCIS COLT DEWOLF

This new little etiquette book is informal, up to date, and reasonably priced. It is arranged alphabetically and is written with common sense for the average individual in our new society. I think any Foreign Service Officer, and especially his wife, will find it most useful.

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Harold B. Hoskins, Director of the Foreign Service Institute since last March, was formerly Economic Counselor at Cairo. A graduate of Princeton University, he is President of the Board of the American University at Beirut; President of the Board of the Near East College Association; and a Counselor of Smith College.



Dale O. Smith, a graduate of West Point in 1934, commanded a B-17 group in England during the war. Since the war he has been Director of Operations at March Field, California, and Chief of the Research Division at the Air University. After attending the Air War College as a student, he was sent to Stanford University for additional study in education and leadership. Promoted to Brigadier General in October 1953, he was assigned to OCB in July, 1954.



Don Emmerson, a junior member of the firm of John and Dorothy Emmerson, neglected to mention his sojourn in Peru, and the fact that he was able to observe American teen-age life when his father was stationed in Washington—and on the JOURNAL Board—from 1949-52.



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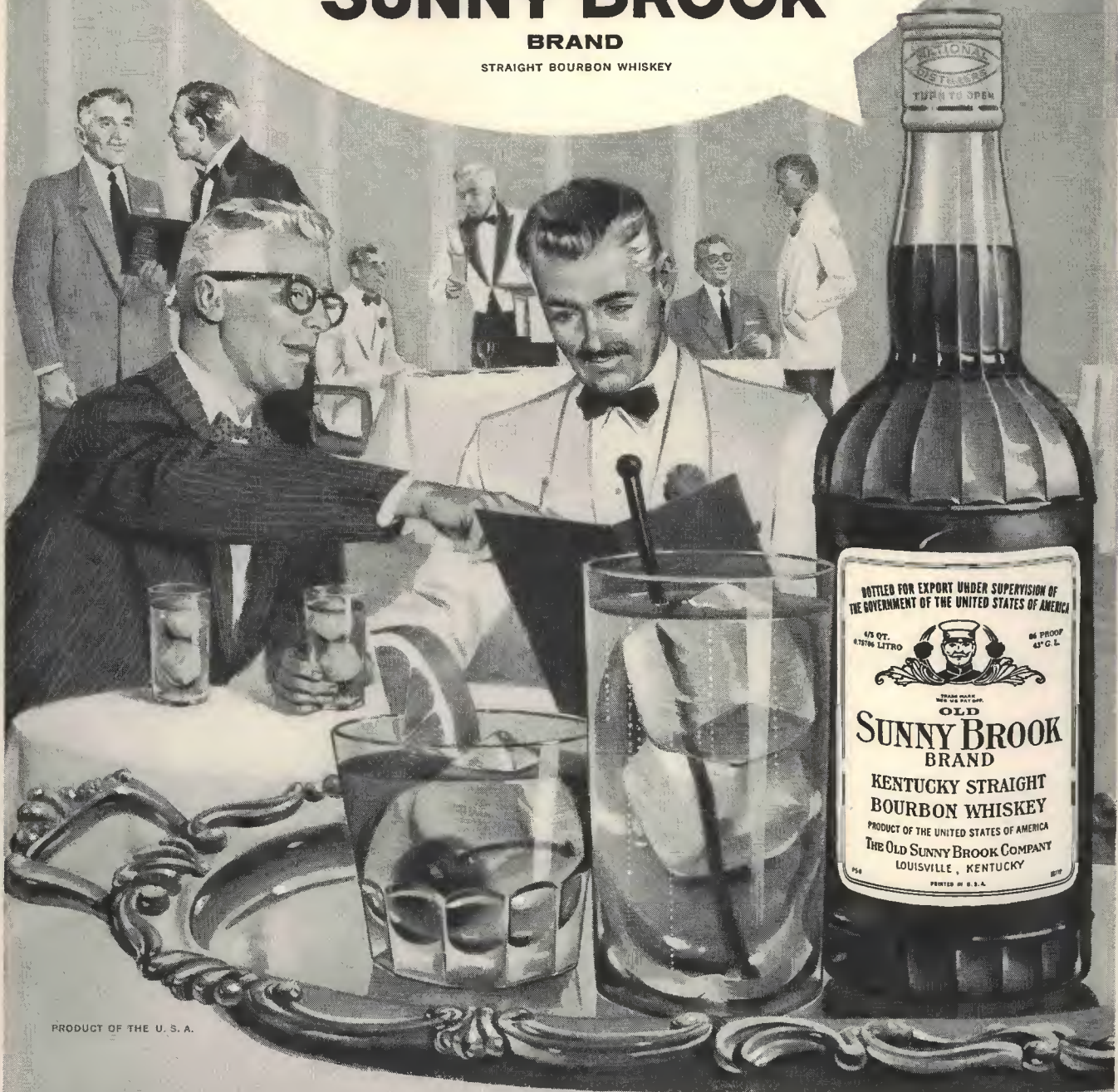
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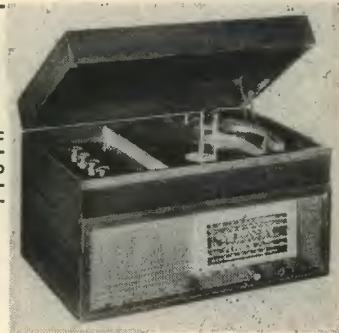
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WHAT IS OCB? (from page 27)

General Cutler habitually sat with the Board to provide the close liaison between policy and operations, and Mr. Dillon Anderson is continuing with this custom.

Assistant Secretary of the Treasury Andrew N. Overby is a frequent participant as is Admiral Lewis Strauss or Admiral Paul F. Foster, his deputy, from AEC. Other agencies often represented at Board meetings are Budget and Commerce, depending on the subject under discussion.

Each one of the Board members has an assistant who devotes full time to OCB activities, and in some cases, the assistant has a small staff. A Board Assistant sits behind his principal at the OCB meeting, occupies offices in his own department or agency, and is responsible for coordinating staff work in his agency on matters being coordinated through OCB channels.

The Board Assistant for State is FSO Max W. Bishop.

For Defense, Mr. William H. Godel.

For CIA, Mr. Wayne Jackson.

For USIA, Mr. Frederick Bundy.

For ICA, Mr. John Tabler.

The Executive Officer has a deputy to back-stop him, FSO Livingston Satterthwaite.

The NSC liaison with the OCB is handled by Mr. T. B. Koons at this level, and Bureau of the Budget liaison by Mr. George Schwarzwaldner.

Mr. Nelson Rockefeller's Board Assistant is Mr. John R. Kennedy.

The Board Assistants meet as a separate body each Friday under the chairmanship of Mr. Staats, the Executive Officer. They review all papers going to the OCB and prepare the OCB agenda.

The OCB Staff

The Executive Officer of OCB is authorized a small staff to help him with his work. When considering the volume of work and the magnitude of the problems, the word "small" is indeed an understatement. The entire staff numbers 55 people, only 22 of whom are at the professional level.

The OCB staff offices are at 708 Jackson Place, N.W. This is an ancient brick structure on the corner of Jackson Place and Pennsylvania Avenue. No doubt everyone in Washington has wondered who occupies this legacy of the past between Blair House and Lafayette Park, for it carries no name.

The OCB Staff organization is quite simple. Its very smallness makes unnecessary a highly structured system. The staff is divided into four groups: the Area group, the Special Projects Staff, the Media Programs Staff, and the Secretariat.

In the Area Group each man is responsible for keeping on top of all operations in a particular geographic area. Each reports directly to the Executive Officer on matters affecting his area.

The Special Projects Staff keeps in close liaison with the Intelligence community and prepares Information Briefs on projects concerning OCB for the assistance of working groups.

The Media Program Staff concerns itself with activities of world-wide communications media—radio and TV, motion pictures, education and cultural exchange, books and publications, and the like.

The fourth section of the OCB staff is secretarial. The mechanical problem of dealing with every department of government which is involved with national security is ex-

(Continued on page 49)

WHAT IS OCB? (from page 48)

tremely complicated and must be handled very systematically or the work gets hopelessly snarled.

Members of the staff are drawn from every agency associated with OCB or are hired directly. None is considered as a representative of his home agency. Agency representation is handled at the Board and Board Assistant levels. The OCB staff provides a coordinating service for all of its member agencies.

The OCB System

It becomes obvious here that OCB is not an operating organization in the usual sense. OCB is a corporate body made up of people from the several executive departments and agencies. OCB is not so much an organization as it is a system. It is a system for achieving coordination among the participating departments.

To understand how the OCB system works, we must relate it to the National Security Council system. As a matter of fact, the OCB is integrally tied in with the NSC. The main difference is that NSC is a statutory body, while OCB was established by Executive Order. In practice, this difference is not recognized, but it prevents OCB from being called a part of NSC.

Let's start with an NSC policy being approved by the President and see how OCB fits into the picture. In the first place, the policy will not be a surprise to OCB, for the Deputy Executive Officer of OCB has sat in on its formulation at the NSC Planning Board. The approved NSC policy will normally be sent to all agencies and departments concerned, but a covering memorandum will often charge OCB with the responsibility for coordinating the action on the policy. The Executive Officer of OCB then assigns the coordinating responsibility to one of his staff.

It is usually obvious which agencies are involved and the OCB staff man will draft a memo to each agency asking their concurrence on "terms of reference" for setting up a Working Group. This goes out over the Executive Officer's signature to the Board Assistant for each agency represented on OCB, otherwise to the agency head. If each agency approves of the terms of reference, it responds by nominating a man cleared for top secret to serve on the working group. Since the terms of reference usually refer to a specific NSC paper, this process is rather routine. Only on special projects, such as for an *ad hoc* group to make a special study or report, is there any discussion about the terms of reference.

So an OCB Working Group is formed.

Normally, State chairs the working group and the OCB staff man assists him as the OCB Representative and a full member of the group. A meeting is called and the group henceforth meets periodically to perform its coordinating function.

Some of the group work is standard procedure:

1. The preparation of an Outline Plan of Operations to carry out the courses of action listed in the NSC policy. This is not an original plan in any sense. It is a summary consolidation in one document of all the agency plans. It flags gaps in the action, notes responsibilities, and specifies estimated completion dates. The working group attempts to time the operations so as to provide the greatest concerted impact. Nothing goes into this Outline Operational Plan that is not approved by each agency concerned. And each agency gets at least two other chances, at the Board Assistant's level

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and again at the Board level, to approve the plan before it becomes final.

2. Progress Reports are prepared each six months. These report on progress made toward objectives noted in the NSC policy papers. Progress reports are limited to four pages, and getting a half-dozen agencies to agree to which items will be included presents obvious difficulties. These reports are not expected to be historical reviews, but critical analyses of the work being done, together with emerging problems in the area.

3. Status Reports, usually no more than a sentence or two, are submitted weekly by the Executive Officer. This is easy. They are usually prepared by the OCB Representative after contacting his working group colleagues, and include timely items of significance which should be brought to the Board's attention. These may take the form of rather lengthy special reports if the conditions so warrant.

But the Working Group, although made up of people from several agencies, is an OCB body, and consequently should feel responsible for all on-going and future action in its area of responsibility. This often requires special working group studies and reports. Sometimes a situation breaks so fast that action must be taken without paper work. Personal visits and phone calls may clarify what action is necessary.

Normally, rather formal reports are forwarded from the working group to the Board Assistants, then to the Board itself. The Board sends Progress Reports back to NSC for notation, as well as other papers requiring Presidential notice or decision. Some reports, such as Status Reports and Outline Plans, are finally acted upon by OCB. A full circle has been completed. NSC to OCB and back to NSC.

First, you can see that this system puts OCB in a position to inspect the action being taken on an NSC policy and to report to NSC on this action.

Second, OCB attempts to bring all the loose ends together into consolidated papers which represent the total United States' effort—not simply the effort of a single department or agency. This is the first step in achieving integrated, focussed operations. Before determining where we are going, we must find out where we have been and where we are. The OCB system attempts to do that.

OCB rarely initiates any action independent of a member agency. A member of the Board may propose an operation which his agency supports. Other members will discuss it, and it may be sent to an *ad hoc* working group for study and staffing among all agencies concerned before OCB acts on it.

(Continued on page 50)

WHAT IS OCB? (from page 49)

Or a working group member may propose an action; but this proposal will always get full staffing in all agencies before anything comes of it.

One thing that must be kept in mind at all times when considering OCB actions is that each member agency has previously approved this action. OCB is not, therefore, an operating agency so much as it is a clearing house for agency operations. It is a clearing house where all operations can be integrated and timed to secure maximum effect. OCB provides a standardized system for coordinating national operations.

Country Working Groups

Let's look at an example of OCB work. An NSC policy is approved with respect to the mythical country of "Newgov." This includes the base development agreement, plus a general discussion of the situation, our national objectives in this case, and courses of action to achieve those objectives.

This Newgov policy is assigned to an OCB staff man and he coordinates the forming of a working group composed of representatives of the departments concerned. In this case the working group would consist of representatives from State, Defense, ICA, CIA, USIA, and Treasury, plus the OCB Representative, of course. State chairs the group.

The working group's first few weekly meetings are spent in getting acquainted and being briefed by department representatives on developments in Newgov. Experts are called in for this briefing. The Ambassador to Newgov had several sessions with working group members as did the people on Newgov desks in State and ICA.

Then the group gets to work on an outline plan. Agency representatives are asked to submit the operational plans of their agencies with respect to the policy on Newgov.

Some member of the group, usually the OCB staff man, is nominated to consolidate these many plans. This first draft is then dittoed and sent to each working group member who trots around his agency with it, gathering comments. The next meeting of the working group will produce a second draft and the process is repeated.

This may go on and on, particularly if differences are great between agency positions. Newgov, however, was relatively easy. It took only about a dozen drafts to achieve a paper that was acceptable to each agency.

Next, the plan was discussed at the Board Assistant's meeting and approved with minor revisions for submission to the OCB. (Sometimes the revisions aren't so minor, however.)

A week later the paper was considered at OCB and accepted. It then became the operational plan with respect to Newgov. Each member of the OCB made certain that adequate directives existed in his department to cover the plan, and the plan itself was sent to the Ambassador.

The concept of a plan of this sort is rather new. What good it will do remains to be seen, but the hoped for returns would result from the advantages gained by having a comprehensive program, adequately integrated, in one document. They would include:

1. Assignment of specific operational responsibilities among departments and agencies.
2. Commitments on specific completion dates. These target dates should encourage articulated timing of all U.S. operations.
3. A check list for the OCB working group to follow up on

operations in its area of responsibility. Of course, such a plan gets out-of-date but so does any other plan, agreement, or policy paper. In any event, the plan is followed up regularly by weekly status reports and semi-annual progress reports.

The entire process for producing a plan on Newgov consumed about six months and required something like twenty working group meetings. Later plans have been developed in somewhat less time, and it is hoped that the process can be accelerated still more.

It is obvious that OCB has no independent executive authority separate and distinct from the composite authority of its member agencies. OCB has no authority for decision. A majority vote means nothing—in fact, there is no voting. Unanimity is the general rule, or else the project is returned to the working group for more study and discussion. Any department or agency can halt a Board action—or at least delay it or water it down.

Executive Order 10483 says that OCB will "advise with" departments and agencies to achieve coordination. "Advising with" is an activity that permits any agency to go its own way. However, the force of OCB opinion is potent. Seldom does a member strongly oppose what seems to be a group consensus.

Cultural Exchange

But let's look at one more example—a most successful one so that this article may close on a happy note.

Last year the U.S. awoke to the fact that the USSR was giving increased attention to and participating more actively in trade fairs and cultural exhibits. We had been paying slight attention to this form of propaganda and were losing ground. Consequently, the President asked Congress for an emergency fund of \$5 million with which to enter the cultural arena. This was to be seed money to underwrite losses by private activities and encourage private exchange of this sort.

Two OCB working groups have been set up to coordinate this program. One group, chaired by State, handles the cultural side. Another, chaired by Commerce, takes care of the trade fair activities.

Under the executive direction of Mr. Streibert, head of USIA, this program has had phenomenal success. Real cooperation has been noted in the working groups, and every agency has lent a helping hand.

We won first prize for the U.S. exhibits which included Cinerama at the Bangkok Trade Fair. The USSR refused to compete. She was there in force the previous year, but apparently the competition was too tough this year. Plans have been carried out for participating in many other trade fairs this year.

Another example is worth noting. Among many high-class theatrical groups going abroad under sponsorship of the Cultural Exchange Program, the "Porgy and Bess" company toured Europe, the Near East, and South America with resounding success. Praise has been heaped upon the cast wherever it has played, including its two stops in Yugoslavia. The colored people of the "Porgy and Bess" company are happy, healthy and prosperous. They are well educated, some of the cast even have Ph.D.'s. The "Porgy and Bess" people were splendid ambassadors, willing to talk with anyone, and always available for the receptions held in their honor. They organized football games with the

(Continued on page 51)

FSI TRAINING (from page 23)

of the country to which he is assigned. In this connection it may be recalled that the successful passing of an examination in at least one foreign language continues to be a prerequisite for every FSO-6 for promotion out of this class.

Once at his post, the FSO is encouraged to continue the study of the language of the country to which he is assigned. Or, if his Chief of Mission approves, he may study a locally useful world language instead.

Also there is a steadily-increasing number of foreign service posts that offer FSI sponsored language classes at Government expense. It is estimated that at present some 2100 men and women are studying thirty foreign languages at 98 posts abroad. Many students are older officers who have come in under the lateral entry plan. A number are clerical workers and reserve officers, for this is one of the several ways by which the new training program helps to prepare people in those categories for later appointment as Foreign Service officers. Other language students are wives or in some instances adult dependents.

At one of the language classes at the Institute this summer one Foreign Service wife showed amazing aptitude for the difficult Japanese language in the same language class with her husband. This story is not without parallel elsewhere. Both here and abroad the wives of FSO's are encouraged to learn the language of the country to which they are being sent. This instruction is available at Government expense in recognition of the fact that their ability to converse more freely with the people they meet is an asset to the service.

Specialists Made to Order

Another FSI program started several years ago, but given fresh impetus today, lies in the field of specialized training. As we are all aware, present-day foreign service work calls for experts along a growing number of highly specialized lines. Nine out of ten times people are not readily available. The Foreign Service, like many of the more successful US business firms, now has a program to make them to order. This takes time and money, but, the results are considered worth the cost.

The idea is to "spot" a man (or a woman) who shows unusual promise or qualifications for a certain line of work—international finance, for example. Or the officer may demonstrate an unusual aptitude for management or for certain types of highly-specialized administrative work. Perhaps, because of previous background and interest, he shows signs of becoming an expert in some generally little understood but important area. Once the candidate is selected for specialized training, he is expected to spend at least one academic year taking full-time graduate work in his specialty. In some cases the course may continue for 2 or even 2½ years. The officer pursues his prescribed program at one of the cooperating colleges or universities. During this time the officer is on salary, and there are special allowances to cover his tuition and other necessary expenses. During this academic year over eighty officers will be enrolled in this special training program. Forty-five are on campuses in eight states and in the District of Columbia, while approximately 30 will be studying at our FSI language schools in Lebanon, Formosa, and Japan.

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(Continued on page 52)

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OCB (from page 50)

street urchins at train stops and were usually followed by admiring crowds.

And so one fang of the Communist propaganda line has been pretty well pulled—as far as Europe is concerned, at least. Audiences who have seen or heard of "Porgy and Bess" will recognize the Communist racial discrimination lies about the U.S. for what they are.

This result is being achieved without direct propaganda on our part. The NBC Symphony which toured Asia with wide acclaim had nothing to sell except good American music. There are no blatant denials of the Communist in these kinds of efforts. Such illustrations of our way of life are destroying a false stereotype of America—a stereotype fostered by the Communists. Moreover, this sort of cultural activity corrects the myth that America is uncultured and materialistic, a myth which has long been a stumbling block in relationships with our allies.

Conclusion

We have looked at but two illustrations of OCB projects. There are about 35 such projects. A number of one-time projects are regularly considered and disposed of by the Board. Many projects, of course, are far more significant than the ones I have described. For example, a comprehensive survey of U.S. overseas broadcasting was conducted by the OCB, as was a similar survey of educational exchange. Moreover, every major national security problem and operation is of OCB concern, although OCB may not, in every case, be the organization carrying the ball.

Other agencies have coordinating responsibilities similar

(Continued on page 56)

FSI TRAINING (from page 51)

knowledge of one of the "hard" languages, such as Russian or Arabic, may be combined with advanced work on the history and economics of the area in which that language is spoken. To complete this type of training, an extended tour through the area itself may be included as part of the curriculum.

Only a small percentage of the Foreign Service may expect to receive specialized training in any of the fields mentioned above. Actually we are now looking ahead over the next 5 years, projecting the type and quantity of expert material which will over this period of time be required by the Department and the Foreign Service. For the most part, the candidates for special training are selected by special panels or boards. However, an officer may take the initiative. His letter of application, together with the recommendation of his superior, may be forwarded to the Institute where his name is given consideration with the other candidates.

A Continuing Program

Now as in former years a part of the Institute's work consists of orientation and briefing. All new officers and clerical workers spend a portion of their first week at the Department in the FSI getting the lay of the land. The three weeks orientation for new FSOs and their wives mentioned earlier includes a briefing on their next area of assignment. Personnel from other agencies engaged in overseas activities also take briefing courses. Officers and others returning to the Department for re-assignment or for transfer spend part of their time in reorientation briefings, mainly as a chance to learn what's new in the way of Departmental regulations, policy and procedures. Those newly assigned to consular duties may engage in study over a 2-4 weeks period learning the ropes of performing visa, immigration, citizenship, notarial and shipping services.

Other part-time courses, varying from 1-3 months' duration, cover for example, public speaking, conference leadership and management. A course in reading-rate improvement has been found helpful to some officers who have to absorb great quantities of printed material. The Institute conducts frequent lectures and discussions on the administrative operations of a post for officers going into that line of work. For principal and deputy principal officers there are intensive briefings on executive direction.

In addition, special seminars planned to meet the needs of the department as well as of other government agencies include lectures and discussions of specific policy developments, area problems and strategic issues.

Training and the Officer

In order to summarize the general scope of the new training program, let us look at it from the individual Foreign Service officer's point of view. Let us suppose he enters this year as an FSO-6 and remains in the service receiving periodic promotions until as a Class 1 officer he reaches retirement. Let us now follow his career, briefly checking off the points where the Institute's new program may enter into it.

As a junior officer, the new appointee receives an initial period of training from the Institute. If the junior officer is lacking in language skills, or needs rudimentary knowledge of a certain language before starting his foreign tour,

he may have a month or more of concentrated language study at the Institute in addition to his three months of basic training.

On-the-Job Training

Once in the field another type of training begins. Here the Department must look to the experienced officers to help the newcomer to "learn to do by doing." For the first few months the newcomer should have a minimum of set duties; ideally, he rotates among various post jobs until he has a fundamental grasp of all the various types of work. This is the grounding of a "generalist." Under this system we figure that more man hours will be required to do the day-to-day work of the post than if each new officer remained for several months on single assignment. Therefore, as part of the job-rotation program, and subject to funds and personnel availabilities it is planned that additional officers should be assigned to a field post to compensate for this difference, and thus the daily work of the post itself should not suffer. This over-assignment for training purposes also helps to create a "pool" of experienced junior officers which will add flexibility to the Service.

Our young junior officer having met all requirements for promotion, including the new regulations with respect to language training, moves through Class 5 and achieves Class 4. In the intervening 5-10 years he has continued to study languages at his post and has probably had one or more briefing periods at the Institute. At this point, or earlier, he may be one of the relatively few selected for specialization in language-and-area or in economics, for example, on which he may spend from 9 months to 2½ years. As we have seen, this specialized training is for a limited number of officers and will remain the exception rather than the rule.

The next regular, concentrated period of study for most officers is the mid-career 3 months course outlined earlier in this article. He takes this any time during the 6 years when he is an FSO-3 or FSO-4, but preferably as early as possible after promotion to Class 4. Having had this training course, the officer if he meets the requirements, moves up to Class II and eventually to Class I. Meanwhile he continues to broaden and deepen his language skills, and during periods of home assignment, leave, or transfer he has the opportunity to attend briefing sessions, seminars, and other classes on a part-time basis at the Institute.

Once again, when the training program is in full operation, the officer may be detailed for a 3 month period of concentrated senior training. He has now had 15-20 years of service and this is the last round. The purpose of participation at this stage of his experience is more to extract information and "know-how" from him than it is to contribute to his further development. Yet it does give him a chance to demonstrate his ability when confronted with specific problems which require sharp thinking on a global or regional scale.

With the help of this final course, he is now prepared to fill the shoes of a top-level career officer whose balanced and mature judgment should be a decisive factor in the building and carrying out of US foreign policy.

I have tried here to give something of the aim and scope of the new training program as we are developing it. There is nothing rigid about it. As we are getting it underway we too will "learn to do by doing," and we expect to make

(Continued on page 53)

many changes and refinements in it. In initiating these improvements we welcome the comments and suggestions of officers in the Department and in the field. Observations from the posts will be of particular value, for there is where we realize the real effectiveness of training will be seen.

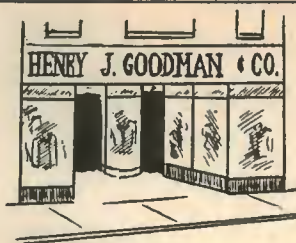
Nowhere is the need for in-service training greater than in the Foreign Service. In formulating our program, which entails periodic training at Institute headquarters, language and rotation training in the field, and specialized training for a few selected officers, we realize only too well that time in training subtracts man hours from time spent on the job. Wherever possible, the Department will lighten this burden, as in the case of rotation training. But we cannot escape it entirely. This factor has been carefully considered by the Secretary and his chief advisers, and it has been decided that nevertheless now is the time for the Department and the Service to step up its in-service training program.

The simple truth is that we are understaffed in part because there is a shortage of trained personnel. What first appeared as a temporary post-war emergency has turned into a long-term problem. Our new and revised in-service program is looked upon as a long-term investment and at least a partial solution of this problem. We fully realize that for any over-worked FSO the temptation is strong to resist any kind of a training program that keeps a man from his operations desk for even a short time. It is important to remember that any hardship in the field that results from a particular vacancy at a post for the training period should be regarded as temporary, and that the final result of a better trained foreign service officer should warrant the added burden.

The Office of Personnel has on a number of occasions indicated its need for additional people to build up a 17 percent pool of "men in motion" in order to keep the Department and field positions as nearly staffed as possible according to the table of organization that has been authorized. To achieve this objective a more vigorous and systematic training program should go hand in hand with the recruitment drive already under way to attract to the Service the type of newcomers desired. In-service training and increased recruitment, especially at the junior officer level, together are needed to supply staff of sufficient quality and quantity to ease the acuteness of our present shortage of officer personnel.

For some time the Institute has had the legal backing to perform its part of this job. The President and the Secretary are giving the reorganized Institute the tremendous impetus of their support, and the Congress has voted the program the financial sinews required to get results. With the backing and cooperation of the Foreign Service itself it is our belief that the new training program can be of considerable benefit to every officer and to the Government which it is our privilege to serve.

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SERVICE TEENAGER (from page 25)

of the schools I have attended.

During the school year of '48-'49 I went to a co-educational Russian public school. As I mentioned before, my friends were almost exclusively Russian schoolmates or neighbors. We enjoyed ourselves thoroughly both in school and outside school. They were certainly friendly enough; it was only when political subjects were brought up that the conversation tended to become heated. Although I was only eight years old at the time, I defended my cause stoically, plumbing the depths of my knowledge of democracy and the American way of life! I well remember the involved political discussions that used to go on in our "shalash" (a sort of a clubhouse which we made out of old boards and tarpaper). I only hope my arguments made some impression.

My best Russian friend was Artur, our maid's son. He was older than I, about 12 as I remember, and acted as sort of an interpreter and middle-man, introducing me to many of his friends. We became great pals and almost all our escapades were done together. Among these I recall numerous snow fights, some of them being very elaborate affairs with appointed scouts and captains and plans of attack. These little battles often ranged all over the neighborhood, but they never seemed to come to an end. Nobody ever won; we just played until suppertime and continued the game the next day. These were augmented with trips to a nearby lake to slide on the ice or to catch eels. All in all, we had a very enjoyable time.

From Moscow I move to the opposite end of the globe, or so it would seem, to an American missionary boarding school in northern India called Woodstock School. I attended Woodstock for two years ('53-'54), and I would consider it a fascinating experience to say the least.

Woodstock is located at an elevation of approximately 7,000 feet in the foothills of the Himalayan mountains. It is a veritable scenic paradise. The dust-hung plains of India unfold to the south, while mountain ranges stretch northward as far as the eye can see.

Woodstock's 120-odd high school students live in almost complete isolation from the outside world, the only contact being made through the little village of Mussoorie about three miles distant. The school itself is situated on a mountainside. It takes twenty minutes of steep hiking to get from the building which houses the dormitories to the

(Continued on page 55)

In the early Middle Ages, the consul was really the ruler and judge over a colony of merchants in a foreign land, a colony which was generally immune to the laws and regulations of the local authorities. Although appointed by the merchant community of his home town which likely as not played a predominant role in the rule of the town, his position, say in London, was regulated largely by specific privileges granted the merchant community by the Kings of England, privileges either granted by the Kings without solicitation in order to encourage trade, or privileges obtained by the intervention of the Emperors of the Holy Roman Empire, the independent towns, or on occasion, through purchase by the merchants themselves. The men of Cologne and of other German towns, for example, were given the special protection of the Kings of England through a treaty made between Frederick Barbarossa and Henry II in 1157. Merchants negotiating with merchants arranged for the granting of special privileges to the Flemish traders in Cologne in 1197. Particularly detailed arrangements made for the protection of German merchants in Novgorod are outlined in the grant of privileges dated in 1229. The chief officer of the German colony was called an alderman which is simply another translation of councilor or even consul.

The broad judicial and administrative powers of the medieval consul can be found in modern times in the former capitulations in Turkey and in the exceptional powers enjoyed by the consuls who served in China until the treaty of January 11, 1943, which abolished extra-territoriality.

The medieval consulate owed its establishment to the growth of trade and its primary responsibility was for the development and protection of trade by protecting its nationals engaged in trade in distant and often dangerous lands. In its judicial procedures, it abandoned the whole ancient set of customs of the Middle Ages. A special commercial law was created that forms the base of much of our law today, altogether different from the law prevailing in the feudal courts. Matters in a consular court could not be decided by trial by combat or by ordeal or compurgation. Judgment was based on proofs.

Some idea of the importance of the trade that required the establishment of consular services in the Middle Ages can be obtained when one realizes that Venice had a population of perhaps 200,000 people and a fleet of over three thousand vessels. Later, with the rise of Florence, between 1423 and 1500, Florentine consuls had been appointed at Alexandria, Naples, Majorca, Constantinople, Cyprus, Black Sea ports, India, Persia, and China.

The Florentine consular service was highly organized and important consular offices were staffed with chancellors, purveyors, interpreters, clerks, inspectors and soldiers. Each consul usually had a secretary who received a salary of four gold florins a month, two assistants and a native dragoman. Unlike consuls in the nineteenth century, the Florentine consul was forbidden to carry on trade or to act in any way for another state. His salary was paid by rates levied on merchandise entering and leaving the port to which he was assigned. In London the consul's salary was paid by a tax on bills of exchange and on the value of cargoes bought and sold.

We know something of the specific duties of the Floren-

tine consuls in 1426. Three maritime consuls stationed at Pisa were instructed to watch all commerce, to encourage traders and navigators to use the port, to prevent contraband, to protect Florentine merchandise, to examine bills of lading and ship papers, to inspect crews and supervise wages, to inspect and repair vessels, and to keep an accurate ledger of accounts.

The interesting development of the consular institution in the Middle Ages, as in the case of other institutions of a somewhat international character, ran counter to the growing nationalism of the later Middle Ages and the Renaissance period. The judicial and ruling prerogatives of the consuls in particular could not be tolerated by strong kings who were intent in destroying all institutions that impinged upon their own efforts to establish a central authority. Even in the Levant, with the victory of the Venetians in their wars with the Genoese after the latter had defeated the Pisans, the Venetian representative became a real diplomatic agent rather than a consul and the consuls of rival states were withdrawn. In southern France, one of the cradles of the medieval consulate, the centralizing policies of the Kings of France almost killed the institution along with the independent life formerly enjoyed by Provence and Languedoc.

In England the Hansa towns lost their representation in 1579 when the Queen withdrew their privileges. The reasons they had been able to maintain their position in the face of the growing and centralizing power of the English monarchy were their wealth, the value of the German trade to London and the aid they at times gave the English kings. For example, when the Lancastrians defeated the House of York, the return of Edward IV to England was financed by the Hansa towns. Their walled and fortified Steelyard in the heart of London, with its own docks on the Thames, had had to fight for its life from time to time, for the privileges granted by the King did not include physical protection. The Germans of the Middle Ages were by no means loved by the countries in which they conducted commerce and every man in the Steelyard was required to keep arms and armor in constant readiness so that the attacks of rioters could be repelled. A German from the establishment dared not walk the streets of London alone and the inhabitants of the Steelyard, all men, lived almost under a monastic rule. On the other hand, there was a lighter side to life in the Steelyard. The Germans had planted trees and shrubbery and established a tavern which became a meeting place for the notables of the day. The German wine and beer were so famous and the site of the tavern so attractive that after the abolition of the Hansa privileges, the tavern remained, to be referred to by Shakespeare and other writers as the "Stilliard."

The Medieval consul with his extra-territorial and wide judicial and administrative powers thus disappeared largely from history in the face of the nationalism of the Renaissance. When the consul appears again, he has lost some of these judicial and ruling powers. He becomes more simply a representative of his Sovereign, particularly charged with the fostering of trade and commerce, although certain judicial powers remained down into modern times.

The first English consul in the Mediterranean area appears to have been Lorenzo Strozzi, a Florentine appointed to take care of English consular interests at Pisa by King

(Continued on page 56)

school. The new student, after a month or two of this vigorous walk to and from school, is either an accomplished mountain-climber or an invalid.

Woodstock is run by an interdenominational Mission Board representing seven American missions in India. Being a missionary school, there is an expected amount of religious influence prevalent. Scripture is a compulsory minor and this is supplemented by chapel services every Thursday morning, Sunday church, and Christian Endeavor meetings on Sunday nights. Social activity is at a minimum.

Perhaps the school's most admirable aspect is the friendly mixing of its teenage ambassadors. When I attended Woodstock, 19 different nationalities were represented in the student body. I thought nothing of having Hungarians, Indians, Canadians and Chinese for friends.

Life at Woodstock was very simple. One cannot expect many of the amenities of life on a Himalayan hillside. There was no heating and the food was far from elegant, and yet these and other disadvantages were more than made up for by excellent sports and music programs and a sincere "school spirit." In so many high schools in the States there is literally no school spirit. Each student moves within a small circle of friends and his interests do not go beyond that small circle. At Woodstock the staff and the students associated on an informal basis; all were members of one big family. The students were very close and nearly everybody had some measure of pride in the school.

From Woodstock I now make a rather large jump to Beirut, Lebanon. Here I have been going to the American Community School for the past few months. A.C.S. is in sharp contrast to Woodstock; here school life takes place in a big city, social activities form a greater part of school life (although there is correspondingly less emphasis on music and sports), and the atmosphere is much more "civilized," so to speak.

Most of the high school students at A.C.S. are associated with Aramco, Tapline and other big companies connected with American oil interests in Saudi Arabia. From a teenage point of view Dhahran, Abqaiq and Ras Tanura are almost like small towns in the States. Not all the Aramco kids go to A.C.S., however; some go to Notre Dame or Mary Mount (Catholic schools for girls and boys respectively) in Rome. During the summer they all return to Arabia and I hear the place really starts to jump.

The most admirable thing about A.C.S. is its very high scholastic standing. The administration runs things efficiently and the student's time is divided proportionately between studies and free time. It is much more like a State-side high school than Woodstock, mainly due to the influence of the large American oil community in Arabia. Scholastically, I would venture to say that A.C.S. is one of the finest American schools abroad.

Compensations of Travel

While I'm on the subject of teenage education I might pause to make a few sage comments on an old question in the Foreign Service: whether the experience of traveling compensates for an uneven education. My answer is a very emphatic "yes." Traveling is an education in itself. To be able to associate facts with experience and to view these facts from a subjective "I was there" viewpoint is invaluable in stimulating interest in an otherwise dry, lifeless subject.

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There is another, equally important, result of travel abroad: namely, the implanting of an unquenchable thirst for more traveling. In some cases I suppose traveling breeds homesickness and, consequently, hate of traveling. But all I know is that right now the thought of spending the rest of my life in a little white cottage sends tingles of terror up my spine.

Finally, traveling is fun. This is especially true in the case of the Foreign Service teenager. He can stand by and watch his father go into an apoplectic fit over a missing suitcase and be concerned with nothing except thinking of how he's going to write the fellas back home about it. He doesn't have to wrestle with unruly customs officials or bargain with sly-eyed money-changers; he just watches Pop do all the dirty work, interjecting appropriate sarcasm at regular intervals. And then after the tips have been paid, a Chinese coolie hat has been bargained for and bought, innumerable taxi drivers have been pacified and every little nasty detail has been taken care of—then the aforementioned teenager can bestow a bone-shattering slap on his tottering father's back and say happily, "Gee, Dad, I bet you're really looking forward to all the sightseeing we're going to do today." This is the Foreign Service teenager's moment of glory.

In bringing my "reflections" to a conclusion, I guess I could sum up what I've been trying to reflect about pretty completely in the following words: I enjoy life in the Foreign Service and I wouldn't trade a minute of it, from the time a Japanese obstetrician slapped my *derriere* fifteen years ago until now.

ORIGINS OF THE CONSUL (fram page 54)

Richard III in 1485. In the following century, both England and Scotland had consuls called "conservators," who had "jurisdiction to do justice between merchant and merchant beyond the seas."

France obtained a special position in the Levant because of the alliance between Frances I and Suleiman the Magnificent. By 1604 the first capitulations were signed under which French consuls were given precedence over all other consuls, and were endowed with certain diplomatic immunities such as freedom from arrest and from domiciliary visits. Because of the influence of the French, the British were unable to establish consuls in the Ottoman Empire until 1675.

The quasi-diplomatic privileges granted by the capitulations in former days have led to considerable misunderstanding in modern times of the exact rights of consular officers. Intrinsically, unless provided for by special consular conventions, consuls simply do not enjoy the special status of diplomats.

The first formal system of consular service since the Middle Ages was established by the French with the ordinance of 1661. However, by 1760, France had consuls only in the Levant, Barbary, Italy, Spain and Portugal. For the nationalistic reasons noted above, France discouraged the establishment of consuls in its own territory, fearing an infringement on its sovereignty. It was only in the nineteenth century that nations developed consular services of a career status. In England, the consular service was organized in 1825, and in France the series of laws and ordinances which established the modern system began in 1833. The Germans organized the most complete and elaborate consular service probably of all the nations after the establishment of the Empire, incorporating an act of the parliament of the North German Confederation of November 8, 1867. The rapid development of consular organizations in the nineteenth century was made possible, partly by dropping from most consular offices the old judicial and administrative powers enjoyed by their medieval ancestors, and partly because of the tremendous growth of trade and commerce. Our own service dates from Jefferson's installation as Secretary of State.

OCB (fram page 51)

to OCB but for different purposes. The Bureau of the Budget, for example, advises the President on all Executive Department organizational and budgetary matters. The Office of Defense Mobilization, too, has a coordinating function for domestic preparedness measures. Many special committees are formed at high levels to oversee particular problem areas or to solve a one-time problem. The Dodge Council on Foreign Economic Policy is one example. It is concerned with over-all economic policy which obviously has a strong national security component. Such coordinating mechanisms may supersede OCB or be handled outside the OCB system. At other times they are integrated with the OCB.

Although there is considerable overlapping and duplication, jobs do get done. And the OCB system is maturing. It is filling what was a serious gap in the NSC structure—the follow-up and coordinating requirements of policy operations. With more general understanding of its procedures

and purposes, it should provide the focussed U. S. operations which President Eisenhower referred to in San Francisco.

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| | |
|---|----------|
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| American Security & Trust Company | 35 |
| Bookmailer, The | 38 |
| Brown-Forman Distillers Corporation | 5 |
| C & W Frozen Foods | 12 |
| Calvert School | 16 |
| Chase Manhattan Bank, The | 9 |
| Circle Florists | 12 |
| Clements & Company | 39 |
| DACOR | 55 |
| DeWilde, Austin P. | 56 |
| Educational Consulting Service | 56 |
| Federal Storage Company | 6 |
| Firestone Tire & Rubber Company | 18 |
| Francis Scott Key Apartment Hotel | 16 |
| General Electronics Incorporated | 8 |
| Goodman, Henry J. & Co. | 53 |
| Goodyear Tire & Rubber Company | 37 |
| Grace Line | 45 |
| International Telephone & Telegraph Corporation | 2 |
| Maphis, J. Alan | 14 |
| Mayflower Hotel | 39 |
| Merchants Transfer & Storage Company | 43 |
| National City Bank of New York | 17 |
| National Distillers Products Corporation | 13, 41 |
| Ney's Shopping Service | 9 |
| Norris Furniture Corporation | 16 |
| Party Packets | 16 |
| Philco International Corporation | 11 |
| Pontiac Sales Agency | 56 |
| Powell, Mrs. Paulus P. | 12 |
| Radio Corporation of America | 1 |
| Saccone & Speed Ltd. | 8 |
| Schenley International Corporation | II Cover |
| Seagram's V.O. | 33 |
| Security Storage Company of Washington | 35 |
| Service Investment Corporation | 51 |
| Sinclair Refining Company | 4 |
| Socony Mohil Oil Company, Inc. | 17 |
| State Department Federal Credit Union | 10 |
| Swartz, Walter H. Co. | 15 |
| United Fruit Company | 47 |
| United States Lines | 9 |
| Waldorf-Astoria, The | IV Cover |
| Williams Export Associates, Inc. | 47 |
| Wilner, Joseph A. & Co. | 49 |
| Woodward & Lothrop | 10 |
| Wooster School | 51 |
| Zenith Radio Corporation | 7 |

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