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# FSJ

## FOREIGN SERVICE JOURNAL

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**T**HIS month marks the 20th anniversary of the United States Information Agency. While USIA's origins predate its founding, the Agency as we know it has only been in existence since 1953. A 20th birthday should normally be cause for rejoicing, with the expectation of many more happy birthday celebrations to come. Unfortunately, this year that is not the case. Throughout the past few months, USIA has been faced with the threat of very substantial budgetary cuts imposed by both the Senate and the House. AFSA, for its part, found this situation deplorable and notified both Houses of Congress that we strongly supported full funding for USIA. With this in mind, AFSA was delighted to learn recently that Congressman Hays in a statesmanlike action reversed his previous position and agreed to full funding for the Agency (minus a little item about a replacement transmitter in the Far East). The matter will now be up to the Conference Committee of the Senate and House. We fervently hope that the House Conferees will prevail.

The 20th anniversary is a good time for stock-taking, and we urge USIA to use the occasion to take a careful look at its organization, programs and policies. USIA was born a child of the Cold War, and its earlier activities would today be out of keeping with the changing relationships we are building with the Soviet Union and China. But that does not mean that USIA has outlived its purpose. Cross cultural communication is at least as important in an era of negotiations as in an era of confrontation. If anything, avoiding conflicts based solely on misunderstandings and misperceptions has gained in importance. In our view, there is and will continue to be a need for an Agency composed of dedicated professionals, qualified to assist American foreign policy by improving understanding and explaining American life and American actions to the rest of the world. AFSA salutes USIA on its 20th anniversary. We believe the national interest requires that there be many happy returns of the day.

### *And AID?*

Questions have increasingly been raised over the past several years as to whether there is any appropriate role remaining for bilateral foreign assistance, and thus for AID. AID, like USIA, was largely the outgrowth of Cold War attitudes. Our goal was to protect the free world, especially the developing countries from communist influence by always being there first with the most. But AID's former rationale is not really relevant to the question of whether there is still an appropriate role for bilateral assistance. For many years there was a consensus among internationally minded citizens that bilateral assistance was not only in the national interest but was also the right thing to do. We continue to believe that a healthy AID program serves America's interests, and now with AID shifting an increased portion of

its activities toward health, agriculture, education and population control, the humanitarian character of AID's activities is increasingly apparent.

America has always been a generous land and Americans have had a long history of assistance to those less fortunate than we are, particularly humanitarian assistance. Recent events, such as the drought in West Africa, have clearly indicated the need for continuing American concern for the well-being of our fellowman. The time has come for the Congress and the public to recognize the long-term need for a vigorous foreign affairs agency composed of career professionals dedicated to assisting the rest of the world, in our interest and the interest of humanity. A necessary first step would be for Congress to grant AID employees full career status and retirement under the Foreign Service system.

### *And State—*

All manner of comment has already been made—both enlightened and otherwise—on the “decline” of the State Department. Whatever the reasons, other agencies are hovering around State like vultures. The Department ultimately took action to defend itself against the Commerce Department's attempt via the Magnuson Bill to snatch away the foreign economic and commercial functions—and now there is a new challenge in the form of the Humphrey Bill which would create an independent passport service both at home and abroad. We would urge the Department to take vigorous steps against this unusually bad idea; the national interest is not well served by those who seek to compound the fragmentation of responsibility for the conduct of foreign affairs.

### *And Now a Meaningful Commission*

Some institutions do outrun their usefulness, and government agencies are no exception. With all the attacks on the viability and even utility of the Foreign Affairs Agencies, the time has come for a far-reaching reexamination. To this end, a new commission has been established by act of Congress entitled “Commission on the Organization of the Government for the Conduct of Foreign Policy.” The Commission has an unprecedented mandate to investigate all aspects of United States government operations in foreign policy, including not only the three Foreign Affairs Agencies but other agencies, the White House, and Congress itself. We believe a wide-ranging study of this kind is long overdue. AFSA has been asked officially by the Commission to testify, and we are already in contact with the Commission staff. The findings of the Commission will be vital to the conduct of American foreign policy in coming years. AFSA members are urged to submit to us their views on what is right and what is wrong with the present conduct of American diplomacy and the organization of the government in this field. This is an unprecedented opportunity for us to shape our own destiny and it deserves our utmost attention. ■

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Archeological digs  
produce proof positive that, despite  
the shifting sands,

# 'Twas Ever Thus

EDWARD M. COHEN

*Archaeologists working in the Sinai desert have dug up what appear to be official Hebrew records dating from the time of the wandering in the wilderness. The records, inscribed on baked clay tiles, shed*

*new light on primitive bureaucratic practices. The following account of the texts is reprinted with the kind permission of the editors of the semi-centennial newsletter, "Annals of Paleobureaucratology."*

**T**HE tiles were found stacked on their sides, in what proved to be chronological order from rear to front. Impressions in the surrounding earth indicate they were stored in a wooden cabinet which has since decayed into dust; a small metal plaque, which apparently had been affixed to it, reads: "Tile Cabinet—Property of Department of Statutes." The first tile is inscribed as follows:

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## LIMITED ORACULAR USE

### MEMORANDUM

TO: DG/PER<sup>1</sup>—Ezekiel<sup>2</sup>

FROM: S/S<sup>3</sup>—Joshua<sup>4</sup>

SUBJECT: New Rules and Regulations re Personnel

As you know, Patriarch Moses recently returned from atop Mt. Sinai bearing two stone tablets on which are inscribed the rules and regulations that are henceforth to govern all personnel operations. Sacerdary Aaron has instructed that the text, which was drafted by the Lord God Almighty Himself, be circulated to all personnel abroad as well as in the Department. Draft a message, in the form of a

<sup>1</sup> Believed to be the designation for the Personnel Unit in the Office of Divine Guidance.

<sup>2</sup> Presumed to be the Director of DG/PER

<sup>3</sup> Believed to be the designation for the Sanctum Sanctorum.

<sup>4</sup> Perhaps the biblical Joshua, who later succeeded Moses.

## "It seems I have led you through the Red Sea into a Sea of Red Tape"

circ<sup>5</sup>tile,<sup>5</sup> for the Sacerdary's signature, by c.o.b. Friday. The next tile is inscribed:

### SACRED

(Unclassified when attachment is removed)

### MEMORANDUM

TO: S/S—Joshua

FROM: DG/PER—Ezekiel

SUBJECT: New Rules and Regulations re Personnel

REF: Your Memorandum, Subject as Above

<sup>5</sup> This word—written "crtcl" in the original text (the Hebrews usually omitted vowels in their writings)—was at first translated as "circular tell," a "tell" being a mound of rubble. As this made little sense in the context, an alternative was proposed: "circular tile." This too, however, seemed wrong, for all the tiles were rectangular. It is now accepted that the word is indeed a contraction of "circular tile," but that "circular" refers to the *distribution* of the tile rather than to its shape.

Attached, as per your request, is a draft circ<sup>5</sup>tile for the Sacerdary's signature.

Attached to it, by means of a large bronze clip, are two tiles which relate the following:

### SACRED/NOGOYM

FROM: SacStat

ACTION: All Diasporatic and Consolatory Posts (NIACT\* IMMEDIATE)

SUBJECT: New Rules and Regulations re Personnel

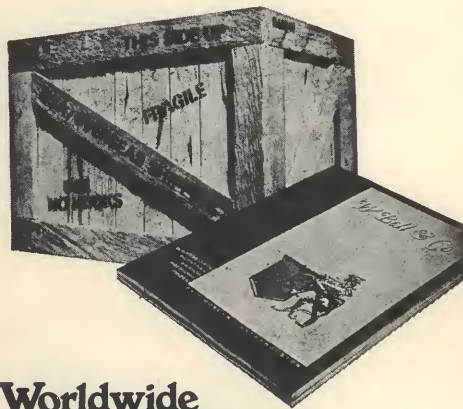
REF: Statutes 000001<sup>6</sup> (NOTAL)\*

1. Following is text (unnecessary words omitted) of new rules and regulations which are to govern all personnel operations, effective immediately. (BEGIN QUOTE)

I. I am Lord your God, Who

\* Meaning unknown.

<sup>6</sup> No trace has yet been found of this earlier tile.



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brought thee out land Egypt, out house bondage. Thou shalt have no repeat no other gods before me.

II. Thou shalt not repeat not make graven image. Thou shalt not repeat not bow down to or serve them.

III. Thou shalt not repeat not take name God in vain.

IV. Remember sabbath day, to keep holy.

V. Honor thy father and mother.

VI. Thou shalt not repeat not kill.

VII. Thou shalt not repeat not commit adultery.

VIII. Thou shalt not repeat not steal.

IX. Thou shalt not repeat not bear false witness against neighbor.

X. Thou shalt not repeat not covet neighbor's house, wife, servant, ox, ass, nor any thing neighbor's. (END QUOTE)

2. (BEGIN FYI\*) Text was obtained by Patriarch Moses from God (protect Source). Dept. recognizes need for some clarification and elaboration. We are establishing inter-agency committee to draft text for new chapter of Faith Affairs Manual. This chapter, entitled "Talmud," will be circularized to all addressees ASAP.\* (END FYI)

3. Pending further instructions, addressees should not repeat not make quoted text available to host governments. However, addressees may discreetly draw upon text, if and as appropriate, in discussions with host officials, in order to sound out their views on subject matter. Report significant comments, if any, by priority tile to Dept.

AARON

Drafted by: DG/PER—David<sup>†</sup>

\* Meaning unknown.

<sup>†</sup> Evidently an underling of Ezekiel in DG/PER.



### Clearances:<sup>8</sup>

L—Solomon AF—Ham  
ARA—Manuel EA—Noah  
EUR—Rufus NEA—Joseph  
Group 4—Downgrade at 1,000 year intervals. Declassify 5,000 years from date of origin.

The next tile is smaller than the previous ones and bears no heading or classification. It appears to be an informal communication, probably a letter:

Dave:

During dinner with Joshua last night he told me he approved the text of the circfile you drafted yesterday. However, the whole draft had to be re-inscribed because you forgot to put in the TAGS\* line. I told him that, as your supervisor, I assumed full responsibility for the error. I explained that we were not yet accustomed to the TAGS requirement, and I commented that to err is human, to forgive is divine. That provoked an angry outburst from him; he accused me of having

(Continued on page 34)

\* Meaning unknown.

<sup>8</sup> Nothing is known as yet about these designations and persons.

"Everywhere the human soul stands between a hemisphere of light and another of darkness on the confines of two everlasting hostile empires—Necessity and Free Will."—Thomas Carlyle

# NEW DIRECTIONS In American FOREIGN POLICY

PETER KROGH

**A**t the base of new directions in American foreign policy exist fundamental assumptions about changed facts of international life. The major new operational premises, representing alterations in the concept of the world which we held well into the 1960s, are the following:

- The putative monolithic world of our adversaries has become fragmented, divided and essentially self-contained by their hostility toward one another and by the nationalism of third countries. In such a world, we are told, there is less need for activist interventionary policies and the rhetoric of global engagement. Indeed the former policy of a seamless web of communist containment is described as such an anachronism today that many Americans seem embarrassed that we ever pursued such policy. Few are even prepared to argue, as I would, that our former policy of global containment contributed to the development of the conditions which make a new, more

selective foreign policy possible.

- The world of our allies has become a picture of economic prosperity and, allegedly, of greater self-sufficiency in world affairs. This enables—if not requires—these allies to assume a greater role and responsibility in international security affairs. Accordingly, we assume that some of the burdens we have carried in the post-war period can be safely shifted to them. Similarly, we assume that the presumption of US predominance in allied relationships is no longer valid.

The losers on the battlefield, having become the winners in the economic field, are now expected to participate as mature partners of the United States in building the cherished generation of peace. Few Americans today are inclined to question the real capacity of our allies to shoulder greater security responsibilities, let alone whether there are countries other than our own who wish them to do so.

- The less developed countries—which were once regarded as the major battleground for the cold war—are now seen as being largely peripheral to contests among the major powers. It is assumed that nationalism and the intrinsic strategic insignificance of these countries will save most of them from domination by adversaries of the United

States.

The hearts and minds of men in the less developed countries are regarded as an exclusive concern of their leaders and not of the United States. We therefore assume a low profile, deal with governments as they are, and encourage self-sufficiency and psychological independence.

- Even though peace is no longer seen as indivisible and we now believe that wars can be isolated, events are seen as being intimately interconnected, particularly when they concern the vital interests of big powers. There is a new theory of linkage which holds that for every international action there will be a reaction—but not necessarily equal and opposite and not necessarily in the same time or place. Thus the contact with China set off a chain of other actions and reactions which helped make a ceasefire possible in Vietnam. The Moscow summit set off a chain of events which led to the removal of Soviet troops from Egypt. Understanding linkage and how to play it has become the highest accomplishment and art form of contemporary American diplomacy and of its avatar Henry Kissinger.

- A corollary of linkage is the assumption of the necessity of momentum. It is believed that success

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in one field will lead to success in others and that, provided the pace can be kept, the tide will constantly rise lifting all the ships. The need for momentum derives from a belief that unless success in our foreign policy begins to become cumulative, the American people will turn their back on the world. In this respect we are one of the very few countries which has as a primary objective of its foreign policy keeping its people committed to an internationalist role. The internal danger of Americans swinging from extremes of foreign involvement to extremes of isolationism is seen by our current leadership as a greater danger to American security than any clear and present external threat. Consequently we are following a foreign policy which walks a fine line between retrenchment and engagement, between avoiding new commitments and honoring old ones, between speaking softly and carrying a big stick.

The changed assumptions of the late '60s and early '70s have been manifest in some rather dramatic policy initiatives. The most obvious is the establishment of relations with China which, among other things, creates a trilateral framework for the containment of communism. This new direction reflects a recognition—some would say a grievously belated recognition—that the Sino/Soviet conflict is a greater problem for the Russians and Chinese than are their conflicts with the United States. The United States has acted on this recognition by cultivating better relations with Moscow and Peking than either has with the other.

By capitalizing on the Sino/Soviet conflict through rapprochement with China, the United States has achieved some needed influence over Chinese behavior in Asia while simultaneously increasing the complexity and uncertainty of international conditions for the Soviet Union. This latter development is reinforced by recent reports that the Chinese are advocating a strong NATO and opposing the planned conferences on European security and mutual and balanced force reductions. They seem to have superseded the United States as proponents of militant Soviet containment in Europe. Seen through

American eyes, these are enormously desirable results of a new direction in diplomacy.

The only bad news has been the shock to the Japanese and to the Chinese on Taiwan. But both these governments, and others in Southeast Asia, appear to have recovered quickly and readjusted their foreign policies to take account of the re-entry of mainland China into the family of nations.

The United States opening to China has been successful precisely because it is based on a shrewd evaluation of the realities of Chinese interests and fears and of mounting Soviet concern for what the United States—in its more paranoid period—used to call the yellow peril. The policy will cease to be effective if the United States attributes more international power to China than she really has or more hostility and paranoia to Sino/Soviet relations than really exist. To date the administration appears to have successfully resisted both temptations.

It has not, however, resisted the temptation to define United States relations in terms of a multipolar world. Indeed one of the major new directions of American diplomacy, consonant with the assumption of shifting burdens to strengthened allies, has been the shift in rhetoric from the bipolar to the multipolar idiom. I suspect that the change in vocabulary largely represents an accommodation to the American people who are weary of coping with a strenuous bipolar world and are anxious to hear that other powers are positioned to help balance power in the world.

The problem with projecting an image of a multipolar world—as comfortable and palatable as it may be to neo-isolationist Americans—is that responsible foreign policy officials might come to believe it. This would be most unfortunate because the world is clearly not multipolar in any credible way. At best there are two and a half powers—the United States, the Soviet Union and China. Japan is economically strong but enormously vulnerable. Militarily and psychologically Japan is a mini-power. Europe seems powerless to be born and all the talk of European unity and a third force will not alter the fact that Europe is

disunited and, without the United States, militarily unimpressive.

The world is multipolar in a transient economic sense and in the imagination—and mostly in the wishes—of a war-weary American people. Any American foreign policy which is grounded in a real, as opposed to rhetorical, belief in multipolarity will, I venture, run a high risk of failure.

A much heralded new direction in American foreign policy has been the shift from an era of confrontation to an era of negotiation. This new direction couples a neat rhyme scheme with a promise to replace military predominance with diplomatic perseverance. It is grounded in the belief that the path of diplomatic agreement will be fruitful in terms of our interests. Negotiations, hopefully leading to understandings, will serve our purposes of: acquiring international leverage at a time when most people think of us as a declining power; gaining influence with our principal adversaries in order to reduce the dangers inherent in growing Soviet military power; and gaining the momentum at a time of immersion in war and stultification of new foreign policy ideas. In addition to whatever national interests may be served, the era of negotiation is welcomed by an American people anxious to project a peaceful countenance toward the world scene.

The fruits of this search to substitute diplomatic trade-offs for military stand-offs have been remarkable in terms of agreements reached. There is the China rapprochement, the Vietnam cease fire agreement, the Berlin accords, the SALT I agreement, the myriad of Moscow summit agreements, and the agreements which initiated exploratory talks on a European security conference and mutual and balanced force reductions. These are all agreements which purportedly reduce tensions or represent a shared undertaking to move toward their reduction. To the extent they are meaningful it is because of mutual interest in controlling tension, an interest which could prove transient.

It is important to bear in mind that agreements by themselves cannot reduce tensions because tensions do not have an independent life of

their own. They owe their existence to basic conflicts of interest which in turn rest on the fundamental intentions or purposes of the countries at odds in the world. Our intentions are, I believe, to negotiate a world structure that will support a lasting peace. But—the impressive count of agreements notwithstanding—what are the intentions of the other sides? If, as Henry Kissinger confessed in a rare Freudian slip, it is difficult to gauge the motivations of our own government, then how much more difficult it must be for us to gauge the intentions of others. One estimate, however, which must be taken seriously is that the former adversaries with whom we are negotiating simply view the exercise as a way to rewrite the terms of engagement for a new era of confrontation. In recognition of this unsettling prospect, the principal objective of US diplomacy should be to probe and evaluate the intentions of the other side rather than to procure agreements for their own sake. The problem, of course, is that in the process of feeling out the other side through negotiation, hopes will be so aroused among an anxious American populace that even if the results give grounds for grave suspicions, it will not be domestically politically feasible to break off the negotiations or reject the outcomes.

The basic problem for us in entering an era of negotiation at this point may rest precisely in the war-weariness of the American people. Since we are just freshly emerged from a decade of disillusioning war while our traditional adversaries have enjoyed a generation of peace, we may be much more anxious for another generation of peace than they are. Consequently, we may be disproportionately tempted to make concessions which cumulatively erode our position vis-a-vis our principal adversaries and allies.

There can be no doubt that the revamping of American foreign commitments under the Nixon administration amounts to retrenchment. It is all covered by, and embodied in, the Nixon Doctrine which provides for withdrawal of American personnel accompanied by promises of American materiel. Since peace is no longer considered indivisible, the United States is be-

coming more selective in its commitments which will be extended under the Nixon Doctrine only to nations which show a willingness to defend themselves and which possess genuine strategic significance.

There is, in this policy of opting out of conflict in the less developed countries, more of a concession to domestic public opinion than a reflection of realistic policy considerations and options. It seems a needless guarantee, and a possible source of encouragement to potential international trouble makers, to assure them in advance that they will not have to risk facing American troops in their adventures in the so-called third world. But this is a guarantee which Americans want, so our potential adversaries acquire

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*"Since peace is no longer considered indivisible, the United States is becoming more selective in its commitments which will only be extended under the Nixon Doctrine to nations which show a willingness to defend themselves."*

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it as a kind of bonus, free of charge.

A corollary of the Nixon Doctrine is benign neglect of the less developed countries. The imagery used to substitute for benign neglect is the low profile. Whether that is a good profile depends upon the picture it etches on your mind. Is it the picture of an America which has lowered both its silhouette and its rhetoric in order to give the less developed countries an independent opportunity to find their own feet? Or is it the picture of an ostrich who has stuck his head in the ground, ignoring the realities around him while leaving a very vulnerable part of his anatomy exposed?

It is possible that the low profile is a mixture of these postures, purposes and results. It grows out of a decade of overexposure in the less-developed countries and of a decision, grounded in self-interest, that the less developed countries are

strategically insignificant in the competition between the superpowers. It reflects the rejection of a belief that less developed country strife could become more important to us than to those directly involved. The policy, however, fails to reflect the growing reality that less developed countries are important apart from the contest between the super powers. They are important as providers of vital resources to the industrialized countries. They are important potential markets. They are important outlets for traditional American qualities of generosity and concern for equity. For all these reasons the United States in the future is going to have to do something more than wish the less developed countries godspeed.

While the United States has shifted from active interference to benign neglect in its policy toward the less developed countries, the reverse is true of its relations with the so-called community of advanced economic nations. During most of the 1950s and '60s, the United States pursued a rather easy going, liberal foreign economic policy. That is now being replaced by aggressive assertion of self-interest which has involved the United States in two devaluations in 18 months and in a hard-bargaining, high pressure approach to both monetary and trade questions. Having remained relatively aloof in its lofty economic position for most of the post-war period, the United States has now joined the fray determined to find equitable economic terms for itself in the rough and tumble competition with the former recipients of its largesse.

Japan and Europe are in for tough bargaining with the United States, not least because compared to them we are so little dependent on foreign trade. Since foreign economic transactions are marginal to our economy but central to theirs, we hold considerable leverage which I think it is reasonable to expect we will use.

Our international economic problems may, in the end, not be so much with Japan and Europe as with the multinational corporations which are able to make decisions independently of the governments in-

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In the little world in which children have their existence . . . there is nothing so finely perceived and so finely felt, as injustice.—“Great Expectations,” by Charles Dickens

# Who's the Kids' Advocate

THOMAS F. KELLY

THE year 1973 was ushered in with the long-heralded announcement that the POWs of the Vietnam War were about to be released. Newspapers and magazines, concerned about the prisoners' reentry into the United States' social scene, listed the various events that had occurred within the six-year period of imprisonment and speculated about the men's psychological adjustment to the news of collegiate activism, women's lib, civil rights, long-haired men looking like women, the Super Bowl, and a long list of changes that had modified America's life-style. Yet, a far less obtrusive event, certainly less dramatically tragic, but nonetheless equally compelling in its psychological overtones, is the return to the United States annually of thousands of American kids who also have been removed from their native environment.

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There is always a calculated risk involved when drawing analogies between an emotionally loaded situation such as the return of prisoners of war with the inconspicuous resettlement of kids who have suffered no apparent hardships nor deprivations, but there are times when a calculated risk may be necessary to call attention to a potential problem that has gone uninvestigated for too long. For, after all, the children of the Foreign Service families have themselves been absent from the States for the same periods of time as the POWs and sometimes longer. Similar social and cultural adaptations have to be made. They will have to reacclerate without the benefit of the concern that the nation so rightfully has for the POWs.

For the Foreign Service families with children of school age readjustments are so frequent as to be commonplace; yet, every spring the renewed trauma of sweating out word of the new assignment begins. It is the time of trying to be patient while the unfathomable bureaucratic process mysteriously grinds away at the selection procedure that will once again uproot and relocate a family unit to satisfy the "needs of the service."

In posts throughout the world, at this time of year, the groundswell of uneasiness arises, attested to by the parental questioning of what's going

to happen to the kids. There is nothing to do but patiently await the impersonal letter or cable announcing the new assignment. Then the scramble; the search of post reports regarding schooling; the contacts with others who may have been assigned to that post previously. Next comes the decision-making process of what to do with the kids—Calvert System? Stateside boarding? Away-from-post allowance? Europe? If there is a school at the post, is it any good? Who's to judge? From the moment the new post is known the parents, acting without reliable data, begin the logistical problem of accounting for the kids. In the end, the parents will do the best they can—given the options they have. The question logically arises, however, "Is this what we would do if we had our own choice?" Put differently, is there someone who is really concerned about the kids? Who, after all, is their advocate?

The long, sterile, almost claustrophobic halls of the State Department building are lined with hundreds of nameplates identifying secretaries, under-secretaries, directors, and deputies of regions, divisions, subdivisions, bureaus, and sections of almost every conceivable kind of diplomatic activity or geographic location. Nowhere, however, is there a sign that designates someone responsible for kids except, perhaps, the

psychiatric section of the medical division where the doctors attend to that small minority of the victims of misplacement who are clearly identifiable. Should there be such a sign? Should there be someone who cares enough to be able to exert the necessary influence to give the kids a higher priority than they apparently have? Of course there should!

Care should be taken at this point to indicate that just across Key Bridge in SA-6 is the Office of Overseas Schools which, though undermanned and unrealistically overextended, has managed not only to provide an important level of support but has helped immeasurably to upgrade the quality and consistency of the overseas schools. Their assistance should receive greater recognition since so much of the success of the schools can be attributed to the efforts of O/OS; yet, at the same time, it should be realized that their input has been restricted to educational support. They are not and have not been directly involved in either the management of the schools, nor in the process that finds the children assigned to the schools.

Recently, there have been growing signs that more pressure will be brought to bear on the State Department to humanize many of what have heretofore been routine unquestioned processes, as witness the decision to allow FSOs, married to each other, to serve at the same post; the pressure for appointment of women to higher level assignments; the open disdain of the subtle techniques used to force nonmatrix wives to participate, against their wills, in pet projects of the Embassy or the Ambassador's lady. Private business enterprises, which at one time tended to discredit their managerial leaders who could not contain or silence their wives, now are beginning to realize that an employee's effectiveness and efficiency on the job have a direct relationship to his contentment at home. No longer is the unrealistic assumption being made that a man must subordinate his familial obligations to the needs of the organization. It might be anticipated that some kind of reaction will soon develop that will demand a degree of concern for the students who are overseas simply because their parents have been so assigned. The kids themselves have neither the

*savoir faire*, the time, the experience, nor the continuity to organize, but they have found that their voices can be heard through the media of drugs, dropping out, drifting, anti-social behavior and distrust. They, themselves, see such actions—or reactions—as non-productive, but how else will their dismay be considered serious? It is no secret that some overseas schools have undergone tragic experiences and, as a result, have received immediate and urgent attention, but too late. It has long been assumed that so long as there are no overt signs of maladjustment, nothing is wrong; but with increasing problems more concern will be shown for preventive rather than curative measures.

What about the overseas child? What do we really know of him? Unfortunately, little. Dr. Sidney Werkman, a psychiatrist at the University of Colorado Medical School in Denver has raised his voice in concern, but very often his valid observations have tended to be diminished or minimized because he ministers to the exceptional—to those few who have actually cracked up. Yet, as he well points out, the potential exists for their numbers to increase. It would be tragic to discover, through hindsight, that what he has been saying all along is true. Dr. Ruth Hill Useem, a well-regarded sociologist at Michigan State University, has defined and studied the special needs of the occupants of what she calls, "The Third Culture." *i.e.*, those who become dissociated from their native culture but never become a part of the culture in which they are stationed and re-stationed. As with so many pioneers in new fields of research, Dr. Useem has had her unlimited talent restricted by an overburdened schedule. The bulk of the research, though varied, uncoordinated, and inconclusive, has been done by graduate students interested in the effects of overseas missionary life on children. Dr. Frank Johnson of the medical division of the State Department is probably the one most knowledgeable person in the government regarding the social, physical, and emotional needs of the kids, but he has been constrained by a minimal budget. His time has been usurped by having to deal with curative problems rather than establish-

ing the remedial, or better yet, the preventive systems that could well be inaugurated. In the absence of special research, it might be well to make some generalizations—to express some biases, if you will—so that attention may be given to the plight of the youth. Then, if the generalizations are shown to be wrong, we may rest content that no problem exists. If, on the other hand, there is concurrence in the speculations, perhaps something can be done for and about our overseas youth—now.

Because kids, as a rule, are so remarkably adaptive, there is a tendency to overlook the fact that they, as well as the adults, have to undergo a rapid environmental and cultural adjustment each time the family moves. Facing them immediately can be a language barrier, which causes them to withdraw to the misleading security of the compound. Even when there is no language barrier, the strangeness of the new culture may be adjusted to by withdrawing to the enclave of other Americans. The seclusion of an expatriate environment within the foreign culture can bring about misconceptions and incorrect judgments about the host country people among whom, but not with whom, the kids are living. Without some outlet to balance what they hear, it is not surprising that they develop one-sided viewpoints.

Their isolation becomes exacerbated by the absence of the caretaking function that is so common in the typical stateside municipality. It is not until the family moves overseas for the first time that it recognizes how much the community shares in the upbringing of the kids. The local Park and Recreation Department, Little League, Pop Warner, the "Y," Indian Guides, Scouting, Community Clubhouses, Service Club programs, hobby groups, help the parents in the socialization and raising of the child. With these community activities suddenly gone, and incidentally retroactively appreciated, parents are left to their own initiative in providing for the leisure time of the kids. Often they find themselves at a loss as to how to proceed, or they find that excessive demands on their time leave them without the opportunity

or stamina to assume the activity-developing role the community had formerly undertaken.

The kids sense this loss not only because the organizational function of the community is absent, but because they have more leisure time yet fewer activities to become involved in. Part-time jobs are unavailable since they must be apportioned to members of the host community. Routine familial responsibilities are denied in the presence of yard boys, stewards, nannies, and assorted other local assistance. Those families who have tried not to hire servants so that their own children may be given the chance at household responsibilities have found themselves and their children castigated for being cheap or discriminatory by refusing to hire locally available help.

Friendship with other Americans caught in the same dilemma comes easily and naturally while, at the same time, it forces further separation from the local community. Friendships, themselves, become tenuous relationships as was demonstrated recently by the words of an eight year-old girl writing to her third grade pen-pal in the States when she said, "Friends are hard to make in this country. Most of the people are always leaving to go back home. When they go then you have to look for another one." Peer relationships, so valuable to growing children, tend to be avoided as persistent change causes the kids to reject the development of any deep relationships that will become quickly interrupted or severed. Friendships tend to become superficial when they are but temporary. It is a perfectly normal mechanism to avoid involvement that eventually will lead to the distress of separation. In those cases where close attachments do develop, the ultimate separation becomes all the more difficult to cope with because of its permanence. Conversely, however, meeting and associating with others is rapidly accomplished. The kids very readily accept newcomers because they have each been newcomers themselves at some time or other.

Within the foreign post is the unnoticed absence of the college-age youth, who in the stateside situation can serve as a model or can fulfill a

crucial informal counseling function. When the kid complains that "nobody understands me," there is no guy at the "Y" or gal from the Recreation Department who can sympathize or can help explain the foibles of parents. There is no one to bridge the generation gap, no one to serve the role of sounding board for those who can't find a parent to equate with. The overseas world is peopled with kids and parents; no one seems to exist in between unless there are young members of the military stationed nearby. One of the real satisfactions of home leave is for the kids to discover that there are still 20- to 30-year-olds in the world.

Healthy and normal social experimentation, so essential to the growing teenager, can be denied because of his lack of anonymity. Within the small American community all behavior is observable and often reported. Within the host community, the kids are highly visible and though they may feel they are part of an indefinable Third Culture, they are looked upon as emissaries or representatives of the United States. There seems to be no place they can go for silent escape—no place where they can experiment with learning how to become themselves without the penalty of being seen. A graduating senior made this point well. When asked where she was planning to go to college, she replied, "I'm going to some huge university where I will become a number. Then I'll be able to be myself without the whole community reporting it to my parents."

There is an appearance of sophistication about the overseas kids that can cause us to lose sight of the fact that they are, after all, undergoing a growth and maturational process that is often painful even under the best of circumstances. They may not have learned how to extrapolate from their background those unique elements of inter-cultural relationships that should enrich their living in each of their new posts. They need to be shown how to become independent within a system in which they are unwittingly overindulged, over-privileged, spoiled, and made totally dependent. Every two or three years, depending upon where their father is posted, a letter or cable informs them where their

new home will be. A GTR arrives; packers take over; plane schedules, passports, and visas are taken care of; transportation (often chauffeured) is provided, and upon arrival at their new post, they are met, shown to their new home and provided for until their "things" arrive. Often their stewards already await their arrival. The entire system is designed to take care of parents who are constantly required to move. There is no objection to the system, but it must be recognized that the opportunity to participate in family decisions, to make choices, to become independent is denied by the help that the agency provides. There is a need for kids to be needed, to be appreciated, but too often the overseas kid is much the same as baggage; he has to be accounted for and carefully checked, but he is a passive part of the system at a time in his life when he should be learning to assume active responsibility.

It is to be expected that many of the foregoing observations and judgments will be vigorously denied and rejected, but surely what cannot be overlooked is the fact that the overseas kid has a unique set of behavioral needs that cannot be reviewed as though they were comparable to his stateside counterpart. In an attempt to be American he can be accused of cultural imperialism; by trying to be himself he may behave in a manner that could possibly affect his father's efficiency report. His constant removal from post to post leaves the child without any cultural ties with which to identify. Merely living with other Americans and returning to the States for home leave is not sufficient to establish social or cultural roots as an American. In fact, "home" leave itself may be an anomaly. A recent case of an administrative officer may serve to illustrate this point. He was shocked to learn that this year—his first stateside assignment in ten years—his son will be studying United States history in school for the first time. The boy was unfamiliar with our historical origin. His American lineage is simply not enough to have a strong attachment and understanding of what the United States is all about. The ability of the overseas kid to understand United States' problems and policies is complicated by his removal to other societies.

Asking him to defend an American position, which he is often asked to do as a representative of the "official American family," is asking the impossible.

If there can be some concurrence in the notion that the overseas kid has special problems; if it can be accepted that some element of permanence must be found in the nomadic lives of the overseas family, where do we turn? The most obvious and frequent reply is, "To the schools." This might well be the appropriate answer, but surely then the schools must be looked at carefully, not only to define their role explicitly, but to be certain that they can, and will accomplish their aims. In this day of educational accountability, it is interesting to ask who is accountable—and to whom? Each overseas school seems to be an entity unto itself, relatively autonomous and answerable only to some kind of board of directors. Beyond that, the school is caught up in the same problems of turnover, transiency, and unpredictability that the parent is. Properly administered, politically supported, and adequately financed, the schools could resolve many of the problems that the kids face. The potential for superior education exists, but some method must be found to guarantee that the school will achieve its potential. Just how this can be accomplished is a matter of great depth and will not be delved into at this point. Be assured, however, that within the structure of the schools there is an answer. What must be pointed out at this juncture is that consideration must be given not to allow the school to become a part of the care-taking function of the system. It is easy for the Embassy, which is used to delegating, to delegate to the school those responsibilities that the parents may wish to abrogate, e.g., transportation, cross-cultural studies, summer recreation, community center. Once the school accepts the parental role, it dilutes its prime function of providing education. Instead of solving the problem, it becomes part of the problem. If anything, the facilities of the school could be used, for example, to conduct adult education classes about the uniqueness of raising children overseas. It must be understood, however, that the role of the educators and the role of the par-

ents, though allied, are distinct, and the school should not become a substitute parent.

It is easy to be critical. Analysis is relatively simple, but to be valid, criticism and analysis ought to have some focal point. Exposition of problems ought really to be subordinate to the presentation of solutions. Said differently, what can be done?

**Recognition of the Problem.** Unless there is an open-minded willingness to accept the fact that real needs do exist, no further discussion is necessary. We shall simply have to wait for a regrettable incident to which we will respond by over-reaction and too late at that.

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"It is easy for the Embassy, which is used to delegating, to delegate to the school those responsibilities that the parents may wish to abrogate, e.g., transportation, cross-cultural studies, summer recreation, community center."

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Those who refuse to accept the possibility of the existence of latent social and emotional problems might well be the first to do some serious self-evaluation and soul-searching.

**Aggressive Leadership.** Someone whose efficiency report or whose ascendancy up the various cones is not impaired must speak out, must make allegations—even if at first unfounded, so that the kids will find out that someone cares—that they do have an advocate.

**Evaluation of the Status of Overseas Administrators.** The overseas school leaders are excluded from the rights and privileges of the clientele which they serve, but they bear the sole burden of the responsibility for mistakes. They are on the fringe of, but never a part of, the diplomatic service yet they are held accountable for the schools and the children of the diplomatic personnel. They are unofficial representatives of their government, but not affiliated with it. They are independent agents involved in sensitive international relationships, but subject to the whims of anyone who wishes to disparage them. Failure to recognize the non-

educational pressures under which the overseas school administrators must operate leads to a lack of understanding of the schools' programing problems and ultimately to a lack of confidence in the school itself. An incalculable amount of time that should be devoted to kids is lost in peripheral matters not directly related to educational activities but essential to the operation of the school. The procurement of visas, passports, residence and work permits is a relatively obvious example. Some method must be found to provide time for educators to educate.

**Establish a Clear-cut Definition of the Function and Purpose of the School.** The operation of an American-oriented school in a foreign country calls for a great deal of tact and diplomacy. Strained relationships readily develop. Particularly is this evident when the school buildings become monuments to American affluence rather than centers of friendship; when salaries exceed those of the local economy; when host country nationals are deemed not qualified to teach; when local ministries reverse previous policies and insist on the school's conformity. The history of American schools overseas is replete with problems that have created cross-cultural tensions that have had to be resolved at the Ambassadorial level. A well-defined contract at the diplomatic level would serve to reduce the bulk of such difficulties.

**Re-evaluation of the Maxim That the Needs of the Service Come First.** No one really disputes that the needs of the service should come first, but the contention is that once accepted as an axiom, "needs" simply become excuses for convenience or for ineptitude. The entire assignment process ought to be seriously investigated. Surely when there is only one right man to fill a certain post, he must be so assigned. It is questionable, however, in today's talented field, whether such a situation ever exists. Assignment is one of the least understood and most vociferously questioned procedures in the entire State operation. A mid-tour transfer of a husband that removes his teaching wife from her class of 20 or more students leaves serious doubt that, in

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Trunks and branches of giant trees supported tangled lianas . . . mosquitoes hummed over stagnant water . . . the home of the three-toed sloth; jaguars and other wild animals . . .

# JUNGLE CRASH

HENRY S. VILLARD

**A**T first, failure of the plane to return as scheduled caused no great alarm. Jorge Marcano, the pilot, had radioed at nine o'clock Friday morning that he was low on gas and running into stormy weather. But the Ministry of Communications simply assumed that he had come down at Luepa in the Gran Sabana, or perhaps at Tumeremo, and would resume the flight whenever feasible. Certainly the plane was not lost, it was merely delayed—Marcano was known to have run out of gas before. But when Friday morning dragged into Saturday night without further word, uneasiness increased at the American Legation.

The inaugural flight of Aéropostal Venezolana extended service to Santa Elena, a small mission station of Capuchin Fathers in the extreme southeast part of the country near the Brazilian border. Two United States citizens were on the flight: Frederic D. Grab, Commercial At-

taché of the Legation, and William Armstrong Perry, magazine writer and scientist. Grab, tall and slim with tortoise shell glasses, was well known in local circles and in the American colony. He could not have been a more obliging and considerate colleague, a more conscientious officer; wherever he went he made friends for himself and for the United States. Perry, equally tall, courteous, white-haired, an experienced traveler, was exploring Venezuela for the first time.

The plane on which they were traveling, a single-motored Fairchild seating six passengers and the crew, had left Maracay at 10 a.m. on Thursday. The schedule called for spending the night at Santa Elena and returning the following morning. Had it not been for duties related to the impending call at La Guaira of the USS *Tucker*, a newly-commissioned destroyer, I would have been aboard the missing airliner as a guest of the Venezuelan Government.

Fred Grab's wife Esther, calm and reasonable as always, remained quietly at home with her two young children all day, Saturday, waiting for news that didn't come. She sent her regrets to the American Minister, Meredith Nicholson, for the

large supper dance which he was giving that night in honor of the naval visitors. And on Sunday, when again there was no word, she begged off from the buffet luncheon at my home—where a round of mint juleps failed to dispel the undercurrent of anxiety. I was more than troubled. Not everyone was aware of Fred Grab's morbid fear of flying, but he had often told me, with a wry smile, of his conviction that he would wind up in a plane crash. He therefore avoided flying whenever he could. This time he had overcome his dread in order to take advantage of the unique chance it offered to report on a little known and inaccessible section of territory for the Department of Commerce in Washington. But if imagination did not deceive me, the face that had peered out of his window on the plane at take-off was chalk white.

At nightfall on Sunday the Ministry still insisted that the plane was not lost. But apprehension was rising rapidly. The seasonal rains had begun, heralded by a torrential downpour that drenched the countryside. Gordon Mounce, an American test pilot who had arrived in Caracas a few days earlier to deliver a twin-engined Lockheed to the government, feared the worst. His long

*Diplomat, journalist, teacher, ambulance driver during WWI for the American Red Cross, Henry Serrano Villard is also a well-known author. "The Great Road Races 1904-1914" was published in 1972, earlier books were "Contact! The Story of the Early Birds" and "Affairs of State." Copyright © Jack K. McFall*

experience told him to press for permission to retrace the route of the Fairchild by air. At midnight I gave him my car to drive to Maracay so that he could be ready for a start at daybreak. The authorities, however, were reluctant to risk a brand new airplane over the trackless jungle—it was better to let Major Rodriguez, Director of Aviation, have a try in another Fairchild first.

On Monday, Rodriguez made his abortive attempt—four hours or so each way. Now at last Marcano must be presumed to have made a forced landing. It had to be admitted officially that the plane had vanished without a trace.

Much precious time had thus elapsed when, on Tuesday morning, a systematic search finally got under way. Mounce was allowed to take off for Ciudad Bolívar on the muddy Orinoco, where a temporary base of operations was established. There he was joined by Rodriguez in his own plane, by a second army pilot with a Fairchild, and by Francisco Araque Paez, the amateur pilot of an old Waco biplane. It was not the Legation's business, nor mine as its Second Secretary, to manage the urgent hunt, and nobody asked us to do so. But two American lives were at stake; and, acutely conscious of the over-long delay, we arranged that I be ferried to the scene in a light plane of the Standard Oil Company of New Jersey, to assist in coordinating activities and to keep the Legation informed of progress. I was met on arrival by the Acting Governor of the State of Bolívar, by the local Prefect, and by a host of other functionaries, whose willingness to be helpful was exceeded only by their unhappiness at the emergency.

In guessing where the Fairchild might have gone down—Marcano's last message had failed to give his position—we plotted an area of two or three thousand square miles, most of it impenetrable, tropical jungle. Here the trunks and branches of giant trees supported tangled lianas, woven into networks like barbed wire barricades. Mosquitoes hummed incessantly over pools of stagnant water, while ants, spiders, and other insects made life miserable for the explorer. This was the home of the three-toed sloth; jaguars and other wild animals prowled at night.

It was obvious that three rescue planes would be unable to comb the region thoroughly. Minister Nicholson had been authorized by the State Department to request assistance from the Commanding General at Panama, but the General had replied that the aircraft at his disposal were "inadequate and unsuitable" for such work. Yet there were other possibilities. Captain Clayton Charles (Jerry) Jerome, the Legation's Naval Attaché and Naval Attaché for Air, was stationed at Panama with a Grumman amphibian. Standard Oil had a large and roomy Douglas amphibian not far away at Caripito. Pan American Airways could be asked to overfly the area either on a regular run or by special flight from its Caribbean base at Trinidad. Jimmie Angel, an American aviator engaged in mining explorations, was eager to help if he could borrow or beg a new Wasp engine cylinder for his temporarily grounded Flamingo monoplane. In a series of telegrams from Ciudad Bolívar I was able to obtain all this additional aid.

By Wednesday afternoon, the first comprehensive air survey of the locality had been made. And late Wednesday night the wall of silence was breached when three bedraggled and exhausted survivors stumbled out of the underbrush near the tiny mining village of El Dorado, at the junction of the Cuyuni and Yuruan rivers some 500 miles from Caracas. El Dorado had no airport or air strip. So at dawn on Thursday, just one week after the ill-fated Fairchild had taken off on its last trip, the search planes rose and converged on Tumeremo, a town lacking in many amenities, but which was to be our home for an interminable fortnight.

Mendoza, the co-pilot, Fuenmayor, the radio operator, and Servillon Salazar, a frontier guard, had left the crashed plane to look for water and had been unable to find their way back in the treacherous maze. Abandoning the effort, they had followed the course of a trickling stream and eventually emerged at the river's edge, where they were picked up by a passing launch, taken to El Dorado, and thence to Tumeremo in a rough six hour ride by truck. There I was able to interview them and piece

together the story up to that point.

All had gone well on the outward flight. But on the return from Santa Elena, a fatal combination of circumstances had intervened. No one could tell immediately whether too much time was lost looking for the refueling stop at Luepa in the poorly defined flat stretches of the Gran Sabana, whether the plane was overloaded by taking on an extra passenger (a Venezuelan youth named Duque), or whether the gas tank had leaked. The fact remained that at 6,000 feet over the heart of the jungle, the plane's engine had stopped. With the exception of Duque, who sat on a camp stool, all the passengers had fastened their seat belts and kept calm. Marcano cut the ignition and came down in a shallow glide, skillfully pancaking the plane on the tall tree-tops. It might have stayed there had not one wing caught in an interlacing branch and caused it to cartwheel. Nose first, it fell to the floor of the jungle and was swallowed up by the dense foliage as effectually as if by the waves of the sea. Duque, catapulted forward, was instantly killed.

Fred Grab's injuries seemed to be relatively minor—contusions, leg burns from the hot oil of the motor, possibly broken ribs. Armstrong Perry was knocked unconscious by a blow on the head, suffering perhaps from a fractured skull. A woman passenger, Lina Valles, had a broken hip. Pilot Marcano had severe head wounds and a broken hand. Father Baltazar, a Capuchin priest, miraculously had escaped all harm.

Further questioning developed other facts. The plane carried no rations, water, first aid kit, flares or other disaster equipment. Nor were implements available to dig a grave for Duque. His body was dragged off into the bush—to become a feast for the vultures. Passing rainstorms were the only source of drinking water. The plane's radio was smashed in the fall.

With the site now fairly well pinpointed, rescue parties totaling four hundred men under the command of the picturesque "King of the Jungle"—rangy, white-bearded and mustachioed General Carlos Riveras—struck out on foot. They had machetes to cut through the under-

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## ROMAN HOLIDAY

Rome, Italy (May 24-June 1) \$339 plus 13% tax and service, based on double occupancy. This deluxe tour includes roundtrip jet air transportation, hotel accommodations nightly at the Ritz Hotel, breakfast and dinner daily, sightseeing, taxes, gratuities, and transfers (Remember, this tour incorporates a federal holiday!)

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growth, food and medicines. No time could be lost if those left in the jungle depths were to be rescued. Overhead, the most intensive aerial reconnaissance Venezuela had ever known was launched by the assembled group of flyers. Headquarters for American personnel were established at the town's only hostelry—the Pension Bolívar. The Venezuelans were quartered in a house a block away. The Tumeremo telegraph operator and his assistant were within easy call, prepared to handle messages around the clock. An air lift of high octane gasoline, courtesy of Standard Oil at Caripito, was set up.

We assumed that the survivors, if able, would do their utmost to attract the attention of those who were scouting from the skies. So, a sharp lookout was maintained with field glasses on each flight for smoke or other signals—even for the ominous sign of vultures circling. Planes criss-crossed the area in a steady relay, and I took my turn regularly as observer. Sometimes we flew at several thousand feet, sometimes we barely skimmed the tops of the trees—many of them two hundred feet or more in height. Once we ranged as far as the fabulous, cloud-shrouded, table-topped mountain Auyantepui, which like an impregnable fortress reared its rocky walls more than a mile high out of a rolling green base—an object of superstitious awe to primitive Indian tribes. From one of its sides sprang a waterfall some three thousand feet in length; and prospectors' tales that it harbored untold riches of gold and diamonds came to mind. Somewhere in this sketchily chartered domain lay the remains of another airplane, the Stinson monoplane of Paul Redfern who in 1927 attempted a non-stop flight from Brunswick, Georgia, to Rio de Janeiro. Redfern was last seen over the headwaters of the Orinoco; he was never heard from again.

From dawn to dusk, in tropical sunshine or rain, the patrol was kept up. But the jungle refused to divulge any part of its secret. Day after discouraging day the results were the same—“*nada, nada.*” It was enough to glance at a returning pilot's face to know that he had

**“The fabulous, cloud-shrouded, table-topped mountain Auyantepui, which reared its rocky walls more than a mile high out of a rolling green base.”**



*The US Naval Attache's Grumman amphibian while on search for survivors. The author at extreme left, Captain Clayton Charles Jerome next to him.*

sighted nothing. Warily every evening we gathered for the pepper-spiced main meal, speculating on why we had failed, insisting that the morrow must bring better luck. Down the street a third-rate movie was playing, but no one had the heart to go see it.

An agonizing episode occurred one day while I was flying with Jimmie Angel. Carefully scanning the shores of the Cuyuní, we suddenly spotted two launches headed for El Dorado. Both were crowded with passengers, and of these, four or five were stretched out on deck wearing bandages. We circled low over the boats; the occupants waved wildly; and naturally enough, we assumed that we had located a returning search party with the survivors. Jimmie stood the plane on one wing in jubilation, turned and sped back to camp. Our discovery was quickly confirmed by three other pilots—and celebrated on the spur of the moment in our single hangar.

Captain Jerome took off for El Dorado, to set his amphibian down on the narrow river—where dangerous rocks had previously been

staked out by flags—in order to pick up the injured and bring them back to Tumeremo. Telegraph messages—to the Legation, to the Venezuelan Government, to Mrs. Grab, to Mrs. Perry—were joyfully drafted and despatched. Detailed preparations were made to receive the victims and minister to their needs. But when the launches reached their destination it was found that they were transporting not those whom we were seeking but sick Indians from the interior—natives who had never heard of the jungle crash and could offer us no clue. Our dismay was complete. Quick thinking by Major Rodriguez resulted in interception of the telegrams at Ciudad Bolívar, thereby preventing the anguish of a false report.

Meanwhile, in the capital of Caracas, tension was building up. Endless, fantastic rumors poured in upon the Legation or were published in the press. The plane had been located, everyone was safe. Provisions were being parachuted to the survivors. Indians were bringing out the injured. Telephone calls, whether in good faith or not, gave

distorted or inaccurate information. One by one, the stories were disproved. Americans in the foreign colony, bewildered and frustrated at the lack of hard news, seethed with concern and pressed the Legation for crumbs of comfort which it could not supply. The telegrams which I filed—all that could humanly be done—were desperately devoid of encouragement or results. Gradually, the nervous strain began to tell. A skeptical delegation of Americans demanded that the President of Venezuela be urged to call out the army, though nobody bothered to explain what untrained foot soldiers could accomplish where only seasoned frontiersmen or hunters had a chance of making a successful search.

On the damp jungle floor, in the twilight of its heavy vegetation, the third act of the three-ring drama was played out. Amid the wreckage of the Fairchild the little band of five survivors lived on in their dank forest prison. Father Baltazar, the only one who could walk, improvised a field hospital with bundles and baggage saved from the plane; he looked after injuries, arranged limbs as comfortably as he could, tore up shirts for bandages; he wrenched seats loose from the cabin floor and placed them where they would catch the drip from overhanging leaves or hold a few drops from the intermittent showers; he climbed trees to gather a few *pome-rosa*—a sweet, reddish, perfumed relative of the rose apple, and rationed the scant supply of edibles so that each might have a morsel. A gun had been left by Salazar, but only a crow and a bright-plumaged parrot came near enough to be shot. The spectre of starvation confronted the emaciated figures crouched on the ground.

Three days after the crash an airplane had been heard overhead for the first time, although it could not be seen through the thick branches. As we had surmised, the survivors had immediately started a smudge fire in the hope of indicating their presence. But it was a futile hope, for the smoke was wholly dissipated before it could rise above the towering trees. No one had the strength to make a clearing. Each day thereafter was

more harrowing than the last as the drone of the engines came and went—help so reassuringly near, yet for all practical purposes as out of reach as the moon. Armstrong Perry, with only momentary intervals of lucidity, fell into delirium and was mercifully spared any knowledge of his whereabouts. Death seemed very near to all.

Sixteen days passed before the break came. Major Rodriguez detected a thin column of smoke while flying over a wild section that had already been surveyed but was regarded as outside the probable scene of the crash. In a small open space nearby eight or nine men could be seen—members of a rescue party—and a quarter of a mile away what looked like a wing tip of the smashed plane. A range of low-lying mountains intervened between this spot and the Cuyuni river, where the copilot and his companions had been picked up—and they had been positive that no hilly ground had been traversed on their way out. Now it was apparent that a pass existed in the mountains, through which they had trudged without being aware of the heights on either side.

That evening an advance runner emerged from the fastness, to describe the fate of the survivors. "The elderly American with the white hair," he reported, as well as the woman and the pilot, were still alive; but to our stunned surprise, "the American with the eye-glasses" was dead.

At three o'clock in the morning of the ninth day of the ordeal, Father Baltazar had administered the last rites to Frederic Grab; unhappily, no more could be done with his body than in the case of Duque. A death certificate prepared by Dr. Andrés Manzanillo, who had plunged into the jungle with the rescuers to render first aid, said that Grab "probably died of beriberi, a disease common to the jungle regions of the Cuyuni River and generally induced by lack of proper nutrition. Contributory causes . . . were exposure, mental shock, and anxiety in regard to minor burns on his legs." Personally, I had no doubt that of these the most important factor was the "mental"—despair, loss of morale, call it what you will—brought about by Fred's fatalistic

belief that he would meet his end in an airplane accident.

It had taken the searchers nine days to reach the plane, a distance of about twelve miles from where they had entered the jungle; there was nothing further to do but await their return. Another five days and a second messenger broke through, to confirm what the first had said. Two days later at sunset, the final chapter in the tragic story was written.

Once again launches were observed in the approach to El Dorado. Once again Captain Jerome landed his amphibian on the river. From rudimentary stretchers he took aboard Perry and Marcano, bruised, bearded, in the last stages of exhaustion, and flew them to Tumeremo, to be placed under medical supervision in a private home overnight. Early next day he returned for the two others, while the rugged Dr. Manzanillo and I accompanied our American on a flight to Caracas in the comfortable Douglas. Lying on a divan in the cabin, Perry had moments of consciousness, but could remember nothing of his experiences.

At Ciudad Bolívar we stopped to refuel and to give the patient some nourishment. At Maiquetía, airport for Caracas, an ambulance from the Clínica Cordoba was waiting. And at four o'clock that afternoon, after paying a sorrowful call on Esther Grab, I reported once again for duty at the American Legation.

Frederic D. Grab was buried in Arlington Cemetery, his funeral attended by the Secretary of Commerce, the Venezuelan Minister to the United States, and officials of the Commerce and State Departments. William Armstrong Perry lived on for some time after his return to the United States, but eventually succumbed to what were believed to be the after effects of his jungle injuries. Jimmie Angel subsequently landed his plane on the plateau of Auyantepui in a search for gold, but descended in a swamp and was unable to take off again. It took him two weeks to walk down, but the Venezuelan Government made his Flamingo a national monument. Later, Angel was fatally injured in the crash of a small plane at Panama. ■

# COMMUNICATION RE: The Near East to the Secretary

**I**NDELIBLE impressions of the brutal murders of Cleo Noel and Curt Moore continue to surface in my thoughts. Both were Foreign Service colleagues; Curt I knew also as a friend. Both men were mature professionals in what still can be termed without embarrassment an elite corps among Federal government functionaries.

I knew Curt best, watched him perform the spectrum of foreign service skills in stride, and recognized the degree to which it became his second nature to react with just the right amounts of objectivity and humanity. He devoted himself to his assignments. The United States lost good men in the madness of the Khartoum incident; I lost a friend. I want to share with you, Mr. Secretary, some of the thoughts that have accompanied my sense of grief.

Cleo's and Curt's deaths force a confession from me, an Arabist. I now realize so much more clearly than ever before how wrong I was so often over the years to suppress the constant inclination in reporting to you and to your predecessors my judgment as to the likely consequence of US policy as it developed toward Israel and the Arab States. The reason I held back usually was to avoid appearing to be partisan on the Arab side, thereby running the risk of becoming discredited back home in the Department and the White House. One always had the feeling that unless he "balanced" or "tilted" speculation about the long term results of US support for Israel's concepts of her own (and our) interests, the FSO was going out on a weak limb from which no one would rescue him. So, over the years one learned expediently to downplay the Arab case and our interests therein and to highlight our determination to hold the line for Israel, whatever it was.

Nevertheless, despite one's care to play the game acceptably, one knew what was happening in the Near East as a result of our policies. Disappointingly, the Department of State has never been willing openly to acknowledge the clear import of the information and insights accumulated in its bulging files.

As time went by the pressure which we to a large degree had helped to create in the Arab world found outlets. One can only hope, after the execution of the murderers in Khartoum, that this latest evil example of the excesses the pressure has spawned also tells us something about our own shortcomings of the past. It is time Israel heard in public statements from the United States that its future lies in becoming the good neighbor its leaders say Israel wants to be. Israel cannot become an accepted part of the Near East except on its neighbors'

terms, since it chose to move into their neighborhood. Your proposals for a settlement in 1971 were a good start toward that end.

Whether or not there is an energy crisis the United States ought to establish new priorities in the area. To disregard Arab sensibilities as we do in the conduct of our relations with this important part of the world seems to assume that whatever we and Israel want done can be done at no loss to anyone of importance. The attitude we convey is deeply offensive to the Arabs. I am aware of the gloss we officially spread over conclusions drawn about the effectiveness of the Arab economic boycott. Yet I have seen thousands of British Land Rovers and Japanese Toyotas on the deserts and mountains of the Near East, rarely a Jeep. RCA, Coca-Cola, Motorola, Ford, the list goes on and on, are barred from sale among millions of potential customers in the lucrative Arab market. Why does the US Government make this seem of no consequence? Israel provides us no balance for these losses. On the contrary, Mr. Secretary, need I remind you that Israel costs American taxpayers millions of dollars annually. Indeed, what American interests are served by our policies on the Arab-Israel issue? I can think of none that could not be enhanced by a rearrangement of our position.

That position, moreover, is isolating us on this issue from our European allies and partners as we single-mindedly take further steps to involve ourselves with Israel and become further alienated from the people and governments of the Near East, the Arabs. Now Arab fanatics who claim they are seeking attention to the Palestine case, have murdered American diplomats. Will our reaction simply be to tighten security and further isolate ourselves or will we recognize that we are on the wrong track? If the State Department in March 1973 is not ready to face facts, to analyze them objectively, and professionally to present them to the President I fear we shall become enmeshed in the coils of the web we ourselves are spinning. It could be different, and all America could relax. We could help Israel join the Near East, and gain Arab good will and cooperation and our doing so would effect as dramatic a change as followed our overture to China. The time is now to begin to deal with the Arab-Israel problem as a foreign affair. May the United States Government honor Cleo Noel and Curt Moore, and not merely praise them.

LEE F. DINSMORE  
*FSO, Retired*

Elcho, Wisconsin

## Foreign Aid

WE DON'T KNOW HOW, by William and Elizabeth Paddock. Iowa State University Press.

THE United States has given about \$150 billion of foreign assistance to countries around the world since the foreign aid program began just before Pearl Harbor. The purposes have included such concepts as "fighting communism," "nation building," achieving world stability, and humanitarian assistance.

What has been the result? Not much, say the authors, who point out that grandiose projects conceived in Washington and trumpeted as "successes" by AID bureaucracies in capital cities, rarely deserve such accolades when viewed from the field where the projects actually are carried out.

The book parades a dismal succession of AID and foundation failures before the reader, attributing them to the by-now familiar ills of institutional forgetfulness, the impracticality and cultural ignorance of much of our advice to other countries, and sheer bureaucratic ineptitude. The conclusion is that the United States has never really decided what its aid program is supposed to achieve, and whether such goals as we have expressed from time to time are in fact achievable by means of foreign assistance. The authors state firmly that neither we, nor anyone else, really know how to bring about the "breakthroughs" frequently claimed in self-serving publicity releases.

Until we learn to solve problems more effectively, the authors feel it is wasteful and possibly even harmful to bumble about overseas overselling programs which in many cases have failed and long since have been abandoned.

Some AID officials with whom I talked reacted with horror and outrage to this book, feeling its concentration on failures was unfair and superficial. They seemed to feel, in the defensiveness many in this much-maligned agency have learned to adopt in the face of all criticisms, that anyone who criti-

cizes the AID program is certainly lacking in understanding and may even be unpatriotic.

Yet this book and others like it underline the necessity of clarifying more realistically the objectives of our foreign assistance program. Perhaps there is a valid reason—divorced from PR clichés and old aid mythology—for continuing foreign aid. Perhaps there are people who can define the goals of our aid program and accurately assess its achievements and failures. Indeed, if there are people in AID who can perform this basic service, will they please step forward?

—WILLIAM LENDERKING

## When the Quake Stops

SMALL EARTHQUAKE IN CHILE, by Alistair Horne. Viking, \$12.50.

IN early 1971 British historian Alistair Horne played Sancho Panza to Bill Buckley's Quixote on a tour of the Andean countries. Out of that trip has come an excellent travel book, which is at the same time political journalism of considerable if not invariable perceptiveness. Horne's style is a pleasure—clever without being smart alecky.

Roughly half of the book is about Allende's "earthquake" in Chile. The rest is taken up with Colombia, Peru and Bolivia. Horne captures unerringly the brooding pathos of Bolivia. But on Peru he seems to falter. Though a specialist in revolutions which once were or might have been, he is curiously nonchalant about the implications of generals siding with underdogs. Even in his much better Chile chapters Horne leaves us wanting a bit more of his insights into the political chemistry which has brought Allende & Co. to power in Chile. But perhaps it is just as well as it is. The contradictions, passions, hope, despair—the sheer excitement—with which Chile abounds are worth describing; and here they are well described. Another man, another day, may try to tell us why it happened and where it is all leading.

Perhaps the weakness of the Peru portions of the book arises from the brevity of the visit and Horne's lack of good contacts there. But the Chile pages are filled with memorable types: "Comandante Pepe,"

the revolutionary organizer in the Andean way-back; the leftist hack with a picture of copulating rhinos on his wall; two young men of the right spinning earnest and improbable conspiracies; pot-bellied Pablo Neruda, at once radical and somehow bourgeois.

A lot of history has happened since Horne left Chile. The political and economic landscape is pretty desolate. Allende's chance to fulfill the hopes of his well-wishers is being crushed, but the Chile which remains when he leaves the presidency will surely be a different land. Maybe Chile will be better off without some of the structures which are falling. Certainly, for all its destructive demagoguery, the populism which put Allende in power has within it elements of positive change which Chile and many of its neighbors need if their peoples are to have a better life. We can only hope it will be those positive elements and not the silly nostrums which will survive. Then, the earth quiet again, Chile can begin to build.

But that goes beyond Horne's book. The book is fun; the book is literate; and at times insight glimmers through.

—ELKIN TAYLOR

## Scholars and Operators

PLANNING, PREDICTION, AND POLICY-MAKING IN FOREIGN AFFAIRS, by Robert L. Rothstein. Little, Brown and Company.

THIS book suggests a different perspective on an old idea—cooperation in policymaking between scholars and operators. The idea has to catch on first in the Foreign Service, however, because Rothstein believes that the initiative rests with the operators.

Traveling some by-ways (all worth traveling) he finds basic fault with prominent features of the landscape, whether he looks toward operations or scholarship.

Rothstein argues that the Foreign Service is anti-intellectual. Professional knowledge and skills are valued only if they are acquired on the job and experience yields what he regards as *procedural*, rather than *substantive*, capacities. It tells officers "how" to act in foreign policy, assuming that "what" they should

do, and "why," are fairly obvious.

The book goes wrong in equating substantive with specialized or theoretical knowledge (the province of scholars) and procedural with generalized skills (to which operators aspire). In this shift, the past ideal of the Foreign Service generalist is emphasized at the expense of the reality of existing compartmentalization.

Rothstein's views are based on "about twenty-five" interviews with policy planners, and perhaps other contacts in State. Though he writes sweepingly of the whole body of "practitioners," it is planning that captures his main attention. It is the most neglected phase of foreign policy. Except during World War II, "planners have not planned" in State, they have merely "sought immediate influence" over policy decisions. Planning, Rothstein says, has to be regarded as something more than adding one more competitor to the bureaucratic hassle.

Rothstein does not propose to have theorists tell operators what decisions to make. The only *direct* help they can offer is in the diagnostic phase. The theorist's "self-conscious and organized" methods provide "an effective standard" of comparison for the operator's own diagnosis.

The prescription Rothstein offers, in the end, is disappointingly conventional: Establish a new planning unit, outside of State but inside the Government, staffed "for the foreseeable future . . . by academics."

—GRANT HILLIKER

### Simple Questions?

INDIA'S CHINA WAR, by Neville Maxwell. Pantheon Books, \$10.00.

A SOCIOECONOMIC PROFILE OF SOUTH AFRICA, by William Redman Duggan. Praeger, \$15.00.

IN foreign policy we are frequently asking: What happened? How does it affect us? What do we do about it?

Simple questions. Why are the answers so hard?

One reason is that we seem to see what we want to see, regardless of the facts. Black is white and white is black. In 1962 an "aggressive" China "attacked" an "innocent" India. South Asia was on the brink of a dangerous conflagration. We could have become deeply involved.

These were the "facts." But Neville Maxwell, who was then in New Delhi as a British journalist, tells a different story in his "India's China War." The rival border claims of India and China have a complicated and involved history. Indian and Chinese military moves in the years immediately preceding 1962 were similarly complicated and involved. Maxwell makes us realize that the rights and wrongs of this crisis were not self-evident and we gain an entirely different perspective on the dimensions and consequences of the crisis itself. Chou En-lai recommended Maxwell's book to both James Reston and Harrison Salisbury in his separate meetings with them in Peking. His recommendation is worth following. The book is absorbing. And it gives a

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**"We seem to find it difficult to escape from our past and from the habit of trying to fix things here and there in remote corners of the world."**

---

different story, based almost entirely on Indian sources, of what happened in 1962.

What do we do about what happens? This is an even harder question and, in answering it, we seem to find it difficult to escape from our past and from the habit we've acquired since World War II of trying to fix things here and there in remote corners of the world. Red Duggan, a good friend and former colleague in the Foreign Service, can't escape this habit. His "Socio-economic Profile of South Africa" is objective and dead pan when he's giving us the facts about South Africa, population composition, economic resources, trade, etc. And as a highly trained and sensitive observer he describes South Africa's explosive racial issue in a most objective way. However, like the rest of us, Duggan can't detach himself from our activist past and he concludes his book with a series of options for US policy makers in accordance with the now standard NSC way of doing things. The middle course of "constructive involvement" is his favorite as he opts for a carrot and stick stance which hopefully will contain the coming explosion in South Africa.

—DAVID LINEBAUGH

### Negotiating With the USSR

DEALING WITH THE DEVIL, *The Anglo-Soviet Accord*, by Richard H. Ullman. Princeton University Press, \$9.50 (softcover).

THE elements of the plot seem familiar: The negotiations towards *de facto* recognition of the hostile but now firmly established Communist government were being pursued by the leader of the then still preeminent capitalist nation, a man of personal reputation for deviousness and political skill, who was now the leader of a conservative coalition. He personally believed the aggressive hostility of the Communist government could be softened by engagement in international commerce and by exposure to the outside world. With his own country suffering from war weariness and economic distress, he thought the alternatives to negotiation—continued non-recognition or further military intervention—were respectively sterile and too costly. The public tended to agree, although many senior conservative politicians and generals still passionately despised the Communist regime. The negotiations, however, were troubled by Moscow's duplicity (as revealed by intercepted secret messages) and by their sponsorship of insurgent Communist movements and military offensives against countries along their periphery. Finally both governments made compromises, hiding remaining differences in vague language, and an agreement was reached. Other governments soon followed suit. Despite the hopes, however, the Communists did not renounce their ideological ambitions and severe problems with them continued.

Thus Lloyd George negotiated the Anglo-Soviet Trade Agreement of 1921. The tale is told most interestingly and perceptively by Dr. Ullman in the third of his series on Anglo-Soviet relations, 1917-1921. The first volume, "Intervention and the War," dealt with the attempts of the British to bring back the Russians into the fight against the Central Powers in the desperate last stages of the World War. The second volume, "Britain and the Russian Civil War," told of the British intervention against the Bolsheviks and of their liquidation of the endeavor as the anti-Communist gen-

erals failed. Against a backdrop of the defeat of the last of the generals (Wrangel) in Crimea, of the back-and-forth Soviet-Polish War, and of the Soviet push towards Persia, this third volume relates the rocky course of the negotiations 1920-1921 as His Majesty's Government came to terms with the Bolsheviks.

The study concentrates on an analysis of British policy as developed under the influence of events, men, and their concepts of national interest. Dr. Ullman pictures a shrewd Lloyd George, trying with only partial success to build a stable and non-punitive peace. Also described are the pompous, traditional Imperialist Curzon; the activist, bitterly anti-Bolshevik Churchill; the almost caricatured rightist Field Marshall Sir Henry Wilson; all arrayed against the Russian negotiator, the able industrialist/revolutionist Krasin, backed by Lenin and the fearful Bolshevik crew, the likes of which the world had not seen before. The issues of the negotiation included British prisoners in Communist jails; Communist propaganda and subversion in Britain and the East; and the mutual involvement in a series of buffer states around the Russian periphery. The British Government was also forced to consider other now all-too-familiar problems: the care of the countless refugees in South Russia; the inability of threatened small nations on Russian borders to cooperate with each other; the rise of a local strongman displacing a weak, corrupt constitutional government (Reza Khan in Persia).

As we try in a complicated and uncertain world to pursue realism in our foreign policy decisions, it is of course instructive to see how others before us handled not dissimilar circumstances. Dr. Ullman's study concerns a now somewhat distant but still pertinent period. It is a good tale, from which each to his own may draw appropriate morals.

—JOHN SYLVESTER JR.

### Strategic Surprise

CODEWORD BARBAROSSA, by Barton Whaley. The MIT Press, \$10.

How was it possible for Hitler to achieve complete surprise with his invasion of Russia in 1941 when so much information was available on

the buildup of German forces and even on *Wehrmacht* invasion planning? The question has been frequently discussed by historians, but never as meticulously and refreshingly analyzed as in this latest study.

The information and warnings that poured in on Stalin were in fact copious—but they permitted differing interpretations. Barton Whaley suggests, with logical argument and thorough documentation, that Stalin was the victim (as were many Western experts) of a masterful deception plan which made him believe that the Germans were mounting elaborate invasion preparations for the purpose of supporting demands that they intended to make—and which he presumably intended to grant.

When a megalomaniac attacks a paranoiac it is difficult to project rationality into their actions and reactions; but Whaley's theory is entirely compatible with the generally accepted notions of German efficiency and Stalin's suspiciousness: Many of the best warnings were turned aside by the Soviet dictator because he suspected them of being "provocations" to goad him into actions that would really make Hitler attack.

There was thus a rationality of sorts also on Stalin's side: The best-documented evidence of German preparations to attack could be attributed to Nazi psychological warfare and "clever" German disinformation, designed to make him give in more easily to the expected German demands. In the event, when the Germans did attack, Molotov significantly complained that they had done so without presenting "any demands whatsoever."

—M. F. H.

### For China Hands

A SECRET WAR—AMERICANS IN CHINA, 1944-1945, by Oliver J. Caldwell. Southern Illinois University Press.

OLIVER CALDWELL was born in China of Methodist missionary parents; and he attended Shanghai American School with John Paton Davies and John Service. He recounts his disillusionment with Chiang, his service with OSS (he volunteered for military service at age 39), and his secret work with Chinese secret societies whose objective

was the removal of Chiang for a more democratic leader.

Caldwell's love for this vast land is warmly described in his account of his 1500-mile trip from Kunming north to Sian as commander of an OSS truck supply convoy. If this route is still as beautiful as he found it to be, American Express one of these days will no doubt be running tours past Weining Lake, Chengtu and through the Lolo country.

—H. H. B.

### Revolution to Revolution

CHINESE POLITICAL THOUGHT IN THE TWENTIETH CENTURY, by Chester C. Tan. Doubleday, \$7.95.

FOR China the twentieth century has been an age of revolution—with social and cultural traditions shaken to their foundations. Chinese political theory has, accordingly, been concerned not with esoteric speculation but with real, urgent problems. Foreign aggression and internal strife have been outstanding ones.

In this authoritative work, Professor Tan of New York University surveys the main currents of Chinese political theory from the 1911 Revolution to the recent Cultural Revolution. He stresses the relationship between circumstances and ideas since political thought does not arise out of a vacuum. While giving full credit to social and political dynamics, he does not neglect the importance of personality in intellectual developments. His concise biographic sketches of the various philosophers are helpful, as is his copious documentation.

In analyzing the main points in Mao Tse-tung's thinking, Tan notes Mao's great stress on military power ("Political power grows out of the barrel of a gun") and his teaching that, since even in a socialist society contradictions (i.e., conflicts) continue to exist, the class struggle must go on. An exponent of "uninterrupted revolution," Mao's view of society as one of conflict and change is, of course, the antithesis of the Confucian ideal of harmony and stability.

Students of Chinese politics and students of political theory will find this scholarly study both easy and pleasant to read. They will find es-

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# FABLES FOR THE FOREIGN SERVICE

## LOYALTY OATH

ROBERT EHRMAN

IN the Kingdom of Mytopia, the king's jester brought a rumor that the king's neighbor, Prince Opi, was scheming to make war on him. The king dispatched a knight to spy on the principality and investigate the rumor. The knight failed to return. The king sent a second knight who also failed to return.

"Your Majesty," said the jester, tinkling the bells that hung from his motley, "methinks two knights have thrown in their lot with the enemy. Before we send a third to spy, we must allegiance certify. Command the knights to raise their hands and swear to support and defend the Kingdom of Mytopia against all enemies, foreign and domestic. If there be one who will not speak the oath, or falters in the saying of it, he is not the one to send abroad."

"Most excellent counsel!" exclaimed the king.

Returning from the oath-taking ceremony, he said to the jester: "When I called upon the knights to raise their right hands, one said 'sorry, I'm left-handed.' He has paid for his perfidy."

The jester jingled his bells. "Your Majesty has come to know, left-handed knights do not allegiance owe."

The king commissioned another knight to spy on the Prince and discover what had happened to the missing knights. But the third knight, too, did not come back. The king was alarmed. Again the jester jingled his bells. "Your Majesty," he said, "fidelity may win the day if you reverse the roundelay. Make them take the oath again, but this time have them raise the *left* hand. The right-handed knights will hesitate to raise the left hand. The

left-handed knights will raise the left hand automatically, thus revealing themselves as disloyal Mytopians."

Dubious of the jester's plan, but fearing for the security of his realm, the king agreed. After the second oath-taking, the king stormed at the jester: "All knights but one did raise the left hand as ordered. The one who did not said 'sorry, I'm right-handed.' Forsooth you are a double Fool to make me out a sovereign with but a single knight obedient to the crown! Begone! Henceforth confine your witless wit to the knaves abounding in my court!"

The jester curtsied low and jingled his bells. "O mighty monarch," he said deferentially, "your patience now is sorely tried, but traitors we shall yet bestride. If you will order the knights to raise their hands—but do not specify *which* hand—then each knight will lift the hand he uses normally. With that, I vow, the left-handed traitor will expose himself!"

The king scowled at the jester. "Do you dare propose I make the knights swear loyalty not once, not twice, but three times over?"

Gathering cowl and cockscomb about his face until only the eyes were showing, the jester said a muffled "yee . . . es."

This time he had a royal sentry monitor the ceremony and report back before the king returned. When the king told the knights to raise their hands, but did not specify the right hand or the left, every knight raised *both* hands.

The jester was already slipping out of the royal chamber when a raging sovereign strode in from the other side. "Stop him!" he roared. "Bring that bloody Fool before me!"

The king ascended the throne, and the jester was flung at his feet. Just then a falcon flew in through the open casement and dropped a scroll in the king's lap. Wonderingly, the king read it in silence. Then, looking down at the jester: "It is from the Prince. You shall hear his message."

The jester moved as if to jingle his bells. But there was no sound, and the king began: "Dear King of Mytopia. The knights you sent to spy on me will not return. They are finding it more congenial in a land where fidelity resides not in the hand but in the heart. However, if you are still disposed to measure loyalty by solemn oath and upraised hand, look to your Fool. He could be left-handed." ■

*Since his retirement from USIA Robert Ehrman has been freelancing for various publications and organizations, including the JOURNAL and the Voice of America. He is presently concentrating on completing a novel based on the 1936 murder trial of an American physician during extra-territorial days in North China. Mr. Ehrman served with USIA in Africa, India, Germany, the Philippines, Thailand and Washington.*

## KID'S ADVOCATE

from page 19

all the Foreign Service, there isn't another qualified man whose transfer wouldn't have such direct impact on kids. Assignment of husbands, without deep consideration of wives and children, in today's computer world is without rational justification. What may be an administratively convenient or politically opportune appointment may well end disastrously when the family unit falls apart.

**Announcement of Assignment at the Earliest Possible Moment.** Those entering the Foreign Service do so with the recognition that theirs will be a nomadic life. Easing the shifts from post to post ought to be a goal of a well-ordered administration. Sudden unplanned changes are to be expected and accepted, but there seems to be little justification for routine transfers to come about just weeks beforehand when the need for the change was known two years previously. Perhaps the foremost cause of insecurity among kids is the thought that, as their school is com-

ing to a close, they have no idea where they will be in September. This lack of certainty creates an apathy that has a direct relationship to their effort in school. They may work academically, but their interest in the school itself declines causing a loss in the camaraderie or "spirit" that is so essential for the school's success.

**Investigation of the Social, Emotional, Cultural and Academic Effects of Overseas Living on the American Child.** Just what happens to kids who live for protracted periods of their lives in a constantly changing foreign environment? How do they adjust to each post? Where do they ultimately settle? Do they settle? Do they return to the Foreign Service that spawned them? Do they have adjustment problems? Does anybody know—or care? Most immediately, do they have any effect on the American culture when they return to the States? The Peace Corps has analyzed the impact of its Volunteers on themselves, their home communities and their overseas assignments. Politicians have

expressed concern about the Vietnam vets as their service relates to their eventual influence in America. But what about the kids? Their cross-cultural experiences can become seed beds for the brotherhood the world so desperately seeks; they can serve to close cultural gaps. Left to the present system, they will return to find their inordinately high social status blasted. Without servants and chauffeurs, their false or exaggerated values will be destroyed when they discover that they are just another Kensington kid; that their senior ranking father doesn't know how to operate a power mower; that they have to adjust to a social scene that has changed drastically in the six, eight, or even ten years since they last lived at "home."

We talk about our youth being our greatest investment in the future, but perhaps our actions belie our words. The overseas kids are a great bunch who have been lost in a system. They deserve more. Their willing silence demonstrates their need for representation. They must have someone who cares. ■

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## NEW DIRECTIONS

from page 15

olved. These decisions can offset, frustrate, or pervert decisions made by formal governments. Thus it is possible that multinationals through their pricing policies and profit and loss decisions can wash out the planned results of a currency devaluation. This in fact may be what is already happening. The independent behavior of multinational corporations is only the most obvious example of a growing phenomenon involving the international activity of private units whose decisions by-pass or transcend formal governmental channels.

The most recent new direction in American foreign policy is brought about by the end of direct American involvement in combat in Vietnam. The cease fire agreement is an accomplishment of impressive proportions. The consequences of it are only now beginning to unfold as our time and talent is released to work on a broader foreign policy agenda including restoring our relations with Europe, directing more atten-

tion to the Middle East, and concentrating on functional problems in the international economic field. For Americans the end of the war lifts a pall from US foreign policy enabling them to see with greater clarity the totality of American responsibilities and achievements in world affairs. What they see, I believe, is an America which remains a foremost power, and which is still actively and, in the main, constructively engaged abroad.

To visitors to the United States the most interesting new directions in American foreign policy may appear in the style of American diplomacy. There is a conscious rejection of the openly hyper-active US posture of the 1960s. This is replaced by more conciliatory rhetoric and by a more passive response to international events. Ken Galbraith has said that modesty is a vastly overrated virtue; but Americans are not inclined to believe him. They believe, on the contrary, that in the past we have overrated our ability to influence world affairs and that we should adjust our sights both

downward and inward.

The lowering of sights may be a consequence of the United States coming of age in world affairs. We can testify to some considerable experience in foreign affairs. It has been accompanied, as experience always is, with disillusionments and disappointments—not only with ourselves but with some of our friends. We have even experienced some disillusion with the application of our own ideals domestically, let alone with their export internationally. Consequently, we have ceased to link our foreign policy to any kind of moral crusade. The so-called Wilsonian syndrome is now replaced by a policy of enlightened self-interest as the United States retires from the business of trying actively and globally to make the world safe for democracy. The result is a very different kind of America in the world: a more mature, self-restrained America, but also a less audacious and generous America. I wonder which is better and confess to some nostalgia for the past. ■

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## 'Twas Ever Thus

from page 12

a "holier-than-thou" attitude. "No one is perfect," I said unto him; "let he who is without sin cast the first stone." Whereupon he stoned me, and that is why I'm not in the office today. My son, the doctor, says it may be weeks before I can return to work. Please take charge. If you need me, I can be reached by tilefan<sup>9</sup> at my tent.

Zeke

P.S. I guess I should file a formal grievance against Joshua, but you know how little chance we career FSOs<sup>10</sup> have when we lock horns with a political appointee.

Next in the sequence is a standardized tile:

<sup>9</sup> Believed to be a system of communication by semaphore, in which messages were relayed by the fanning of tiles.

<sup>10</sup> Known from other sources to stand for "Freed Slave Officers."

LIMITED ORACULAR USE  
TO: DG/PER—David  
FROM: S/S—Joshua  
SUBJECT: New Rules and Regulations re Personnel  
REF: Your Draft Circfile, Subject as Above

At the Secretary's staff meeting this morning, the Assistant Secretary for Admin. reported that funds for the remainder of the current fiscal year are critically low. As an economy measure, I have decided that the referenced circfile should be redrafted as an earthenwaregram.<sup>11</sup> Submit the revised draft, for the Secretary's signature, by c.o.b. Sunday.

The next document is a rather bulky cluster of three earthenware tablets, held together with a bronze clip. The text of the overlying tablet is essentially the same as it was in the draft circfile, except that the text of the ten commandments is omitted, and in its place there is a statement that reads: "see encl-

<sup>11</sup> Evidently, a cheaper, slower means of communication.

tures." The omitted text is presented on the other two tablets. In a rather charming touch, these two are shaped like the original tablets that Moses brought down from Mt. Sinai—their tops are curved convexly upwards. The first of them bears the text of the first five commandments, and the second presents the remaining five. They appear to be, in fact, exact replicas of the original Mt. Sinai tablets, except that in the upper right-hand area of the first there appears the inscription "Enclosure—Tab. A.," and, in the same area of the second, "Enclosure—Tab. B." The next document is a cluster of the smaller tiles which evidently were used for informal communica-

tions:

Dear Zeke:

I'm sorry it's been so long since I've been in touch with you. Things have been fairly hectic around here, as work has been getting underway on Project Talmud. There's been the usual inter-agency wrangling, starting with an effort by the National Sanctity Council boys

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to take over the whole Project. Saccary Aaron made a strong personal appeal to Patriarch Moses, and the Pat. issued an Executive Ordainment which sets up an Inter-Agency Working Group for the Talmud, and gives Statutes the chairmanship of it. (Looks like Aaron still has some clout in the Moses Administration.) Aaron then delegated the chairmanship to DG/PER, despite some pressures from S/PC\* and CU/OPP,\* each of which argued that this sort of work is primarily in its domain.

At the first session of the Working Group there were some big arguments about the substance of the rules & regs. The representative from Defense insisted on a very loose interpretation of "Thou shalt not kill"; he wanted to put a sub-clause in the FAM text which would say "except in the national interest." I managed

\* Meaning unknown.

to get enough support to knock that one out, and in the end we worked up a text in which the only permitted exception is killing in self-defense (which, we agreed, could be construed to cover warfare situations).

Another fracas developed on the "remember the sabbath" rule; Commerce argued that a strict interpretation could hurt the economy, since a lot of shops do their biggest-business on the sabbath. We decided to set up a Special Task Force to do a statistical study and an assessment of the probable economic impact, and meanwhile we will defer drafting a FAM text.

The Commerce guy also wants us to go easy on the injunction against coveting anything that is thy neighbor's; "trying to keep up with the Jonahses," he said, "is what makes the wheels go round in this tribe." We agreed he had a point, so we set up a Special Drafting Sub-Committee to

compile a list of objects which may legally be coveted.

Remember that draft message to the field? For reasons of economy, we were instructed to re-do it as an earthenwaregram—and that proved to be no easy task. Our scribe, Esther, is away on her annual maternity leave, so I had to ask Naomi, the new girl, to do it. She kept botching it up—misspelled words, wrong margins, illegible copies, and what not. On her sixth try she handed in what appeared to be a perfect product, in quadruplicate, and I was about to put my seal on it when I noticed (thank the Lord God!) that on the enclosures she had inscribed "Tab. A" on the second tablet and "Tab. B." on the first. So she had to re-re-do it, and by this time she was complaining that her stylus was dull, and I had to requisition a new one. It took her the best part of a day to fill in the requisition form, and then it took a week for the new stylus

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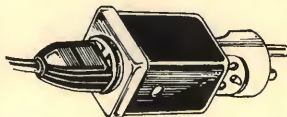
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to arrive, by which time we were two weeks overdue and getting reminder-slabs from S/S every day.

But now comes the good part of the story. We re-did the message, got it perfect, and sent it on its way to S/S. They sent it on to the Secretary, under cover of an Action Memo recommending that he sign it. Suddenly (I learned this from a friend in S/S), the Secretary came bursting into the S/S office, waving the earthenware-gram in his hand. He smashed it on the ground, turned to the cowering S/S staff and said to them: "How many times must I tell you? I never want to see a document that's longer than two slabs." Then he smote the entire staff with a rock<sup>12</sup> and ordered them to have the text of the enclosures re-drafted so

<sup>12</sup> This account may shed new light on the biblical passage in which it is said that Moses smote a rock with his staff. Perhaps the meaning there is something like what it is here.

as to fit on one tablet. I expect to be getting instructions soon from S/S to this effect, and it'll be a pain to have to start the drafting all over again, but it's worth it to know that Joshua also took some lumps on this.

Hope it makes you feel better—

Faithfully,  
Dave

The next item is a small fragment, across the top of which is inscribed (in a cursive scrawl), "excerpt from this week's TOME Magazine." The fragment reads:

During the festivities this week celebrating the first anniversary of Patriarch Moses' return from atop Mt. Sinai, the Patriarch turned to one of his aides at the Wheat House and asked what the reaction has been abroad to the new rules and regulations. The aide replied that no word has come in on that as yet because no word has gone out on that as yet. "Damn it all!" the Patriarch exploded. "The De-

partment of Statutes is like a bowl of jelly!" Insiders say this is what prompted the Patriarch to remark, after reading his prepared speech before the National Priests' Club that evening: "It seems I have led you through the Red Sea into a Sea of Red Tape. What we need now is a Messiah who can make the Red Tape part."

The final document in the series is a curious one. It is an odd-sized slab, pearly pink in color. The pink slab reads:

These classified materials were found in an unlocked repository during a check of the premises after close of business. Classifications include Sacred. The responsible official should report to the Office of Sanctity upon receipt of this notice, and should be prepared to supply a written explanation of the failure to secure these materials.

The pink slab is signed by an official with the unlikely name of "G. Marvin Gentile."

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# LETTERS TO FSJ

## Static vs. Dynamic

■ We would be very interested in learning how you arrived at the promotion rates cited in the Foreign Service JOURNAL editorial of June 1973 titled "State Promotions." The AFSA negotiating team quoted the same figures during formal consultations, and we then asked for an explanation of the computations but have not received it. In an attempt to approximate your figures we came closest by assuming that all FSOs would be promoted to FSO-1 by strict seniority and that no FSO would leave the system except from Class 1. Obviously, neither of these assumptions is correct.

It appears to us that AFSA has taken a static one-list case and projected it over the years in a dynamic system. This is, at best, a doubtful statistical technique. Furthermore, the time-in-class averages bear no resemblance to the average time-in-class of those promoted on the FY 73 list. If we take the FY 73 averages and use the same technique as the editorial, the 27-year old officer would reach FSO-1 at age 53.

A trend analysis of promotion rates over the years is a valid technique for many questions but the number of officers promoted in any given year depends on requirements at the next higher level and only indirectly on how many have been promoted in the past. (See the February 1973 NEWSLETTER for a detailed report on the promotion system.) Any change in requirements or number of employees will change the promotion rate but the classification program will play a very minor role compared to other events which have been much more important to career patterns in the Foreign Service.

We would all like to return to the high promotions of the mid-60s because this would mean that other conditions of that period had also returned. We would be a larger and growing Foreign Service, private industry would be luring more officers into voluntary separations and there would be a larger junior officer intake. These factors led to promotion numbers in the 800's. In the late '60s Government salaries became more competitive with private industry and at the same time the job market tightened. Various reductions in strength squeezed requirements at all levels but particularly hit the junior positions where a large number of promotions were made. Life in the Foreign Service was sufficiently attractive in comparison with the "outside" to reduce voluntary separations drastically. Total separations have further dropped due to the moratorium on selection-out and increased security afforded mid-career officers.

The classification study was initiated by Task Force II in response to findings that too many senior positions existed in the Department. You are right in assuming that reclassification would lower promotion rates, but this is true only in the short run. The impact can be less-

ened by averaging the change over a few years. This was done in the FY 73 promotions and even with the results of the reclassification study averaged in we had a list larger than the previous opportunities. In fact, the recent list is considerably better than you have reported and, as indicated above, would have the same hypothetical officer reach FSO-1 at age 53.

MARY S. OLMSTED  
*Deputy Director of Personnel  
for Policy, Classification  
and Evaluation*

Washington

(EDITOR'S NOTE: Ms. Olmsted was the recipient in 1972 of the AFSA-administered Christian A. Herter Award, and was a leading force behind the effort to improve the status of women in the Foreign Affairs Agencies.)

**Reply:** Ms. Olmsted is correct in pointing out that according to the Department's "modeling" techniques, promotion rates in the future may not be as bad as we indicated in our article. Unfortunately, that still misses the point. The editorial in the June issue pointed out what would happen if such rates were sustained, in an effort to show how poor the last three promotion lists have been. Of course, such rates could not be sustained, since over time a large number of officers would be terminated for time-in-class, time in multi-class, or mandatory retirement. As a result, the promotion rate would then improve for some as other officers were forced out.

The fact is that if a given promotion rate is sustained for a long enough period, the average time-in-grade of promotees will approach the inverse of the fraction promoted. Put more simply, if every year ten percent of the officers in a given class are promoted, it will eventually take the average officer ten years to get promoted. This technique which we used in our computations is legitimate, but its utility is restricted to hypothetical situations, and we should have been more careful in pointing that out in the editorial. All the same, there is evidence which indicates that our projections are not entirely divorced from reality. In most grades, for the past three years the average age of promotees and their average time-in-class have been increasing substantially. That is not a healthy trend. To impose a massive job-downgrading at this time, when promotion rates have been so low and when career prospects have been substantially reduced is highly irresponsible. That was the thrust of our editorial, and we stick by it.

## Chinese Love Affair

■ Ambassador Rankin suggested, in a letter to the editor published in June, that your March issue may have encouraged a younger generation of Foreign Service officers to accept the Peking regime as made up of nice guys whom we should have embraced long ago, dumping the Nationalists at the same time. In rebuttal, Ambassador Rankin then submitted a number of facts relevant to the 1948-1949 period of Sino-American relations. In conclusion, he remarked that not a few informed

Americans believe that China would not be Communist today had our support for the Nationalists been more consistent and purposeful, and less hampered by excessive American criticism of their government.

Sino-American relations in the past have suffered from the circumstances that China is a land both distant and exotic, that we tend to approach it in a credulous frame of mind, and that the Chinese are an exceptionally persuasive people. In the 1940s we went through one cycle, in which undue enthusiasm for the Chinese government and the Nationalist cause was followed by disillusionment, and it looks to some old China hands as though we are on the verge of going through a similar cycle again. As one of them wrote to me, after making a trip back to China: "The present Sino-American happiness has all the excitement of a love affair. I suppose we old-timers could prophesy its profile in the 1970s, with high points still to come, reaching a level of unreality and suffering some punctures."

Chairman Mao has been quoted as saying: "As for the imperialist countries, we should . . . strive to coexist peacefully with those countries, do business with them and prevent any possible war, but under no circumstances should we harbor any unrealistic notions about them." We should be well-advised to apply similar advice to our relations with the People's Republic of China. And in the context of not harboring unrealistic notions, I think that Ambassador Rankin's warning is well-taken.

I would not quarrel with any of the facts which he has presented, but he has necessarily omitted much background information which would be needed to put them in perspective. Most important, I think the overwhelming majority of Americans who passed the years of World War II in China would disagree with his conclusion that American support, however consistent and purposeful, and however unhampered by American criticism of the Chinese government, would have prevented the Communist conquest of mainland China. Indeed, our recent experience in Southeast Asia suggests that even a massive intervention by American troops would not have achieved that result. Rather, it might have given us a problem sim-

ilar to that of Vietnam—but as much greater in scale as China is larger than Indochina. In short, all-out support for the Nationalists would have been a catastrophe.

EDWARD E. RICE  
FSO-Ret.

Tiburon

### Looking Ahead

■ The high quality of some of the material published in the JOURNAL and the valuable light which some of it sheds upon our professional views, problems and styles of conducting foreign affairs persuaded me some time ago that it would be useful to cull the best of it and publish it in a single volume. Such a compilation would be of interest and utility not only to practitioners in our extensive foreign affairs community but to the academic community and the general public. Incidentally, as a testimonial to the thinking which has been done through the years in the professional sector, it might well bolster the sagging prestige of that sector.

I would think that not only articles should be culled but letters and other communications, including some of the lighter contributions, for these sometimes throw as much light on our problems and conceptions as full-length essays.

Such a volume would seem to be a proper project for AFSA's "openness" program. It would provide a more substantial and continuing bridge between our and other communities than more evanescent projects pursued from time to time in that program.

Since diplomacy helped to win our independence, perhaps this would also be an appropriate AFSA contribution to the bi-centennial celebration.

SMITH SIMPSON

Annandale

### Efficiency Reports

■ Just before leaving my last assignment in the Historian's Office of the Bureau of Public Affairs for training for my tour in the ECON section in Vienna, I ran across the following performance evaluation by Thomas Jefferson, Minister to France and later Secretary of State. The translator, George Taylor, served under Mr. Jefferson during this period.

I hereby certify that Mr. George Taylor acted as translating clerk for the French language to the Secretary of State's office, during the latter part of the time that I was in that department, that his translations were faithful and well done, and bespoke a full degree of knowledge of that language: that he was very diligent and assiduous in this as in all his other duties.

Given under my hand this 22nd day of February, 1798.

Thomas Jefferson

Efficiency reports, written in long-hand of course, were rather brief and concise 175 years ago!

JOAN E. CORBETT

Washington

### New Hope

■ Recent announcement of the re-opening of the Consulate General in Bratislava recalled our personal experiences, when my late husband, Paul Roman, was closing up the office, 23 years ago, June, 1950.

From those unhappy times a promise of extended cordiality now appears between our peoples.

ELEANOR ROMAN

Silver Spring

### Attention All Foreign Service Wives in Washington!

■ September 24 through 28 MED is sponsoring, at no cost, a five-day conference on Drug Abuse Prevention and Education at the National Drug Abuse Training Center, 1638 Kalmia Road, Washington, near Walter Reed. The program stresses understanding of interpersonal relations, problem-solving techniques and group dynamics while communicating factual information about drugs. Live-in quarters are available but students may commute. All costs at the school, including food, are included. Preference will be given to wives going overseas soon.

Interested? Please call Sally Moore, Office of Medical Services, 632-2868, without delay. Or Harris Ball, 932-7350.

HARRIS H. BALL

Washington



### NEW BENEFITS

After negotiating with officials from management of State, AID and USIA since February 1973, AFSA has finally won from the three Foreign Affairs Agencies several important new employee benefits. The negotiations, which were conducted by an AFSA Committee headed by Herman J. Cohen (AFSA/State), and assisted by Duane King (AFSA/USIA), and Roy A. Harrell, Jr. (AFSA-AID), were held pursuant to E.O. 11636. Over 30 proposals for improvement were submitted to AFSA. The negotiators agreed to list ten items which were jointly regarded as some of the most important for Foreign Service personnel in the three Agencies. Several of these have far-reaching implications for single employees, married couples without children, and employees who have just started a family. What these benefits mean for you in dollars and cents is detailed below.

**1. Claims for Private Personal Property Losses**—Vol. 3 FAM 691.12 (f) (M.O. 352.1) will be revised to eliminate the \$50 deductible assessed on all filed claims. Employees who have suffered loss, destruction or damage to effects will now be able to escape the additional indignity of having another \$50 added to their loss. The new minimum for claims is now \$50. The maximum is \$10,000. Management still hasn't given AFSA the maximum it has sought under the Claims Act on six sub-categories of personal property losses. AFSA will continue to press this part of the proposal for reasons recommended by the task force in "Diplomacy for the 70's."

**2. Shipment of Household Effects on Retirement, Separation**

**and Death of Employees**—Vol. 6 FAM 125-9 and 126.5 (M.O. 560.2) will be revised to permit the designation of a residence anywhere in the United States upon retirement, separation or death of an employee. Employees may now designate a new residence the day of or the day before retirement. If you plan to retire at a place other than your designated legal residence, this provision could save you considerable money and worry.

**3. Unaccompanied Baggage Allocation for Newborn Children**—Vol. 6 FAM 121-1-5b (M.O. 560.2) will be revised to authorize a Chief of Mission or his designee to amend an employee's travel orders, without regard to any time limitation, to authorize shipment of unaccompanied baggage from the US to the post whenever American or other suitable layettes are unavailable locally. The layettes, or anything else that newborn babies need, can be purchased in the United States. The enactment of this proposal could mean a saving of hundreds of dollars for employees at certain posts, especially hardship posts, who have recently joined the ranks of new parents.

**4. Separate Maintenance Allowance: Clarification of the term "Breach in Domestic Relations."** Section 262.31c of the Standardized Regulations will be revised to replace the phrase "breach in domestic relations" with the following language: "a voluntary legal separation between employee and spouse; or a separation occurring through a divorce decree, whether limited, interlocutory or final." No longer will an administrative officer be called on to judge the true state of domestic relations between an employee

and his spouse—a task for which most administrative officers are unprepared.

**5. Unaccompanied Baggage Allowance**—Vol. 6 FAM 147.2 (M.O. 560.2). Henceforth, unaccompanied baggage allowance will be balanced better with the real needs of travelers. Single employees and married couples without children will have considerably increased air freight under the agreement, and should no longer find it so difficult to fit all of their "personal belongings needed immediately upon arrival" into the new baggage limitations. Henceforth, the weight limitations will be based on a sliding scale. The enactment of this regulation eliminates a major inequity against single employees, but is only part of what AFSA hopes eventually to achieve to give single employees fair treatment.

**6. Foreign Transfer Allowance: Assistance in Defraying Hotel Costs Prior to Departure from the U.S. on Assignment Abroad.** Heretofore, Foreign Service employees and their families have been hard pressed to have effects packed and get on a plane the same day. There has usually been some time between the departure of effects and the departure of the family. In many cases, Foreign Service employees have been required to bear significant out-of-pocket expenses for housing the family with friends, or at the worst in a hotel. Civil Service employees are authorized to divide their allowance between pre-departure and post-arrival requirements. Now, the Agencies have agreed in principle that Foreign Service employees and their families can do the same, thus saving hundreds of dollars. However, as the Department's letter indicates, there

are still some loose ends to resolve (i.e., money) before this major new benefit can be implemented. AFSA will continue to press for the earliest possible implementation of this important new employee benefit.

**7. Education Allowance — Kindergarten.** AFSA was successful in convincing Congress to eliminate a major item of discrimination against Foreign Service personnel, and authorize a kindergarten allowance. Provision for this is contained in the State Authorization Bill. Some Foreign Service parents were paying \$2,000-\$3,000 to send their children to kindergarten. Once the authorization bill is passed by the Congress, and signed by the President, employees will be eligible to receive education allowances for children aged four years and higher who will be attending kindergarten during the 1973-74 academic year. This benefit is significant for new parents, thus enabling children to begin schooling during one of the most formative periods in their lives. Implementation will still depend on budgetary support, but if all goes well, this benefit could be worth thousands of dollars to you.

**8. Revision of Residence and Dependency Report** — Form JF-20 — "Residence and Dependency Report" will be revised to eliminate reference to "legal residence" and "previous nationality of spouse." The tax savings resulting from this benefit could be significant.

**8. Assistance to Handicapped Children.** The Department of State Medical Division will undertake a study to determine what may be done to assist employees who have handicapped children. The study will be completed no later than March 1, 1974. As a result of negotiations, AFSA has convinced the Department that the presence of a handicapped dependent in a Foreign Service family is not only a personal tragedy, but is financially burdensome. The study group will put together a draft program that responds to the needs of the employees concerned. When such a program requires new legislation or additional funds, AFSA will see that it is discussed with appropriate agencies of government and members

of Congress.

**10. Rest and Recuperation Travel.** Under this benefit, Vol. 3 FAM 698.8-4 (M.O. 459.1) will be revised to change the employees' contribution to \$25 or \$50 instead of the present \$50 or \$100 effective August 1, 1973. Effective July 1, 1974, the employee contribution will be eliminated completely. By mid-1974 employees will no longer have to pay any contribution to get away from the unhealthy and unpleasant spots which have been designated as R&R posts. This could save you \$50-\$100 on every R&R trip you take.

AFSA has still over 25 employee benefit proposals on the negotiating table. These include restoration of ship travel, post allowance increases, special shipping allowances for professional materials, elimination of geographical restrictions on emergency visitation travel, per diem benefits at FSI, revision of rules concerning repayment of R&R costs, revision of shipping and storage allowances, and others. AFSA, as your exclusive employee representative, will continue to press for these and other benefits.

#### **THIS MONTH IN WASHINGTON** by Rick Williamson

(NOTE: This will be the first of a series of monthly overviews on the activities of the Association by the AFSA Counselor.)

July and August in Washington have been as hot and muggy as ever, and this year the air pollution has been worse than usual. Moreover, Watergate has cast a shadow over the entire town. In spite of the depressing atmosphere, the past month has seen several substantial gains for AFSA in our negotiations with the management of the three Foreign Affairs Agencies. By far the most important of these has been the agreement just reached on ten new employee benefits. Several of these could save you hundreds or even thousands of dollars over the course of the next few years. Details on these benefits are explained in the preceding article.

Another major breakthrough for the Association came in AID and USIA, where AFSA reached agreement with management for a dues checkoff arrangement, and on

considerably better terms than we won from State. Dues checkoff will make it easier for our members to pay their dues by permitting a small amount to be deducted each pay period, rather than having to pay a lump sum. We hope this new convenience will also encourage more Foreign Service personnel to join AFSA.

In State, we have had the first formal hearing by a Disputes Panel over whether AFSA should be granted limited access to the Department's cable facilities. If AFSA's arguments prove persuasive, it should be much easier for us to communicate with our members overseas in the future whenever time is an important factor. We believe the capacity to communicate rapidly is essential if we are going to represent your interests fully. Negotiations have also just begun in State on the precepts for the officer-level selection boards. We hope to obtain several wide-ranging improvements in the precepts, particularly in the areas of selection out, the role of interfunctional promotions, the threshold process, the senior boards, and procedural safeguards. In preparing for these negotiations, we have received a number of helpful comments from the field. We would appreciate any additional comments which members might have, particularly on the threshold process and the senior boards. This is the first year in which Foreign Service employees will have a direct role in determining how they are selected for promotion, and what we achieve in State will have important consequences for USIA and AID as well.

In AID, a major emphasis now is on eliminating the absurd situation in which a high percentage of AID's employees continue in a state of limbo as FSRLs, sometimes for 10 years or more. We believe this is not only unfair to the individuals, but is poor personnel policy as well. AFSA supports the view of AID management's own personnel task force that employees should be either given permanent status or terminated after an appropriate trial period of perhaps 30 months. Another major concern in AID has been to increase the number of AID per-

sonnel who are AFSA members. Although AFSA won exclusive representative status by the highest percentage in AID of any of the agencies, AID has the lowest percentage of AFSA members. If you are in AID, and are a member of the Association, one of the most important things you can do to help us, so that we can do more for you, is to encourage others to join.

At USIA, our principal concern has been the budgetary cuts which Congress has threatened to impose. Fortunately, as we noted in this month's editorial, the situation now looks a little better. But we have already gone on record that if cuts have to be taken, the concentration should be on non-Foreign Service personnel. Foreign Service personnel in USIA took disproportionate cuts during BALPA and OPRED, and exempting them this time from major cuts would help to restore a healthier balance in the Agency's staffing.

On the professional side, considerable thought is being given by AFSA/USIA to the broader challenges to the Agency. Any thoughts which USIA members have on this subject should be forwarded to Al Perlman or Lois Roth, the USIA members of the AFSA Board, care of AFSA Headquarters. We would hope to include these comments in our testimony to the Commission on the Organization of the Government for the Conduct of Foreign Policy.

Speaking of professional issues, in spite of AFSA's new role as an exclusive representative of Foreign Service employees, professionalism remains a major concern of the Association. In addition to our upcoming testimony before the Commission, and the Godley nomination which, as we mentioned in the last edition of the *Journal*, constituted a serious problem for the career principle, there have been a number of developments. Most important of these has been a letter from Senator Fulbright requesting AFSA's comments on proposed guidelines for Senatorial approval of Ambassadorial nominees. We will be responding to Senator Fulbright in the near future.

One of AFSA's major profes-

sional activities has been the Face-to-Face program which AFSA jointly sponsors with the Carnegie Endowment for International Peace. We still need additional nominees to replace Dave Biltchik this December as the head of this exciting professional program. This position is open to all members but might be particularly attractive to a USIA officer. For more information, see the interview with Dave in the July issue.

One last thought: AFSA, as a professional organization, as a union, and as a member's service organization, exists to defend your interests and improve the Foreign Service and the lives and careers of the people in it. To do so, however, we need two things: a large membership, which gives us the wherewithal to function, and your active involvement. We hope all of you will not only help out in the membership drive, but will get active in the Chapter at your post, or in AFSA activities here in Washington. In any case, please drop us a line and let us know what is bothering you, or what we can do on your behalf.

#### SCHOLARSHIPS AWARDED

The Board of Directors of the American Foreign Service Association appreciates the continued support given to the scholarship program by our members and friends.

The following are the names of recipients of AFSA Scholarships for 1973-1974 and their respective awards.

##### 1973-1974

Edick Algot Anderson, **Charles E. Merrill Trust**; Heather Lynn Anderson, **Charles E. Merrill Trust**; Mark Kennan Anderson, **Charles E. Merrill Trust**; Robert L. Austin, **Gertrude Stewart Memorial**; Paul Bastek, **David K. E. Bruce**; Jessica Blalock, **Isabel Preston Hill**; Martha Jo Braycick, **Ernest L. Ives**; Charlotte Hill Brown, **Arthur B. Emmons**; Daniel L. B. Brown, **American Women's Group of Bonn/Bad Godesberg**; Lisa Yildiz Brown, **American Women's Association of Kabul**; Martha Rowland Brown, **Embassy Women's Group Mexico City**; Michael J. Dembski, **Gertrude Stewart Memorial**; Robert E. Dembski, **Herbert Peck Fales**; Karl Bruno Gatti, **David K.**

**E. Bruce**; Stephanie Horner, **Selden Chapin Memorial**; Stephen Van Dyke Horner, **Selden Chapin Memorial**; Terry David Horner, **AAFSW**; Michel A. Ivy, **AAFSW**; Ann Pamela Jurecky, **James L. Carson Memorial**; Jane E. Jurecky, **Gertrude Stewart Memorial**; Kathryn Dee Kincaid, **Margaret F. Berger Memorial**; Francis P. LaRocca, Jr., **William Dale Fisher**; Martha F. Lyman, **AAFSW**; Kristine Maish, **AAFSW**; Mary F. Mattran, **AAFSW**; Marie McAuliffe, **George H. DeMange**; Kevin M. McNeill, **Wilbur J. Carr Memorial**; Robert B. Nolan, **Edward T. Wailes Memorial**; Stephen J. Nolan, **Julius C. Holmes Memorial**; Paul M. Price, **Douglas Coster Memorial**; Allene Shimomura, **Charles E. Merrill Trust**; Judith R. Sillari, **AAFSW**; Martin Sobol, **Paris Fund**; Sydney B. Sowell, **Gertrude Stewart Memorial**; Judith Springer, **Raymond Alvarez**; Sarah Springer, **Clare Timberlake Memorial**; Edward A. Tsoy, **Jefferson Patterson**; Ursula Anna Wagner, **AAFSW**; Martha Jean Wagner, **AAFSW**; Rebecca W. Wellde, Jr., **AAFSW**; Kristen Marie Wellde, **AAFSW**.

#### EXECUTIVE PAY

We are sorry to report that the House has defeated by a vote of 237 to 156 a bipartisan Senate bill introduced by Senator McGee and co-sponsored by Senator Fong. The bill, which had Administration backing and had passed the Senate by a wide margin, would have authorized pay studies every two years for executive-level pay rather than every four years as at present. This issue is particularly important to senior Foreign Service personnel in the three Agencies because of the requirement that the pay for career officials cannot exceed executive level V, currently set at \$36,000. As a consequence, FSO/FSR/FSIO-1s and some 2s are currently being denied pay increases due them under federal pay comparability studies. If the bill had passed the House, it could have meant increases of as much as \$5,000 for some senior Foreign Service employees. Senior officials will now probably have to wait until 1974 to obtain increases which are long overdue.

Incidentally, Senator McGee quoted the editorial in the May edition of the FSJ as evidence supporting the bill.

### AAFSW NEWS

The AAFSW would like to express its appreciation to all of you who have so generously assisted the coming October Book Fair.

At present the AAFSW would like to request your support in collecting postage stamps for the Stamp Corner. Your donations can be mailed directly to the Co-Chairman, Mrs. Jack Matlock, 2913 P St., N.W., Washington, D.C. 20007.

This year the Book Fair Art Section would like to be able to feature works by our Foreign Service family. If you have anything that you are willing to contribute to the AAFSW Book Fair please call Mrs. Harold Snell, 546-0679.

Welcome contributions to the Art Section are needlepoint works, paintings, sketches, pottery, glass and ceramics.

William J. Porter, Under Secretary for Political Affairs, will be the featured speaker at the AAFSW's first meeting on October 9. The coffee will be held on the eighth floor of the State Department, 10-12 noon. New members are invited and Mabel Kibble, Membership Chairman, will be on hand to sign them up. For membership information call Mrs. Kibble at 488-9069, or write AAFSW, P.O. Box 8068, D.C. 20024. This meeting also affords an opportunity to register for the various activity committees, Language Study, Community Relations, Speaker's Service, etc.

Members and eligible members only may reserve for this meeting. For information call 632-3573 or visit the AAFSW Desk, Room 1248, Department of State. The Columbia Plaza Garage at 2400 Virginia Avenue will make a special effort to provide parking space for AAFSW members for this meeting.

## Foreign Service People

### MARRIAGES

**Bush-Vance.** Robin Bush was married to Robert Clarke Vance, son of Ambassador and Mrs. Sheldon

B. Vance, on June 23, in San Francisco. Mr. and Mrs. Robert Vance reside at 11B Taylor St., San Raphael, Calif.

**Deming-Larraga.** Rosamond Bennett Deming, daughter of Ambassador and Mrs. Olcott H. Deming, was married to Luis Larraga Rodriguez de Vera on June 2 in Washington. Mr. and Mrs. Larraga will reside in Madrid. Ambassador Deming is now Director of the Foreign Student Service Council in Washington.

**Schraud-Matheson.** Patricia Enid Schraud, daughter of FSO-retired and Mrs. Myron H. Schraud, was married on June 9 to Michael John Matheson, in Chula Vista. The bride is employed by AID and the groom is on the staff of the Legal Department of the Department of State. Mr. and Mrs. Matheson will reside in Arlington, Va.

**Sligh-Boyce.** Kathryn Sligh, daughter of Mr. and Mrs. Frederick H. Sligh, AID, was married to Ralph Boyce, son of Mr. and Mrs. Ralph L. Boyce, USIA, on July 21, at Rokesville, Va. Kathy and Skip met in high school in Lahore and are now in their final year at George Washington University.

**Train-Swanson.** FSO Marilyn Ann Train was married to Maj. Harold M. Swanson on June 9 in Stockton, California. Maj. and Mrs. Swanson will reside at Four Mountains, B2, 30 Thunderbird Pkwy., Tacoma, Washington 98498.

### BIRTHS

**Harris.** A son, Allen Scott, born on August 2, to FSO and Mrs. F. Allen Harris. Tex and Jeanie report that all three are doing well.

**Schaffer.** A son, Michael Currie, born to FSOs Teresita C. and

Howard B. Schaffer on August 4, in Washington.

### DEATHS

**Acly.** Robert A. Acly, FSO-retired, died on July 28 in Pittsfield, Mass. Mr. Acly entered the Foreign Service in 1929 and served at Montreal, Tegucigalpa, Ceiba, Strasbourg, Johannesburg, Durban, Lourenco Marques, Capetown, Leopoldville, Rangoon and Panama before his retirement in 1962. He is survived by his wife, Mrs. Beatrice Acly, P.O. Box 383, Stockbridge, Mass., two daughters a son and one granddaughter.

**Brinton.** Mary Elizabeth McDade Brinton of the Office of Inter-American Programs died on July 30 in Washington. Mrs. Brinton was educational and cultural exchange officer for the Caribbean region at the time of her death. She had joined the Bureau of Public Affairs at State in 1958 after service with the War Department and the US Navy. She is survived by her mother, Nora Gertrude McDade and a brother, Charles Richard McDade, both of Chester, N.J.

**Caffery.** Gertrude McCarthy Caffery, wife of Jefferson Caffery, Amb. ret., died on July 13, in Lafayette, Louisiana. Mrs. Caffery received the Academic Palms from the French Government in 1937, the grand cordon of the Order of Al Kamal from the Egyptian Government in 1954 and the medal Pro Ecclesia et Pontifice from Pope Pius XII in 1957. She is survived by her husband of 223 Garfield St., Lafayette, La., a sister-in-law and two nephews.

**Davies.** Sarah Burgess Davies, wife of Deputy Assistant Secretary of State for Near Eastern and South Asian Affairs Rodger Davies, died on July 28, in Washington. She is survived by her husband, 5315 Duvall Dr., Westmoreland Hills, Md., a daughter, Anna Dana of Mills College, Calif., and a son, John Davies, of the home address.

**Nelson.** Carl (Jerry) Nelson, 26, son of Carl J. Nelson, FSO-ret., and Mrs. Nelson, died on August 4 from injuries received in an automobile accident. He is survived by his parents of 241 Panorama Dr., Oxon Hill, Md.



# Asian Affairs

*An American Review*

Crane, Russak  
& Company, Inc.

52 Vanderbilt Avenue  
New York 10017

ASIAN AFFAIRS, *An American Review*, a new policy-oriented periodical of Asian affairs, began publication in September, 1973. It is published by Crane, Russak & Company for the American-Asian Council, Inc.

The new periodical, which is published bi-monthly, will concern itself primarily with United States policy in Asia and will include, as well, articles on the domestic politics and economics of the Asian countries, and on their international relations.

ASIAN AFFAIRS addresses itself primarily to the well-informed citizen. The articles will avoid scholarly jargon in favor of simple, declarative, well-written journalistic prose. ASIAN AFFAIRS will also direct itself to social studies and political science teachers at high school and college levels, to executives in international business, current affairs groups, people in government and politics, journalists, and political analysts.

William Henderson III is editor. He was formerly associate executive director of The Council on Foreign Relations, publisher of *Foreign Affairs*. Dr. Henderson is currently president of his own consulting firm, William Henderson Consultants, Inc.

Chairman of the Editorial Advisory Board is Frank N. Trager, professor of international affairs and director of the National Security Program at New York University, and director of studies of the National Strategy Information Center. He writes on Asian topics and is a consultant to the Department of Defense.

The geographic scope of ASIAN AFFAIRS extends from Japan to Afghanistan, inclusive of Southeast Asia and the mainland countries. Special attention will be given to such exposed salients of the Free World as South Korea, the Republic of China on Taiwan, South Vietnam, and the Indian Ocean area.

The initial issue is dated September-October. Among the contributors in this issue is a journalist, a retired Australian army officer, a senior political advisor to a Southeast Asian government, and a professor of economics who was a deputy assistant Secretary of Defense for International Security Affairs.

The lead-off article in the first issue of ASIAN AFFAIRS is "Doctor Kissinger's Asia: Balance or Vertigo?" by Sol W. Sanders of the Chinese University of Hong Kong, a long-time Asian correspondent for *U.S. News and World Report*.

Other articles in this issue include: "The Emerging Political and Military Balance" by Brigadier F. P. Serong; "Land Reform: A Progress Report" by James L. Tyson, an economist with International Business Machines Corporation; "Politics and Economics—the Survival and Development of Taiwan" by Yuan-li Wu of the University of San Francisco; and "Indonesia and North Vietnam" by Arnold C. Brackman, Asian affairs specialist and former foreign correspondent.

ASIAN AFFAIRS is published in a 7 x 10 format. The subscription price is \$12 per year in Continental North America, postpaid; \$14 elsewhere. Single copies: \$2.00



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