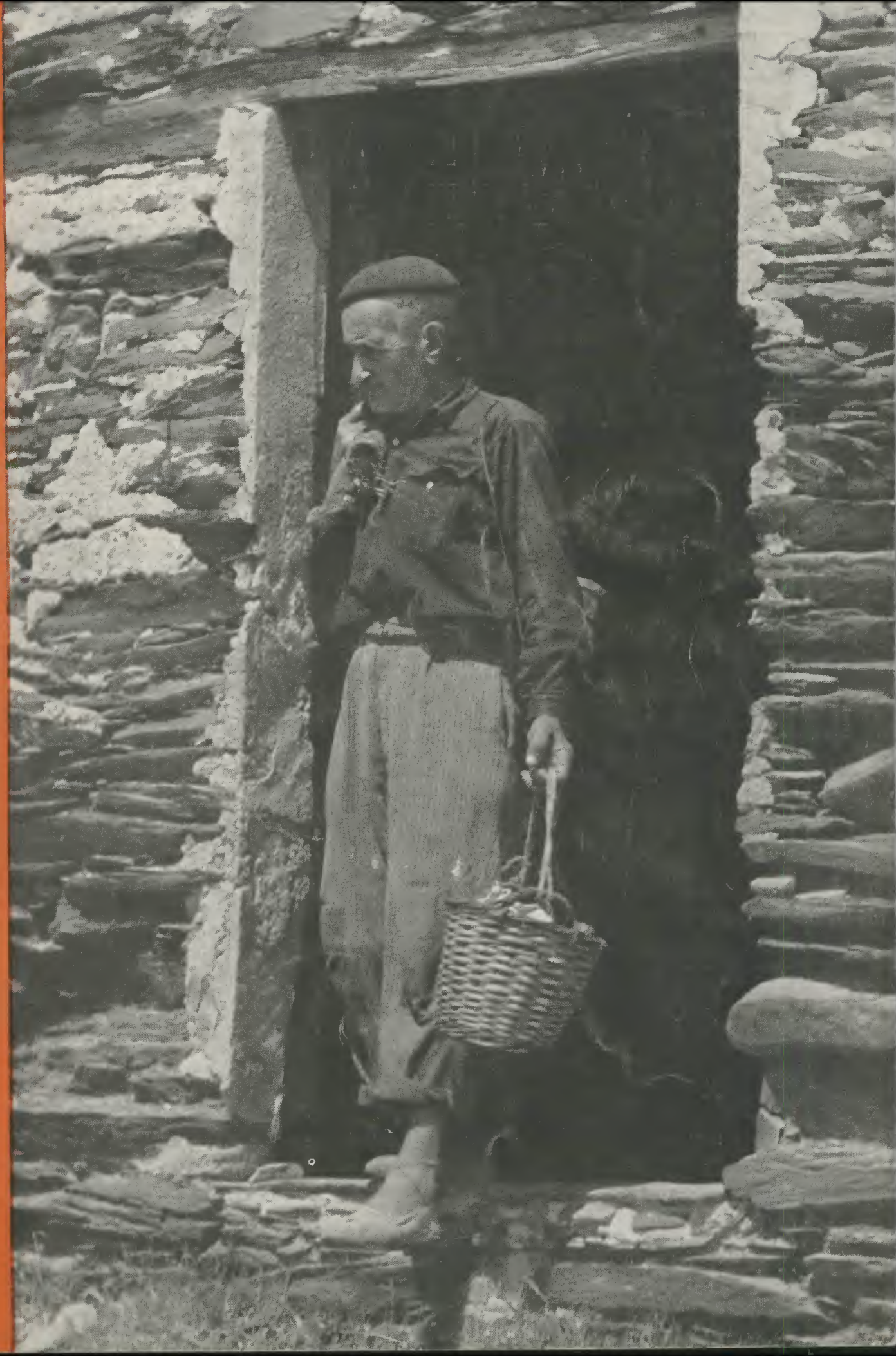


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PRESIDENT KENNEDY in his State
of the Union message, January 30, 1961.

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CONTENTS

MARCH, 1961
 Volume 38, No. 3

page

20 PLANNING IN THE DEPARTMENT

by George F. Keenan
 Paul H. Nitze
 Robert R. Bowie
 Gerard C. Smith
 Christian A. Herter

24 A FOOTNOTE TO RECENT HISTORY

by L. D. Mallory

30 THE FOREIGN SERVICE FOUR YEARS LATER

by Frederic L. Chapin

38 "MAKING CALLS" IN 1929

by Rebecca H. Latimer

43 APPOINTMENT AT TIMGAD

by Howard A. White

49 "EVERYTHING WILL BE ALL RIGHT"

by Al Dahlan

51 THE INSTALLATION VISITOR

by Ashley C. Hewitt, Jr.

53 THE DILEMMA OF THE CORPORATION MAN

by J. Irwin Miller

departments

4 BIRTHS

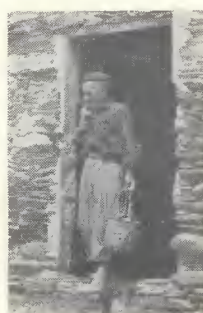
12 TWENTY-FIVE YEARS AGO

by James B. Stewart

26 EDITORIAL PAGES

28 WASHINGTON LETTER

by Gwen Barrows



COVER PHOTO

by Lynn Millar

Fisherman, Catalonia, Spain

INDEX TO ADVERTISERS

Alban Towers	47
Aldea del Mar	38
Allen, McFarland & Company, Inc.	46
Allied Realty Corporation	16
American Foreign Service Protective Association	53
American Motors Corporation	9
American Security and Trust Company	31
Atlas Realty Company	52
B & B Vitamin Company	16
Beam, James B., Distilling Company	49
Begg, J. F., Incorporated	50
Bell, W., and Company	6
Berens, Frederick W., Sales, Inc.	38
Bobbs-Merrill Co., Inc., The	50
Calvert School, The	46
Cavanaugh Shipping Company	46
Chase Manhattan Bank, The	47
Chrysler Corporation	18, 19
Circle Florists	52
Container Transport International, Inc.	45
Copenhagen, Engravers and Stationers	50
Cross, Cecil M. P.	37
D. C. Pharmaceutical Company	16
DeHaven & Townsend, Crouter & Bodine	48
deSibour, J. Blaise, and Company	37
DACOR	16
Fahnestock & Company	10
Farnsworth Reed Ltd.	6
Federal Storage Company	42
Firestone Tire and Rubber Company	17
First National City Bank of New York	10
Ford International	5
Francis Scott Key Apartment Hotel	48
General Electronics Incorporated	44
General Motors Corporation	13
Grace Line	16
Hilltop House, Incorporated	50
Horizon's Edge Country-Home School	16
Lippincott, J. B., Company	37
Marriott Motor Hotels, Incorporated	38
Marsh and McLennan, Incorporated	39
Mayflower Hotel	45
McLachlen Banking Corporation	32
Merchants Transfer and Storage Company	8
Miller, R. William, Jr.	52
Mitchum Company, The	48
Park Central Hotel	52
Paxton Van Lines	12
Prescription Center	16
Radin, Rhea-Realtor	48
Reynolds Tobacco Company	11
Riggs National Bank, The	15
Schenley Industries—Overseas	II Cover
Security Storage Company	31
Service Investment Corporation	14
Simmons Properties	46
State Department Federal Credit Union	51
Sutro Bros. & Co.	44
Swartz, Walter H., Company	1
United States Lines	51
Waldorf-Astoria, The	IV Cover
Wanamaker, Sophia, Inc.	44
Woodward & Lothrop	10
Zenith Radio Corporation	7

PHOTOS AND ART FOR MARCH

Lynn Millar (wife of FSO John Y. Millar), Cover and photo on p. 2
 FSWA Scholarships Presentation, photo, p. 4
 Henderson Ceremony, photo, p. 6
 Edward L. Fischer, illustration, p. 21
 George Lichty, Courtesy Chicago Sun-Times Syndicate, p. 27
 Carlos Paez Vilaró, "Roots of Peace," p. 28
 W. A. Bentley, U. S. Weather Bureau, snow crystals, p. 28
 Robert W. Rinden, "Life and Love in the F.S.," p. 29
 Paul Child, photo, p. 34
 FSO and Mrs. Frederick P. Latimer, Jr., photo, p. 39
 Howard A. White, photos, pp. 43, 45
 Jack Grover, photo, p. 54
 Mary Blalock (wife of FSO Richard C. Blalock), brush and ink drawing, p. 56
 American Diplomatic Mission, Ankara, photo, p. 56

PROMOTIONS

To Career Minister

BEALE, Wilson T. M.
 BERNBAUM, Maurice M.
 HART, Parker T.
 HORSEY, Outerbridge
 LIGHTNER, E. Allan, Jr.
 MATHEWS, Elbert G.

MORRIS, Brewster H.
 STEEVES, John M.
 TIMBERLAKE, Clare H.
 WALLNER, Woodruff
 WHITE, Ivan B.
 WILKINS, Fraser

BIRTHS

KORMANN. A son, Matthew Tyler, born to Mr. and Mrs. John G. Kormann, December 30, in Washington.
 KURZE. A daughter, Barbara Irene, born to Mr. and Mrs. Kenneth A. Kurze, December 21, in Washington.
 STAHNKE. A daughter, Barbara Ann, born to Mr. and Mrs. Paul K. Stahnke, December 7, in Berkeley, California.
 STARBIRD. A daughter, Ellen Hall, born to Mr. and Mrs. Linwood R. Starbird, October 11, in Taipei.
 STEVEN. A son, Mark Evan, born to Mr. and Mrs. Robert S. Steven, October 15, in Tokyo.
 WILLIAMS. A son, Mark Christopher Woodrow, born to Mr. and Mrs. Albert N. Williams, December 21, in Monterrey.

MARRIAGE

MACFARLANE-WINTERS. Ellen Christina MacFarlane of Beebe, Quebec, Canada, and FSR George Payne Winters, Jr., of Denver, Colorado, were married on December 2, at New Brunswick, New Jersey. Mr. Winters, who had been serving at the Embassy in Moscow, was recently declared *persona non grata* by the Soviets, and is now assigned to the Department.

DEATHS

BOONSTRA. Mrs. Mildred F. Boonstra, wife of FSO Clarence A. Boonstra, died on December 3, in Washington.
 KENNA. Mrs. Eleanor Clarke Kenna, wife of the Honorable Leo J. Kenna, FSO-retired, died on February 3, at Durban, Union of South Africa.

Three FSWA Scholarships

THE FOREIGN Service Women's Association has donated \$1500, the proceeds of its Christmas Bazaar, to set up three new \$500 scholarships, one of which will be named in memory of the late Mildred F. Boonstra (Mrs. Clarence W.) while the others will carry the name of FSWA. The awards will be available to children of active, retired, and deceased FSO's and FSS's, as well as those of active members of AFSA and FSWA, and are for study at preparatory schools and colleges during the coming academic year, 1961-62.

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L. to R.: Norris S. Haselton, LaRue R. Lutkins, Mrs. James M. Byrne, President of FSWA, Livingston T. Merchant, William L. Blue.

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L. to R.: Loy W. Henderson; William L. Blue, Chairman of the Board of Directors of AFSA; David McK. Key, General Manager; Waldemar J. Gallman, Vice President.

Bowl and Scroll Ceremony

AT A CEREMONY held on January 25, on the eve of his leaving the Department, the Board of Directors and Officers of the Association presented the Honorable Loy Henderson with a Paul Revere silver bowl and a scroll, on behalf of the members of the Association. Having gained admission by a ruse, like the Greeks of old, by pretending that he had come in order to attend a briefing, President Livingston Merchant quickly reassured Mr. Henderson that there was no cause for alarm and that the gifts which he and the Board members were bearing were of friendly and not hostile intent. They were, he explained, tokens of the affection and esteem in which Mr. Henderson is held by AFSA members, all of whom joined in extending best wishes and happiness in the days to come. The scroll read:

LOY WESLEY HENDERSON, Vice Consul of Career in 1922, officer in the Foreign Service since its birth in 1924, Career Ambassador of the United States, you have been highly honored by the Government which you served so well and faithfully and by the Service which has been your life.

Yet your highest honors are to be found in the hearts of your associates to whom you represent the finest spirit of a Foreign Service officer. Your sage diplomacy in times of crisis, your selfless courage in advancing the Republic's welfare, your ready acceptance of the most arduous tasks and, above all, your compassionate, unflagging faith in the dignity of man have set an example for which we are all grateful and which the men and women of the Foreign Service will long remember.

D.M.K.



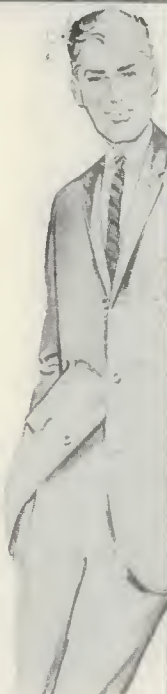
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It is hardly surprising, therefore, that George should have dreamed of returning to the Great World and that the most promising gambit should have seemed to lie in reattaching himself to the star of his former chief. He accordingly drafted with fastidious care a letter asking whether there might exist on the staff of the ex-chief a position that he might usefully fill.

By return mail came the affirmative reply stating that steps had been taken to accomplish his transfer.

As if by afterthought, the chief said that he had just risen to chief of mission status and that his first ambassadorial post, and George's next assignment, would be at— (and here he mentioned a capital unique in the Service as the only one still reachable exclusively by camel).

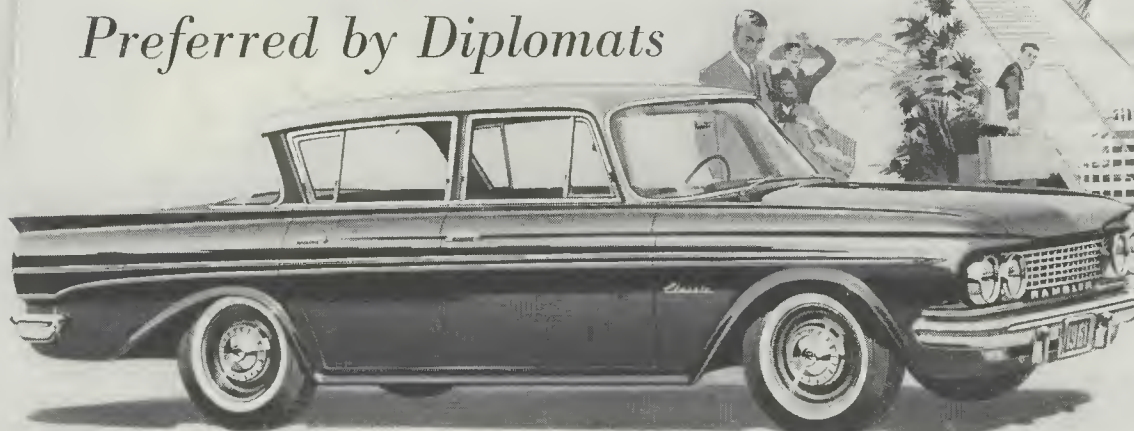
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MARCH 1936

by JAMES B. STEWART

Myths and Briefs

The March 1936 JOURNAL is an exciting issue. The article titled "Troy, Ephesus, Pergamum," by Robert P. Skinner, Ambassador to Turkey, contains this bit of startling news: "Arising out of the work at Troy is the melancholy news that the legend of Helen of Troy and the ten years' war is all a myth! Mr. Carl W. Blegen, American director of excavations, himself declares it to be a crime to dispose in this summary fashion such a wonderful story as Homer has given us, but facts are facts."

► G. Bie Ravndal, Consul General-retired, and father of Christian M. Ravndal, gives us the following interesting information in his article on Liechtenstein: "Although situated in the heart of Europe, Liechtenstein knows no jazz. It has hospitable inns but no modern hotel. Its taxes are light, costs of living are low. It has a standing army consisting of three soldiers. It has a ruling prince who draws no salary. It acquired its national independence against its will. But to 'get' this, one must go back to Napoleonic days."

► Augustus W. Ferrin, Consul, Malaga, in his tale, "The Greyhound of Don Quixote," tells of his visit to La Mancha; how a small boy led him to a low, whitewalled cottage which he swore, by all the saints of La Mancha, was Dulcinea's. Before leaving La Mancha, Gus bought a greyhound and surmised that its ancestors might well have been pups of Don Quixote's "galgo." He did not know whether to call his rapid canine "Cassius," because of its "lean and hungry look," or more obviously Don Q.

Now Old Timers

The following began their careers as Vice Consuls in 1935:

E. Tomlin Bailey
Perry Ellis
Norris Haselton
Elbert Mathews
Marselis Parsons
Carl Strom
T. Eliot Weil

Max Bishop
James Espy
U. Alexis Johnson
Robert Memminger
Edward Rice
S. Roger Tyler
Ivan White

Glion Curtis
Richard Gatewood
Douglas MacArthur
John Ordway
W. Garland Richardson
Woodruff Wallner

► Augustus E. Ingram, Consul General-retired, writes about "Early Consular Days in the Azores." The following throws an interesting light on the experience of the American whaling industry: "The first entry in the official volume of 'Records and Protests' is the protest made before Consul John B. Dabney on November 18, 1807, by the late master of the American whaling schooner *Union*, of the burden of 220 tons. It recites how "having his main topgallant and steering sails set, and going at the rate of about seven knots, at 10 P.M. the ship struck on a whale on the starboard bow about seven feet below the lower deck and stove in two timbers and inside ceiling.' The captain, going below, 'found

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25 Years Ago

By JAMES B. STEWART

the water pouring in so fast that it was impossible to save the vessel.' The boats were lowered and after many narrow escapes the crew of sixteen reached the shore safely at Flores and were kindly received by the American Consular agent."

Upon the retirement of Ambassador Robert P. Skinner, Secretary Hull, in a letter to him, expressed the hope that his lively interest in the Service would always be maintained. The late Ambassador's colleagues know how well his interest was maintained throughout the twenty-five years of his retirement.

And More Recently

The lady was a snob: Herbert Hengstler, former Chief of Foreign Administration, celebrated his 84th birthday by climbing to the roof of his house in Sarasota to pick a papaya from a nearby tree. Another roof addict is former Ambassador Joseph McGurk. Shortly after he retired, Joe painted the outside walls of a retired colleague's house and then if he didn't paint the roof. Former Assistant Secretary of State James Grafton Rogers happened by and said to the lady of the house: "Don't you have anybody less than an Ambassador to paint your roof?" The lady allowed as how she was an awful snob.

Duly impressed: Ambassador Alexis Johnson says that former Ambassador Charles C. Eberhardt stimulated his desire to join the Foreign Service. Alex and his parents, old friends of the Eberhardt family in Salina, Kansas, had taken a trip to California in 1919. There they had a reunion with Mr. Eberhardt, who at the time was a roving Consul General.

The Johnsons wanted to visit Mexico but the border was closed due to revolutionary disturbances. They appealed to Mr. Eberhardt. "Well do I remember," recalls Alex, "watching Mr. Eberhardt as he wrote something on a piece of paper. He handed it to my father and, presto, it worked like magic. We were naturally delighted and needless to say the incident made a lasting impression on me."

Visitors to Colorado: Ken and Ruth Yearn, retired and living in Boulder, Colorado, enjoyed visits last summer from these colleagues: Alex and Pat Johnson, who vacationed in Estes Park; Harold and Lydia Voorhees, who were en route to the West Coast; Francis Foley, on recruiting duty, and James, Jean and Mary McGillivray.

"Latinos": Two old friends, old timers and good old "Latinos" retired recently. They both did long overseas stretches for their country, both became career Ministers and both became Ambassadors. Fletcher Warren and Herbert Bursley were truly Ambassadors of good will and, knowing them well, and for long years, we salute our dear friends and say to them: "Bravo—well done!"

Fletch and Herb are "old timers" because they belong to a generation that remembers when the Government was criticized for extravagance in giving away free seeds. They are "Latinos" because each served at numerous posts South of the Rio Grande.

Fletch and Wilhelmina are Texans and report that they have bought a house in Greenville, Texas, at 5405 Stonewall Street. Last fall the Warrens were visited by Homer and Jane Byington who were en route back to Kuala Lumpur from leave. They also stopped off in Tehran to see Tom and Cornelia Wailes.

Edward B. Lawson also recently joined the ranks of the retired. Ed's last field duty was as Ambassador to Israel.

Potomac Portrait

The Tidal Basin beside
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25 Years Ago

By JAMES B. STEWART

From the Congo: At his second televised press conference, February 1, President Kennedy stated that Ambassador Timberlake had arrived in Washington for consultation. The next day, I received a letter from Rob McIlvaine at Leopoldville, with the following timely item about his boss, Ambassador Timberlake: "25 years ago Clare H. Timberlake reported in as Third Secretary at Montevideo after a hitch as Vice Consul at B.A. 1961 finds him in his ninth hectic month as the first U. S. Ambassador to the Congo. Julie and three of their five children are in Leopoldville. The two older boys are at Georgetown Prep in Washington."

Cheers! Franklin Gowen, FSO-retired, opines that "the dear old Foreign Service seems to be more and more appreciated in these fateful times."

Stop Press Bit o' News: Mary Glasgow Curtis, daughter of Glion and Mary Ellen Curtis, graduated from Wellesley last June, passed the FSO exams, and was sworn in on October 6, 1960. Twenty-five years earlier, October 11, 1935, Mary Glasgow's Dad became an FSO.

P.S. "A wise 'daughter' maketh a glad father."

Now Sadie! One time Assistant Chief, Division of Coordination and Review, Miss Sarah Moore, saw many old friends at Tom and Cornelia Wailes' party in Washington—"all a little greyer and a bit fatter."

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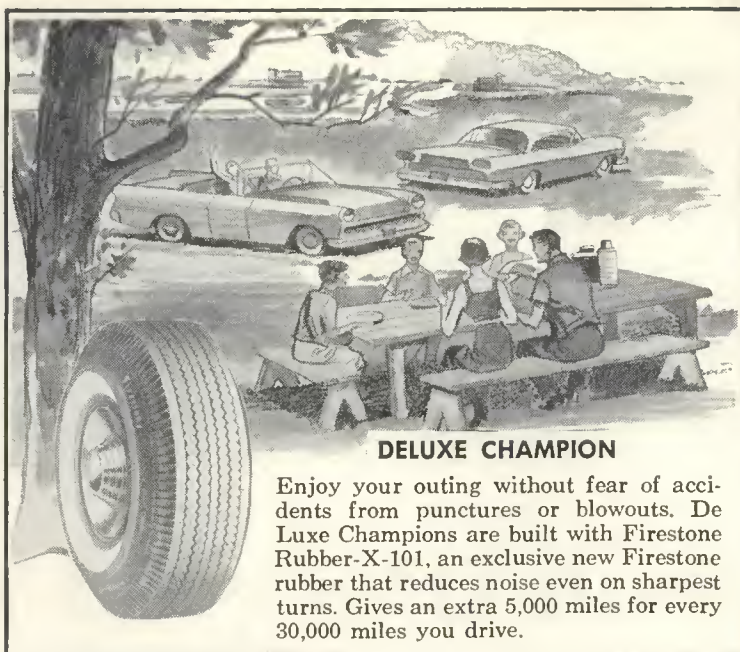
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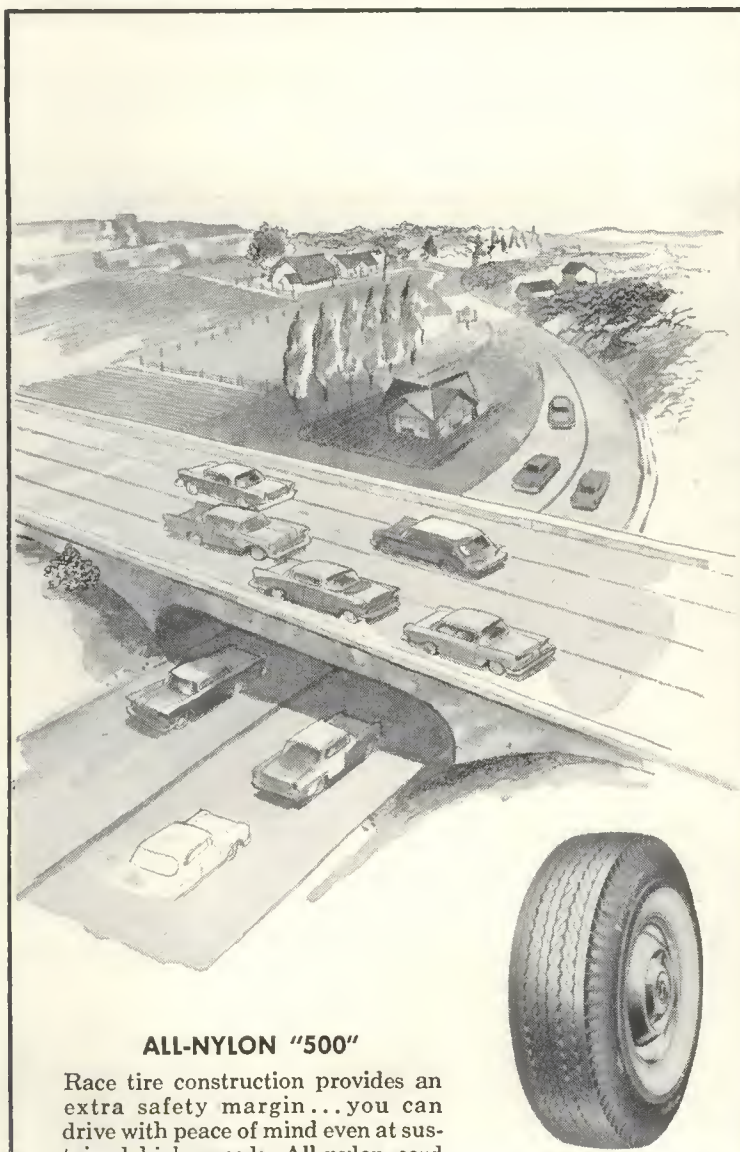
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Planning in the Department

For the past year, the planning function—what it is, how it can be better utilized by decision-makers—has been a fashionable and serious topic of discussion both in official Washington and in academic circles. The consensus is that we will hear much more of it in the months ahead. In an effort to focus and clarify Service thought on the subject, the JOURNAL presents in the following symposium the views of those who have directed the Department's Policy Planning Staff (which Secretary Rusk has renamed as the Policy Planning Council) since its inception in 1947, to which former Secretary Herter has generously added certain of his own views.

George F. Kennan:
(1947-1949)

I BELIEVE that the policy planning process as established by Secretary of State George C. Marshall in 1947, and as maintained until the end of 1949, was essentially sound. Prior to the establishment of the Policy Planning Staff, only two officials in the Department of State were competent to take into account, in their advice to the Secretary, the entire range of the problems of our foreign relations. These were the Under Secretary of State and the Counselor. Neither of these officials had both the time and the facilities to give careful and exhaustive study to long-range problems of policy or to problems of exceptional intricacy, involving the orderly assembling of information from a wide variety of sources. All other officials of the Department were able to advise the Secretary only from the perspective of a limited geographical or functional competence.

This presented a serious problem for the Secretary of State. If he asked the various geographic and functional offices to reconcile their views by the process of compromise before advising him on a given problem, the issues were apt to be obscured before they ever reached his attention. If they presented their conflicting views to him without prior reconciliation of them, the task of identifying the elements of conflict and determining to what extent they

Paul H. Nitze:
(1949-1953)

POLICY CAN BE roughly defined as agreement on the objectives of action and on the means of achieving those objectives—on where you want to go and how you propose to get there. The making of American national policy involves immensely complex and often messy procedures. Different American administrations have approached the task with quite different concepts of the nature of the policy process and of the techniques to be preferred.

For the sake of analysis, three different phases of the policy process can be distinguished from one another, although, of course, in practice the demarcation lines between them will be fuzzy and the phases will overlap. Roughly, these may be described as the formulation phase, the decision phase, and the execution phase. The first is an intellectually creative process in which a policy is suggested and a program of action proposed that is calculated most effectively to achieve the specific objectives of that policy. The second phase involves not only that of arriving at a coordinated and authoritative decision but also the politically essential and often arduous task of marshalling a consensus behind the proposed policy and program. During the course of this phase, the policy may be subjected to greater or lesser modifications—perhaps not intellectually ideal modifications, but necessary if the policy finally de-

Robert R. Bowie:
(1953-1957)

IN MANY WAYS, the Policy Planning Staff enjoys an enviable position for assisting in policy-making. The Staff has been relieved of many of the duties carried by the regional bureaus. In general, it does not deal with press, with Congress, or with foreign representatives. It has no operating responsibilities, no obligation to instruct or service field missions. It has ready access directly to the Secretary.

What contribution should the Planning Staff try to make? Some have suggested that the Staff should devote itself mainly to contingency planning, such as military staffs frequently do; to developing a wide catalog of detailed solutions for possible crises which might arise over a period of years. To my mind, this concept reflects a misguided view of planning and would not be a fruitful course for the Staff. Experience suggests that such crises seldom arise in the manner which can be foreseen concretely enough to make detailed planning very helpful. In addition, the potential number would be much too extensive. The Staff can foster such planning for a limited number of key situations but that should not be its principal activity.

The primary purpose of such a Staff should be to assist the Secretary, to transcend partial or short-term viewpoints, and to integrate the divergent and varied considera-

(1957-1961)

- (a) broad access to the necessary information;
- (b) the mental energy to chip away at the boundaries of United States policy; and
- (c) both sufficient detachment from operational duties to allow time for long-range thinking and sufficient involvement in policy formulation to permit a realistic approach to major problems.

The Staff develops its views through individual thought and research, culminating in the preparation of papers which are then often the subject of group discussion.

Christian A. Herter:

(Secretary, 1959-1961)

The planning function is here to stay. I can imagine no Secretary of State who would not wish further to refine the Department's planning function or who would not depend heavily on S/P as it has been developed. Had S/P not been created by General Marshall, it would certainly have had to be invented by one of his successors.

In drawing on my experience in the Department, I would summarize my conclusions on the planning function as follows:

A political cartoon titled "ELF 61". It depicts a chaotic scene where several people are struggling to maintain their position on a tall, precarious stack of papers or documents. At the very top, a man in a suit and hat balances himself while holding a briefcase. Below him, two women are perched; one is leaning over, possibly handing something down, while the other looks up nervously. Further down, another woman is seen from behind, also balancing. At the base of the stack, a man in a patterned robe is being pulled upwards by a woman in a dress who is herself teetering. To the left, a man in a suit is running away from the viewer, carrying a basket full of papers. On the right, another person has already fallen off the stack and lies on the ground amidst a sea of scattered papers. The entire scene is set against a background of floating and falling sheets of paper, suggesting a state of extreme bureaucratic confusion or overload. The signature "ELF 61" is visible in the bottom right corner.

George F. Kennan:

represented disparities of information, to what extent parochial concerns of the respective office, and to what extent important questions of principle, was a task for which he himself lacked the leisure and for which he required an independent staff. It was this gap which the Policy Planning Staff endeavored to fill during the period of my incumbency as its director. While under no illusions that our work could not have been improved, I felt (and Secretary Marshall subsequently expressed himself as being of this opinion) that the Staff was useful in meeting this need. Its greatest usefulness, as I saw it, was that it provided the Secretary of State with a continuous series of advisory opinions, representing the expression of a consistent and disciplined point of view, based on the obligation to consider *all* aspects of national policy, and applied to a variety and succession of international problems.

OBVIOUSLY, the usefulness of such a staff would be greatly affected by any decisions taken with respect to the office of the Secretary of State itself. If the Secretary should be given a position of primacy in external relations and matters of national security, then it is particularly fitting that the policy planning work be done by a unit directly advisory to him.

Let me stress that the sort of staff I have in mind cannot be effectively replaced by a group of officials having other competencies and responsibilities and meeting only occasionally in an *ex officio* capacity. To be effective in the manner in which it was conceived by General Marshall, such a staff would have to be composed of individuals devoid of any other institutional loyalty or disciplinary relationship within the government, serving only the official to whom their advisory capacity relates, and able to give their opinions with the most rigorous frankness and independence, uninhibited by any ulterior obligations or interests.

Paul H. Nitze:

cided upon is to command wide enough support to ensure its eventual execution. The final and perhaps most difficult phase is putting the chosen policy and program into action, which includes the problems of meeting unforeseen obstacles and of capitalizing on unforeseen possibilities. This final phase of execution often takes on continuing elements of the first and second phases.

If the President is prepared to look upon his Secretary of State as being more than a Secretary for Foreign Affairs, if he is prepared to look upon him as having some of the attributes of a Prime Minister in the British system, then it is possible to delegate to the Secretary of State some of the decisions which otherwise must of necessity clog the NSC machinery. The Secretary of State may be able in turn to delegate a portion of these decisions to subordinates in whom he has confidence.

But is the staff work available to the Secretary of State adequate to enable him competently to carry these responsibilities in addition to those which his functions as Secretary for Foreign Affairs place upon him? A strong case can be made that it is not. Where can properly equipped and properly trained staff for this function be found?

Perhaps consideration should be given to the selection and training of a special corps of national policy staff assistants. Those selected from the Foreign Service might be given tours of duty with the Joint Staff of the Joint Chiefs of Staff, with the Bureau of the Budget, or with the Treasury before being assigned to national policy staff positions. Those selected from the military services might be given tours of duty with the State Department, with the CIA or with the office of the President's Scientific Adviser. Once such a corps of specialists in national policy—but generalists with respect to the various parts of the national policy problem—was developed, members thereof could be assigned to strengthen

Continued on p. 24

Robert R. Bowie:

tions into coherent policies. It should help in developing and revising the broad strategy of our foreign policy, trying to look somewhat further ahead and to take account of longer-range problems and forces which tend to be slighted.

In this effort, its first concern should be with identifying the basic forces which are at work in the world, and examining what they imply for the premises of American policy and for our interests and purposes. This should be a focal point for the analysis and planning for basic strategic policy. The Planning Staff should direct special attention to instruments of policy or types of actions which may not pay off in the short run, but which may be quite vital in shaping the long-run environment. In the light of its analyses, the Staff also has a vital role in continually reviewing current policies to determine when they no longer fit the situation and need revision. In a world changing as rapidly as ours, this reappraisal of premises and actions is essential to overcome the inherent momentum of existing views and policies. Finally, the Staff should seek to stimulate similar analysis, review, and planning in the regional and functional bureaus.

THE POLICY PLANNING Staff has been criticized frequently for becoming too deeply involved in current actions. This criticism is partly valid. In part, however, it reflects a misconception of what is useful and possible in long-term planning. The purpose of a Policy Planning Staff is not merely to produce literature, but to produce results. For better or for worse, foreign policy becomes operative largely in specific decisions—an action in the Middle East, or a proposal for disarmament, or economic assistance. Such decisions may affect the course of policy over a period of years, and may be ineffective or damaging unless made within some larger or longer framework of purpose and policy. If insights and thinking on long-term factors are to be effective, they must be brought to bear on such decisions as they are made. It is true, however, that the Policy Planning Staff will have no special contribution to

Continued on p. 24

field trips to the areas on which they are working.

A program projecting main lines of Staff work is prepared annually, and revised quarterly; monthly reports on the progress of this program are developed.

To be effective, the Staff must have not only good gray matter but also something of the missionary spirit. Ideas in a bureaucracy—especially when they call for changes in policy—need extensive promotion.

The means of promotion are various.

THE MOST important is direct submission of proposals by the Director to the Secretary or to the Bureau concerned. Secretary Herter consistently welcomed such proposals, as did Secretary Dulles before him.

Another vehicle is speechwriting, of which Dean Acheson has said in a recent article that "this is often where policy is made, regardless of where it is supposed to be made." The Staff has had more than its share of participation in the preparation of top level speeches; we have sometimes grumbled about this, but in retrospect the time seems to have been well spent.

The National Security Council machinery is still another means: The Director attends meetings of the NSC with the Secretary and is a direct Presidential appointee to the Planning Board. As the Secretary's agent in the NSC process, the Director is in a position to urge lines of policy at an early stage in the NSC process. This beachhead in a White House apparatus can be a useful point of leverage.

The best way to describe how all of this works out in practice may be to mention some of the planning fields in which the Staff has been active in recent years.

1. In problems involving less developed areas, the Policy Planning Staff has been pressing both for greater aid for economic development and for more emphasis on social development. For example: It played no small part in the creation of the Development Loan Fund and it put forward the first proposal for the Act of Bogota's program of

social development in Latin America—for which Congress has already authorized \$500 million.

2. In the politico-military field generally, the Staff has had a leading responsibility in the Department. It has stimulated pressure by the Department for a greater balance in the US military posture. As one means to this end, it develops foreign policy guidance for the Department of Defense's consideration in budgetary planning.

3. The Staff has been extensively concerned with NATO. In 1959 the proposal for NATO Ten Year Planning, which originated in the Staff, was adopted by the North Atlantic Council. The Staff also helped to develop the US positions on a multilateral nuclear deterrent force which were presented to the North Atlantic Council in December 1960.

4. The Staff has pressed for an approach to Middle Eastern and African problems which would emphasize the role of the United Nations and minimize direct great-power intervention. For example, the Staff played a substantial role in authoring:

(a) The three-point Middle East package presented to the UNGA during the Lebanon crisis in September 1958, proposing a UN stand-by police force, aid for an Arab Development Institution, and possible Arab-Israeli arms control.

(b) The five-point program presented by the United States to the UNGA in September 1960 for an increased UN effort to meet Africa's needs in the fields of both security and economic progress.

5. In disarmament the Staff has worked mainly for measures to limit the proliferation of nuclear weapons production and to reduce the risk of accidental war. Examples were the US proposals of September 1960 to the UNGA (i) that a system be designed promptly to inspect the cut-off of production of fissionable material for weapons purposes, and (ii) that national claims to celestial bodies and military activity on celestial bodies be banned.

Obviously, the product of the Staff will directly reflect the quality of its membership. Its effort is a corporate one; a high level of ability

throughout the Staff is needed to sustain such an effort. That is why we place such emphasis on continuous search—in the foreign and Departmental service and outside the government—for men with the talent and interests required for this type of work. Arrangements have been worked out with the Division of Personnel and the Foreign Service inspectors to watch systematically for officers potentially suited for S/P work and develop them toward it.

This search is made easier as membership on the Staff becomes a road to promotion, as reflected in the increasing roster of Assistant Secretaries of State and chiefs and deputy chiefs of mission with experience on the Staff. Anyone who has served with it, as I have, cannot fail to be grateful for the high caliber of the contribution which Foreign Service personnel have made to the Staff.

That contribution will increasingly be needed in the period ahead. The general consensus seems to be that the planning function will come more and more to the fore in this period.

I hope that operating agencies will continue to recognize both the importance and the nature of this function. There is a basic distinction between analytical planning, in the sense that the Staff has undertaken in the last twelve years, and the programming function which is sometimes called planning. New approaches in major areas of foreign policy are most likely to be uncovered by persons who are not largely occupied in programming the specific measures needed to carry out policy. The intellectual qualities required to perform these two functions are, moreover, different.

Both functions are necessary, and both could legitimately be termed planning, but only one can be effectively performed by a single staff. I hope that the Policy Planning Staff will be able to continue freely its search for new horizons of United States policy. By providing the Secretary with advice free from operational responsibility or preconceptions, it can discharge one of many useful functions which combine to make up a diverse and effective pattern of State Department operations.

Nitze:

the staff of the NSC, to assist the Secretary of State, perhaps as members of the State Department's Policy Planning Staff, to work on the staff of the Secretary of Defense or that of the Assistant Secretary of Defense for International Security Affairs.

I see no easy and simple road to improving the quality of national policy planning. I believe much can and should be done. But that much involves doing a host of sensible but relatively minor things at a large number of significant and relevant points in a most complex process.

Bowie:

make if it becomes immersed in current activities.

This is the dilemma of the Staff; it must find the time to devote itself to analysis of long-range factors and, at the same time, it must be able to take part in selected decisions which are likely to be significant for the future. Undoubtedly, there is a constant tendency to pull the Staff into operations to an undue degree. This must always be resisted. But many critics, in objecting to this tendency, disregard the question of how to mesh thinking with action.

Herter:

in the planning function; planning assignments should be encouraged as among the most fertile of the training grounds for modern, balanced diplomats; and planning should be "kept alive"—it cannot be relegated to an Ivory Tower divorced from the practical and pragmatic art of meshing thought with action. But I would hope to see S/P left very much as it is: A small advisory staff with primary responsibilities in politico-military and NSC affairs which complements bureau planning from the viewpoint of the Secretary's worldwide responsibilities.

A Footnote to Recent History

by L. D. MALLORY

THE "DISMAL SCIENCE" of economics is on the verge of yet another retouching, reshaping and remodeling. It is scarcely nine years since a book entitled "The Big Change" gained wide currency by calling attention to a revolution that had taken place in basic concepts of American business, industry and finance. It seems safe, nevertheless, to predict that we are now seeing the beginning of a new shift in emphasis and approach to America's concepts of economic productivity. Until recently, what was termed "social infrastructure" was not eligible for financing as part of economic development. Now, more and more, it is becoming respectable to consider financing some programs of social development as necessary for a healthy economy.

Soon there will be dissertations on the origins of the new trend and fine-spun arguments of rationale. Factors now included in the somewhat esoteric catch-all term of "social infrastructure" will be worked over as important components of economics. One is impelled to throw out a few hints to future analysts: to point out to them influences they might otherwise overlook when they shuffle through contemporary headlines and commentaries on the chain of events we have witnessed in recent years.

In this mood, the opinion is ventured that, at least as far as the Government of the United States is concerned, two reports prepared by Senators Aiken and Morse after separate trips to Latin America in 1959 furnished the initial impulses for changes in official-level thinking and policies that set in motion the trend mentioned above.* Before those reports were issued, agencies in international finance had held that development comes only in terms of increased output or productivity and that, therefore, loans should not be concluded for other purposes. Our foreign aid program was administered in this spirit. Emphasis was placed on direct results from increase in production of goods and rise in Gross National Product, although excep-

tions were made, as in expenditures for Technical Assistance in the fields of education, health and sanitation. Loans in such fields as housing were vetoed as not consistent with accepted theory concerning the bases for development. Now, economic pundits seem to have reviewed their thinking. They are beginning to define housing as being productive because workers who are inadequately housed cannot give a full measure of effort. Signs are already at hand that, by extension, a similar view will soon be taken toward health, educational and other social factors. I believe it is fair to trace this evolution of thinking in the Executive Branch to questions asked of the lending agencies by members of Congress. If I remember correctly, it was not until thereafter that the agencies began to entertain requests for foreign loans on housing.

Taking the Senatorial reports as a point of departure, the sequence of events has been nothing short of dramatic. Early in 1960, a partial awakening to the shaky social substructure of many governments in Latin America took place in the United States. Reasoning on the subject covered a wide range of attitudes. There were those who saw, yet did not believe; those who did not see at all; and those who did see and believed that wide disparities in the social fabric of many countries in the hemisphere threatened the institutions of the Americas.

THE FORCE of this third group's convictions was largely responsible for the new departure taken by the Executive Branch of our government when, on July 11, President Eisenhower announced from Newport, Rhode Island, a "Social Development Plan" addressed to Latin America in which it was provided that financial aid to cope with certain social problems could be extended to countries willing to participate. Congress opened the way for implementing this plan when, on August 31, 1960, it passed authorizing legislation for a \$500 million social development

Dr. Mallory joined the Foreign Agricultural Service in 1931 and the Foreign Service in 1939. He is the only agricultural officer to become a chief of mission and served as Ambassador to Jordan and Guatemala. He recently retired and is now on the staff of the Inter-American Development Bank.

*Report of Senator George D. Aiken on a Study Mission, February 2, 1960.

Report of Senator Wayne Morse on a Study Mission, February 20, 1960.

fund. In September, at the hemisphere-wide meeting on economic questions held in Bogota, Colombia, the United States delegation advanced the President's plan. It was enthusiastically received and, following some negotiation and drafting changes, adopted as the Act of Bogota. The Act is signally important. To put it mildly, new ground was broken by our government's willingness to extend aid abroad for social infrastructure, and by hemispheric acceptance of the need to act on social reforms.

The Act has four main sections: the first related to measures for social improvement, the second to the creation of a special fund for social development, the third to measures for economic development, and the fourth to multilateral cooperation for social and economic progress.

Implicit in this agreement is the engagement of the several countries to undertake steps to make the program workable. This may prove to be the crux of the matter. It does no good to plan on improved land use, for example, when land titles are not clear or even unavailable. In the same field of land use, the incidence of the tax burden may be determinant, and require adjustment in basic legislation.

Latin America's new-found willingness to undertake long-needed reforms and to bring about social changes stems from recognition of the same facts that prompted the United States to propose a social development program for Latin America. The first, the simple unvarnished fact is that, like it or not, change will come; that, if it does not come by planned orderly evolution, it will be imposed by violent revolution. The second is that, as they are now constituted, the governments of Latin America cannot, from their own resources, hope to promote evolution at a pace capable of satisfying the fast-mounting aspirations of their peoples.

AT BOGOTA, other countries inquired anxiously whether the program was a one-shot affair. The chief United States Delegate, Under Secretary of State Dillon, indicated that additional assistance would be forthcoming in the future. Therefore, passage by our Congress of appropriating legislation to enable the Act of Bogota to get underway is awaited by the other countries of the hemisphere with a marked sense of urgency.

At Bogota, decision was also made to have a separate entity, the new Inter-American Development Bank, administer as a trustee the major portion of the funds to become available. This unusual feature in international arrangements appears to have been signally fortunate. A regional organ that will administer funds along agreed lines should, by removing the United States and Latin American governments from the immediate scene of negotiations, reduce the frictions sure to arise recurrently over the question of whether a given country is doing its part. It must be evident that unless real, visible and effective efforts are made by all, our Congress cannot be expected to continue making appropriations for the program. Also, achievement of the purposes of the Act of Bogota program will, for some time, remain as urgent and essential as the day the Act was adopted. The considerable history of cooperation by the hemisphere countries in the Organization of American States gives reason for optimism about the functioning of the new Bank. A regional international organization of its type was probably a prerequisite to acceptance and administration of the social program. Without the history of hemispheric cooperation, the Act of Bogota probably would not have been adopted unanimously by those joining; that

is, by all countries except Cuba and the Dominican Republic.

The free countries of the Americas thus enter the spring of 1961 armed with a brave new concept. The United States is sincere in its desire to make it work. Forward-looking statesmen in Latin America are almost desperately anxious for it to work, and to work quickly. The Inter-American Development Bank staff will do its polynational best. Doubts admittedly exist in some minds as to whether traditional inertia in several countries can be overcome by these new hopes and plans. Privileges have seldom been abandoned except under pressure of strong measures. Perhaps argument and persuasion will now succeed better than in the past because they will acquire cogency from consciousness of the forces now rampant in the world.

TO RETURN NOW to my hint to future analysts, to the "footnote to history," I would add a few comments about those responsible for this profound policy change. Even a brief exposure to Washington bureaucracy teaches that hardly ever is one man, and seldom are only few persons, responsible for a given event or chain of events. Therefore, I do not intend to oversimplify, and so mislead future historians. Many in the Foreign Service and the Department appreciated the urgency of problems of social development in most countries of Latin America and longed for a chance to move to resolve them. However, in the system as it has operated, their several judgments were not synthesized into positions or policy. For all intents and purposes, they remained mute. Credit, therefore, for taking the lead in stating the problems and for making the issues clear and public, belongs to the Legislative Branch. The Aiken and Morse reports were bench marks. Wide appreciation is due the knowledge and understanding shown by Senator Mansfield. Respectful note should be taken of the concrete proposals of Senator Smathers. The list of credits due to members of Congress does not, of course, close with these names.

There was, and is, one person to be especially singled out for this whole new departure in international relations; and he was not in the government. Insights and appreciations gained from his first trip through South America in 1953 and subsequent travel into 1960 gave Dr. Milton Eisenhower the information which he talked over from time to time with his brother, the Chief Executive. This dramatic departure in diplomacy, economics, foreign aid policy, or whatever we may call it, that bears the imprint of President Eisenhower, was pointed out to him primarily by Dr. Eisenhower. It is now being based upon a deep consciousness of foreign affairs by the Congress. One paragraph of the statement made at Bogota by the Chairman of the Latin American Affairs Committee of the United States Senate, Senator Wayne Morse, should be repeated:

Of all of these elements, as well as others which I shall not take the time to touch on, I think the one which loomed biggest in the Congressional view was the emphasis upon self-help. This, in turn, was based upon the concept, for which history provides ample support, that the basic, the most important factor in development is people who really want development and who want it badly enough not only to work for it but make their own substantial economic contributions as well as give up certain traditional customs in order to get it. Unless this basic urge is present, no amount of outside assistance will be effective.

EDITORIAL PAGES

A President's Farewell Warning

FROM THE STANDPOINT of the Department and the Service, perhaps the most ominously challenging portion of former President Eisenhower's farewell message to the nation was his warning against the danger of "the acquisition of unwarranted influence . . . by the military-industrial complex."

This warning has been approvingly echoed through the nation's leading editorial pages and columns. The consensus is that it cannot be dismissed as groundless. In assessing its relevance and challenge to the Service, we think Walter Lippmann's observations are as sound as they are cogent.

Mr. Lippmann states that "the danger of unwarranted military influence" can be prevented "only by making civilian influence greater, not by reducing military power." His advice: appoint (and, by implication, develop) experienced and intelligent civilians to the civilian posts of decision in the Pentagon, State Department and National Security Council who will "work with . . . [but] not defer abjectly to, the professional soldier."

This is easier said than done. We can and do repose full confidence in the new civilian decision makers in the Department, certain of whom have had wide experience with the military. But they will need help and expertise at the staff level to support their politico-military responsibilities in fields as complex and changing as those of modern military strategy and accompanying weapons systems. As the Jackson Subcommittee on National Policy Machinery concludes

(see page 24 of the January JOURNAL), the "Secretary [of State] must be better staffed to offer policy guidance and initiatives across the whole span of national security problems . . . [including] military and scientific experts to support the Secretary in understanding and following all fields falling within his broad concern."

Nor can competence in politico-military matters be restricted to the apex of the Department. Is it not equally important at every level—from the Desk Officer to the Chief of Mission—in view of the increasing interdependence of political and military matters in the conduct of our foreign relations?

We have previously editorialized our concern that neither the Department nor the Service is adequately staffed to discharge as competently as it should the full range of politico-military responsibilities which will increasingly devolve upon it. This deficiency can be remedied by increased allocations of knowledgeable personnel to politico-military matters, by greater cross-fertilization between State and the Pentagon, by more liaison with the Research and Development areas of the Pentagon and the Services, by closer contact with industry's role in developing strategic concepts and promoting new weapons systems, and by selective and sophisticated training in fields ranging from internal security to outer space.

These are matters of such importance and urgency as to warrant the attention they deserve now—not tomorrow.

The Act of Bogota

IN PERSPECTIVE, the Act of Bogota marks an historic departure in United States policy toward Latin America—the most revolutionary of the postwar period—and is a brilliant example of a program of action initiated on the basis of its rightness (as called for by President Kennedy in his Inaugural Address). Though modestly silent on the Department's (and his own) role in this initiative, Lester Mallory's "Footnote to History" highlights two aspects of the planning process which further illuminate its keys to thought and action.

FIRST. As Mr. Nitze and Mr. Smith point out in their articles in this issue, there must in the policy process initially be a formulation of the creative idea, which can come from anywhere but which will get nowhere until, secondly, a consensus for its acceptance exists or is marshalled behind it. A moral of Mr. Mallory's piece is that the proponent of bold new ideas, especially when they entail long-term expenditures and their "promotional" aspects could adversely affect foreign relations, must possess a politically astute sense of timing as well as stubbornness and patience. The Department's concept of the Act of Bogota moved with extreme rapidity through the Executive Branch and the Con-

gress toward hemispheric acceptance because it catalyzed a consensus which had largely been marshalled both at home and abroad and in academic and business as well as governmental circles.

SECOND. But after these phases are transcended—as they have been in the Act of Bogota—there comes the final phase of program planning and execution. Mr. Nitze finds this often to be the most difficult and to take on continuing elements of the first and second phases. (The demarcations between these phases, which Mr. Smith also discusses, are more extensively drawn in the thoughtful articles on the planning function by Messrs. Morgan and Lindsay in the January issue of FOREIGN AFFAIRS). It is at this point that the Service, in the field as well as in Washington, will be called upon to practice what former Secretary Herter elsewhere in this issue calls the "pragmatic art of meshing thought with action" and what Secretary Rusk and others have called "development diplomacy"—a new and difficult dimension of diplomacy which the Service must increasingly master if the Act of Bogota and similarly imaginative initiatives are to move beyond their conceptual thresholds into broader fields of creative action.

Psychiatric Testing for All?

TWO YEARS AGO USIA began giving psychiatric and psychological tests to all its new foreign service recruits, including wives. So far, there are no plans to give these tests to employees already serving overseas. Although USIA officials still consider the program experimental and admit it will be several years before they will be certain just how good it is, they are already encouraged by its results. More recently, the defection to Moscow of two National Security Agency code clerks has intensified both public and official interest in an expanded use of psychiatric and psychological tests to assist personnel officers in determining suitability of employees for sensitive jobs. The Department's Medical Division has followed USIA's experiment closely, but, as far as we know, has no plans to follow suit. Nevertheless, the signs, it seems to us, indicate that a P and P evaluation, as it is called in USIA, may some day become required of all personnel interested in government service abroad. USIA's experience in this field thus deserves attention and comment.

First of all, we believe that USIA showed considerable courage in inaugurating this program. Some Congressional and press reaction of the "you ought to have your head examined if you want to work for USIA" kind was anticipa-

ted (accurately) but did not deter action. USIA also took into account the possibility that the very existence of this test could discourage not only potential misfits, but also candidates of exceptional brilliance who might balk at an encounter with the psychiatric profession. After all, probing the psyche might appear to the professional psychiatrist to be no less routine and precautionary than a standard physical checkup. But to the layman, a full day's confrontation with a psychiatrist and a psychologist is hardly a routine and casual matter. It is too early to gauge whether these tests have indeed had these effects, but Agency officials seem to doubt it. On the positive side, USIA has received outstanding cooperation from the profession with nearly 500 psychiatrists and psychologists throughout the country taking part. Those who have worked with the program feel reasonably certain that they have been able to detect and screen out candidates who almost certainly would not have served out a two-year assignment. Not only has the government been protected, but these applicants themselves have been saved from emotional troubles. Moreover, it has become increasingly clear that these cases would have slipped through the Agency's normal selection screen. What is perhaps most important about the USIA program is that the final determination of suitability is made, not by the psychiatrist, but by the Director of Personnel. It seems to us that the "civilian" responsibility for final selection should never be relinquished. This safeguard is essential to maintain confidence in the total selection process.

We believe the stiff written and oral examinations given to the prospective Foreign Service officer, coupled with security and suitability investigations have given us a career Foreign Service manned by officers who have demonstrated dependability, courage, and other personal qualifications of a remarkably high order. But we have had our misfits, perhaps enough of them to recognize that we should not overlook additional methods for strengthening personnel selection which are consistent with our ideals.

We grant that this is a new terrain and one which should be explored cautiously. Our society is based on the importance of the individual and this principle cannot lightly be infringed upon in the name of science or security or for any other reason. But, at the same time, we cannot ignore new developments in personnel selection any more than we can those in other fields. We therefore hope that the Medical Division will continue to keep itself fully informed of the USIA experiment and be prepared to recommend a similar program for the Foreign Service if the evidence so warrants. If such a recommendation should be made, we are confident that the senior officials of the Department and Foreign Service would give it the full and careful consideration, in all its aspects, which it would deserve.

GRIN AND BEAR IT BY LICHTY



"Frankly, our exhaustive personality and intelligence tests mean nothing! We merely like to see if a job applicant can do a hard day's work."

Courtesy George Lichty—Chicago Sun-Times Syndicate

WASHINGTON LETTER

by Gwen BARROWS

*Snow had fallen, snow on snow,
Snow on snow,
In the bleak mid-winter,
Long ago.*

—Rossetti



Tunnel mural, Pan American Union
by Carlos Paz Vilardó

One was prepared to believe that snow had fallen on snow, long ago, in the bleak mid-winter. But few could believe it when snow on snow continued to fall in Washington: By mid-winter over forty inches had fallen on a town temperamentally unsuited to snow, or driving in snow—or even in rain.

After the rigors of the winter just (almost) passed, Washington drivers will never be quite the same. Traffic regulations were updated and government personnel let off while the storms were still underway,

but the greatest change came in the drivers themselves. Snow tires, chains, shovels, gas reserves, well-charged batteries, all became a party of Everyman's driving equipment. The Great Stall of Inauguration Eve was not repeated.

But historically Washington does look back to deep snow in winter. Twenty-five years ago, we're told, there was a winter similar to this winter. In 1935-36 snow became such a regular thing that a ski club was organized, and weekend trains ran for the entire season, taking enthusiastic Washingtonians into the mountains of Pennsylvania. New Englanders were the organizing force that year. Skiing in those days meant a good deal more work than schussing and christies and wedeln. With few ski lifts the skiers were expected to mount up as well as descend a mountain on their own steam. The USIA-State Recreation Association has had ski trips this winter and Washingtonians have skied around town, in neighboring states, and abroad.

Perhaps now with days appreciably longer in the evening and Daylight Saving Time soon to be in force, one can enjoy the delicate beauty of the snow pictured here—far removed from the slush and potholes of February.

Our Motto, too

Clipped from Albany's column "London Week by Week" in the first issue of the new SUNDAY TELEGRAPH:

"Sir Winston Churchill was once sent a long Foreign Office telegram to read. He wrote on it: 'This man has written at sufficient length to ensure that he is read by no one of importance.'"

February in State

A building, like a home, takes a while to begin to settle, to feel its own identity. And if it be true, as a famous architect once boasted: "I can build a home that almost certainly will cause a divorce within a year," then it is equally true that properly built (in terms of functions and response to growing needs) a building can contribute greatly to the working of a great establishment.

NS/E has weathered some of the great uncertainties, first with the waiting until the election, then pondering what the election would mean, then finally watching the new appointments coming at their own momentum, not all at once but jerkily, unnerving the still new household. But now it begins, at least, to settle into its own working momentum.

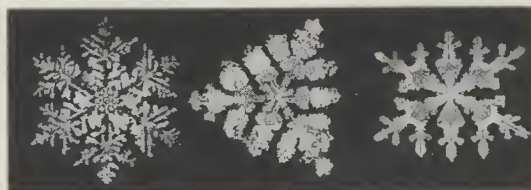
The 800-seat auditorium, which has been called "the most attractive little theatre in town," was inaugurated by the President for his first, live TV newscast.

Almost up until the moment he strode onto the stage, final arrangements were being made, curtains being shortened, and lighting fixtures being adjusted. The press took up just about half of the 800-seat capacity. And the response across the country to the news conference was enormous.

Subsequently, Secretary Dean Rusk held his first news conference there, and it, too, went smoothly and was well received.

Just before Washington's birthday, too late for us to cover it here, the Foreign Service Women's Association held a tea for Mrs. Rusk in the Secretary's Reception Room on the eighth floor.

Throughout the building one sensed a new vigor and a new urgency. From the outset the President had shown that he expected this new vitality on the part of his entire Administration (see page 2). It wasn't just that touch football had suddenly become fashionable. There was a new freshness and informality, a willingness to look at things from a different light. When the President said he hoped to have made progress in some areas "even before the snow left the ground" many groaned. It was certain to be long before that! Spring was coming.



Snow Crystals

Photo by W. A. Bentley

The problems were the same, but the atmosphere was changing. And the methods of working might change. Alert reporters like James Reston quickly picked up the President's remark in his State of the Union message that the Executive Branch was full of honest and useful public servants—but "their capacity to act decisively at the exact time action is needed has too often been *muffled in the morass of committees.*" (Italics are ours.)

If one could believe the rumbles one heard 'round NS/E, there would continue to be plenty of talk, necessarily. Activity, however, would no longer be permitted to bog down in the morass of committees. As Mr. Reston had written in the NEW YORK TIMES: "The longest known distance between a thought and an act in government is via the committee rooms of Washington. In the past they have been praised as a symbol of prudence and administrative tidiness. Mr. Kennedy actually went out of his way to attack them . . . to encourage personal responsibility, and to urge the civil servant to get engaged in the battle."

The WASHINGTON POST discussed the same subject using former Secretary of Defense Lovett's exactness of phrase: "foul-up factor," which, it said, "results from the exuberant growth in Washington of inter-agency coordinating committees. The committees give dozens of departments and offices a hand in the policy process 'requiring power to be shared even though responsibility may not be'."

Out in Front

Among the new appointments at the Department of Labor is Esther Peterson, (wife of Oliver A. Peterson, AF) who has been a teacher, labor union organizer, and lobbyist. She has been appointed to the important post of director of the Women's Bureau and Assistant to the Secretary.

Also this past month the first Federal Woman's Awards were announced. Of the handful of women so honored Miss Ruth Bacon was the recipient in State. Miss Bacon, an FSO-1, and currently the Chargé at Wellington, New Zealand, was cited for "outstanding contributions to the formulation and maintenance of U.S. foreign policy in the field of Far Eastern affairs."

Building Again?

In the current shuffling of posts, former FBO Chief William Hughes has been promoted to an overseas mission, and James Johnstone has been appointed to take over. It is hoped that the program which had had such remarkable impetus will once again get under way, resulting in buildings both dramatic and beautiful. Though there has been a standstill since 1959, this program escaped so far from the ruts of the usual Federal building program that Frederic Gutheim, writing in the WASHINGTON POST, called it a "great series" of new buildings and said:

"When the State Department centralized design control in Washington in 1953, many feared this would end a progressive trend that had produced outstanding buildings for the United States in Europe and particularly in Germany. On the contrary, a great series of new buildings has resulted.

"Such outstanding buildings as Eero Saarinen's embassies in Oslo and London, Edward Stone's embassy in New Delhi, and Harry Weese's embassy in Ghana were a major demonstration of American creative ability. No other country, East or West, has produced anything like this demonstration of architecture unfettered by bureaucracy.

"The excellence of our overseas building program was the result of a move to take architectural work out of politics. Designs for embassies and other Government buildings abroad were commissioned by an architectural selection board of outstanding professional stature. Emphasis was placed upon professional competence and the architects chosen were marked by originality and youth.

"Even more important, the general policy of favoring new talent and of impartial selection made design work in this program a matter of professional prestige. The architects chosen responded with exceptional efforts. In tapping these deeper resources of creative ability the foreign buildings program showed what had previously been only a suspected potential."

Definitions:

On the desk of an old committee hand at NS/E we discovered some definitions both timely and apt:

COMMITTEE APPROACH:

Many doing the work of one—and all calling the signals.

COMMITTEE (or conference or working group or subcommittee):

Substitution of conversation for the dreariness of thought.

"LIFE AND LOVE IN THE FOREIGN SERVICE"

by Robert W. Rinden



"... I am shocked, Miss Murchison, deeply shocked to discover to what lengths you will go to gather commercial intelligence."

The Foreign Service: Four Years Later

by FREDERIC L. CHAPIN

FOUR YEARS AGO, the JOURNAL published "Junior Officers and the New Amendments" in its November 1956 issue. That article was written at the request of the editor of the JOURNAL and with the stipulation that the facts would be obtained from official sources in the Department. The conclusions reached in that article appear worthy of re-examination after four years.

The first concern of junior officers four years ago was the roadblock which faced them, or as the House Committee on Foreign Affairs phrased it, "the undue congestion in the middle levels of the Foreign Service." Several theoretical means of reducing that congestion, primarily retirement and selection out, were considered in the article four years ago and found unlikely to make substantial contributions to the problem. The FOREIGN SERVICE NEWS LETTER's notices of retirements over the past few years and the statistical compilations on age distribution and FSO resignations in the August 15, 1960 NEWS LETTER support the conclusions reached at that time.

The number of officers selected out is still shrouded in mystery. Assuming that the resignation figures published in a recent FOREIGN SERVICE NEWS LETTER include selection out, however, it is established that eleven officers in Classes FSO-1 to FSO-3 resigned from January 1, 1958 to May 31, 1960 for all reasons, including selection out! This certainly did not help relieve the undue congestion. It will be argued that some officers scheduled to be selected out retired instead and thus retirement figures become significant.

Only 78 officers in Classes FSO-1 to 3 retired during the period from January 1, 1958 to July 15, 1960, according to an informal count of retirements recorded in the FOREIGN SERVICE NEWS LETTER. Of these 42 were in the twelve months preceding July 15, 1960. It is interesting to note that the rate of retirement in Class FSO-3 rose very sharply in the second half of 1959 and then doubled again the first half of 1960. There were sixteen retirements recorded in the first six and one-half months of 1960 in Class FSO-3, compared to seven in the whole of 1959, all of them in the second half of the year. Moreover, there were eight retirements in FSO-2 in the first half of 1960 compared to a total of four in all of 1959. These developments must in part be ascribed to a policy of "encouragement" of accelerated retirement whether by selection out or more informal methods. Attainment of the maximum age limit and the retirement of integrated officers after a minimum of five

years abroad played an increasingly important role, however. To the extent that the Department stimulated the retirement of officers of marginal performance, junior officers must applaud the new policy. The cumulative impact of the present policy, when compared to the size of Classes FSO-3 through 5, is and will nevertheless continue to be relatively small, even at the faster tempo of retirement since the second half of 1959. It has been argued that new legislation recently enacted will speed the retirement process. Only time will tell.

Problem of Numbers

Class FSO-4 had become so huge in 1956, 789 officers, that it was decided to split the class when establishing an eight-class system instead of the six-class system prevailing before. The net effect was temporarily to reduce the congestion at middle levels by pushing 60% of the Foreign Service officers back a grade. The distribution of officers by classes (Table I) indicates that the relief of the pressure on Class FSO-3 was only temporary and that to prevent the further overcrowding of FSO-3 considerable promotions had to be made to Classes FSO-1 and 2 which were only partly matched by an increase in the number of positions with comparable responsibilities. The creation of new African posts and a certain Parkinsonian expansion in the Department, to be sure, have added some jobs. The problem will be considered at length below, but it is important to realize that FSO-1 has almost doubled in four years and FSO-2 has grown by 33%. This is certainly not attributable to our new African posts.

TABLE I	July 26, 1956	July 1, 1960
CA	4	8
CM	53	65
FSO-1	114	222
FSO-2	303	412
FSO-3	526	584
FSO-4	183	665
FSO-5	606	657
FSO-6	607	378
FSO-7	349	339
FSO-8	-----	333
TOTAL	2,688	3,663

The Department has not only followed its enunciated policy promoting "deserving officers at more frequent intervals particularly in the lower and intermediate grades"; it has also pursued liberal promotion policies in the upper levels as well. Nevertheless, the class picture is looking less and less like a pyramid and more like a man with middle-aged spread. Classes FSO-6, 7, and 8 are smaller than any other numbered class except FSO-1. The high rate of

Frederic L. Chapin was appointed to the Foreign Service in 1952 and has served at Vienna, Managua, and in the Department. He was recently assigned to Fort Lamy as Deputy Chief of Mission.

To General Services Officers

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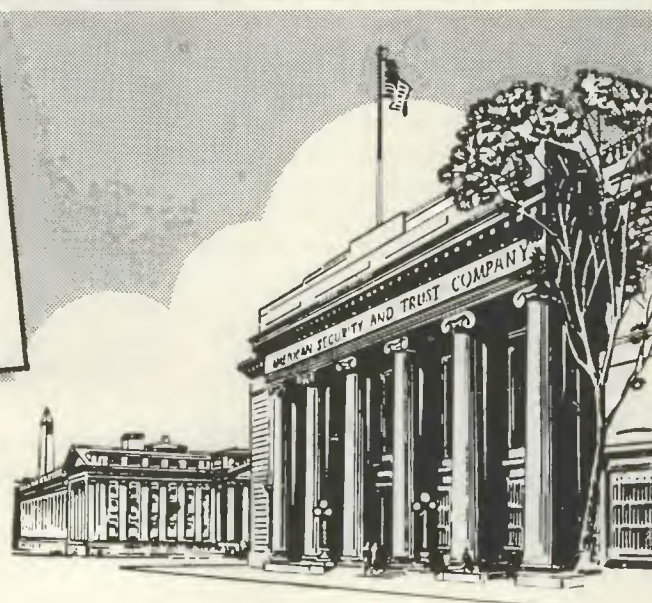
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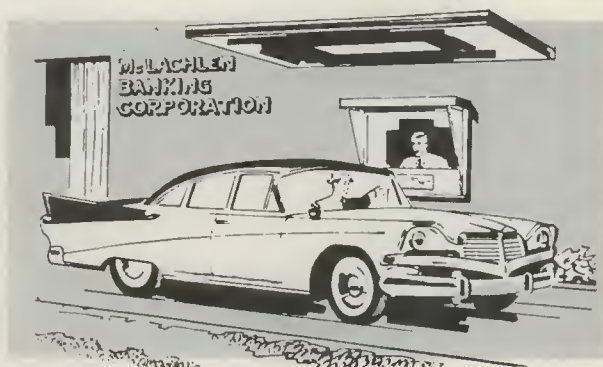
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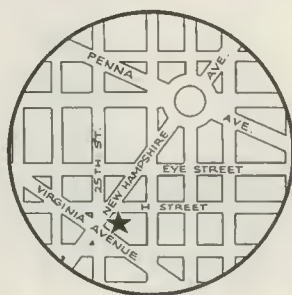
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FOUR YEARS LATER

promotion at lower levels has only been maintained because there was an artificially created gap in FSO-4. The rate cannot be continued without further inflation in rank or the promotion of officers without the increase in positions of corresponding responsibility.

Of course, another factor bearing on the increase in the average age of FSO's, particularly those in the middle grades (classes 4, 5 and 6), is the lateral entry into the service of older persons in lower classes as a result of the Wriston program.

It will be objected that the Department has abandoned any concept of a pyramid or Christmas-tree structure of the Foreign Service for a system of promotion based on the sum of the stated personnel needs in terms of slots by the individual areas, geographic or otherwise. But is this wise? Is there not an inevitable tendency by the Bureaus, desirous to do a job better, to request increasingly higher ranking persons with more experience for the same job? Has the Foreign Service not started on the road to a top-heavy class structure?

In the last several years, the emergence of new nations has resulted in some increase in positions for senior officers. The relatively modest increase in the Classes of Career Ambassador and Career Minister are probably consonant with these new requirements. The increases in FSO-1 and FSO-2 noted above are excessive, are largely unrelated to an expansion of United States responsibilities, and occurred during a short period of time. FSO-1 rose from 114 officers on July 29, 1956, to 199 officers on February 5, 1958, a period of one and one-half years. This was before the emergence of the bulk of the African nations. During the same period, FSO-2 increased from 303 officers to 375 officers. In the next two and one-half years, the expansion was much more gradual, as Table I shows. It has evidently been realized that inflation cannot continue and promotion lists have been correspondingly reduced. As was pointed out four years ago, inflation in rank was and is a real concern of junior officers. They want to know that when they receive a promotion it is a real promotion in terms of responsibility not just in class number and salary.

Using the statistics on age in class in the NEWS LETTER of August 15, 1960, as a basis of departure, the following table was developed:

TABLE II				
Class	Scheduled for Retirement on an age basis in the next 5 years	Average No. of Slots available for promotion per year	Number in Class 7/1/60	% of class promotable to next higher class per year in next 5 years
CM	28		65	
FSO-1	53	9	222	4.1%
FSO-2	54	20	412	4.9%
FSO-3	39	30	584	5.1%
FSO-4	29	38	665	5.7%
FSO-5	18	44	657	6.7%
FSO-6	12	47	378	12.4%
FSO-7		50	339	14.7%
FSO-8		50	333	15.0%

Any rate of promotion which is substantially greater than the above rate will result in inflation of rank, unless such an increase is offset by increased selection out or in jobs

to be filled at upper grades. Obviously, an increase in selection out at FSO-5 and below will do nothing to relieve the undue congestion in the middle ranks. From the above, it can be seen that the congestion is unlikely to be eliminated in the next five years. The additional number of officers scheduled to retire during the next six to ten years is as follows: CM: 20; FSO-1: 91; FSO-2: 109; FSO-3: 91; FSO-4: 58; FSO-5: 64; FSO-6: 29; and FSO-7: 6. Thus, the present overcrowding would be largely corrected in ten years, if the rate of promotion were held to a low level during the next five to ten years. A total of 488 officers are scheduled for mandatory retirement in the next ten years.

It will be argued that the absolute and percentage figures are entirely too black because there will be voluntary retirements. There will undoubtedly be some, but past statistics indicate that there will be few, unless they are encouraged in lieu of selection out.

Table III below demonstrates that the Foreign Service is aging. Department officials argued four years ago that the effect of the stretch-out of classes from the previous six to the present eight would be "to promote deserving officers at more frequent intervals, particularly in the lower and intermediate grades" as recommended by the House Committee. The author argued that promotions might come at more frequent intervals in the junior grades but that the road to the top had been lengthened. It would take longer to reach the top, and "today's junior officers can look forward to only a few years before their mandatory retirement in the really responsible assignments in foreign affairs, having perhaps missed altogether the higher salaries which might allow them a decent retirement." The recent pay increase has for the moment eased some of the financial stringencies, but the age calculations made four years ago stand up.

Four years ago, it was calculated that the average age of young Foreign Service officers on entering class FSO-3 would be "41.5 to 42.5 years of age as a minimum" with par about 44 or 45 and an average career resulting in appointment to FSO-3 about age 48. Table III below shows what has happened in four years. The average age of class FSO-4 is already 42.2 (an increase of 1.2 years in the last three years) and the average age of class FSO-5 is 40.5 years (an increase of 1.3 years in the last three years). These classes contain the bulk of the FSO-5's, 6's, and 7's four years ago. Even more alarming is the fact that the average age in class FSO-7 has jumped 3.5 years from 28.7 to 32.2. The increase in the average age in class FSO-6 has been held to only six months because of the unusually large promotions in the past few years as a result of filling the artificial vacuum created four years ago in FSO-4 by splitting that class into two.

In calculating four years ago that a young FSO would reach class FSO-3 about 41.5 as a minimum, it was assumed that FSO-8's would continue to enter at an average age of 28 as they had in the past decade. To some observers this

TABLE III

Average Age	CA	CM	FSO 1	FSO 2	FSO 3	FSO 4	FSO 5	FSO 6	FSO 7	FSO 8	All FSO's
7/1/60	57.9	58.0	51.3	48.4	45.6	42.2	40.5	36.8	32.2	28.3	41.2
7/1/59	62.5	57.0	50.6	48.4	45.4	41.6	40.2	36.4	31.3	28.0	40.7
7/1/58	61.5	56.7	50.3	47.9	45.0	41.2	39.4	36.7	28.9	27.8	40.3
7/1/57	60.6	57.4	50.9	47.1	44.8	41.0	39.2	36.2	28.7	27.1	39.7

appeared to be a red herring, and the innovation of giving Foreign Service examinations to students still in college was cited as evidence that the entering age would be sharply reduced. That the entering age has not been reduced can be seen from the Table III above. The average age of FSO-8's has actually increased from 27.1 on July 1, 1957 to 28.3 on July 1, 1960. Moreover, on February 5, 1958, there was one FSO-8 who was twenty-one, 13 who were twenty-two, and 32 who were twenty-three. On July 1, 1960, however, the youngest FSO-8's were five who were twenty-three, and there were only 20 who were 24.

Another assumption which was made four years ago was that it was "the intention of the Department to make two years service in class at the time the Selection Boards meet a prerequisite for promotion" and that the shorter time periods announced were only "temporary measures designed to meet 'complications arising from the integration program'." There were those who questioned this assumption, but Foreign Service Circular 294 of last year established the two year in class requirement as of September 1, 1960, for promotion from classes FSO-2 and FSO-3. This means in effect that every officer will have to serve a minimum of three years in each of those classes if Selection Board results continue to be announced early in the calendar year. Will this policy be limited to classes FSO-2 and 3?

It has been pointed out by informed persons that the reason for the change was a desire to ease the burden of the selection boards for senior officers which had not promoted FSO-2's and 3's the first time they were eligible. The boards will no longer have to consider so many cases, but will not the psychological attitude be to disregard those who become eligible for the first time whether the period be one or two years, thus lengthening the period in class? There is nothing wrong in deliberate testing of senior officers, but it does contribute to an overall stretchout of the road to the top. The effects of this new policy will be the same as those of the stretchout from six to eight classes. Average age in classes FSO-2 and 3 will rise and pressure for promotion to classes FSO-1 and FSO-2 will be reduced, because more persons will be ineligible. This is the first sign that steps are being taken to reduce the size of promotion lists as suggested above.

In conclusion, there seems no reason to revise the evaluation reached four years ago that it would take ten to fifteen years to remove the undue congestion at the middle ranks of the Foreign Service. Four years have elapsed since then, and the solution still appears to be about ten years away.



"Preparation for 1961"

by R. T. DAVIES

MR. KISSINGER presents a series of essays, all of them dealing with cardinal problems of U. S. foreign policy. He considers in turn our current military strategy, our policy in Europe, the changing nature of diplomacy, the problem of arms control, and the considerations that should govern our policy towards the new nations. He adds, by way of postscript, some thoughts on the mutually frustrating interaction of policy-makers and intellectuals.

The hallmark of this book is the absolute application of logic to the subjects with which it deals. In considering each of these, Mr. Kissinger first states the nature of the problem, sets forth the various solutions proposed by different schools of thought in this and other Western countries, and then brings to bear the microscope of his own high-powered reasoning process. In nearly every case, he produces insights, if not practicable solutions, which cannot fail to be stimulating to officers in the Department and the field.

It is difficult to pick and choose among the chapters of this book; despite its topical organization, it is a whole and deserves to be read as such. Chapters II and III, on deterrence and

limited war, and "The Problem of Germany" in Chapter IV, struck this reader as particularly fine.

Indeed, "The Necessity for Choice" is essential reading for every officer engaged in policy formulation and execution. There could be no better preparation for 1961.

In "The Policymaker and the Intellectual," Mr. Kissinger quite properly bemoans the difficulties each of these two encounters in getting along with the other and deriving the maximum profit from the experience. One detects here an underlying asperity, arising from Mr. Kissinger's belief that the nature of bureaucracy often minimizes the contribution intellectuals are capable of bringing to the policy-making process. If the passion and coherence of this book are in some measure a product of that asperity, one can only hope that Mr. Kissinger will continue to consort with bureaucrats. For his book is the best sort of intellectual contribution to the understanding of the problems the policy-maker confronts.

THE NECESSITY FOR CHOICE: Prospects of American Foreign Policy, by Henry A. Kissinger. Harper & Brothers, New York, pp. 370, \$5.50.

Guide Lines

by CHARLES F. KNOX, JR.

IT IS GIVEN to those in the Foreign Service, more than to any other group of Americans, to sense most keenly our desperate need to recover a clear and shining National Purpose. Ten distinguished citizens—John K. Jessup, Adlai Stevenson, Archibald Macleish, David Sarnoff, Billy Graham, John W. Gardner, Clinton Rossiter, Albert Wohlstetter, James Reston, and Walter Lippmann—have analyzed our dilemma and set forth what we must do to recapture again The American Dream which was, and may still be, the hope of Everyman. These essays should be read by all members of the Foreign Service, reread, memorized, repeated to others. For these are the guide-lines and the beacon lights which give us moral direction, the forgetting of which spells disaster.

THE NATIONAL PURPOSE. America in Crisis: An Urgent Summons. Foreword by Henry R. Luce. Holt, Rinehart and Winston, New York. 146 pp. \$2.95 Cloth. \$1.50 Paper.

Red Star Over Cuba, by Nathaniel Weyl. Devin Adair, N. Y. 222 pp. \$4.50.

NATHANIEL WEYL in "Red Star Over Cuba" performs a useful service in bringing to light some little known reports concerning subversive and criminal activities of Fidel Castro in the years before he became dictator of Cuba, when he also was little known. Mr. Weyl attempts by what he describes as "massive circumstantial evidence" to demonstrate Castro's early affiliation with international communism. This evidence, though circumstantial and sometimes based on secondary sources, is persuasive and is presented in a fluent, readable style.

Mr. Weyl takes the position, however, that those Americans, particularly in the US government, who did not conclude from the first that the Castro revolution was communist-inspired or dominated, were stupid, grossly negligent or possibly even treasonable. But Americans in and out of government were impressed favorably with the political and social creed of the Sierra Maestra. Throughout the free world there was sympathy with Castro's avowed objec-

The Enemy Within, by Robert F. Kennedy. Harper & Brothers, New York. 329 pp. \$3.95.

Reviewed by E. J. BEIGEL

HERE as a change of pace are some facts of life about dishonesty and corruption found in certain labor and management circles in this country, together with a glimpse of some "low politics" at the Capitol. Here also is a memoir by the new Attorney General about his professional life with the select McClellan Committee during its three years of activity leading to the labor legislation of 1960. It tells how a Congressional investigating committee, in this case a good one, is staffed and run. This committee received 150,000 complaints during its life, three-quarters of them from union members, affecting however only a very small sector of our economy. The story of Jimmy Hoffa and his Teamsters, among others, is laid out chapter and verse—a story that is not yet finished. The author believes that the greatest need in dealing with the social illness described in the book is for more competent and vigorous enforcement by local and especially Federal authorities of the laws already on the books. We can now expect to see this forthright philosophy put to work. Perhaps the most remarkable thing about this book is that while the subject is universal, only in this country is the story ever told. It took courage even here.

Reviewed by HARVEY R. WELLMAN

tives, and in Cuba Castro's triumph was received with overwhelming enthusiasm.

Castro had the collaboration of many non-communist Cuban patriots and kept their support until it became clear to them (and some were not convinced until 1960) that his goal was a totalitarian regime destructive of human rights and subverting Cuban national interests to Sino-Soviet policy objectives. The thesis of the "revolution betrayed," which Mr. Weyl rejects, is also that of those democratic, reformist elements in the Cuban opposition to Fidel Castro who seem to constitute the best hope for the rescue and redemption of Cuba. Weyl quotes liberally from Ambassador Beaulac's "Career Ambassador," Ruby Hart Phillips' "Cuba: Island of Paradox," and the testimony before a Senate subcommittee of Ambassadors Gardner and Smith. His story terminates in mid-1960, and therefore does not contain the further evidence since that date of Sino-Soviet influence over Castro's foreign and domestic policies.

The Economics of Defense in the Nuclear Age, by Charles J. Hitch and Roland N. McKean. Harvard University Press, Cambridge, 422 pp., \$9.50.

Reviewed by JACK C. MIKLOS

SHALL we strengthen our strategic air command or enlarge our fleet of Polaris-carrying submarines? Shall we amass an overwhelming stockpile of nuclear missiles or should we attempt to develop an invulnerable defensive network of radar and anti-missiles? These are some of the questions the authors ask in this book. They argue persuasively that we can no longer rely on traditional defensive concepts or find comfort in the idea that ultimate victory will be made possible by our powerful economy in the traditional sense. The nuclear age and the cold war pose new problems and new ways must be devised to deal with them. There are still absolute limits to the share of the national income the public can be expected to agree should be spent for national defense in the cold war period. This financial limit means that there is also a limit to the amount of men or missiles or planes that we can have in our defensive pattern, although from a purely strategic point of view the need might be very much greater. Given these limiting factors, however, the authors argue that more rational decisions can and must be made as to how we can spend our defense budget most effectively. Game theory and gaming are recommended as useful aids in developing strategic plan-

ning. The authors wisely counsel moderation, however, and point out that these techniques have serious weaknesses and pitfalls for the unwary. They observe that intuitive judgment must still play the final and decisive role. It would be a grievous error to think otherwise.

While the book is generally well written, it is irritatingly uneven in some parts. For example, rather basic economic concepts are examined in great and loving detail whereas, on the other hand, the reader is assumed to have a better than average knowledge of such exotic concepts as zero-sum games and non-zero sum games. It is probably inevitable that in dealing with the vastly complicated subject of defense and strategic planning more questions are asked than answered. While the authors have provided valuable insight into these issues, the reader of this book is often left with a sense of frustration.

While this book is addressed primarily to policy formulators in our defense establishment and particularly to those who have knowledge of mathematical analytical technique, it also provides a provocative picture of defense problems in the nuclear age which the serious lay reader will find of great interest.

Practical Theory

by MARTIN F. HERZ

THE GAP between the practitioner of international politics and the theorist, a gap which sometimes seems frighteningly large, is being closed with books of this kind. Professor Hoffman's work consists almost entirely of selected readings—but the word "almost" is important. His introductory essays represent real guideposts to an understanding of the state of the science of international relations, and his selections, which range from Hans Morgenthau to Arnold Wolfers, are representative of important and widely differing schools of thought. Yes, the theory of games is also represented, together with a devastating comment by the editor. A very stimulating book—and more. A useful book for those who seek a bridge between political theory and political action.

"Crisis Diplomacy" traces the contradiction, throughout American history, between non-interventionist doctrine and the forces of circumstance and national interest which led to our involvement abroad. Because the author delights in contrasting theory and practice, the conclusion is not particularly theoretical—it is a critique of political mysticism and a call for realism. The narrative, however, is fascinating. It contains the kind of case study material about the past that helps to give perspective to the present and the future.

Since half of the book is devoted to the last twenty years, it affords an excellent opportunity to refresh one's memory and to evaluate, with the benefit of hindsight and some pungent commentary, the successes and failures of our recent interventions.

CONTEMPORARY THEORY IN INTERNATIONAL RELATIONS, Stanley Hoffman, ed. Prentice-Hall, Englewood Cliffs, N. J. 293 pp. \$4.95.

CRISIS DIPLOMACY: A HISTORY OF U.S. INTERVENTION POLICIES AND PRACTICES, by D. A. Graber, Public Affairs Press, Washington, D. C. 401 pp. \$6.75.

Postwar Germany

by JOHN H. BURNS

THREE SCHOLARLY Canadian students of Germany have combined their talents in this brief symposium, the range of which is succinctly described in the title. All the problems of present-day Germany, particularly those concerning Berlin, are outlined here and the volume provides a useful, factual and chronological reference. The authors' conclusion of what can be done to solve the problems and hasten reunification: not much.

THE SHAPING OF POSTWAR GERMANY, by Edgar McInnis, Richard Hiscoks, and Robert Spencer. Praeger, New York, 195 pp. \$4.00.

Write Me From Rio, by Charles Edward Eaton. John F. Blair, Winston-Salem. 214 pp. \$3.95.

Reviewed by ROBERT W. DEAN

I PICKED THIS BOOK up to test the insight into Brazil and Brazilian life of another American who spent an extended tour in that country against my own background of some nine years there. What I found was grist for the "Ugly American" mill. Author Eaton has constructed this tome of short stories around the personalities, activities, aspirations, and frustrations of Americans and European refugees living in Brazil. Brazilians figure in the book only as part of the setting, blended into the background of Rio apartments, night clubs, forests, *favelas* (shanty towns), and Copacabana beach. At the outset Mr. Eaton professes to be a collector of Americans abroad and admits, "I never took much of a look at the Brazilians themselves. They were so much folk-foliage in a land too lush, the animate landscape." Like most of the characters in his stories, he appears to have remained aloof from the Brazilian human environment which surrounded but did not much influence him during a four-year tour in Rio during World War II. I was disappointed in my quest for the insight into the Brazilian mind and culture which I expected in "Write Me from Rio," written by a former U.S. Cultural Officer.

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"Making Calls," in 1929

by REBECCA H. LATIMER

NEW FOREIGN Service wives nowadays are "briefed," "oriented," and even given language lessons, but in 1929 we made calls.

Making calls may not seem the equivalent of an indoctrination course—thirty years ago it seemed to be an initiation by ordeal—but I can see now that it had certain advantages not apparent to me then.

I was not yet married when I was given my first hint of the consequences of even an oblique entrance into the Foreign Service, as the bride of an FSO, for my fiancé wrote to New York to ask me to come down to Washington for a Department of State party. Fred had just entered the Service and was temporarily attached to the Division of Western Europe. His Chief, Prentiss Gilbert, had told him that it would be "a good thing" for people to meet me before his name came up for his first assignment. (I have always felt grateful that Fred never seemed to connect this visit of mine with the fact that he got a small Central American capital for his first post.)

At this time I was very proud of my job as a secretary in the advertising department of THE NEW YORKER magazine, but I found I felt quite inadequate in what appeared to me to be the glamorous world of international affairs and the rarefied atmosphere of sophisticated diplomatic society.

The Gilberts, with incredible kindness, had included us in their dinner party before the State Department function. As I remember their tall, narrow, green-shuttered house in Georgetown, it may more truly be a composite in my mind of all such houses, as their party too has now turned into a sort of collage of all such parties.

I remember the rooms as shimmering in a golden light that glowed delicately on the polished tables and the fragile glass. Masses of roses in shallow crystal bowls contrasted vividly with the frosty windows and the cold night outside, as did the fire leaping in its rosy cave. The women sat on velvet sofas and spoke softly of friends and foreign lands, French slipping into their words as easily as laughter. The men were hearty, trim in their black and white, their voices booming. I marvelled at my fiancé who seemed to feel completely at home among them. I sat on a horsehair love seat, hoping no one would speak to me. I was afraid to try the cocktails and wine, feeling that their false courage might easily turn into disastrous overconfidence. (This was during Prohibition, of course, and at home we were not allowed "to drink.")

I remember that after dinner Mrs. Gilbert gathered the women with one gentle gesture and drew us out of the dining room and up the stairs. I had read in novels that the men might be left to their cigars and their talk, and as these ladies swept up the stairs in their long satins and rippling taffetas, I felt as if I were in a scene from Henry James.

Mrs. Latimer, a free-lance writer, is the wife of Frederick P. Latimer, Jr., FSO-retired, who now teaches at the University of Utah.

When we were married and returned to Washington for a couple of months before we received our first foreign assignment, this impression of a romantic and ritualistic society persisted.

It was then I was given the long list of calls. The list began with the White House. Here I was simply to leave cards; I did not have to ask if the lady of the house, Mrs. Hoover, was at home. But even this undemanding chore took more courage than I had. I walked down Pennsylvania Avenue all right, but when I came to the formidable gate of the White House, I walked right on by. I turned at the corner and came slowly back, trying to visualize myself ringing the bell and giving the butler two cards which said, "Frederick Palmer Latimer, Jr., Vice Consul of the United States of America" and a single card which said simply, "Mrs. Frederick Palmer Latimer, Jr.", but I was unable to imagine it.

I solved my dilemma by asking Fred to go with me one afternoon when he was free. We walked down the Avenue—he was wearing his bowler and looked very smart—and when we reached the tall gate, he steered me right in. We walked briskly up to the great door as if Fred were an Ambassador. He was just as nonchalant the night we drove up in a taxi to a diplomatic reception.

This was the first time I had seen a gathering of foreign diplomats in all their medieval finery—heavy gold epaulets, tight-fitting striped jackets, was it the Hungarian who seemed to be wearing fur sleeves? I had never before seen such low bows, such graceful kissing of the extended white hands of the ladies. This was more than Henry James, this was Anna Karenina. Any of these women would have died for love, I thought. It was a long way from the rattle of typewriters in the advertising department of THE NEW YORKER.

So then I began to work my way through the calling list. Every afternoon in April, 1929, I put on a tight little cloche hat, pulled my skirt down to my knees, tucked a list of addresses in my purse, and went out to catch the trolley car to Massachusetts Avenue, Dupont Circle, or Georgetown. It was on these incessant swoops across Washington that I

Continued on p. 42



Mr. and Mrs. Frederick P. Latimer, Jr., May 1929

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Service Glimpses

1. British Virgin Islands. A visa team from the Consulate General, Port of Spain, recently traveled seven hundred miles by Navy amphibian to Road Town, Tortola, British Virgin Islands. In five days the team issued 137 immigrant and 36 non-immigrant visas and saved the applicants the trouble and expense of the long trip to Port of Spain. The picture shows two members of the team, Vice Consul Margot J. Fellingner and Mrs. Winifred Scott, a local secretary, being transferred from the plane's rubber raft to the launch sent to meet them. Visa Assistant Walter T. Hansen, the team's other member, is not shown.

2. New York. Her Imperial Highness, Princess Shahnaz, daughter of the Shah of Iran, and His Excellency, Ardashir Zahedi, Iranian Ambassador to the U. S., were the guests of Lewis H. Lederer of the Voice of America at his recent one-man exhibit of abstracts at the Burr Galleries in New York. Mr. Lederer is Chief of VOA's Persian Service.

3. Kabul. For their annual Anniversary Ball the Marine Guard produced a big cake and a knife to fit it. But appetites were equal to the occasion, and shortly after Ambassador Henry A. Byroade made this cut only the base remained.

4. Manila. Shown here in front of the new Embassy office building are: (l to r.) Alfred Johnson, Deputy PAO; Seaborn Foster, Counselor of Embassy for Administration; J. Gordon Mein, DCM; Donald Peppers, VA Regional Manager; Edgar Patterson, Foreign Buildings Officer; William Golangco, Contractor; and Burt Lora, FBO Construction Engineer.

5. Northern Rhodesia. FSO Charles S. Whitehouse of the Embassy at Pretoria, "White Hunter" Peter Haukin, and their bearers pose with an elephant shot by Mr. and Mrs. Whitehouse while on safari in the Luangwa Valley.

6. Taichung. At a graduation ceremony held by the FSI Chinese Language and Area Training Center, Dr. Howard S. Levy, Director, toasts FSO Linwood R. Starbird, soon to leave for Hong Kong. FSO Alfred Harding, IV, seated center, was also feted on his departure for Taipei.

7. Seoul. After their performance at a dinner given by Prime Minister and Mrs. Chang Myon in honor of Ambassador and Mrs. Walter P. McCaughy, the members of the Korean Broadcasting Station Children's Chorus were greeted by Mrs. McCaughy, the Prime Minister, Ambassador McCaughy, and Mrs. Magruder of the Broadcasting Station.

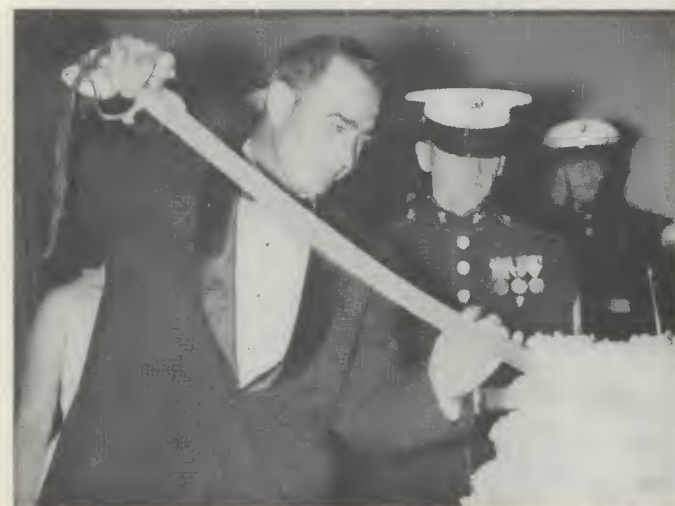
8. Washington. At the Fessenden farm in Maryland, participants in the annual Old Boys vs. Young Boys touch football game were: the Russell Fessendens, the John Dormans, the Bob McBrides, the Dean Browns, the Phil Chadbourns, and the Walter Stoessels. It should be pointed out that this affair started three years ago, long before touch football became so fashionable. This year the under-dog Old Boys wrapped up a surprising 12-0 victory.



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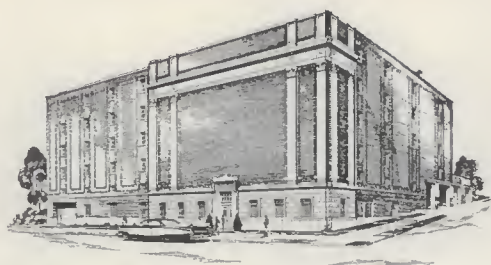
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MAKING CALLS

would catch sight of my counterparts. It was easy enough to spot them. I would find someone on the doorstep of the Under Secretary of State, scrabbling frantically in her purse for her cards, turning to me desperately, "I can never remember whether it is the upper left-hand corner that's turned down when they're home, or if it's the lower left."

Or when a neat maid ushered me into the drawing room of the wife of the Chief of the Latin American Division, I would find another girl sitting primly on the sofa, her ankles together, blushing crimson as she dropped her white gloves when offered a cup of tea.

Making the calls was not easy, but even more trying was entertaining the ladies who returned my call at our little apartment on California Street. For return them they did. And I served them tea in my hastily-bought Japanese tea service, the slices of lemon untidy, the cookies uneven, while the wife of the Chief of This-or-That Division did her best to make me feel at ease. The wife of the Under Secretary even asked me to lunch. Artichokes at Mrs. Castle's. I remember well how I watched under my eyelids to discover what one did with artichokes.

The Wilbur Carrs' Sundays at Home were a different story. They were almost fun. Fred went with me, of course, and there I met the other young officers about whom Fred had told me so many stories, and I could introduce him to the wives I had met. We always drew together in little groups to compare notes.

"I caught the heel of my pump in the fringe of the rug at the Stewarts'—I thought I'd die!"

"Have you called on the wife of the Assistant Chief of Eastern Europe yet? You'll love her; she's so easy!"

"Are you going to lunch at the Under Secretary's on Wednesday?" "Goodness, no! Are you?"

It was terrifying, it was wonderful, it was Life!

Of course, it isn't like that any more, but, more truly, it never really was like that. It was just our young, obstinately romantic outlook. The people whom we found so fabulous, speaking French, wearing evening clothes, were not living in a society novel. They were following a difficult and challenging career. And from them we learned a great deal.

We learned about rank and we learned not to resent it, for it was obvious that our "superiors in rank" were superior; they had skills far beyond our own meager accomplishments. We also learned that we would be expected to converse in several foreign languages and to acquire some knowledge of international affairs. I realized that I would eventually be able to entertain without strain and that I would even manage to have babies under almost any conditions. All this we picked up while making our calls. All this, and, in addition, we gathered confidence that we would be able to carry out this formidable assignment, because everyone took it for granted that we would.

So without any scientific briefing, without any deliberate orientation, we went off to the field with a good idea of what was expected of us and a strong feeling of belonging to a very fine group of people.

Now years later, I can't help wondering, does the new, more elaborate method produce the same results? Any comments, Class of 1961?



Eastern Algeria today

Appointment at Timgad

by Howard A. White

WHILE TRAVELING in Eastern Algeria, once known as Numidia, I have tried to form in my mind a picture of Roman cultural penetration there. The task has been like re-assembling the fragments of a mosaic. Some of the pieces are missing and it has been necessary to match archaeological discoveries with historical evidence. But the picture finally has emerged as a human, recognizable portrait of people, events and circumstances of almost two thousand years ago.

Perhaps nowhere else is history more persistently repetitious than in Numidia, now the Eastern part of Algeria, epicenter of the insurrection that broke out there in 1954. In Roman times Numidia was the African province situated between Caesarian Mauretania to the West and Proconsular Africa to the East. Its capital was Cirta on the site of the present city of Constantine. Numidia corresponded roughly with the old Algerian Department of Constantine.

From earliest times this was a land of revolt and insurrection, schisms and heresies, war and invasion, olives and wheat, hunger and slavery, and also of beautiful cities with theaters, libraries, temples, forums, luxurious public baths and all the appurtenances of Roman civilization. World renowned writers, savants and thinkers were born there. A complex of excellent highways crisscrossed the country through its fertile valleys. At the strategic military center of Lambèse the Third Roman Legion kept

guard against the turbulent tribes of the Kabylie and Aurès Mountains. The native Numidians were Berbers (Barbarians), fiercely independent and only superficially Latinized in the neighborhood of the cities.

The approach to ancient Numidia from Algiers is by National Highway No. 5 passing through the Biban Mountains by the forbidding gorge of the "Portes de Fer" which is crossed by the pipe-line carrying oil from the Sahara to the Mediterranean. This is an engineering feat that would have excited the admiration of Roman builders of aqueducts. Fortified posts and watch towers guard the route at infrequent intervals, as they did in Roman times. The rule of the road today is to drive fast and trust to luck.

It was election day towards the end of May, 1960, the last time I passed that way. New regroupment villages and small towns were bedecked with flags and signs urging citizens to vote. Women in veils and men in turbans were assembling afoot and by truck to exercise their recently acquired franchise. At dangerous points on the road tanks and half tracks were deployed while ill-omened helicopters hovered overhead.

This was the civic and social center for luxury-loving citizens of Timgad



Howard A. White is Public Affairs Officer at Algiers. His series, "Three Missions to Morocco," was published in the JOURNAL in 1956 and 1957.

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TIMGAD

Despite these indications of military surveillance the land gave the appearance of eternal peace. On the plains the wheat was turning color. Storks nested on chimneys, church steeples and even atop sabotaged telephone poles. Moslem children were playing in the yards of newly built schools. There were new housing projects, hospitals and municipal administrative centers to be seen everywhere.

But it also was evident that the old ways of life persist. Between Constantine and Batna I crossed the route of migration of the great Saharan nomad tribes moving towards the green pastures of the North. From horizon to horizon passed an endless caravan of camels, flocks and an entire people on the march. In each family group several camels bore the palanquins of the women, covered by brilliant rugs and scarves. Women and small children peeked from their swaying perches. Other camels carried tents and household goods. Men, older girls and boys followed afoot driving the flocks of sheep and goats.

This was the "achaba," the great migration, which has gone on without the slightest change since the Romans introduced the camel into Numidia. By three principal routes an estimated 15,000 nomads migrate from South to North at the end of May each year. In the North their flocks find greener pastures and some of the men work in the harvest fields. When autumn rains come the tribes return to their Saharan winter pastures.

My destination on this journey was Timgad and Lambèse in the foot hills of the Aurès Mountains about 30 kilometers east of Batna. Although Algeria is rich in other Roman ruins Timgad combines most typically many of the elements of the story of Roman culture in this country.

The approach to the ruins provides a startling contrast between the past and the present. This city, built principally by Legionnaires of Rome, now is guarded from FLN incursions by a squadron of tanks. Barbed wire follows the perimeter of the old Roman walls. Nearby is an S.A.S. post (Special Administrative Services) for local Moslem affairs.

I had an appointment at Timgad with two experts who were old friends. One was Monsieur Tourene, director of Archaeology there, who has continued to dig while cut off from the world in this "zone of insecurity." My other expert adviser was Monsieur Pierre Salama of the faculty of the University of Algiers, an authority on Roman roads and other subjects.

Walking up the main street (Cardo Maximus) of Timgad we first visited a unique Roman cultural institution. It is the only positively identified public library found in North Africa. At the top of the rise, overlooking the valley and the Aurès Mountains, a series of steps leads to a rectangular court surrounded by graceful columns. Back of this court is a semicircular space, twelve meters in diameter, outlined by low steps on which patrons of the library sat to read and talk. Back of the steps are niches which contained the manuscripts. In a central niche there probably was a statue of Minerva.

At the entrance to this authentic Cultural Center is an inscription which testifies to the pride of the man who gave it to the city. The inscription says:

THANKS TO THE LIBERALITY OF MARCUS JULIUS QUENTIANUS FLAVIUS ROGATIANUS, SENATOR, WHO BEQUEATHED THE MONEY TO HIS COUNTRY, THE COLONY OF TIMGAD,



The author (left) with M. Tourenc.

THIS LIBRARY WAS ENTIRELY BUILT AT A COST OF 400,000 SESTERCES, UNDER THE DIRECTION OF THE MUNICIPALITY.

It is evident that information center libraries also had problems in those days. On some of the columns of the portico there are obscene inscriptions, possibly carved there by indignant patrons who were unhappy about the hours the library was open. Or did political enemies of the founder take their revenge this way? Naturally I recalled the defacement of the front of the USIS Cultural Center at Algiers during the insurrection in January, 1960.

The civic, social and cultural center of Tingad was its Forum, one of the most vast and imposing in North Africa. It originally was surrounded by thirty statues of gods, emperors and notables of the city. The principal municipal offices and the *curia*, meeting place of the Senate, were located there. From its tribune sounded the voices of orators who praised Tingad's civic accomplishments or deplored the evil times that threatened its way of life. Its basilica was the center of legal and financial affairs. It had its own shops and latrines. A vast esplanade of fifty by forty meters provided ample space for men of affairs, civil authorities and citizens to assemble, stroll and exchange gossip.

A clue to the tastes of the people of Tingad is provided by an inscription on one of the paving stones in the forum which says:

"TO HUNT, TO BATHE, TO PLAY AND TO LAUGH, THAT'S THE LIFE."

For laughs the citizens of Tingad went to the well-appointed theater whose excellent state of preservation makes it possible to calculate its seating capacity at 3,500 to 4,000.

Bathing must have been one of the principal pleasures of the people. It also was a cultural and social rite. This city of perhaps 20,000 to 30,000 inhabitants had at least seventeen public baths, many of them richly ornamented with mosaics. The public latrines were particularly spacious and well-appointed, with arm rests in the form of dolphins.

To enjoy games and spectacles it was necessary for citizens to drive their chariots to the amphitheater of Lambèse

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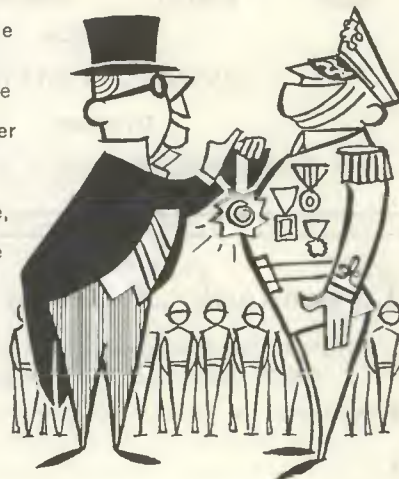
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TIMGAD

about twenty kilometers to the west. The stone pavement of the street leading in that direction is deeply scored by the tires of chariots. The amphitheater of Lambèse shows that the usual types of spectacles were held there, including gladiatorial combats and fights with wild animals.

Lambèse and Timgad were closely related in their function as guardian cities of Numidia. The former was the headquarters of the Third Roman Legion and the latter was populated to a large extent by retired legionnaires. They were show places of Rome's prestige. A complex of satellite towns and farms made the two cities practically contiguous.

Lambèse was a strategic center of the Roman highway system. In fact the Legion built many of these excellent roads. The monumental praetorium, GHQ of the Third Legion, at Lambèse is one of the most imposing remains in North Africa. There the arms and munitions were stored and from it the generals directed and the legionnaires marched away to the military campaigns which attempted to hold in check the tribes of the Aurès Mountains and the Kabylie. Thus the artistic and intellectual activities of Timgad and Lambèse probably reflected the tastes of the old legionnaires from all parts of the Roman Empire who settled there.

Hunting must have been excellent. Many mosaics depict hunting scenes with lions, elephants and wild boar as the principal game. The elephant was hunted not only for sport but also for ivory and the cartilage of his trunk which was a delicacy of the Roman cuisine.

But some of the game became more scarce by the beginning of the third century when Tertullian bemoaned the inroad of civilization. "Smiling farms," he wrote, "have replaced the most renowned deserts, cultivated fields have tamed the forests, flocks have put to flight the wild beasts . . . certain proof of the increase of the human species. . . . Everywhere it is complained that nature is passing and soon there will be no more."

Certainly not all Romans in Numidia were legionnaires. Many of them were Latinized native Berbers and most of them were poor, hard-working farmers or *colons*. The epitaph of one of the latter, a citizen of Moctaris, provides a poignant epitome of the life of a self-made man of this period. He described his life as follows:

"I was born of a poor family; my father had neither money nor house. From the day of my birth I always cultivated my fields; neither I nor my land ever rested. When the crops were ripe I was the first to cut my fields; when the harvesters appeared to hire themselves near Cirta, capital of the Numidians, or in the plains that surround the Mountain of Jupiter, I was the first to harvest my grain. Then, leaving my country, for twelve years I harvested for others under a sun of fire; for eleven years I bossed a team of harvesters and I cut the wheat in the fields of the Numidians. By my labor, knowing how to be content with little, I finally became owner of a house and land. Today I live in ease. I even have received honors; I was called to sit in the Senate of my city and from a small peasant I have risen to the post of Censor. I have seen my children and my grandchildren born and growing up about me; my life is full and I am honored by all."

It was in the monumental and luxurious cities such as Timgad that Rome left its clearest cultural mark. Culture

was municipal in character. Baths, latrines, markets, temples, forums, theaters and schools all were more or less municipal although public-spirited citizens often contributed to their construction and maintenance.

Although Rome was free of racial prejudice and mixed marriages were common, it imposed Latin on the people of Numidia, at least in the cities. "The Roman state, which knew how to command," St. Augustine wrote, "imposed on conquered peoples not only its rule but also its tongue." This Latinization was accomplished through schools which were located even in the smallest villages.

These Latinized North Africans, many of them from Numidia, made important contributions to Roman culture. The most celebrated of the earlier African writers was Apuleius of Madauros who was born A.D. 125 at what is now the town of Souk Ahras in Eastern Numidia near the Tunisian border. This Romanized Berber wrote "The Golden Ass" (*Asinus aureus*) which, according to one authority, "in its variety and picturesqueness, full of details of contemporary life, where obscenity alternates with religious exaltation, remains one of the rare Latin works that one still can read without being bored."

The literary tastes of the citizens of Timgad probably ran to poetry and eloquence. Even literature, history, philosophy and later religious writings were oratorical in form. The poet Manilius, Cornutus, the stoic philosopher, Fronton de Cirta, the great orator, and Flavius, panegyrist of the grandeur of Rome, all were popular North African writers.

Juvenal called Africa "the cradle of lawyers." Charles André Julien, professor of history at the Sorbonne, goes farther when he states ("Histoire de l'Afrique du Nord," Payot, Paris, 1956) that the North African authors "cultivated their natural tendency towards a violent, offensive and biting rhetorical style." Even St. Augustine and Tertullian were influenced by the African tendency towards extremism.

The most majestic monument of Timgad is the Capitol with its imposing columns on which storks now nest in tranquillity. A short distance to the west are Christian churches which show the sharp contrast between the magnificent symbols of paganism and the relatively humble architecture of the converts to Christianity.

This observable contrast between grandeur and humility recalls the crisis of the Third Century that marked a period of decline of Roman power and prosperity in North Africa. A series of catastrophes struck. The famous Third Legion was withdrawn from Lambèse for a time. There were military anarchy and an economic crisis. Taking advantage of the situation the Berbers of the Aurès revolted. They were of the same stock as those who raised the rebellion against France in the same region in 1954.

The rapid spread of Christianity in Numidia coincided with the decline of Rome's power. At first the State refused to tolerate a sect that was cosmopolitan, anti-military and international. Although there was no general persecution, North Africa also had its Christian martyrs, many of them among the native peoples. In fact the phenomenon of Rome's decline coincided so neatly with the rise of Christianity that some have attempted to interpret it as cause and effect. Charles André Julien, previously cited as an outstanding authority on the history of North Africa, refutes this theory.

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TIMGAD

"In reality the two (phenomena) obeyed the same causes," he writes. "The disappearance of the Roman spirit facilitated at the same time the triumph of catholicism and social troubles. In Africa the aristocracy and the official Church, protector of order, were obliged to unite against the proletarian Christianity of the Donatists."

At Timgad, the Christian churches were built outside the walls of the original fortified Roman city. The most interesting of them is the "Cathedral" of Optat, a bishop and important leader of the Donatists. The Donatists, or followers of Donat, constituted the most powerful of several schismatic Christian sects. It was peculiarly African in origin and influence. Without going into the theological differences between the Donatists and the official Church, it can be said that the clergy of this sect in Numidia was opposed to the clergy of Rome. This religious difference acquired social consequences with the revolt of the agricultural proletariat, the "Circoncillians." Many of these oppressed agricultural workers also were Donatists who were supported by the lower Donatist clergy. There were massacres and civil disturbances in Numidia.

The influence of the Donatists of Timgad was countered by the pen of St. Augustine who, while writing the twenty-two books of his "City of God" (De Civitate Dei) at Hippo Regius (Bone), succeeded in bringing order to the divergent dogmas and in uniting the Church of Africa. St. Augustine himself was a Numidian, born at Thagaste (Souk Ahras) of a Christian mother (Saint Monica) and a pagan father. His mother possibly had native Berber blood.

But even before St. Augustine died in 430 A.D., the Vandals came to ravage North Africa. Although they left no mark at Timgad, within a century they too were attacked by the tribes of the Aurès who descended on the cities of the plain. Timgad and Lambèse were virtually abandoned.

In this cycle of conquests and reconquests and eternal rebellion the last who came to add something to Timgad were the Byzantines in the Sixth Century. In 539 A.D. during the reign of Justinian, Solomon, his general, built a great fortress, 120 meters long by 80 meters wide, in the southern part of the city. Its walls were two and a half meters thick and twelve meters high. Well-cut blocks of stone from the abandoned Roman city were used in its construction. Many marble statues and monuments were burned to make cement. It stands today as an imposing monument to Byzantine's failure to hold Numidia.

Although the Vandals finally were defeated by the Byzantines, the latter, in turn, were constantly harassed by the rebellious Berbers of the Aurès Mountains. Procopius provided a neat epitaph in his "Secret History" when he wrote: "After the defeat of the Vandals Justinian did not concern himself with assuring a firm control of the country; he did not understand that the best guarantee of authority rests in the good will of its subjects."

"Everything Will Be All Right"

By AL DAHLAN

THE SECOND DAY I arrived in New York, the Immigration took all my belongings. The man in the uniform who checked all my luggage, my money, my suit, and even the shirt and tie I was using was not an unpleasant conversationalist. He asked how I liked my first night in the United States (I said, fine), bet that I did not sleep much the night before (yes, only three hours), talked about the weather (as pleasant as in my tropical country on that August day), and comforted me with promises that I will find an interesting surrounding. And yet, when he pocketed my Indonesian passport and asked me to change clothes with those he gave, I shivered. It was a pair of pajamas, camphor-scented like a morgue, with a stamped sign, "U.S.P.H.S. Hospital. Manhattan Beach."

I was not the only foreigner who was sent there for physical check-up to meet the Immigration Service requirements. But the way everything was going caused an uneasy feeling. It was not more than fourteen hours since I had landed at Idlewild. I did not yet know a single soul in the metropolitan city. I had no money except a couple of dollars. And I was only in my sixth day of actual English speaking. I did not see the city save for a quick ride to the clinic and a limited view from the hotel room—window and walls at every direction. And here I was, waiting to be confined! If there was just a single thing wrong with my health, my visa would be revoked. They would send me home with the next plane. And that would be the end of my 11,000 mile trip.

The Immigration officer smiled understandingly. "Don't worry," he said, "everything will be all right."

"Everything will be all right." I could not help more than to distrust him. This was the same answer the American Embassy official at Djakarta told me when I applied for a visa. I thought that once I got the permit nothing else could prevent me, not knowing that the certificate from the Embassy physician was not enough.

The nurse who showed me my room, showed many things. There are rules about walking in the halls. There are wards that she suggested I had better not visit since these are only for patients with serious conditions. And there are also many foreigners from different nationalities. She even took me to a Japanese, because as she said, "You are an Asian, you should know his language."

I learned Japanese when I was still in the grade school during the Japanese occupation of Indonesia in the war, but I forgot almost all of it. So I said "Good Morning," asked his name, and told him that I do not speak Nipponese.

My curiosity on the type of the hospital I was in was aroused after we reached my room. The nurse told me that patients are not supposed to use telephones, save for the one in the special booth. But before using it, they should put

Alwi Dahlan attended Concordia College and Macalester College (Minnesota) under the Foreign Student Leadership Project in 1958. He is currently a journalism student at American University.



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"ALL RIGHT"

special paper tissue into the mouth-piece. It was a tuberculosis sanitarium!

That afternoon was fascinating. The beach near the hospital was crowded with patients and their visitors. Nearby, across a barbed wire fence, was the public beach; thousands were spending their Labor Day weekend there, swimming, fishing, boating. The beautifully-rounded tangerine sun plunged lazily down into the sea at the horizon; it sank toward the equator, where my country is located.

It was a strange thing that certain words could have such an impact on my mind. The previous night I had walked happily out of the *Britannia* aircraft, feeling great that at last I could step on American soil. And now, suddenly, after the nurse left me, anxiety was creeping over me. I felt as if I was really sick. My roommate, a merchant vessel's captain, failed to comfort me.

The Labor Holiday was over when they started to make physical tests. Three days passed, with worries. They took X-ray snapshots from different angles. Several laboratory assistants took everything they could get from me in two consecutive days: blood from my veins, blood from my fingers, gastric test, sputum, etc. But no word yet; none from the doctor, and none from the project sponsoring me to come to the States.

I began to anticipate the worst; therefore I also became apathetic. If this will be the only place in America where I can stay, and if they still want to send me home afterwards, why should I waste my time worrying? I better take whatever advantage or knowledge I can get. I asked "Skipper" (my roommate) to teach me anything about American life, which otherwise I could only get outside the hospital. It would be funny if you return from the United States without even knowing what a hot dog is, however short your stay! I ordered different kind of foods just to know their taste and their strange names; I busied myself with television programs, went to workshops, and talked with as many persons as possible.

The Immigration officer was right. That was an interesting surrounding. In that little hospital community, I found a cross-sample of Americans from many states, talking with various slang, coming from heterogeneous backgrounds. Nearly all of them, however, were from the same profession: seamanship. You could not find any other people than seamen who have more stories to tell—lies or truth—and who have visited more countries around the world.

A week was gone before the doctor asked me to come to his office. He was a good talker, too. He asked me nice questions first, followed by interesting stories from his own experience during the war in the Pacific, and a discussion about international politics and his feeling toward Communism. So this is *it*, I thought. If I were not to go home, why should he talk about the danger of Communism and the important role of a neutral country like Indonesia in facing it?

"Yes, sir!" he continued, "everything will be all right. Take your case, for instance. The Immigration doctor at Idlewild thought that the X-ray you brought from Indonesia was not clear. Maybe something has happened to their unit, but the trouble might be in yours, too. So we decided to examine you again. Your sponsor, the airlines, and the Immigration called me today, and I had to inform them of my conclusion"—He stood up and gave me his hand.

"Everything is all right," he said, "You are clear."

The Installation Visitor

by ASHLEY C. HEWITT, JR.

SOONER OR LATER, with the same inevitability attached to the Foreign Service Institute, the Credit Union, and Greek tragedy, every Foreign Service officer is placed in the position of visiting an installation. This may arise from an unguarded remark like "how interesting!" while engaged in conversation with a technician or supervisor. For some reason technical types regard this remark as evidence of burning curiosity, while any veteran of cocktail parties knows it to be quite the opposite. It is, therefore, a device to be as much avoided in the field as it is clung to in Washington. The unwary FSO may also find himself in the soup, or rather the soup factory, by saying nothing at all. This is particularly true when in the merciless hands of officials in underdeveloped (excuse me, newly-developing) countries.

At first light nothing appears easier than visiting an installation. One simply buzzes off, suitably escorted by solid figures in double-breasted suits, and preceded by a flying wedge of blue shirts and trousers. After a brief cruise around the plant one has a glass of cola (red wine, beer, soup, sardine, tomato, where appropriate) with the staff, and goes. Not so! The experienced installation visitor knows this disarming picture is filled with more dreadful perils than a Polynesian lagoon. The principal challenges are three: avoiding death or grievous injury; completing the tour without damaging or destroying the installation; and avoiding the appearance of utter idiocy.

The first problem is a compound of the very real dangers infesting installations, and the chair-borne FSO's inexperience in avoiding them. Great cranes dangle tons of inert matter over one's head; fierce little vehicles charge around corners; spidery catwalks, unsuitable even for cats, arch through meters of nothingness; millions of volts (or is it amps) rush through tiny wires, and innocent-looking pipes contain liquids at lethal temperatures. One's escorts are, of course, fully capable of dealing with the situation. From years of practice their footwork is rapid and their instinct for approaching danger infallible. They assume yours is, too. Your only salvation is to make it absolutely clear that if anything happens to you, it will be considered an international incident of gravity, and that you have a weak heart.

Assuming evasive tactics have been of no avail, a grimmer bridge must be crossed, grimmer because it is internal and therefore harder to deal with. The general run of installations are decorated like Christmas trees with buttons, valves, lights, levers, switches and wheels. All of them simply beg to be pushed, turned, blinked or pulled. The temptation to sneak out a pinky when nobody is looking—just to see what would happen—is almost irresistible. Though it may cover square miles, the average installation is as sensitive as an educational toy. What is likely to happen at the slightest maladjustment is that it would subside to the ground like an exhausted barrage balloon—or perhaps explode. The impulse is, therefore, to be restrained.

Even a straightforward and gentlemanly compensation

Ashley C. Hewitt, Jr., was appointed FSO-8 in 1957 and is now serving as Vice Consul, Consular and Visa Officer, at Puerto La Cruz, Venezuela.

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VISITOR

of this trauma, which might be described as the Erector-Set-Syndrome, is not free from danger. I remember one occasion when I was visiting an iron mine and arrived just as they were about to blow up a portion of the mountain. Having been mesmerized by cigarette ads, I instantly pictured myself pushing the plunger while wearing a hat of steel and displaying vaguely bronzed arms 'neath rolled-up sleeves. I timidly raised this possibility and was immediately swept off to be garbed. Not until we had arrived at the scene of action was the enormity of my error borne in upon me. It appeared that plungers, famous among advertising men, were regarded as unworthy in the trade. Instead, a little thing like a party snapper was attached to the end of each fuse. One pulled the snapper, waited until it went "pop" and then ran like blazes to the next. There were fourteen fuses altogether. When all of them had been ignited one was expected to gallop across an expanse about the size of Table Mountain to a place where two bulldozers had been pulled up to form a sort of makeshift bunker. For the entire operation nine minutes and no fudging were allowed. The thing was managed despite a moment of indecision over whether the noise made by Number 8 could be interpreted as a "pop" or not, but I changed my brand of coffin nails as a result.

Even if physical and psychological perils are avoided, there still remains the problem of conversation. It is acute. Your hosts are experts in their field. Even though you are presumably an expert in yours, this is no help, since a marriage between them is unlikely. Besides, you are clearly on their ground. Nevertheless, you must appear amiable, interested and, if possible, informed. No expert wants to begin his talk by saying "This is a machine," no matter how useful the information might be to you. Though serious, the dilemma of sophistication facing abysmal ignorance is not insoluble. There are certain gambits known to the initiate which can ransom the situation if not pushed too far. For example, when faced by a monstrous and totally inexplicable piece of equipment one should look at it in a knowing way, and ask in clipped tones, "What's the variability?" Virtually everything in nature varies, it seems. This observation on your part should at least impress your guide with your grasp, and may call forth a stream of comment ultimately revealing the nature and purpose of the machine in question. The worst that can happen is an equally brisk reply of ".000376 KLH," or something similar. The author has only been called on this once when it resulted that the object referred to was almost a solid block of steel and used for measuring things. Variation on its part would have been regarded as an affront, as was the question.

The author believes a Manual of Maneuvers might usefully be prepared by the Foreign Service Institute and given to every new officer. In the event this suggestion should be taken seriously, the following gambits are submitted as a start: 1) What's the variability—horsepower—RPM—gain—voltage—output—depreciation? (I don't know what *gain* is, but it keeps coming up.) 2) How do you handle overflow—the side-products—the expansion—the pressure—overhead—friction—riots? 3) Do you get much trouble from impurities—lubrication—labor—friction—insects—temperature—accidents—the Government? (The last one is a doozy and absolutely 100% reliable.)

The Dilemma of the Corporation Man

The State Department's man-in-striped-trousers has much in common with the Corporation's man-in-the-gray-flannel suit. That both organization men can transform the organization from a threat to individuality into an effective means to individual fulfillment is the thesis expounded by board chairman J. Irwin Miller.

by J. IRWIN MILLER

THERE IS much talk today that the organization is the enemy of the individual, and that while all organizations are enemies of sorts, the archenemy is undoubtedly the Business Organization. . . . The charge is that the Organization Man has lost his individuality and has become no more than a cog, indistinguishable from other cogs, in a machine composed not of metal parts but of linked and intermeshed human beings.

There is a great deal of truth to the charge. We know that it is not the whole truth, and that even within the fearfully demanding, complex, high-speed large business organization, many men find attraction and challenge. . . .

Is this a special sickness of our own day that other ages of men have successfully resisted? I think not. The problem of the individual versus the organization is a very old problem that man has had little luck in solving. The problem is new today only in its manifestations.

Perhaps for the greater number of human beings this conforming to the organization is no great worry, for the organization has its comforts for the mind and the spirit, just as it has for the body. Because of the organization we are no longer compelled to walk if we don't want to. The organization transports us. And for our minds the organization supplies acceptable opinions on politics, on business, on labor, on marriage, on religion. We do not have to think for ourselves if we do not wish, and most of the time this is a comfort. And while it is fashionable to view this situation with alarm, the truth is most of the time we love it.

There appear to me to be several reasons why we alternate between love and hate of the organization. First of all, I seriously doubt that there is any one of us who is really ever entirely sure that he belongs. The intense desire to be accepted by the group is so strong in all of us that it generates doubt that we are wholly accepted and wholly approved. It makes us uncritically eager to conform to the society with which we desire to identify ourselves, and it makes us violently critical of the "off-beat" member; by driving him out, we hope to thrust ourselves more surely into the center of the group.

This desire is expressed within the business organization in the standard forms of griping around the Coke machine and the standard forms of hootlicking in the boss's office and around the conference table. It is a sort of tyranny imposed by ourselves on ourselves, and it arises basically out of fear. This fear also has another manifestation. If we are a boss or supervisor, it causes us to demand in the area within our control an excessive and unreasonable amount of agreement, and I think it is against this particular type of conformity and pressure that we find the most obvious resistance and complaint. It is true, more often than the business manager likes to think, that the more doubtful he is about the wisdom of a course of action, the more insistent

he is that his associates openly and repeatedly agree that the policy is the absolutely correct one. Out of his fear the subordinate is overeager to conform to the group. Out of his fear the boss is overeager that the group conform to him. . . .

The man in the business organization who is determined to master the special problems of the organization must neither embrace the organization uncritically nor despise it categorically. Instead he must try to understand it, which of course is easier said than done. How do you go about understanding such a thing? You begin, as in most things, by using your mind, and you determine early in your organization life not to listen to the cynical advice: "Give the boss what he wants. Never mind what *you* think." The Corporation Man has got to have the courage to reject this basically adolescent notion, and the good sense, as well, to reject that other attitude: "We'll take care of our own department, let the damn engineers solve their own problems." The wise man will try to understand the part that his department or group is playing, and the requirements laid on him individually, if his actions are to be consistent with the main purpose of the institution. . . . Somewhat more important to the man in the organization than a knowledge of double-entry bookkeeping, or of the ins and outs of corporate politics, is the cultivation of a capacity to feel. Does it seem odd that painting and poetry and music and suffering and great causes and dedication to religion are essential to the making of an effective Organization Man? Well, they are, for without them he is a half-man, half happy, half bored, half effective, killing the time of which at the end he learns there was so very little.

FINALLY, in dealing with the corporation he must cultivate courage. I mean the courage to take a right stand and to draw a right line, and, what is more important, to accept the consequences of so doing. It may mean the willingness to change a job or to lose a job. It means the kind of courage to speak the truth as you see it, to your customer if you are a salesman, to your boss, to your union if you are a negotiator. And it means the courage to do all this when you have families to support, children to educate, debts to pay, pension reserves to lose—and at a time when you have reached the age at which prospective employers consider you no longer young. These may sound like very prosaic remedies—to think, to feel, to be brave. They are in all the copybooks. But they are perhaps man's only weapons, and the persons who employed them well are also in all the history books. Those of us who take up these weapons and grow strong and skilled in their use may find the organization altering surprisingly before our eyes. The organization will no longer appear as the enemy of the individual but, instead, as a most effective means to the individual's fulfillment.

Letters to the Editor

Pseudonyms may be used only if the original letter includes the writer's correct name. Anonymous letters are neither published nor read. All letters are subject to condensation. The opinions of the writers are not intended to indicate the official views of the Department of State, or of the Foreign Service as a whole.

Judgment

THE Foreign Service officer with more than two years seniority should be virtually immune to administrative shock, but in Department Circular No. 371 of October 18, our friends in A have produced a document guaranteed to shake the composure of the most hardened veteran.

This circular, which deals with "accommodations on airplanes," starts out routinely enough by announcing the Department's interest "to encourage the use of less than first-class air accommodations." Paragraph 2 reports a Bureau of the Budget belief, beautiful in its logical simplicity, that since tourist class costs less than first class, the Government will save money if we go tourist class rather than first class.

Paragraph 3 tells the Foreign Service it is no better than anybody else in the Government and will jolly well govern itself accordingly when making travel arrangements. "Ordinarily," if you are going to be in the air for less than five hours, it's tourist class for you, buster. Exceptions may be made if (1) there is no room in the tourist class, (2) the tourist airplane doesn't take off or goes someplace else, (3) tourist class would be unduly rough on the traveler, or (4) Uncle Sugar's prestige would suffer if one of his minions have to squeeze in with the lower classes.

At this point the experienced reader of circulars would be justified in laying a small bet that the next paragraph will authorize these exceptions only when granted by the Secretary in person and then move on to set forth a few

administrative rules-of-thumb involving rank, family status, fixed landing gear, two-engine airplanes, bucket seats, etc., etc. But this is precisely what does not happen! Paragraph 3.3 says (in full, mind you) "*For audit purposes, the judgment of the traveler shall be considered conclusive.*" Can this really be? Are we to understand that a Foreign Service officer will be allowed to make such tremendous decisions? All by himself? Should this perhaps not read "... conclusive only so long as it conforms to the spirit, letter and intent of the regulations as interpreted by the auditors."?

I certainly hope someone in A will leap in quickly and put things straight. If many more circulars of this type appear, we will have officers believing the President when he tells them he has reposed special trust and confidence in their Integrity, Prudence and Ability.

HARRY I. ODELL

Washington

Brief Essays?

I'VE JUST had an idea for the JOURNAL. That is, to have Service people around the world write brief essays about their posts, but without divulging the name of the post or mentioning anything obvious—like the Eiffel Tower, Pisa, Sugar Loaf, or the Imperial Palace—simply the climate, folk-lore, products of the country, habits of the people, their appearance, their political set-up, traffic problems, etc. The object, of course, would be to see how many countries a reader guesses right. The writer, of course, would have to be anonymous.

Rio de Janeiro

JULIE BOND

"Showroom Condition"

JOURNAL readers might be interested in the following item, which appeared in the columns of the (Calcutta) STATESMAN of August 9, 1960:

PERSONAL

Ambassador in showroom condition for sale. Contact Shree Krishna Pvt. Ltd., 20, Mangoe Lane, Calcutta.

For the information of the curious, the *Ambassador* is the trade name of one of the car models put out by the Hindusthan Motors Corporation.

GORDON H. MATTISON

Calcutta

Perspective of History

FOR some time I have been meaning to write to you to congratulate your staff on the consistently excellent quality of your publication.

While I was a Foreign Service officer in the Department of State I had a personal interest in reading it, viewing it then largely as a house organ for Foreign Service personnel. However, I find that since two years ago when I went into private industry in the position I presently occupy, I have continued to find the FOREIGN SERVICE JOURNAL of considerable interest, however, from a different standpoint, that of an American citizen viewing the conduct of foreign affairs. I have enjoyed particularly the articles serving to give perspective to the conduct of foreign affairs in years past, to draw a parallel with the problems currently faced and the manner in which they are being met. Articles analyzing briefly current problems of international significance (e.g. the Cuban question, the U-2 incident, etc.) could, I believe, be an interesting addition to your excellent publication effort.

I found of particular interest a recent issue in which you published the addresses of retired Foreign Service officers, since it will give me an opportunity to renew acquaintanceship with men in the Service whom I considered my friends and respected most highly.

NESTOR C. ORTIZ

Foreign Affairs Representative,
Gulf Oil Corporation

Washington

Ditching

APROPOS of your "ditching article" (September JOURNAL), which we enjoyed immensely, we have a new line for you on ditching. On the BOAC flight from Miami to Montego Bay, they introduce the life-jacket routine by stating, "There is not the slightest danger, but the U. S. Government thinks you ought to know about these silly little life jackets. Martinis will be served as soon as the demonstration is finished." The British have a whistle on their jackets and also a bottle of shark repellent. By the time they get through tooting and telling—the martini is necessary!

A. V. T.

Dallas



Ramparts of Carcassonne

Jack Grover

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Letters to the Editor

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Soldiering in State

SHOULD FSO's be military reservists? Congress has apparently answered the question by its enactment of laws (military leave etc.) encouraging civilian employees of the government to participate in the military reserve without excluding the FSO Corps from these provisions. Therefore, if the Department believes that the FSO's should be excluded from reserve membership, it should at least meet the issue squarely.

The Department might propose that the occupation of FSO be included in the Department of Labor List of Critical Occupations for Screening the Ready Reserve. If this proposal were accepted by the inter-agency body determining critical occupations, it would at least get most FSO's from a "ready" category into the "standby" category and the Department would stay within the spirit of present legislation and regulations. Since past efforts along this line have failed the Department should now sponsor legislation barring FSO's from reserve membership. Until such a provision becomes law screening of the FSO Corps should be *bona fide*: an examination of each FSO's record to ascertain if his skills are so unusual that he cannot be replaced in reasonable time by another employee, including an auxiliary officer appointed as in World War II.



Brush and Ink Drawing

Mary Blalock

The Department should avoid any proposal arbitrarily to classify all FSO's of a certain grade and above as "key" personnel, thus forcing them from the Ready Reserve into a standby status in which drill pay, active duty and reserve retirement points are all difficult if not impossible to achieve. Such a tactic might run counter to Congressional policy and damage the Service's reputation. Would the public take kindly to the Foreign Service's own evaluation of itself as the indispensable group of all government employees?

If non-participation in the reserve is to be one of the future conditions of FSO appointment, at least the new FSO will know where he stands. But the Department has acquiesced for years in FSO participation in the military reserve. Any change of policy now (except for *bona fide* screening of key personnel) which would adversely affect the status of the FSO with long years of reserve service behind him would be a breach of faith. Many reservists who have only a few years to complete before earning a reserve retirement annuity have been counting on the annuity to pay for a home or educate children. There is nothing about the present situation, which has continued through all the post World War II crises, to prevent a gradual phasing out of reservists as they complete the required twenty satisfactory retirement years. If any action of the Department should result in the nullification of reservists' years of effort shortly before reaching their goal, the result to the morale of these loyal officers would be shattering.

Aside from material aspects, there is the consideration of individual preference. Even United States Senators, for patriotic reasons, have resigned their office to enter military service during wartime, and it is conceivable that some FSO's, when their country is in dire military peril, may prefer to be in brass buttons rather than in striped pants. Is the FSO's individual preference in such cases to count at all, or is he to be treated as a mere pawn of the state?

NEIL M. RUCE

Washington

Furled or Open Umbrella

ONE WOULD have thought that the pages of a Foreign Service publication ("Twenty-five Years Ago" in last year's JOURNAL) would have been the most unlikely place to read reference to statesmen carrying umbrellas.

On a tragically historic occasion a British diplomat came out of a conference carrying a furled umbrella with the result that the military-naval services had to clean up after him, and his nation lost its supreme place in the sun.

Happily Mr. Moffatt had the good sense to open his umbrella and apparently there were no adverse effects.

Ah, what a happier world we might be living in today had only Mr. Chamberlain possessed the wisdom of Mr. Moffatt and had opened that umbrella.

H. B. RANDELL

Captain, U.S. Navy, retired

San Rafael, Calif.

"Life and Love"

LIKE SO MANY other readers of the JOURNAL, I greatly enjoy and am amused by your "Life and Love in the Foreign Service" series.

The one which appeared in the January issue was not only up to the usual high standard but brought to mind many happy memories of the days of silent films and the then movie "greats."

The lady on the couch must be Irene Castle who, with her husband Vernon, danced her way to international fame in the early days of World War I. Next to her is Warner Oland who specialized in playing the part of an oriental villain. But who is the man on the left? Could he be Vernon Castle himself? Maybe some other "old-timer" has the answer.

Washington

K.E.

First Embassy on Wheels?



EDITOR'S NOTE: We are indebted to Leon Cowles, at Ankara, for this photo of the American diplomatic mission at Ankara, in 1922. It corroborates the letter by Herbert Bursley in an earlier issue.

Pseudonyms may be used only if the original letter includes the writer's correct name. Anonymous letters are neither published nor read. All letters are subject to condensation. The opinions of the writers are not intended to indicate the official views of the Department of State, or of the Foreign Service as a whole.

Letters to the Editor

For Integrated Reporting

TRADITION and organization support, indeed almost compel, the fragmentation of Foreign Service reporting. All but the smallest posts boast their political, economic, and often labor and agricultural sections. It has long been so, and there appears to be no administrative pattern for doing otherwise—but is it right? At the largest posts where an integrated reporting structure would be unwieldy—perhaps—but what of the rest, i.e., the great majority?

In theory it is the principal officer or his deputy who integrates all. But considering the demands placed upon both for representation, negotiation, supervision of numerous other activities, writing the occasional “think piece,” etc., is it reasonable to ask it of them on a routine basis? Furthermore, however inspired the top leadership may be, is it healthy to encourage junior and middle grade officers in the false premise that politics, economics, labor, and agriculture are disparate fields of observation, analysis, and reporting?

“Indomitable”

I READ WITH great regret of the death of Mrs. Mela Szatenstein in Tel Aviv.

Mrs. Szatenstein was the senior local in the Visa Section when I was in the Consular Section of the Embassy in Warsaw in 1949 and 1950. As mentioned in her obituary in the August issue, she was one of the faithful group of local employees who survived the horrors of the Nazi occupation and returned to work at the Embassy only to be subject to a new kind of oppression as the Iron Curtain closed down. Through all these vicissitudes Mrs. Szatenstein displayed a cheerful courage that was inspiring to everyone who knew her. She could best be described as indomitable.

I was pleased to hear from her several years ago that she had succeeded in getting to Tel Aviv. I pray that her years there were free from the adversity that she had borne for so long.

JOHN N. GATCH, JR.

Washington

Three examples come to mind from personal experience. The first a small embassy in the Caribbean with one political and two economic officers and a strong political-economic minded DCM. Here, thanks to the latter, there was no loss but also no future guarantee of continuing integration under less able supervision. The second example, a Consulate General in Germany during the plush 1950's, with two political and two economic officers plus half a dozen competent local employees. In this case, overstaffing and excessive compartmentalization sufficiently moved an inspector to institute formal integration. One year later, however, there were again separate political and economic sections. Finally, at a busy embassy in Eastern Europe with two political, two economic, and one agricultural officer and related labor reporting responsibilities; the reporting at this post recently was informally integrated at the direction of the Chief of Mission. Well enough, but in the absence of supporting administrative provisions, it does

Triumph?

THE Embassy personnel office recently notified me that henceforth I would be known as Number 335500 (I think) rather than as David Linebaugh.

It was some relief to know that The Organization Man had finally triumphed. This removes all problems of identity or individualism.

Perhaps we can use this for all official correspondence. We could address despatches to Number 1, about whom there should be no confusion. I suppose it wouldn't make much difference what number appeared as signature.

335500

Karaclhi

P.S. Would you publish your number at an early date so that future correspondence can be properly addressed.

Washington?

HERE'S THE latest quip in the “How to” series going the rounds here. How to describe Washington in three words: Protocol, Alcohol, Geratol.

E. G. HASELTON

Washington

not seem likely that this healthy situation will survive the present incumbents.

The foregoing examples generally illustrate that integrated reporting in the Foreign Service too often is dependent upon the chance state of mind of the reporting officers and especially of their supervisors. It is only right that the latter, particularly when they are Chiefs of Mission, should decide upon how they may wish to organize the reporting responsibilities. It does not seem to be right, however, that principal officers be required to choose integration in the face of a centralized administrative system that provides only for disparate political, economic, and other reporting operations. On the contrary, should not the burden of proof rather be on those who would not integrate—especially at posts in countries with regimes dedicated to the unity of politics and economics?

LEE T. STULL

Warsaw

“Striped Pants”

I HAVE NOTED a number of articles in the JOURNAL recently making repeated reference to the phrase “striped pants.” What's wrong with striped pants? Uncle Sam wears them.

WILLIAM P. COCHRAN, JR.

São Paulo

“How Are Your Sea Legs?”

IN THE December issue there is a geographic test “How Are Your Sea Legs?” (p. 16 and p. 53). Two questions come to mind:

1. Who inverted England?
2. Who moved Rio de Janeiro to another country?

WILLIS C. ARMSTRONG

Ottawa

I WAS AMUSED to note the power of your writers (Leslie Jones in the quiz, “How Are Your Sea Legs?”, December JOURNAL) over the forces of nature in managing to transfer Rio de Janeiro to the shores of the Pacific Ocean. This may well explain the traffic jams on the Avenida Atlantica.

ROBERT H. FLENNER

Washington

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