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## FOREIGN SERVICE JOURNAL

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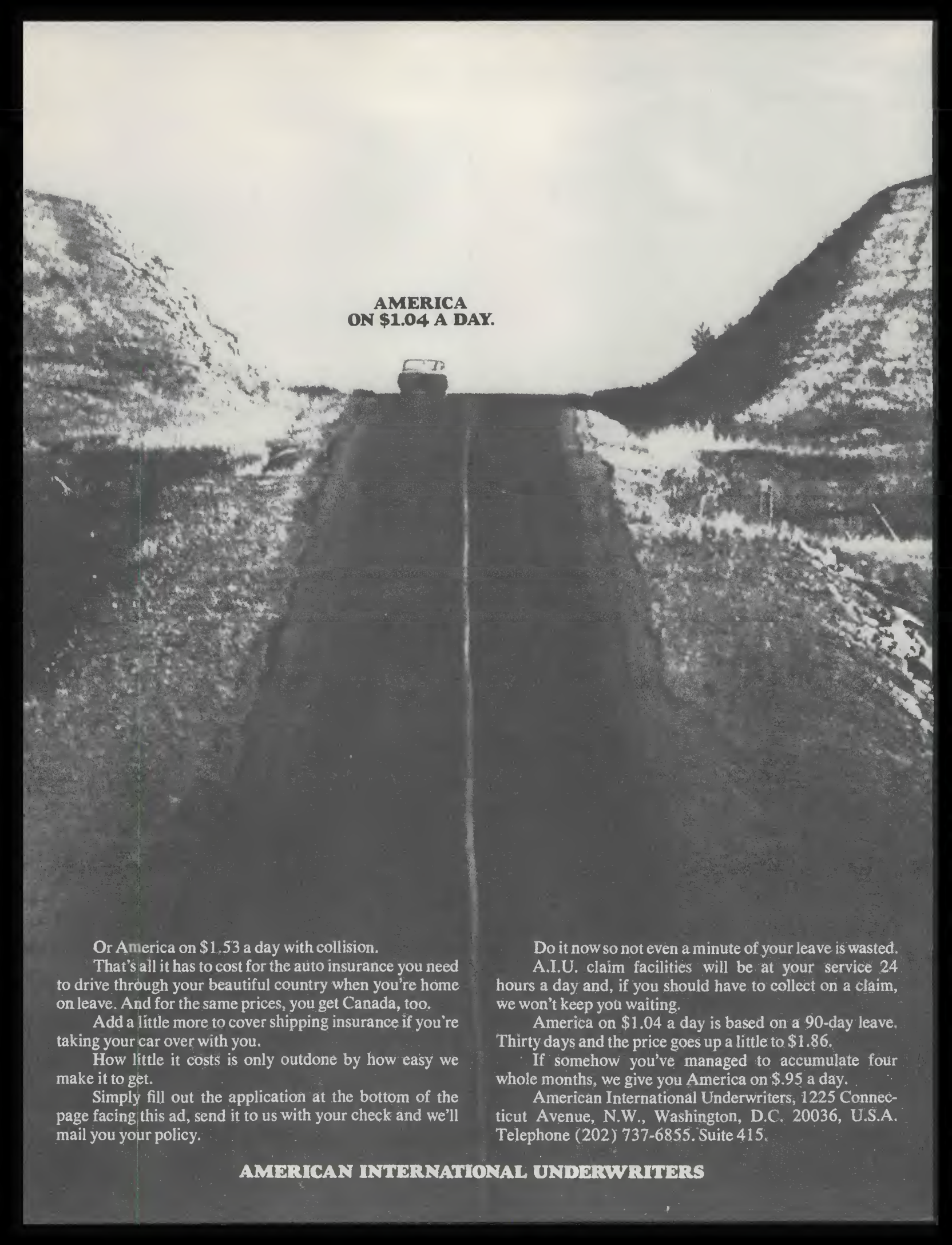
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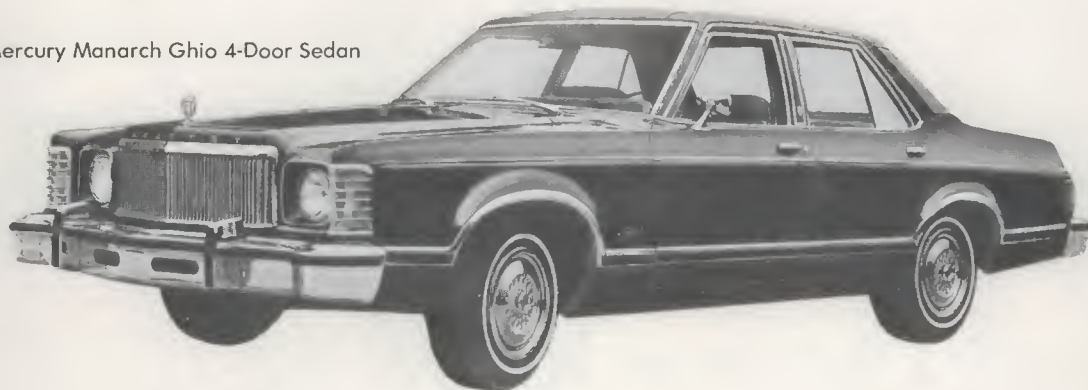
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You need more tact in the dangerous art of giving presents than in any other social action.—William Bolitho

# Tactpersonship: Lessons for Beginners

EDWARD M. COHEN

**W**EBSTER'S THIRD defines *tact* as "a keen sense of what to do or say in a difficult or delicate situation in order to maintain good relations with others or avoid offense."

Tact is clearly a very valuable attribute for career diplomats, who frequently *are* in a difficult or delicate situation, and whose essential function is to maintain good rela-

tions with others and avoid offense.

Fortunately, and contrary to the general belief, the "keen sense of what to do or say" is not an inborn sense; rather, it is a faculty that can be acquired—and rendered ever more keen—through the study of certain principles and techniques.

I term the application of these principles and techniques "Tactpersonship," by analogy with the late Stephen Potter's "One-Upmanship," modified in accordance with the current trend away from sexist distinctions in nomenclature.

Despite some superficial similarities between Potter's work and my own, and my adoption of some of his technical terms (e.g., "ploy"), Tactpersonship is not at all a branch of One-Upmanship, such as Gamesmanship, Golfmanship and the like. The objective of One-Upmanship and its branches is, as Potter defined it, "to make the other fellow feel that something has gone wrong, however slightly." The objective of Tactpersonship is precisely the converse: to make the other fellow (or, as I prefer to say, the Other Person) feel that something is all right,

---

*Ed Cohen, a member of the JOURNAL Editorial Board and a frequent contributor, entered the Foreign Service in 1956. He has served in Canada, Bermuda, Greece and East Pakistan.*

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however greatly it has gone wrong.

The One-Upman victimizes the Other Person, out of pure spite, malice or the desire for self-aggrandizement; the Tactperson does it out of pure love, compassion and the desire for self-preservation.

What follows is intended only as an introduction to Tactpersonship, covering merely the first several basic principles, the most elementary techniques ("ploys" and their variations or "sub-ploys"), and some of the common kinds of situations ("plights"\*) requiring their application.

I will proceed ploy-by-ploy, and I will illustrate each with a paradigm or two.

The reader may already be familiar with some of these paradigms; I ask that he or she bear in mind that they are presented here not for

amusement but for edification. Please examine even the hoariest chestnut with a fresh eye, and try to extract from it the hard nut within, i.e., the *principle* involved.

#### **PLOY I: Exploit the Environment**

The first step for a Tactperson snared in a plight is to analyze not the plight itself but rather its environment—the physical setting in which it is occurring, the socio-moral context, the actions and words of the other parties present, and all other "exogenous factors" (as these are termed).

The objective of such analysis is to detect a "loophole" through which the Tactperson can plunge, stride or wriggle, or a "peg" the Tactperson can grasp to pull him/herself off the hook, so to speak.

Following are examples of loopholes and pegs, and of the use of appropriate sub-ploys of the "Exploit the Environment" ploy.

*A: The "Who's to Know" Loophole and Sub-Ploy*

A Foreign Service couple was hosting a dinner party without the help of servants (i.e., in Washington). At great bother and expense, the wife had prepared an enormous turkey. The seated guests watched appreciatively as the husband carried the turkey on a platter towards the table. Suddenly, the husband tripped on the edge of the carpet; the bird took off as if in flight, crash-landed on the carpet and rolled to a halt. As the gasps of the guests subsided, the wife fixed her twinkling, steel-blue eyes directly upon her husband's orbs and said, with a smile that bespoke the strength of their connubial bonds: "That's quite all right, dear. Just take the turkey back into the kitchen and bring out the *other* turkey."

Note that the loophole here is provided by the socio-moral rather than the physical environment. Physically, there is nothing to prevent the Other Persons (the guests) from going to the kitchen and checking whether another turkey is being held in reserve. In the next paradigm, physics rather than ethics provides salvation.

A young Foreign Service officer and his supervisor in the Department were both ardent fans of the Washington Red-

*Continued on page 25*

\*The term "plight" is used here as a catch-all embracing a variety of situations, such as "predicament," "quandary," "dilemma," "gaffe" or "botch." The distinctions between these are beyond the purview of this introductory article.



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I know the worthy tourist,  
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Lost his letters, watch and wallet  
From the cold deck coming o'er.—*At the Consul's Open Door*, by Bret  
Harte

# Understanding Consular Diplomacy

THOMAS H. ETZOLD

THE IMPORTANCE of everyday consular work makes it curious that these essential functions have remained so often unnoticed by most Americans, whose attention tends to focus on unessential or perhaps more glamorous aspects of diplomacy. The many Foreign Service officers who specialize in consular affairs have been almost lost from sight. Consuls, it is said, are the Cinderellas of diplomacy, a statement perhaps only half true since the turnabout from rags to elegance has not yet occurred. Consular officers, it is also said, are the "poor relations" of other members of American diplomatic missions, even of commercial officers. The latter are fashionable; the consuls are not. Only recently has "the relationship between diplomatic missions and constituent posts" become a subject of study in the Foreign Service Institute and of a task force in the Department of State. Predictably and sadly, not much has come from this belated attention—only perfunctory conclusions that there should be better coordination, that consuls should not be second-class diplomats.

---

*Thomas H. Etzold received his education at Indiana University and at Yale, from which he earned a Ph.D. in American diplomatic history in 1970. He then taught at Miami University (O.) and is now associate professor of strategy at the Naval War College. His most recent article appeared in the February issue of THE HISTORIAN and revisits the most famous protection case in American diplomacy, that of Jon Perdicaris in Morocco in 1904.*

In times past there have been four reasons for denigrating or overlooking the importance of consular work: professional, legal, procedural, and social. Consuls in the 19th century were in no sense professional, and indeed were often unreliable. The quality of consuls varied enormously. Sometimes the government would, fortuitously, appoint a merchant or trader of good repute and temperate habits who happened to reside in the right place. Other appointments were less satisfactory; and there were moments in the 19th century when many American consular agents and consuls were known as dissolute scalawags and rascals rather than as solid citizens and reliable officers of the government. Consuls, and perhaps even diplomatic officers, would engage in illicit trade, charge exorbitant fees, and sell visas, passports, and even American citizenship. Frequently consuls and consular agents were not even American citizens, and there are instances on record where a consul for the United States was simultaneously or sometimes consecutively a consul for other powers. Commonly, consuls as well as ministers and diplomatic secretaries were appointed to repay political favors; William Dean Howells received the consulate in Venice in return for writing Abraham Lincoln's campaign biography. For many decades consuls served without salary, relying on fees for services performed. Op-

portunities for abuse of the fee system proved difficult for some consuls to resist, and indeed the opportunity was one of the chief attractions of the job. Nathaniel Hawthorne, consul in Liverpool in the 1850s, had frankly asked his old classmate, President Franklin Pierce, for a post where fees would be high. Liverpool was a gold mine. Hawthorne decided that the most pleasant moment of each morning came when his vice consul would bring in the previous day's accounts. He had exulted in 1854 that he would "fairly bag \$10,000 within the year," and after quitting in 1857 he in fact financed three years more of life and travel in Europe out of the takings of the consulate. Over the years there was justifiable and rising protest over consular "fees and follies."

In addition to the disrepute brought by virtue of haphazard selection and often inferior quality, there was the matter of legal status. As everyone knows, status is important in diplomacy. In international law and practice a vast gulf has separated consuls from diplomatic secretaries, the former being charged with mundane and small-scale problems of law and rights in dealing with local authorities, the latter charged with the great or at least impressive problems that require dealing at the highest levels of central government. The work of consuls was—and is—very much a matter of statute, that of diplomats a matter of discretion. The society of cos-

mopolitan Europe, or the elegant entertainment of any great diplomatic capital, was for the diplomatic secretaries and ministers. There they would demonstrate or acquire the manners and urbanities that are so much a part of traditional diplomacy. Their stepchild associates, the consuls, were banished to the sausage-and-fried-potato-and-beer luncheons of burghers in the hinterland where people were early to bed and early to rise for another day of work in commerce, industry, shipping, and other humdrum—though often profitable—affairs.

A less valid but still important reason for denigration of consuls derived from the way—the procedure—in which consuls and consulates were reformed at the end of the 19th century and thereafter. What happened here was somewhat complicated and requires an extended explanation. The growth of American foreign trade, and great domestic interest in expansion of that trade, gave impetus to attempts in Congress and the Department of State to reform consular diplomacy, and for that matter, the whole organization of foreign relations. The chance arrangements of older times no longer sufficed, and for furtherance of their interests in cities abroad American businessmen began to demand better consuls, professionals who could help the businesses grow and prosper. The old system of fees was abolished; consuls were put on salary, and fees for services turned into the department. New rules ensured that consuls were indeed Americans working for the interest of the United States. The Department could hardly change itself fast enough to suit advocates of improved consular service. One newspaper editorial, representative of many others, proclaimed the urgency of improvement:

All over the world today the peoples of the earth are engaged in a war. There is no shock of armies in this war. Yet no struggle of armies and navies was ever more a test of a nation's vigor or more decisive of its powers of progress. This silent warfare is the struggle for foreign trade. In this the Briton is matched against the German, the American against the Briton, the German against the American, and all against one another. In that war our outposts are our consulates. Shall we fill them

*There is little logic in this reputation of the consuls, simply the results of tradition, of the dead hand of the past. People tend to believe what they want to believe . . .*

with experts, or with amateurs? . . . But the attempt to destroy the disparity in professionalism and status between diplomats and consuls miscarried. The great Rogers Act of 1924 established the modern, combined diplomatic and consular services known since then as the Foreign Service, but the difference in status of diplomats and consuls did not disappear, and consuls continued to be considered greatly inferior diplomats, less highly regarded, less frequently promoted. Perhaps older traditions could never have been overcome by legislation. As it was, legislation helped perpetuate the invidious distinction between consuls and diplomats, for although the Rogers Act opened the way for consuls to pass over to diplomatic service, it established a sort of progression that made consular service seem an apprenticeship during which one had to qualify for service as a full-fledged diplomat. Consequently, long continuation in consular work, or assignment to it at some point in a career, remained undesirable and maybe even a sign of inferiority.

Finally there has been a social reason for the lower repute of American consuls. Social acceptability figured importantly in the reform proposals and legislation of the turn of the century and after, and with reason. Late in the 19th century an informal elite of wealth, social connections, and ivy league education had come to dominate the diplomatic service, and with amalgamation of the consular and diplomatic services in the Rogers Act the senior men, the old boys, headed up the new combined Foreign Service. These senior men, diplomats like Joseph C. Grew, Hugh R. Wilson, Hugh Gibson, Jay Pierrepont Moffat, William Phillips, encouraged and promoted men of their sort. Only a few who were not of their sort made the transition from consular work to diplomacy. For at least the period between the world wars, and to a lesser extent beyond them, the Foreign Service continued to reflect the traits of that old elite in which there had been no place for

the shirtsleeve work, the hard work, of consuls.

So much for the reasons why the consular part of present-day diplomacy—and the diplomacy of the past—has not been held in high repute. There is little logic in this reputation of the consuls, simply the results of tradition, of the dead hand of the past. People tend to believe what they want to believe; truth does not always make them free; the opinions about consuls continue on, year after year.

One should stop to consider how important are the tasks of consuls, how difficult the foreign relations of the United States would be without consuls. There are perhaps two major categories of consular work: administration of enforcement of federal laws, and protection of citizens. In one of the most important functions of diplomacy, consuls administer and even enforce the laws of the United States where they apply beyond American boundaries. Such activity sounds contradictory, for nearly everyone knows that territorial boundaries limit sovereignty. Everyone has heard anecdotes—virtual fables—of individuals who have evaded the rigorously progressive American income tax by residence abroad, or by engaging in foreign business, perhaps registering a ship or corporation abroad. Yet important categories of domestic law have application overseas, primarily through officers of the Foreign Service who perform consular duties. These laws principally concern citizenship and immigration, which in their observance require extensive exertion by overseas and Washington-based personnel. Further, important applications of laws regulating trade among nations may derive from domestic legislation.

Consular officers are responsible for the administration of American laws relating to other categories of affairs that may have international, or at least foreign, dimensions, and the diplomats of our own day probably need no more than the briefest reminder that many such consular

functions, pedestrian as they may seem, are essential to foreign relations. Consuls notarize documents, take depositions, occasionally conduct investigations on various matters, and possess responsibility and extensive authority in dealing with matters affecting the welfare of seamen and affairs of shipboard life on vessels registered in their home countries, though this latter function is diminishing as a result of the rapidity with which ships now turn around in port. Still, as one writer has aptly noted, "the presence abroad of an increasing number of American citizens in trade, industry, education, and government is indispensable to the successful carrying out of our foreign policy. These Americans have to be looked after."

The second category of consular work, protection, is one of the most elemental responsibilities of a state in foreign relations. In the modern era when states have become representative of citizens rather than the property of princes, the obligation to protect the life and advance the interests of citizens has become the basis for projection of state power and presence beyond national boundaries. Issuance of passports and protection of citizens who hold them encapsulates the most elemental responsibility of a state in foreign relations. The passport is the documentary proof of identity and citizenship that an individual carries into the hazardous foreign environment, the written guarantee that he is entitled to assistance and protection of the government to which he owes allegiance.\*

No ability is more fundamental to sovereignty, and to the right to govern, than ability to protect those individuals who acknowledge allegiance, pay taxes, and perform military service, for therein is the

\* *From the point of view of American citizens, passport work possesses much greater importance than visa matters, though as any consular officer knows, the issuance of visas is time-consuming. Five and one half million aliens entered the United States legally in 1972, and in 1973 the consulate general in Kobe, Japan, alone issued 178,000 visas. That latter volume of work led the consul general there to fight long and hard for revision of the routine procedure which required that each visa be signed by the consul. That many visas can add up to writer's cramp as well as to an enormous waste of time.*

essence of social contract. It is no accident that one of the notable foreign contretemps of Theodore Roosevelt's presidency grew out of an effort to protect a citizen named Jon Perdicaris who had been kidnapped by a bandit in Morocco in 1904. Roosevelt and Secretary of State John Hay in undiplomatic language demanded that the sovereign of that North African state produce Perdicaris alive or Raisuli dead. The vigorous defense of Perdicaris, which made national and international headlines, arose from Roosevelt's recognition of the close connection between newly found world power and ability to protect a citizen abroad.

How important such instances of protection can be, and how representative of general relations between countries, was evident in the tragic case of Helmut Hirsch who in the late 1930s found himself in trouble with German authorities and was sentenced to death by a secret court. For three months American officials at the highest levels attempted to save his life, but strong language and appeals from the Secretary of State and approaches to Hitler via some of the latter's associates known to American diplomats in Berlin availed nothing in the increasingly difficult German-American political climate of that time. On June 4, 1937, Hirsch became the first American citizen to die at the hands of the Hitler regime.

To dispute many cases would strain government relations. It would be a sorry experience for a citizen abroad if he had to encounter such difficulties as kidnapping or a trial for his life before his country's representatives would help him. But consular officers furnish all sorts of assistance to citizens abroad, helping with innumerable small problems, assisting businessmen to establish connections and meet local regulations, generally seeing to it that Americans receive due process of law and protection of their rights under treaty or international usage whenever there is some dispute, wrongdoing, or simple misunderstanding.

It is almost ironic. The consular work of the department includes so many services of importance for citizens, services which come together into the two categories of

administration of law and protection of citizens, and yet Americans tend to forget about this hard and important work of the consuls. The so-called man on the street, and also the men in the Department of State, look to the reasons of history and to their own imaginations and convince themselves that the Department's consuls are second-rate people who occupy small offices in the secondary cities of strange lands. They believe that the consuls and vice consuls—and formerly perhaps vice vice-consuls and vice consuls-general as well—spend time staring out the window or looking in dull fashion at bills of lading, or maybe, if they are in some port, counting the ships in the harbor that fly the American flag, if they can see the flag through their spyglasses.

And there is a double irony. The Department complains chronically that it is the only cabinet department without a constituency. It goes friendless to Capitol Hill each year for the battle of the bulging budget, fights bravely with right on its side, and fares less well than the other departments—Labor, Agriculture, Commerce, Defense and all the rest—who can spend money in congressional districts. Diplomatic work, and the Department's expenditures, are by definition directed outward rather than distributed inward, and that can hardly change. But diplomats are wrong, quite mistaken, when they say that their department lacks a constituency. Every passport holder, and every would-be traveler, is a constituent; so is each American businessman whose work directly or indirectly becomes part of foreign trade. Twenty-three million Americans traveled abroad in 1971 alone. And in the following year American foreign trade amounted to some forty-nine billion dollars, the cumulative result of hundreds of thousands of transactions, trips, and yes, requests for assistance. Although the constituency of the Department of State will never be organized like labor unions, farmers' associations, manufacturers' associations, and Chambers of Commerce, the Department should realize how large its constituency is, and who it is, and who among the Department officers work for that constituency. ■

A discussion of the pros and cons of raising children in the Foreign Service is likely to become heated, however, because there are very few fence-sitters among diplomatic parents.

—*Living in State*, by Beatrice Russell

# OVER HERE & BACK THERE

## American Adolescents Overseas

SIDNEY L. WERKMAN, M.D.  
Professor of Psychiatry

ALTHOUGH PARENTS may feel relieved to have their teenagers grow up overseas, the adolescents, themselves, tell a different story, especially as they look at their experiences in retrospect when they are struggling to find a place in the mainstream of American life. "When I visited the States two years ago it really scared me," a 17-year-old I interviewed in Asia told me. "Seeing Americans dig ditches and work as waiters was strange," he continued. "Over here you walk down the street and everyone looks at you . . . you're on stage all the time. Back there you miss all the attention. You become an unperson, and you feel odd because they're more sophisticated in clothes and contemporary thinking and everything."

On the other hand many parents will agree with the view of this mother who said: "A real advantage of living here is that our daughters are removed not only from television, but also from many other undesirable elements in

their environment back home. The drug problem is almost nonexistent; we have far fewer fights about dating and none about the car."

Unfortunately, such advantages sometimes turn out to be short-lived. Adolescence will run its course, regardless. Children need to *move out* on their own, *choose* their own interests, *make* their own friends, and *learn* to govern themselves. Too readily overseas parents may ignore the teenage years of their children, only to find that the troubles that typically accompany growing up in America suddenly erupt when teenagers return home. And for every adolescent problem postponed, there still remains an impressive catalog of hurdles and challenges for families to face when they move overseas. It is possible, however, to arrive at happy, workable solutions to most of them. Like all solutions, they involve understanding and initiative within families and support from the community to which they are posted.

Certain adolescent issues are universal, at least for American teenagers, and need to be kept in mind before you consider the special conditions of overseas life.

- Adolescents are painfully aware of their bodies and tediously preoccupied with clothes. Their adherence to fashion is almost cult-like. Growth is rapid and physical changes are conspicuous.

- Pulling away from parents and turning to their peers for guidance

is normal. Adolescents need to do this to gain experience, test, make mistakes, and ultimately settle on a way of life. They crave the freedom to prowl around in strange parts of town, to waste or use time, to daydream about jobs and activities they will choose for themselves.

- Sexuality and romance preoccupy them. They need privacy to sort out these emotions that will later determine their adult happiness as partners and parents.

Few situations can be imagined that are less conducive to facing and working out these issues than an overseas post, where the following conditions typically exist:

*Clothing Styles:* A 15-year-old American wears two-toned shoes to a new school only to find that host country adolescents at the school wear shiny black shoes. American blue jeans, though highly prized, are not accepted attire in some places. Children in the capital cities of Asia and Europe wear sleek French clothes, well cut jackets and ties. American children are bound to feel as awkward and out of place as an adult would in the same circumstances.

*Meeting Places:* The hamburger stands, bowling alleys, movie theatres and 3.2 beer places that cover the United States just don't exist overseas. The movie, "American Graffiti," could never have been filmed overseas, where adolescents are unable to get drivers' licenses and therefore can't

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This article is from a book Dr. Werkman is writing on overseas families, titled "Survival Overseas: A Manual for Families."

cruise around in automobiles. So the teenager must depend, for his recreational needs, upon the very family his instincts tell him he ought to be drawing away from.

*High Profile:* American teenagers are highly visible in a foreign culture; they are a part of our "presence." At a time in their lives when they feel most awkward and uncertain, the continuous concern with manners, length of hair, length of dress, may well drain spontaneity and even some of the charming roguishness from an adolescent. One mother of teenagers put it succinctly:

"I think our State Department should tell Ambassadors to lay off teenagers. They shouldn't be tied in with their parents' official behavior. A father's efficiency rating should not depend on the way his child dresses. For a kid to be clobbered with the role of the Ugly American and the fear that he may hurt his father's job if he doesn't cut his hair is disastrous. It's too much at that age to carry the United States on his back."

She even went on to volunteer, "If the Ambassador said to me, 'Cut your son's hair,' I would say, 'It's none of your business.'"

*Dating and Sexuality:* Teenagers who move overseas often feel as though they had been whisked suddenly by a time machine back to a small town in 19th century America. Everyone knows what they are doing, or can find out about it, and the range of acceptable behavior may be limited by the views of the most narrow-minded members of the community. Here are some of the situations that surface overseas:

A 16-year-old girl became involved with a man from the embassy of a country whose relations with the United States were somewhat strained. Many members of the American community volunteered their opinions about the propriety of the friendship.

A 15-year-old boy solved his sexual problems by frequenting one of the many brothels in the large city in Asia where he lived. His parents were horrified when they learned of this.

A 16-year-old girl, who had lived in Africa with her parents most of her life, dated host country schoolmates as a natural event. When the family returned to the

United States and the girl brought a black boyfriend home from college, her parents were horrified.

*Work:* The time-hallowed practice in the United States that a teenager, regardless of his economic status, will find a job perhaps as a gas station attendant, a shoe salesman, or a rock band member, is definitely not a reality of overseas living. There is little opportunity for youth work overseas and you hear such comments as this one from a 16-year-old girl:

"I couldn't work because girls just don't go out of their houses in a Muslim country. My brother couldn't work either because there wasn't anything for him to do. I mean there just simply wasn't anything. So we spent our summers at the club swimming pool. I had highs and lows about it. Basically, I think I had a lot of emotional problems just because I couldn't do what was natural when I was sixteen."

*Schools:* Whatever an adolescent's expectations of high school, it is the fruition of many extra-curricular athletic, social, and artistic wishes. Overseas schools offer much narrower experiences for teenagers. Sports, drama, music, painting, sculpture, school government, clubs, and the like are often unavailable in the school environment.

*What is Left Behind?:* The adolescent who moves overseas must leave his familiar props behind—the record collections, television programs, teachers who think well of him, stores where he is known, shady neighborhoods and hidden places to ride bicycles and perhaps share a cigarette or an exciting erotic book. He also leaves his close friends, the ones who assure him that he is okay, that his family is impossible and that growing up is worth a try.

It is not easy for a teenager to make new friends in the United States, and the difficulties are often monumental overseas. Some fortunate youngsters can land on their feet anywhere on the globe and be immediately at home, but for many the period of transition is painful as youthful social stratas are notoriously excluding. Adolescents who get "in" are so relieved they can't be bothered with the "outs." A teenager overseas described what it was like where he lived.

"When kids first get here they're in shock. Life is so different from what they've been used to—the physical layout of the school and the whole thing about their families getting settled. There is a kind of hostility and competition. It's caused by fear—of not being able to speak the language or being able to get along with the other kids. Most of them just wander around in a daze the first month. After school they go back to their own houses which are quite a distance from each other. If they do make friends at school they sometimes have their friends come over. But that doesn't take care of it all."

Ironically, new arrivals often gain acceptance first from the "out group" teenagers in a school, the fringe youngsters who are least comfortable in the setting. Another teenager tells of his experience in a new school overseas: "Everybody sat there and looked at me and at what I was wearing. You get to the point where you'll be friends with anybody who's friendly to you. One of the guys who was friendly to me wasn't the kind of person I really like. He was into drugs and bad mouthed everything about the school. But I was lucky because later I got to be friends with some other people."

These are trying problems, among the most challenging ones that teenagers and their parents face when they move overseas. What can be done about them? Here are some ideas and suggestions that have worked for many families and communities.

• *The Art of Anticipation.* Learn all you can about a new post before you go—the location and size of the school, the availability of a kiln for potters, competition for a football player, clubs for social youngsters. Tell your teenagers why you are making the move, why it is important to you, and be honest with yourselves and them. Allow them, and yourselves, a mini-nervous breakdown. Then, pull yourselves together and pack the clothes, records, posters, stuffed animals, stamp collections, tape players and books you will need.

• *Families.* You and your children will probably spend more time together than you ever dreamed of sharing in the United States. Don't allow the easy camaraderie that develops around meals, museum

visits, travel or picnics to obscure the natural need teenagers have to show independence and even some rebellion. Give your teenagers some freedom to be on their own. Don't demand that they be constant representatives of the United States of America. A parent who agreed with me about the concept of independence in general, nevertheless closed our discussion with this admonition: "When my boy lives here in Washington, he's just Robert, but when he goes overseas he'll be the son of the Deputy Chief of Mission and in the spotlight."

• *Work and Careers.* "Tell teenagers overseas to make their fathers' business their business," a young adult who had lived abroad most of his life said. "I knew my father was with an oil company but I had never been to his office or seen him work. When I got back to the States I had no idea of what I wanted to do. That's why so many of us want to play guitar in a rock band; at least we know what that job description is."

Though adolescents in the United States know little about the work of the adult world, the problem is compounded overseas by the extremely limited range of careers represented in a typical American community. Most of the men are administrators, thinkers, diplomats, or part of the military presence. The teenager never gets to know computer programmers, real estate and securities salesmen, bankers, lawyers, union leaders, city planners, or plumbers. Most importantly, he doesn't have any knowledge of his own father's job.

A father might take his children to his office to show them what he does each day. The children will not only profit from such visits, but the father might become more aware of the significance of the work he does. Some communities have organized career days in which students visit various offices in their town, including the offices of host country nationals, to learn about a variety of career opportunities. Such visits can solidify the teenager's view that he is growing up, that his concerns are respected, and that he is directing himself toward a greater sense of autonomy and responsibility.

• *Romance.* Find a way to give teenagers some opportunities for

The teenager never gets to know computer programmers, real estate and securities salesmen, bankers, lawyers, union leaders, city planners, or plumbers.

privacy—their own room in a church or a special section of a staff house. But, don't forget that all teenagers appreciate the constraint of rules, particularly when they have been invited to help formulate them. Be specific about party and dating codes. Include hours, places that are on and off limits, the kind of adult supervision needed and conventions about the use of alcohol and other drugs.

A parent discussion group can be used to share ideas and concerns about dating and sexuality. Such group interaction can help to separate inevitable adolescent issues that parents will have to tolerate from those that are clearly dangerous or offensive. Similarly, a discussion group for teenagers and parents around the same issues can give necessary information and iron out misunderstandings that are endemic between the generations.

• *Activities.* There may be fewer outside activities in the schools, but the ones that exist are usually heavily subscribed to by both teenagers and their families. One high school has a Glee Club with basses and sopranos from among the mothers and fathers of the community. Entire families participate in dramatic productions. A teacher described how one community organized its activities:

"The school attempts in certain ways to fill the gaps. For example, last year, every Friday we had sort of an 'afternoon club' for teenagers. It was almost like a party. We had sports for fathers and sons, mostly organized by the fathers, particularly of the middle school where they had about 30 fathers and sons playing football. This year they played soccer. The kids really like soccer, but it's too tough on the fathers—just too exhausting for them. We have a school bazaar and cake sale, a big dance around Christmas time, and some teachers organized hiking and skiing trips."

One of the consequences of a narrower range of outside activities is that the adolescent has more time to study. This should be recognized by all concerned as an opportunity to gain a great deal of educational strength. Parents can

help considerably by monitoring their teens' work with thoughtful involvement.

• *Work.* Work opportunities in the American community should be explored and even manufactured. Aptitudes and motivations are uncovered through actual experiences, i.e., trying out various jobs. Consider carpentry, painting, child care, and volunteer work in hospitals. Perhaps, as a last resort, students could be paid for doing their school work well. Admittedly, jobs for teenagers are scarce in communities where human labor is so inexpensive, and host country nationals may take a dim view of such use of our teenagers. But, for a teenager a job solves two problems for him and his family—he has something to do with his free time and such work cuts down the amount of aimless or disruptive activity that teenagers lapse into when they don't believe they are valued by the society in which they live. If at all possible teenagers should be paid for their work, for there is no adequate substitute for money as a criterion of worth in today's adult world.

• *A Helping Hand.* When an Embassy official or oil company executive genuinely welcomes new families, including their children, and extends a helping hand to them, that attitude will pervade the entire community. As a point of view tends to filter from the top down, adolescents will know if they are genuinely wanted or not by deeds—a welcome visit from a government official, an introduction by the school principal or a party for teenagers given by parents in the community.

A big brother or sister could be assigned to a new student in school to show him the ropes, how people dress, where they congregate, whom he might enjoy. Big brothers or sisters should function not only in the first week but stick with new teenagers for a number of months to see that they are integrated.

Adolescents need to have experience with adults other than their parents or close friends of their parents. Every community

*Continued on page 30*

The foundation of good diplomacy is the same as the foundation of good business—namely credit, confidence, consideration and compromise.

—Diplomacy, by Sir Harold Nicolson

# Management in the Foreign Service

E. GREGORY KRYZA and WILLIAM E. KNIGHT

THE FOREIGN SERVICE personnel system requires that all officers be evaluated as to their managerial capabilities. However, not only does the Service provide an officer with little direct training in management as he progresses, there is no commonly accepted understanding of what good management consists. Officers are accordingly being judged against standards which have nowhere been made clear, a process we are generally urged to avoid in these enlightened times. It is quite possible for an officer to be praised at one post for practices which would be roundly criticized at another. There is thus something to be said for an attempt to develop an agreed view of the

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nature of the management process and what distinguishes good management from bad.

It has been our experience in inspecting 48 Foreign Service posts during the past three years that what might be called the "Osmosis Theory" of management has the devoted support of more officers than any other. This holds that intelligent people working together will arrive at effective relationships through the contacts that ordinarily take place between supervisors and supervised in the course of each day. This can and does occur in some instances, but more often the system leads to confusion, low performance, and poor morale.

Our observations lead us to the conviction that, to be effective, management must be a dynamic process of systematic planning and supervision at every level to insure that the right things are done, on time, and well. The manager's role is not to do the work himself but to build an organization that will do it as he wishes it done. The following suggestions are purely our own, advanced in the hope of stimulating constructive discussion. In no sense do they represent a "school solution," for no such exists.

## The Organization

A. *The Chief of Mission.* Every chief of mission has the right to or-

ganize and run his mission as he sees fit, so long as what he does and how he does it are consistent with the broad guidelines laid down in the "Foreign Affairs Manual." It has been our experience, however, that ambassadors are usually willing to accept guidance as long as it is not expressed in categorical terms. Indeed, the most frequent complaint from ambassadors (career FSOs as well as political appointees) is the dearth of such guidance. We are pleased to learn that a "Handbook for Ambassadors" is in the mill. We hope that it will emphasize the responsibility of ambassadors, working through their staffs, to develop effective managerial systems. Too many ambassadors, and DCMs also, focus their efforts on the principal policy issues and on representation, paying scant attention to the running of their organizations. The larger the embassy, the more likely this is to occur.

One of the primary duties of the ambassador and the DCM is to build a system under which they can maintain a clear understanding of the nature of the work done and problems faced in all of the embassy's component sections at all levels, and the resources being used or proposed for each. The system should be designed to bring hidden problems and opportunities

## The hard part, and it often distinguishes a poorly run from a well run embassy, is insuring communications upward.

to the surface. (Managers are often referred to as "problem and opportunity finders.")

The communications-downward part of the management task is simple (although even this is not always done well). The hard part, and it often distinguishes a poorly run from a well run embassy, is insuring communications upward. The larger the embassy, the more likely it is that those at the top will not know much about what is being done down below, the programs, priorities, special difficulties, feelings of the staff, etc. Our suggestions concentrate primarily on this area and advance our own proposed answer to the question: "How can top management keep itself informed on, and maintain a degree of guidance over, the work of all echelons below?"

Let us establish one point before we go further. In saying that the managerial process should be an active and not a passive one, we are not suggesting that all work should go to the top for review. On the contrary, we recommend centralization in planning, policymaking, and the handling of major issues, but urge the greatest possible decentralization of the day-to-day disposition of routine and secondary business.

*B. Deputy Chief of Mission.* The most effective missions we have seen are those in which the DCM is the "Senior Vice President in Charge of Operations." Unless the ambassador wishes to do this himself, it is the DCM who should, under the ambassador's guidance, work out the details of the managerial system tailored to the ambassador's style. In this he functions as the embassy's Systems Engineer. He also typically coordinates and supervises the operation of the system once it is established, again under the ambassador's guidance.

### The System

Our fundamental suggestion is that each embassy conduct an annual analysis-and-planning exercise involving all components and

all levels of the embassy team. Done properly, this can be an effective tool for *education* (particularly of those at the top), *coordination*, and *control*. It increases the possibility that management will have a say in key decisions (being in on the takeoffs as well as the crash landings).

The process should include, at each level:

A. A detailed enumeration of all principal functions performed by each person, and a rough estimate of the percentage of time spent on each. All concerned should stand back and *think*, asking themselves whether each function is a useful thing to do at all, whether it is being done the right way and whether the right amount of effort is being spent on it. (This can bring to light all sorts of interesting things. It may show that the most energy is being spent on low-priority work; that an economic or political section is spending little time on policy-oriented analysis; that a highly paid local Ph.D. technician is being used primarily as a typist; that certain secretaries are underemployed and climbing the walls in boredom while others are swamped; that a key political officer is spending half of his time on protocol matters; that a GSO is vainly struggling to maintain more leased quarters than he can possibly handle; or that the commercial officers practically never get out of the embassy.)

B. A discussion of operational, policy or budgetary problems being encountered, and opportunities that are emerging, and how each should be handled.

C. A discussion of the prevailing policy environment, reflecting the current preoccupations of the US Government.

D. An examination of the resources being applied, their adequacy or otherwise in quantity or quality, and anticipated trends likely to affect requirements in the two-to-four year range.

E. The contemplation of recommendations on policy, strategy or tactics that should be referred

upward in the embassy, and possibly to Washington, as a result of the review.

F. Finally, the development of a written analysis for the coming year formulating policy recommendations, setting forth updated goals, priorities and resource requirements for each unit, and outlining a plan to guide the units' work until the time of the next review.

The above process may proceed in stages, beginning with the lowest-level unit. Each branch chief, under the supervision of the head of section, reviews the functions and the priorities of each of his subordinates and, working with them, develops goals, priorities, and working plans for the branch. The section chief reviews this planning of all of his branches, and, in concert with the branch chiefs, drafts overall policy recommendations, goals, priorities, and operational plans for his section as a whole. Finally, the DCM and the ambassador review the planning done by all of the various sections.

An analogous process may also go forward within the other US Government agencies present in the country. The ambassador has a responsibility, in preparing his Annual Policy Assessment, to inform himself in adequate detail of the programs, objectives, and forward planning of all activities underway in the country, and the resources being applied and to be applied. On the basis of this review, he will be able to form an opinion on whether all activities are consonant with policy and current priorities. This becomes the basis for the recommendations he makes to Washington on other-agency programs for consideration in inter-agency channels.

As each of the above planning phases moves toward completion, it will be useful for all sections of the embassy and all US agencies having an interest in the fields concerned to be involved. This helps insure coordination and the development of many-faceted attacks on key issues. It can flush out

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incipient problems. For example: Do people in other agencies feel that they don't get a fair shake on administrative support? Are the consulates adequately involved? Are USIS and the Science Attache's offices coordinating their work with the commercial/economic section? Is the embassy meeting needs created by special circumstances or gradually-emerging long-range trends?

At every level the process should be a collegial rather than a dictatorial one. People work more effectively at jobs that they themselves have helped to define.

Once the process is complete, first-line supervisors can be sure that they know in detail what their subordinates have to do and how they should be doing it. The heads of sections will know the same things about each of their branches. Most important of all, the ambassador and DCM, even in the largest of embassies, can rest assured that they know what is going on and that they have had a chance to apply their judgment to key matters of policy, priorities, operations, and resources. Last, but not least, the organizational memory will have been improved and the dislocations periodically caused by personnel turnovers will have been reduced.

#### **Linkage of the Annual Assessment and the Budget**

The above process can constitute the best possible preliminary to the preparation of the post's Annual Policy Assessment and response to the Bureau's "Flash Budget Call."

#### **Monitoring the System**

Once the planning is completed the action moves to the implementation and monitoring phases.

*A. Organization Manual.* The post is now ready, if it does not already have one, to develop an "Organizational Manual" with a chapter for each element not only of the embassy (or consulate) but

all affiliated agencies. At a minimum, the Manual should include for each unit a statement of the original charter governing its work, basic instructions issued by Washington or the post with regard to its operations, and the most recent planning document described above.

*B. Listing of Responsibilities.* This is a convenient time for all supervisors to identify clearly, in writing, the fields of responsibility of each subordinate, or to review such assignments if they already exist.

*C. Counseling Sessions.* The now-required counseling sessions may also be held at this point for discussion of each employee's performance and for the updating of statements of his or her goals, priorities, and operating procedures. This should be done carefully and in adequate detail, with close attention on the part of the supervisor. Too often we find that such statements are so generally phrased as to be all but useless and that, having been drafted by the officer himself, they are perfunctorily approved without change by the supervisor. Actually, this is the moment of truth when the supervisor can have the most constructive impact on his subordinates' work.

*E. Chron Files.* Each drafting officer should be required to maintain a chron file of his personal written work to permit his supervisor periodically to assess its quality and balance.

*F. Work Statistics.* When the work lends itself thereto, a system of work-flow statistics may be developed to help management keep tabs on performance, to give early warning of growing backlogs, etc. (This is particularly applicable to consular, administrative, aid, and some forms of economic/commercial work.)

*G. Openness.* No matter what system is developed, it will usually work best in an atmosphere of openness. In our experience, the embassies and consulates that have the most problems are those in

which the ambassador or principal officer, and their deputies, isolate themselves from their staffs. Often they sail along blissfully unaware that serious problems are developing. On the other hand, the happiest and most problem-free posts are typically those in which the principals have a carefully developed pattern of contacts with their subordinates, including those far down the line. Some ambassadors and DCMs attend sectional staff meetings on a rotating basis once or twice a year. Others convoke periodic general unstructured bull sessions where anything from policy to parking permits may be discussed. A system of rotational attendance at the ambassador's staff meetings by junior officers not only can give a feeling of participation at lower levels but also provide top management with insights that would not otherwise surface. Periodic ambassadorial walk-throughs of embassy offices also are time well spent.

#### **Conclusion**

The doctrine that we propose is that at every level management should be an active process performed clearly and thoughtfully—not fuzzily. It is important that supervisors and subordinates understand in similar terms the pressures and priorities of their work and the factors that make the difference between good and poor performance. This does not just happen. Immediate supervisors need to know in considerable detail what their subordinates have to do, how they should be doing it, and how they actually are doing it. There should be delegation, under clearly understood guidelines, not abdication. This process is fundamentally the same at low as at high levels; the development of managerial skills can thus begin when one's total staff consists of a single secretary. It is never too early to start. At all levels the problem is the same: to apply deliberate judgment and careful effort to "seeing to it that the right things are done well." ■

## REMINDERS ON TAXES

In the February 1974 issue of the JOURNAL we published a four-page center-fold section of questions and answers concerning federal income taxes. That article, which was prepared by a firm of CPAs, contains some valuable information about federal taxes as they apply to Foreign Service personnel. Since copies of that issue of the JOURNAL or of the article are available from the AFSA office, we are devoting this space to (1) some reminders about certain aspects of federal taxes which members most frequently inquire about or overlook, and (2) some information which should be helpful concerning your liability for state (including D.C.) taxes.

Although AFSA's tax experts are not "experts" in the true sense (they are not tax lawyers or accountants), they have acquired an increasing fund of knowledge over the past few years based on the experiences of the membership. This resource has been put to constant use in assisting other members, mostly those serving abroad who do not have ready access to an IRS office.

The reminders below on federal taxes are in abbreviated form since adequate explanation exists in IRS publications. It should be noted that IRS has, in addition to (a) the instruction booklet which accompanies the forms IRS sends each taxpayer, and (b) the publication "Your Income Tax" which is obtainable from the Government Printing Office, a large number of short pamphlets on various specific aspects of the federal income tax. These are available at no cost from IRS, 3100 Hopkins Plaza, Baltimore, Maryland 21201. Simply describe the subject on which you need additional information and IRS will provide the pamphlet that most nearly suits your needs. Of particular interest are IRS publication 54, Tax Guide for US Citizens Abroad, and publication 516, Tax Information for US Government Civilian Employees Stationed Abroad. In addition, we have listed the pertinent IRS publication numbers at the end of each subject discussed below.

### STATE AND D.C. TAXES

*Domicile vs. Residence.* These two

terms are believed by some to be synonymous, leading to confusion about who must pay State and D.C. taxes. A "domicile" is generally considered to be that state or the District which is the taxpayer's permanent, "legal" home in the United States. A "residence" is that location where the taxpayer is physically residing at the moment but is not necessarily his permanent home despite the ownership of property.

By custom and judicial actions, US citizens must be eligible to vote in some state of the US and, therefore, must have a domiciliary status in some state of the United States. Consequently, all states, as far as we can determine, hold the view that a US citizen must have a US domicile even if resident abroad for the time being. Maryland, Virginia and the District have emphatically taken that position.

In determining domiciliary status, the following factors are taken into consideration by the states:

1. Domiciliary status before entering the Foreign Service.
2. Where you voted before and after entering the Foreign Service.
3. Where your family resides.
4. Where you own property and investments.
5. Home leave address since entering the Foreign Service.
6. Where you intend to reside after leaving the Service.
7. Where you have paid taxes in the past.

*The Impact of Voting.* Perhaps more than any other single factor, your voting history will determine your domiciliary status, especially if the other aforementioned factors are not clear-cut in your case. Some Foreign Service people domiciled elsewhere vote in one of the three local jurisdictions in ignorance of the implications such voting may have on domiciliary status. If you are in this category and the local tax authority suggests that you have thereby changed your domicile, admit to having made a mistake by voting there and state that you do not intend to vote there again—if, of course, that is your intention.

*Property Ownership.* The mere

fact of property ownership does not, of itself, indicate domiciliary status. Many Foreign Service people continue to own property in the District, Maryland and Virginia which they rent while abroad. If domiciled in another state, such a property owner does not have to pay tax to the Washington-area jurisdiction on salary income while abroad, although income on the property is of course taxable. (See below.)

*The District.* Some Foreign Service personnel mistakenly believe that they do not have to pay D.C. taxes if they are either resident or domiciled in the District. The only exemption is for presidential appointments which require the advice and consent of the Senate, i.e., Foreign Service officers and Information officers, who are domiciled elsewhere. To reaffirm your non-domiciliary status, you may wish to file form DS-1133, "Certificate of Non-Domiciliary Residence in D.C.," with the D.C. tax authority. FSOs and FSIOs who are domiciled in the District and other Foreign Service personnel who are *resident* in the District for at least seven months of the tax year are required to pay D.C. taxes. (See the D.C. tax return instructions for details.)

About a year ago the District undertook an intensive survey of District residents, past and present, who had not paid D.C. taxes. This routine survey reached many Foreign Service people and, consequently, several have been informed of large sums of back taxes which they have been requested to pay. Members who believe they have been unfairly treated by the D.C. tax authority, or who may have voted in a District election while domiciled elsewhere (see paragraph above on voting), should write to AFSA for guidance, explaining the circumstances by following the six guidelines listed above.

*Virginia.* Virginia has had the erroneous reputation of being tough on Foreign Service people, specifically requiring individuals domiciled elsewhere who own and rent out property in Virginia while abroad to pay taxes on their salary income while abroad. We believe that this misunderstanding has cost many Foreign Service people several thousands of tax dollars.

Moreover, we now know of two cases where Virginia has refunded claims against back taxes paid by out-of-state domiciliaries who owned property in Virginia while abroad. Payment or refund of back taxes is subject to a three-year statute of limitations.

**Maryland.** Similar to Virginia, Maryland does not expect income taxes to be paid by domiciliaries of other states who continue to own property in Maryland but are resident elsewhere. As a precaution, residents of Maryland who are clearly domiciled elsewhere may wish to fill out a "Domicile Questionnaire" on the basis of which the Maryland tax authority will issue a ruling regarding your status. Write: Comptroller of the Treasury, Income Tax Division, State Treasury Building, Annapolis, Maryland 21401.

**California.** In September 1974 California amended its tax code, Section 17014, which heretofore had exempted all California domiciliaries who are resident out-of-state from paying taxes on out-of-state income. The new amendment plugs that loophole but specifically exempts *only* armed forces and Foreign Service personnel from paying California taxes on out-of-state income.

#### HOME LEAVE

Although there has not yet been any conclusive progress in AFSA's pursuit of a turn-around in IRS's attitude toward deductions of home leave expenses, there have been some new developments. In December, an AFSA member, supported by AFSA funds and counsel, challenged IRS in the Small Tax Court in the District of Columbia over IRS's disallowance of his expenses during home leave. We do not expect the judge to rule on this case for several months, and it is difficult to predict the outcome. However, AFSA was satisfied that we were finally able to get IRS into court on the matter. FSJ readers will recall that IRS has used various options in avoiding a second court case on home leave expenses. If we lose in the Tax Court, we plan to appeal to a higher court and would welcome financial contributions from members to support our case.

Until the new case is finally decided, we continue to suggest that Foreign Service personnel claim

their expenses on home leave as employee business deductions. These should be listed in Form 2106, Part II, supported by a brief explanatory statement showing the dates and the amounts for travel costs (including car rental) over and above the amount covered by travel orders, and costs of lodging and subsistence. Although you should not submit your receipts (primarily for lodging and travel) along with your return, it is essential that you keep them in case IRS disallows the deduction. In addition, the April 1974 JOURNAL prints a letter from management stating that home leave is indeed compulsory. On the basis of experience, we advise against using an estimated overall figure for both lodging and meals, such as the Government's per diem rate. Lodging should be based on exact amounts. Meals may be estimated if you do not have records or receipts and should be *reasonable*.

The *Stratton* case [*Stratton v. Comm.* 448 F.2d 1030 (USCA 9, 1971)] remains the benchmark for all claims of home leave deductions, although you should bear in mind that IRS does not recognize the validity of the *Stratton* decision outside the 9th Circuit (California and Arizona). You should also remember that *Stratton* involved only the expenses of the employee and not his dependents. Nonetheless, several Foreign Service employees have successfully claimed the expenses of their family which were not challenged by IRS, although IRS's failure to challenge might have been the result of oversight.

Members who have doubts about deducting home leave expenses, especially if they fear that it may delay a sizable refund from IRS, should bear in mind that some employees have saved themselves over \$500 *in taxes*. Moreover, if IRS disallows your claim and it is less than \$1,500 in tax, the procedure in the Small Claims Division of the Tax Court costs only \$10 and you do not need the assistance of an attorney or CPA. (See section below, "Dealing with IRS," for discussion of the Tax Court.) If we should win the case now in the courts, IRS and the Tax Court should be more favorable to us in dealing with deductions for home leave expenses.

#### RENTING YOUR US HOME WHILE ABROAD

One member, who recently returned to the Washington area, alerted us to the often overlooked provision under rental property that repair and maintenance of your home is not deductible once you have moved back in. Therefore, homeowners should be sure that such work is done while the residence is still being rented or is being offered for rent or sale.

#### MOVING EXPENSES (IRS Publication 521)

When Foreign Service employees are transferred, they frequently overlook the tax aspects of such moves. Bear in mind that virtually all legitimate expenses you incur in moving yourself, your family and your possessions from post to post which are not covered by the Government are deductible. Here are some examples:

- The extra cost of first class air travel in lieu of economy class;
- A second car (or the first car if it is foreign make and not covered by the Government);
- Costs of shipping effects in excess of government allowances;
- Pets;
- Insurance for effects and cars;
- Unreimbursed losses during shipment;
- Connecting or disconnecting utilities (not including telephone);
- Refitting draperies or floorcoverings not covered by the Government;
- House-hunting trips;
- Temporary lodging\*;
- Actual costs of meals and lodging in excess of per diem payments for official travel;
- Certain expenses in connection with the purchase or sale of a residence;
- Costs of breaking a lease.

*\*Regarding temporary lodging, readers should note that IRS allows the deduction of any consecutive 30-day period at the new post for accommodations and subsistence for all members of the family. Therefore, if you receive a temporary lodging allowance from the Government for the maximum period possible, you may claim an additional 30-consecutive-day period for both lodging and subsistence as a moving expense deduction. Even if your period of temporary lodging is less than 30 days and the Government reimburses you for accommodations, you may deduct the cost of meals.*

There is a \$2,500 limitation for househunting trips, temporary quarters and purchase or sale of a residence, of which no more than \$1,000 may be for househunting trips and temporary quarters.

Keep your records and receipts. IRS frequently asks taxpayers for documentation even though your moving expenses may not be the primary motive for an IRS audit.

### **EXPENSES DURING TRAINING**

Members' experiences under this item have varied widely, especially with regard to training at a university. Nonetheless, we remain convinced, according to IRS's vague standards, that expenses during training for periods of less than 12 months are deductible. Use Form 2106, Part II since expenses during training, whether at a university, FSI or someplace else are "Business expenses resulting from temporary assignment under orders." Claims for lodging should be based on actual costs. Meals, including those for your family, should be estimated on a reasonable basis. In addition to meals and lodging, you may claim deductions for books, typing of reports and other expenses required.

An essential document would be a statement from the director of your program at FSI or other appropriate official to the effect that your training is a temporary assignment and that, depending on your case, you are either not entitled to per diem at all or entitled to only a limited amount.

### **LEAVE WITHOUT PAY FOR EDUCATIONAL PURPOSES (IRS Publication 508)**

Many officers take one or more years of LWOP in order to enhance their professional background for greater Foreign Service responsibility, usually by additional university study. If you can show, by means of a statement attached to your return, that this study was directly related to improvement of your capacity to handle Foreign Service assignments, you should deduct the costs of that study plus travel, lodging, meals and other expenses which you incurred in that connection. Your claim should be made on Schedule A of Form 1040 under Miscellaneous Deductions.

IRS does not, however, permit you to deduct such expenses if they

were incurred to meet the minimum requirements of your profession or qualify you for a new profession.

### **OFF-HOURS EDUCATION**

Similarly, evening classes and correspondence courses in which you have enrolled to improve your skills for the Foreign Service are also deductible.

### **COST OF DOMESTIC HELP**

Some Foreign Service people have successfully claimed the salaries of some of their domestic help as a business deduction since they claimed that such help was hired (a) primarily to handle representational responsibilities of the taxpayer and would not have otherwise been hired, or (b) to staff an official residence larger than one to which the taxpayer was accustomed.

### **MEDICAL EXPENSES (IRS Publication 502)**

In addition to unreimbursed expenses for medical and hospital care, the costs of transportation to and from doctors' offices and hospitals is deductible at the rate of 15¢ per mile, plus parking fees and tolls.

### **MISCELLANEOUS BUSINESS EXPENSES**

Other expenses that may be deducted:

Publications—books, magazines and newspapers to enhance the the employee's professional background. Claim on Schedule A.

Clothing—items purchased primarily for attendance at official functions, such as morning coats, long dresses, etc., but not items such as dark suits which may be worn for normal business or social functions. Claim on Schedule A.

Transportation to attend official functions such as luncheons, dinners, receptions, meetings, etc., at the rate of 15¢ per mile for the first 15,000 miles and 10¢ per mile for the balance or the actual documented costs. Use Form 2106, part I.

### **OUT-OF-POCKET HOUSING COSTS**

We know that housing allowances abroad frequently do not cover the entire cost of housing and utilities. At least one officer was permitted by IRS to deduct his out-of-pocket expenditures when

he established that, for his representational responsibilities, he needed better housing than that he could obtain within the allowance. He also established that although his representational responsibilities were at a different level than the ambassador, the DCM and his chief of section, the intensity of his representational activity was about the same as theirs but the others had been provided with official quarters primarily to accommodate their representational needs.

### **NON-RESIDENT ALIEN SPOUSE AND COMMUNITY PROPERTY INCOME (IRS Publications 54 and 555)**

Since many Foreign Service personnel are married to non-resident aliens while posted abroad, they should be aware that if they are domiciliaries of a community property state in the United States, one-half of their income earned outside the US belongs to the non-resident alien spouse and is therefore not subject to US federal tax. The circumstances should be noted by a separate statement attached to Form 1040. However, the couple may not file a joint return although the employee may claim his spouse as an exemption. The community property states are: Arizona, California, Idaho, Louisiana, Nevada, New Mexico, Texas and Washington.

### **EMERGENCY EVACUATION**

If you are directed by the Ambassador or other responsible authority to evacuate your family (whether or not you are also evacuated) to a safe haven post, some IRS agents we have contacted feel that this can be considered to be a legitimate business expense and may be claimed on Form 2106, Part II. You should first calculate the cost of lodging, meals, transportation (car rental since, presumably, the family car remains behind at the post), and any other costs which would not have been incurred if your family had not been separated from you, then subtract whatever the Government pays you. The balance should be your claim. Remember that receipts for lodging and car rental will be important if IRS questions your claim, and do not make unreasonable claims for costs of meals.

In order to establish the circumstances to IRS's satisfaction, you

should obtain a copy of the Ambassador's order or other appropriate document under which you evacuated your family. Your statement of explanation should also mention that a forced evacuation can be considered a condition of employment which you accepted when you first entered the Service and that you had no other choice (assuming that was the case) since failure to follow the order might have been reflected in your efficiency report.

#### **LOCAL US SALES TAXES**

Members who are transferring to or from the United States should be alert to additional itemized deductions that may be made for local US sales taxes if they have purchased a considerable amount of furniture, furnishings, clothing and/or a car during the tax year. The standard amounts of state taxes listed in the IRS instructions may be substantially below the actual taxes paid during period of high expenditures. This is another instance in which your receipts will come in handy.

#### **KEEPING RECORDS (IRS Publication 552)**

Being in the Foreign Service, we frequently discard many personal papers rather than moving them from post to post. You should keep all receipts and other items relevant to your tax returns for at least *five years*, plus your desk calendar pads. Simply maintain an envelope into which you can insert receipts as you obtain them. You rarely will have to produce them for IRS, but those who have undergone an IRS audit can testify that receipts are valuable documents which almost immediately establish facts the taxpayer may not otherwise be able to prove or prove easily.

#### **EXTENSION FOR FILING**

Foreign Service personnel stationed abroad may, if necessary, delay filing their returns until June 15 but they are still subject to interest of 6 percent on the tax due. The interest is deductible the following year.

#### **DEALING WITH IRS**

IRS has an answering service. In the Washington area, the number is 488-3100. Callers are not required to identify themselves. This service may be useful to clear up various points without the need for an appointment with an IRS agent.

However, we have noted that responses from IRS staffers are not always identical, especially when situations with unique Foreign Service wrinkles are presented.

We have noted that many members have found that dealing with IRS has not been as unpleasant as expected, even if they are unable to get IRS to change its mind about disallowances. In some cases, IRS agents have been helpful in suggesting the type of documentation that would be acceptable to them, rather than merely turning down a claim outright.

In general, when dealing with IRS we suggest that you be gentle, be reasonable in the amount of your claims, and *ask* for their suggestions on how to pursue the matter.

If you are still unable to reach a satisfactory solution with IRS after going through the various stages of meeting with the agent and then obtaining a conference, you may wish to file your case with the Small Claims Division of the Tax Court if the tax involved is less than \$1,500. This procedure is simple, costs only \$10, and does not require the assistance of an attorney or a CPA. The Court may delay the case until you are in the area, but you may be able to obtain the assistance of a friend or an AFSA representative if the case comes to court before you return. The court does everything possible to encourage the taxpayer and IRS to reach an agreement prior to the court hearing.

#### **REPRESENTATION (IRS Publication 463)**

Foreign Service personnel are generally aware that unreimbursed "representation" expenses, i.e., the entertainment of non-Americans, are deductible as a business expense on Form 2106. You should show the total amount claimed, the amount reimbursed by the Government, and the balance as the deduction. Retain your receipts, such as credit card payments, restaurant bills or records of home entertainment, plus your copies of the vouchers showing the exact amounts which were not reimbursed. In addition, Embassy certifying officers are instructed to provide certifications that you were not reimbursed those amounts because insufficient funds were available.

Foreign Service personnel often must (1) entertain mostly or exclusively American personnel as the result of the presence of visiting American officials, (2) house such officials in their government-furnished quarters, or (3) maintain morale by providing hospitality for their staff. In addition, Foreign Service personnel in Washington entertain Washington-based and visiting influential non-Americans for whom representation funds are not available.

In all of these four categories, the taxpayer has a legitimate claim for deductions as a business expense (Form 2106). As is the case with representation for non-Americans, you must be prepared to demonstrate (if called upon) the purpose of the entertainment. In some cases, Embassy certifying officers may be willing to provide certifications that entertainment of Americans was performed in the interest of the Government but that no funds are available. In any event, should you be called upon to justify your claims to IRS, make clear that such entertainment is a condition of employment and your performance evaluation, Form DS-I731, takes into consideration that aspect of Foreign Service life.

#### **WE NEED . . .**

- 1. Assistance.** The Members' Interests Committee would like to recruit five AFSA members based in Washington who are willing to spend no more than one or two hours a week doing research on taxes and responding to members' inquiries. We are particularly interested in recruiting members who have had considerable contact with IRS or the three local (D.C., Virginia and Maryland) tax authorities, although such background is not essential. Please contact Steve Wallace, c/o the AFSA office.
- 2. The Benefit of Your Experience.** Most of our education on taxes comes from researching inquiries made by our members. We would be grateful if you would send us any information you may have which would be of value to the membership. Documentation, such as your correspondence with IRS (or the local tax authorities) and copies of the pertinent parts of your own returns will also be extremely useful. Rest assured that we will not identify you in any way regarding your tax problems.

**The Secretary Says**

AMERICAN FOREIGN POLICY: *Expanded Edition*, by Henry A. Kissinger. Norton, \$6.95.

THIS SLIM VOLUME brings together three essays written before the author came to Washington as Assistant to the President for National Security Affairs and eight public statements delivered since. The essays were previously published in early 1969 and the balance of the material has been separately available. The Secretary has supplied a brief preface in which he states that the items he has selected "all bear on the fundamental problem in our foreign policy, that is, to restore the national consensus on our broader purposes in the world."

Those who have been reluctant to ascribe to the Secretary views penned by the scholar will appreciate reading what he has chosen from the great body of his published works to reissue as valid conclusions at this time. There should be similar gratitude for the judgments made in picking public statements for this compendium, though these understandably bear a less personal stamp.

For the Foreign Service the Secretary has provided with clarity and precision his definition of the proper role of the bureaucracy, specialists and technicians. He makes it perfectly clear that he is not of the school which believes that in international affairs "Ideas bubble up, not trickle down." To wit:

A bureaucracy is efficient if the matters which it handles routinely are, in fact, the most frequent and if its procedures are relevant to their solution. If those criteria are met, the energies of the top leadership are freed to deal creatively with the unexpected occurrence or with the need for innovation. (p. 18)

The expert has his constituency—those who have a vested interest in commonly held opinions; elaborating and defining its consensus at a high level has, after all, made him an expert. (p. 28)

New administrations come to power convinced of the need for goals and for comprehensive concepts. Sooner, rather than later, they find themselves subjected to the pressures of the immediate and the particular. Part of the reason is the pragmatic, issue-oriented bias of our decision-makers. But the fundamental

reason may be the pervasiveness of modern bureaucracy. What started out as an aid to decision-making has developed a momentum of its own. (pp. 94-95)

The political, military and economic issues in Atlantic relations are linked by reality, not by our choice nor for the tactical purpose of trading one off against the other. The solutions will not be worthy of the opportunity if left to technicians. They must be addressed at the highest level. (p. 167)

—HERBERT LEVIN

**Political Influence**

Jews AND AMERICAN POLITICS by Stephen D. Isaacs. Doubleday, \$8.95.

BASED ON interviews with "200 leading Jews," this book is a disorganized combination of amateur sociology, breezy reportage, and scattered reading. Isaacs's proposition (one cannot really call it a thesis): Jews play roles in all aspects of American politics far out of proportion to their numbers, save in the primary role of office-holding. Why, he asks? And how? And to what effect? Jews are politically active, Isaacs claims, because they are afraid not to be, afraid that if they do not attempt to influence the course of politics, if they do not have friends in high places, "it" could happen again, yes, even in America. Jewish people contribute heavily to political campaigns to buy a sort of insurance and because there is a historical and religious Jewish ethic of giving. Jews are organizers and subordinates rather than candidates first because politics has become selling, at which Jews traditionally have been experts, and second because many Jewish individuals fear to risk prejudice and rejection by exposing themselves to the publicity and strains of being a candidate. Jewish influence in American politics has been for the most part "liberal," but misunderstood, the author says. Jews traditionally are for justice in society, for human rights, and so have found themselves on the left of the American political spectrum in recent years even though as a group they do not share the egalitarian, nihilist, or socialist outlook of much of the American left.

The book contains a number of interesting quotes from interviews the author conducted with leading figures of American politics and with politically active Jewish businessmen; and scattered

throughout the book there are observations that deserve some modest reflection. There are also some notably bad attempts at phrase-making, as when the author describes anti-Semitism as an "intractable melanoma."

—THOMAS H. ETZOLD

**Understanding Asia**

THE INSTITUTE OF PACIFIC RELATIONS: *Asian Scholars and American Politics*, by John N. Thomas. University of Washington Press, \$8.95.

THE INSTITUTE of Pacific Relations (IPR) was founded in 1925 to advance understanding of Asia by bringing leaders of different racial communities together for frank discussions.

After two successful decades as a meeting ground for East and West through its conferences and publications, the IPR came under devastating assault by the mid-1950s from the "China Lobby," "McCarthyism," and the McCarran Internal Security Committee. These widely publicized and politically motivated attacks, ably described and analyzed by Dr. Thomas, so damaged IPR's reputation and financial base that it was forced to dissolve in 1961.

The conduct of congressional investigating committees, relations between scholars and politicians, and Americans' attitudes on Asia are of continuing relevance today. Moreover, despite little evidence for a "McCarthyist" revival at present, still "events of the 1960s and early 1970s demonstrated that major American politicians had not given up the idea that fears of change on the part of voters can be tapped for political benefit . . ." Former Vice President Agnew's attacks on "effete snobs" as radicals and defeatists, Governor George Wallace's anti-intellectual ridicule of the "pointy-heads," and other Yahoo phenomena suggest that "McCarthyite" tactics persist in the politics of the 1970s.

Those who find Santayana's philosophy of history more persuasive than that of Heraclitus will want to read this thought-provoking work of scholarship, for many of the issues that IPR faced may present themselves again in new garb, Thomas avers.

It may be pertinent to note that the author, now a professor at California State University at San

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## Witchcraft

SOCIAL SCIENCES AS SORCERY, by  
Stanislav Andreski. St. Martins Press.

IF YOU HAVE had substantial background in the social sciences most likely you have long since learned to plow through obtuse jargon in the frequently vain hope of uncovering a gem of insightful wisdom. You may even have suspected that such jargon-laden tomes are purposely padded to provide a patina of inscrutable—and hence largely unquestionable—scientific respectability. If your suspicions have been aroused, this is a book which may confirm them.

You say you are not a social scientist and could care less if the social sciences are the purview of sorcerers? Think again! Please remember that much of the material you are required to be familiar with as a member of the foreign affairs community—both official and unofficial—is the product of writers who have been trained in the social sciences.

For both categories of readers this book should be required reading. It is a forceful attack on the sacred cows of the social sciences. In the key chapters (most notably 6 through 10 entitled respectively: "The Smoke Screen of Jargon," "The Uses of Absurdity," "Evasion in the Guise of Objectivity," "Hiding Behind Methodology," and "Quantification as Camouflage") the author effectively strips the facade of pseudo-science from the social sciences. His purpose is not to undercut and destroy these disciplines but to expose the pseudo-scientists—whether knowing or unknowing, and to urge forcefully that the disciplines recognize the limits of the "soft" sciences and work effectively within those limits.

It is not likely that Andreski's book will have a pervasive impact upon the academics he addresses. He has stepped on too many toes in the process. However, he has done the consumer of the applied social sciences a genuine service. Read this book and you will never again fear to speak up as the emperor flaunts his nakedness.

—EDWARD A. OLSEN



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## TACTPERSONSHIP

from page 8

skins. One day the young man hurst into the supervisor's office and exclaimed: "Look what I've got! A free ticket to this Sunday's game! I was visiting a friend in the other team's city this week-end, and I learned that the local Rotary Club there was giving tickets away, so I went and got one!" "Just one?" roared the supervisor. "You know I've been trying for months to get a ticket to this game, at any price," he continued, "and yet you took just one?" "How stupid of me," the young Tactperson responded as he thrust the ticket into the supervisor's clenched fist; "I was so excited about this that I forgot to take one for myself."

We are now in a position to state . . .

*Principle No. 1: Keep your eye on the hole, not on the donut.*

Most beginners are surprised to note how often the environment of a plight is riddled with holes; but the very abundance of these poses great dangers, for not every hole is a loophole. One must never lose sight of . . .

*Corollary (a) of Principle No. 1:*

*A hole must be greater than the sum of the Tactperson's parts, i.e., before he or she puts his or*

*her foot into it, he or she had better be certain that the rest of him or her will also fit into it.*

(It was simple ignorance of the above corollary that led to the downfall of a recent President of the United States and numerous of his associates.)

Now let us examine some examples of peg-type sub-ploys.

**B: The "They Said It, I Didn't" Peg and Sub-Ploy**

Gambling had long been prohibited in a certain small town, but the new sheriff was the first to enforce the ban, and he did so most assiduously. Still, the three local clergymen—a priest, a minister and a rabbi—continued to meet each Thursday evening for a friendly game of poker at table stakes. Word of this got to the sheriff, and that Thursday evening he staged a raid. Banging on the door, he bellowed, "Open up in the name of the law!" Startled, the three clergymen hid the cards and chips, pulled out their prayer books, and only then let the lawman in. "Gentlemen," the sheriff said, "I've heard tell you've been gambling here tonight. Now, you're all men of the cloth, and you know it's a sin to tell a lie, so I'm asking each of you to answer me true: Have you been gambling here tonight?" "No," answered the priest,

with his fingers crossed behind his back. "Not I," avowed the minister, letting go of his bible. The rabbi shrugged, held his hands out palms upward, and said, "With whom?" Should the reader ever have occasion to repeat this tale, he or she should feel free to cast one of the other clergymen in the role of Tactperson, in accordance with the reader's own religious persuasion, or the audience's.

If the reader has not already spied the principle that shapes and guides this sub-ploy, allow me to state it as . . .

*Principle No. 2: He or she who lies last, lies best, and perhaps not at all.*

**C: The "You Said It, I Didn't" Peg and Sub-Ploy**

It occasionally happens that something done or said by the Other Person himself/herself can serve as the peg, as in the following paradigm.

In the very early days of the Third Reich, a Storm Trooper was seated next to a Zen Buddhist\* on a trolley car. The

*\*In light of the preceding paradigm, and in order to avoid giving the reader the impression that I have a bias in favor of a particular ethnic/religious group, I am here concealing the true ethnic/religious identity of the Tactperson.*

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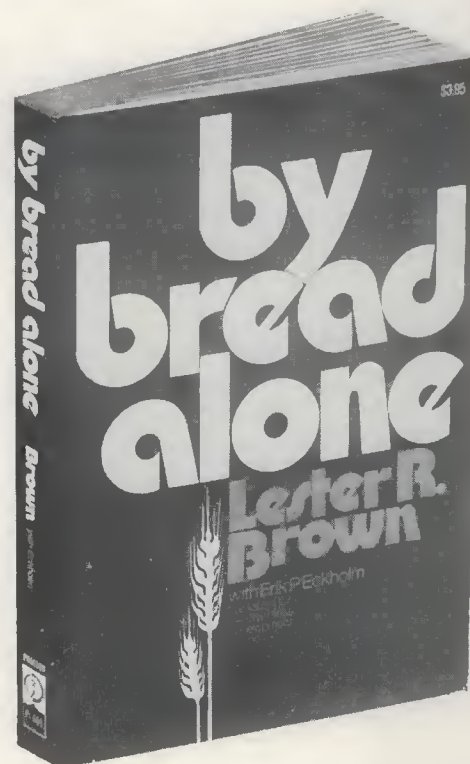
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Buddhist was carrying home from market a large fish, barely covered by a scrap of newspaper. "That's a herring, isn't it?" the Nazi said. "I've heard that herring is a brain-food. They say that you Buddhists eat a lot of it, and that's what makes you so smart. I've hardly ever tasted any herring. Let me have a piece." "I'm very sorry," replied the Buddhist, "but this is for my family's dinner; I can't give any of it away." "I'll pay you a couple of marks for it," said the Nazi. "No, thank you." "Five marks," said the Nazi. "Impossible," said the Buddhist. The Storm Trooper raised his offer to ten marks, then twenty, and eventually to fifty. "Well," said the Buddhist, "if it means that much to you, who am I to deny you the pleasure?" He took out his pocket knife, sliced off a hite-sized piece of the fish and held it aloft while the Nazi reached in his wallet and handed over a fifty-mark note. The Nazi seized the morsel, popped it into his mouth, chewed and swallowed. "Hm-m-m-m," he murmured. "That fish isn't salty, like a herring should be. It tastes just like earp. In fact, I'm positive that this fish is a earp." "You see?" said the Buddhist. "You're getting smart already."

Which illustrates . . .  
*Principle No. 3: Never give a*

*sucker an even break.*

Often it is not what the Other Person does or says, but rather the way he or she does or says it, that enables a skilled Tactperson to make a "sucker" of that person. E.g.:

As Winston Churchill\* was heading for his office one day, with his thoughts fixed on several current crises, he was intercepted by a fellow parliamentarian who brandished a large packet of photographs. "Winston," said the Other Person, "have I shown you these pictures of my grandchildren?" Churchill slipped an arm around the O.P.'s shoulders, and responded warmly, just before letting go, "No, old fellow, and I can't tell you how grateful I am."

**PLOY II**  
**Expand the Environment**

If the immediate environment of a plight provides no room for maneuver, the Tactperson should try to have the Other Person see the plight in a broader context, factual

*\*Churchill was unquestionably the All-Time World's Champion Tactmaster—he made the English and all their allies feel that something was all right, when everything was going all wrong.*

or fictional. The purpose of this effort is, of course, to introduce a useful exogenous factor.

**A: The "Forces Bigger than All of Us" Sub-Ploy**

Naturally, one can always attribute his or her offensive deeds or statements to "God's Will" or, particularly in the Foreign Service and other bureaucracies, to orders from other superior authorities. But these are not so much sub-ploys as mere excuses—the cheap, easy ways out, unworthy of a true Tactperson. What is worse, they do not always prove effective, as Adolf Eichmann was to learn.

Following is an example of the forces-bigger-than-all-of-us argument used properly as a sub-ploy:

A hurly stranger walked up to a pretzel vendor and demanded that the vendor lend him ten dollars. "I can't do that," said the vendor. "Don't kid me," harked the stranger, "I can see you've got a lot more than ten dollars in your apron pocket." "Yes, that's true," acknowledged the vendor. "But let me explain why I can't give you any. Do you see that big bank over there, on the corner? I have a strict agreement with

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those people: they don't sell pretzels; and I don't give loans."

At first blush, it might seem that the Tactperson here is using Ploy I, exploiting the environment by using a physical peg, i.e., the bank. But note that the peg that actually does the job here is the purported agreement with the bank; the bank itself need not even be in the vicinity.

And so we come to . . .  
*Principle No. 4: There's no rule like a new rule.*

Now observe a different mode of expansion of environment:

*B: The "From the Particular to the General" Sub-Ploy*

This sub-ploy puts the plight in a more favorable perspective by immediately compelling the Other Person to realize that he or she is not the only Other Person in this world.

The captain of a naval vessel received a telegraphic message instructing him to inform one of his seamen, Blankenheimer, that the lad's mother had died. The captain, after some thought, proceeded to the deck of the ship and shouted through his megaphone: "All hands fall in." After the men had assembled before him, he ordered: "All

men with living mothers take one step forward. . . . *Not so fast there, Blankenheimer. . . .*"

There are cases on record in which this sub-ploy was used so effectively as to obviate entirely the need for the bad news to be explicitly stated during or after execution of the sub-ploy. I cite but one:

A newly-appointed American Ambassador hired the best commercial photographer in Washington to do a portrait of him. The photographer made photographic proofs of the Ambassador in various poses. The Ambassador was delighted with all the proofs. He selected one which, in its final print and imposingly framed, adorned the main wall of his office at the Embassy in the small country to which he was posted, and then at his next Embassy, which was also in a small country. When the Ambassador finally received an appointment to a rather large country, he decided that the occasion called for a new portrait. Returning to Washington, he posed again for the same photographer. But this time he found the proofs disappointing.

"In this one the lighting is too harsh," he told the photographer, "and it casts unflattering shadows. And in this one it's too soft; it makes me look pallid."

After criticizing each of the proofs in turn, he reached into his attaché case and pulled out the proofs the photographer had made for the first portrait. "Look how much better the results were in all these proofs," he said. The photographer smiled wanly as he replied, "My dear Mr. Ambassador, you must make allowances for the fact that those were made when I was nine years younger."

Which underscores the utility of . . .

*Principle No. 5: Misery loves company, so cast your net wide.*

*C: The "Good News/Bad News" Sub-Ploy*

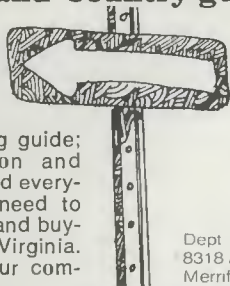
Invented only a few years ago, this has already become a popular favorite. It permits the plight-provoking message to be conveyed in tandem with an offsettingly comforting message. Examples are numerous; two will suffice:

Governmental mismanagement converted a formerly prosperous country into one heshet by numerous shortages of foodstuffs and other necessities. The Chief of State, in his annual State of the State message, told his countrymen: "I bring you bad news and good news. The bad news is that, according to my advisors, in the near future the only edible substance available in our country will

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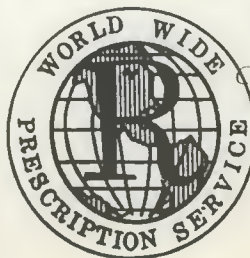
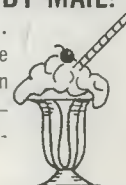
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be horse manure. The good news is that there will be enough to go around."

As shown in the next example, this kind of sub-plot can also be used to convey bad news which is in no way comforting but yet is rendered more tolerable in light of the even worse news that accompanies it:

An Ambassador's wife stayed up late one night to await the return of her husband from what he had said was a stag dinner party. In the wee hours there was a knock on her door. She opened it and found standing there the Ambassador's Aide, with a most dolorous expression on his face. "Where's my husband," she asked in alarm. "Well," replied the Aide, "I bring you good news and bad news. The good news is that the local police raided a noisy party and found the Ambassador there somewhat inebriated, in a bedroom with some woman who evidently had resisted his advances—her left eye was black and swollen and her two front teeth were knocked out. She managed to slip away, but the police have taken the Ambassador to their headquarters for interrogation." "That's the good news?" asked Mrs. Ambassador, incredulously. "What on earth is the bad news?" "I'm here," the Aide responded, "to blacken your left eye and knock out your two front

teeth."

From the above two paradigms we deduce . . .

*Principle No. 6: It isn't only good things that come in two's, and two negatives make a positive.*

### PLOY III:

#### Use Form to Obscure Substance

We come now to the hard-core situation in which the environment can be neither exploited nor expanded, and the Tactperson must somehow make do with the plight itself. The objective in such an effort is to make the offense serve as its own defense. The simplest means of accomplishing this is to use the form of it to obscure the substance.

By "form" I mean not only the mode of execution but also the style, as illustrated in the next paradigm.

*A: The "Bluster's Last Stand" Sub-Ploy*

I present this first here because it is the easiest to employ, but in practice it should be employed only as a last resort, because it requires none of the qualities—cunning, guile, creativity, empathy, etc.—

that are to be admired in a first-rate Tactperson. It requires only that most primitive self-preservational attribute, the one that we in the trade term, for want of a better word, "chutzpah."

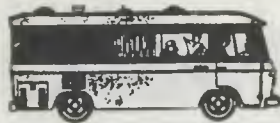
A newly-ordained minister was rehearsing his first sermon. In the margin of his text, he wrote notes to aid his oratory, e.g.: "Key point—speak slowly, with feeling"; "Profound point—speak softly but firmly." One passage in the text troubled him. He contemplated many possible re-wordings of it, but none of them were wholly satisfactory. Finally, leaving the passage unaltered, he wrote in the margin alongside it: "Weak point—shout."

Which exemplifies . . .

*Principle No. 7: Let a style be your umbrella.*

*B: The "Say It While Saying You're Not Saying It" Sub-Ploy*

The American Ambassador in a friendly country agreed to participate with the Soviet and Yugoslav Ambassadors in a panel discussion, to be televised, on the topic, "The Meaning of Peace." Just before air time, the studio director turned to the American participant and said, "As soon as I give you the signal, in a few seconds, please begin the discussion by identifying yourself



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and then the other two." The Ambassador realized that either of them would be sorely offended if the other were introduced first. At the signal, the Ambassador looked straight at the camera, gave his name and title, and then said: "I am privileged to have as my fellow participants in tonight's panel two exceedingly knowledgeable colleagues from the diplomatic community. I am certain that the distinguished Ambassador from Yugoslavia will not mind if I introduce first the distinguished Ambassador from the Soviet Union . . ."

The variations on this theme are endless, but all derive from the application of . . .

*Principle No. 8: Words speak faster than actions, if need be.*

*C: The "Relativistic Transformation" Sub-plot*

Even without fully comprehending Einstein's celebrated Theory of Relativity, one may be able to harness it for peaceful purposes. The Other Person's perception of space, time and much else can be altered by shifting the point of reference applied to them. Thus:

A 32-year-old woman was asked her age. "To tell the truth very frankly," she replied, "I'm closer to 30 than to 20."

*Principle No. 9: The only constant is the speed of light.*

*D: The "Disjointed Double Negative" Sub-Plot*

If the reader has absorbed the preceding materials, he is perhaps ready now to consider some of the more sophisticated and elegant exercises in Tactpersonship. Unfortunately, the space allotted me in these pages is rapidly expiring, so that I can proffer only the following example of advanced application of the "Use Form to Obscure Substance" ploy:

A dictator, who was world-renowned for the rather crude manner in which he exercised his civic authority, decided to improve his "image" by studying the art of operatic singing. Unfortunately for him, and even more for the ears of his tutor, nature had ill endowed him for the task. After some months of study and practice, he turned to the tutor one morning and said: "I think I'm getting the hang of it now, but what's your professional opinion? You'd better give it to me straight and true, because I'm soon going to call in experts from other countries, and if what they tell me doesn't jibe with what you tell me, you'll be the one who'll be getting the 'hang' of it —right in your neck!" "Aah, Excel-

lency," the tutor replied reassuringly, "I have but one regret concerning your voice: If only the upper register had the clarity, the warmth of tone and the firmness of pitch that are so desperately lacking in the lower register. . . ."

I leave it to the reader to formulate the correct statement of the principle involved here. (Hint: See again Principles Nos. 6 and 9, and merge them.)

To conclude this article, I have left space for one problem, to tax the reader's ingenuity and determine whether he or she qualifies for the Advanced Course. Here it is:

It has often been said that if a lady says "No" she means "Perhaps," if she says "Perhaps" she means "Yes," and if she says "Yes," she is no lady. On the other hand, it is equally true that if a diplomat says "Yes," he means "Perhaps," if he says "Perhaps," he means "No," and if he says "No," he is no diplomat.

**PROBLEM:** What should a lady diplomat say?

(Hint: If you think the correct answer is simply "Perhaps," this introduction to Tactpersonship has been utterly wasted on you, lame-brain.)

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Address .....

City ..... State ..... Zip .....

Child's Age ..... Grade .....

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## OVER HERE & BACK THERE

from page 15

might develop formal or informal counselors to work with adolescents. Coaches, ministers, or even members of volunteer organizations can be very helpful in this way. In the United States teenagers often will seek out on their own someone away from their family to rap with, and it is important that such a possibility be made available overseas.

• *Clubs.* Every post with a considerable American population should have a club where teenagers can listen to records, drink Cokes and play games. Group activities such as cards, meditation, play reading, or shared hobbies develop naturally in favorable settings. A teen club should offer privacy and space.

• *Return to the United States.* For many teenagers the real hurdle is not in finding a way to fit in overseas but trying to "make it" when they face the traumas of transition back to the United States. Although some youngsters slip back

into school, friendships and activities easily and well, others sweat and strain as they try to find a place among American adolescents.

"I felt out of everything when I came back," related one teenager. "I didn't know about music or clothes. I was still listening to Motown when everyone else had become more sophisticated. I expected everything in the United States to be in terrible shape, since that was the way they made it sound in the newspapers and NEWSWEEK."

Another told me: "I lived in Egypt and India before I came back to go to a large high school here. I was miserable the first few months and my parents never realized what I was going through. I was over-developed physically, but I never really realized it until I got into school here. That, and boys expecting you to go to bed with them right away were just too much for me. It made me feel so odd. I just wasn't aware of it ahead of time, that people really do go through these kinds of problems."

An adolescent overseas might

wish to keep in touch with the United States, know what records are popular, the kind of clothes that are being worn, the names of sports stars and actors. Perhaps copies of ROLLING STONE and other magazines could be made available, and records and tapes received on a regular basis. Parents overseas may feel relieved that their children are not in the mainstream of American culture but their children will feel lost when they return to the United States and don't know what is "far out," what is "cool," and what is "heavy."

These may seem to be superficial concerns to an adult burdened with international trade agreements, wars and famine, but they are by no means unimportant to adolescents. Attention paid to them will greatly facilitate the transition a foreigner has to struggle with as he makes his way in a new land. For, after all, the United States is a foreign country to teenagers who have been away for a long time, and they need all the help they can get when they try to make sense of it. ■

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## A Word of Praise

■ Congratulations to the JOURNAL for reprinting the articles by John Hoover and Walter Laqueur in the February issue. John Hoover's well-written appraisal of Cuba today is informative and thought-provoking regardless of one's personal views of the Castro regime. "The Gathering Storm," in its incisiveness and breadth is an exceptionally skillful review and assessment of the world scene. It gives one cause to reflect and/or to act—regardless of the reader's political persuasion or foreign policy orientation.

EUGENE M. BRADERMAN  
Washington

## Information Please

■ This is not a recently uncovered Nichols and May reject.

On home leave last fall, I was asked on short notice to talk to a group of young students about the activities of the State Department, USIA, and a typical Embassy. The day before the talk I asked my father-in-law's very competent secretary to get a few figures I thought might be useful. Assuming they were available locally, I left for a long-planned day in the mountains.

As it turned out, neither the city's libraries nor the Federal Information Center was any help, so the secretary called the Department.

Should I go on?

At this moment, as I write, I am glancing at the two pages of notes she took which detail that telephonic journey. There are ten phone numbers and in the accompanying notations even an amateur graphologist can spot growing despair.

Through the Bureaus of Administration and Public Affairs, into the Public Inquiries Division, and on and on and yet on she was passed. Along the way she was repeatedly asked why she wanted the answers, and who wanted them. (It did not help for her to reveal she was asking on behalf of one of the bureaucracy's own.) Finally, after nearly forty minutes, she was told that if the questions were submitted on her firm's letterhead, they

would be answered. With that, she surrendered and hung up.

What were my questions? In ascending order of difficulty and daring, here they are: what are the budgets for the Department and USIA this year; how many Americans are employed domestically and overseas by the two organizations; how many Embassies do we maintain around the world.

One can make all sorts of comments on this little episode, but whatever they are, the reader should know that any mention of the Department now evokes a derisive laugh from this woman. I, for one, regretfully conclude that in this case it is a reaction richly deserved.

JOHN HUDSON, FSIO-4  
Tokyo

## A Shout from the Silent

■ I think it is about time some of us in the silent minority began a bit of shouting. Grade 1 officers and a growing segment of Grade 2 officers have been pounding their balding heads against the arbitrary and unfair \$36,000 ceiling for several years. As professionals we are expected to set an example in the stoic "service-service" tradition. Frankly, I have had it.

It just so happens that we "fortunates" of the upper level are also faced with exceedingly heavy representation responsibilities and many of us are at the harrowing and costly period of providing advanced education to older children.

A like wage freeze would be enough to lose the top executives of any respectable firm. It would also have a very sobering effect on the younger members, causing them to pause, think and seek greener fields.

Yes, we're dedicated. We're experienced. We like our work. But, as a famous philosopher once said over his whiskey before drawing his derringer, "Money talks!"

HOWARD R. SIMPSON  
Consul General  
Marseille

## "Great Power Chauvinism"

■ As a member (associate) of the Foreign Service Association, I was stung by the word "legitimate" in describing State, USIA, and AID (FSJ, January 1975, AFSA news) and, by inference, making other US agency operations abroad "il-

legitimate." Not only is this reaction personal but it reflects on my parentage (bureaucratic)! Further, to use such demagogic language as "swollen" in referring to numbers of personnel when we are all trivial compared to our acknowledged leader in foreign affairs, the State Department, adds insult to injury. This seems to be a perfect example of what the Chinese used to call "great power chauvinism."

But why all this resentment? As all good diplomats know, nature abhors a vacuum. If the Foreign Service were to recruit the specialists it really needs, other departments would have very little need for representatives abroad. But then the Foreign Service would have to cease regarding itself as a group of gifted amateur humanists, capable of everything, and either abandon its total reliance on the entrance examination, which reinforces this syndrome in each generation, and/or increase lateral (God forbid) entry!

EDGAR J. GORDON  
US Treasury Representative  
Hong Kong

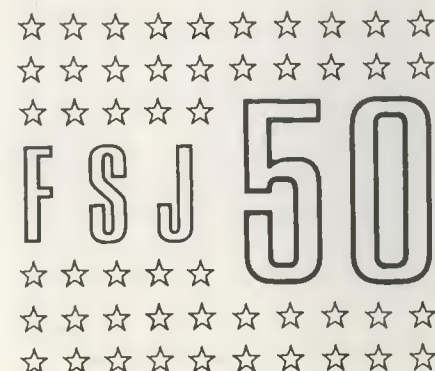
## The Majority View

■ With the publication in the January 1975 issue of your JOURNAL of the article by Mr. Laqueur, presenting the point of view of the minority, it is hoped that the JOURNAL will open its pages to a majority view of the global situation by the Arabs.

F. A. M. ALFSEN  
FSO-Ret.  
Swarthmore

*The JOURNAL welcomes the expression of its readers' opinions in the form of letters to the editor. All letters are subject to condensation if necessary.*

*Send to: Letters to the Editor, Foreign Service JOURNAL, 2101 E Street, N.W., Washington, D.C. 20037.*





## GENERALIST SELECTION BOARD PRECEPTS

As we reported last month, selection boards were sworn in Monday, January 13, for this year's generalist promotion panels. Guiding them in their deliberations will be the precepts developed through negotiations between the Agency and AFSA. Meeting under extremely tight deadlines—the draft copy of the precepts was given to AFSA by IPT on Christmas Eve!—AFSA and Agency negotiators met several times in protracted negotiating sessions to hammer out mutually agreeable terms. Among the important changes which we gained in this year's precepts are:

1. *Low-ranking and selection out.* AFSA successfully obtained an agreement from management which avoids automatic linkage between low-ranking by a selection board and selection out. The agreed language provides for two steps. 1) Identification by the selection boards of the low three percent in each class. 2) Specific subsequent designation of officers within that three percent whose performance failed to meet the standard of their class. Each such designation must be accompanied by a detailed, factually supported statement by the selection board as to why the officer was so designated. Others in the low three percent will receive a letter of warning.

The criteria and procedures to be followed in the selection out process will be the subject of further negotiations between AFSA and USIA management. Basic to AFSA's position will be provisions which optimize the due process guarantecs. We will not be content with measures which represent minimal compliance with the rec-

ommendations handed down in the Lindsay/Kissinger decision.

2. Inclusion of language in the general instructions to selection boards which states that "At Class-2 and above officers are expected to be able to coordinate, implement, develop, and direct a USIA country program or a major cultural or information program in a foreign environment." The additional language was included in an effort to assure that CAOs, IOs, and Press Attaches holding significant positions of responsibility get full consideration for promotion to the higher ranks, even though they may not have served as country PAOs.

3. Inclusion of a copy of the Promotion Safeguards Agreement in the material given to selection board members (see AFSA News of January 24, 1975 for details).

4. Elimination of a proposed change which would assign quartile rankings to each officer. AFSA felt that such labeling could be harmful to an officer, particularly in the assignments process, and was in many cases a meaningless designation, e.g., what is the real difference in performance between an officer who appears in the bottom of the 2nd quartile and one who appears in the top of the 3rd?

5. In total, we obtained over 30 changes in the management draft. In addition to the four major ones above, we obtained many which served to clarify, better define, or protect employee rights. To cite one example:

The list of grounds for identifying officers for designation as failing to meet the standard of their class included "demonstrated lack of knowledge and support of American foreign policies in an overseas environment." AFSA noted that "support" had two quite

different meanings, one of which might be construed by some as a loyalty oath. We and the Agency representatives agreed that this was not the intent. Therefore, substitute language was agreed which reads instead "demonstrated lack of knowledge and ability to explain and promote the achievement of American foreign policies in an overseas environment." While no one such change was vital, we believe their cumulative effect has greatly improved the precepts.

AFSA is delighted that it was possible to conclude these important consultations with management without delay to the meeting of selection boards. We hope to avoid working under such tight deadlines next year by securing an agreement with USIA management similar to one signed with the State Department in June 1973 which provides that copies of the precepts be given to AFSA for review 90 days prior to the convening of selection boards. The agreement would also include important provisions assuring that the majority of selection board members on a given panel are career Foreign Service employees. USIA first declared that the subject was "not consultable," but has recently indicated a willingness to begin negotiations.

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STATEMENT OF THOMAS D.  
BOYATT  
PRESIDENT OF THE  
GOVERNING BOARD  
AMERICAN FOREIGN  
SERVICE ASSOCIATION  
ON THE  
CONFIRMATION OF  
NATHANIEL DAVIS  
AND  
HARRY W. SHLAUDEMANN  
BEFORE THE  
SENATE FOREIGN  
RELATIONS COMMITTEE  
FEBRUARY 19, 1975

For over fifty years the American Foreign Service Association has been dedicated to enhancing the professionalism of the career Foreign Service and to improving the caliber of American diplomacy, goals which we are certain the Committee fully supports. The Association was overwhelmingly elected in 1973 as the exclusive representative of the Foreign Service personnel of the Department of State, United States Information Agency and the Agency for International Development. As spokesman for the 11,000 men and women represented by the Association, I would like to raise with you a matter of grave professional concern.

The Committee on Foreign Relations has before it today the nominations of Ambassador Nathaniel Davis to be Assistant Secretary for African Affairs, and Mr. Harry Shlaudeman to be Ambassador to Venezuela. Both of these men are highly respected career Foreign Service officers whose competence in foreign affairs has been confirmed by many years of experience in a wide variety of assignments. It is clear that the opposition to these nominations arises not from questions about either man's ability or performance in positions of public trust, but rather largely from disagreement about aspects of US policy toward Chile. It is a matter of public record that the clandestine activities which took place in Chile were directed by a high-level policy group in Washington. It follows that Foreign Service officers serving in the field cannot and should not be made scapegoats for unpopular policies, and, except in the most extreme cases, such officers should be expected to carry out the lawful instructions of superior offi-

cially elected or appointed in accordance with the Constitutional processes. If these instructions are thought to be unwise or improper, responsibility should be placed with those who gave them.

Mr. Chairman, we believe that the career principle is at stake in this particular case. However, we recognize that these nominations involve complex and highly charged emotional issues. With your permission, therefore, I would like to take a moment to delineate more precisely where the Association stands on these issues, and to make clear as well where our concerns do not lie.

First, the Association is not suggesting that intelligence activities by any agency of the US government or for that matter any aspect of United States foreign policy are not proper subjects for Congressional inquiry. On the contrary, this Association believes that the process by which such policy decisions are reached and implementing activities are carried out—particularly those under the National Security Act of 1947—should be subject to careful Congressional oversight. In this regard, Mr. Chairman, the Association welcomes your recent statement in the Congressional Record that the Foreign Relations Committee intends to implement the new oversight responsibilities concerning the CIA accorded it by the Foreign Assistance Act of 1974.

Second, the Association in supporting Ambassador Davis and Mr. Shlaudeman is not asserting that every career Foreign Service officer should automatically be confirmed by the Senate when nominated for high-level position by the Executive. On the contrary, as this Committee knows, the Association has repeatedly made clear its strong interest in assuring that all nominees are subjected to rigorous examinations by the Committee to determine if the individual is qualified to hold the position. That is what the Constitution requires, and that must be the case for all nominees, including those from the career service. Moreover, the Association is firmly committed to the proposition that such scrutiny should be on the basis of established criteria. We very much appreciate your letter of February 7 indicating the Foreign

Relations Committee's continued interest in establishing criteria, and look forward to assisting the Committee in this important area.

Finally, we are not suggesting that a career officer's performance in any position is not a factor which should be considered carefully by the Committee. On the contrary, before voting to grant or withhold advice and consent, Committee inquiries should quite properly include a thorough examination of any nominee's total record.

To conclude, Mr. Chairman, we believe Ambassador Davis and Mr. Shlaudeman should be judged on the basis of their performance in positions of public trust, including their service in Chile. If, when judged against these standards, they are found wanting, so be it. But if they are judged to be qualified, as we believe them to be, they should be confirmed. To deny confirmation on any other basis, such as broader disagreement with our Chile policy, would constitute a highly destructive form of guilt by association, would damage the careers of two highly competent and respected Foreign Service officers, and because of its chilling effect, would undermine the capacity of the career service to perform its foreign affairs responsibilities.

Thank you for this opportunity to appear before the Committee.

### What the JOURNAL Needs

The JOURNAL needs and welcomes contributions from its readers. These can be in the form of short articles, longer feature articles, communications, book essays and letters to the editor. Photographs for illustrations are appreciated, as are suggestions regarding the availability of other illustrative material.

Material should be typewritten, double-spaced, on one side of the paper only. Inclusion of a stamped, self-addressed envelope saves staff time and AFSA's postage.

Letters to the editor should be no more than one typewritten page in length. Communications may run as long as six pages and major articles are from 2500 to 3500 words in length. The Editorial Board welcomes queries on possible subjects for articles.

## Election Committee Statement

The Elections Committee has been asked to explain to AFSA members why the Director of the Office of Labor-Management and Welfare-Pension Reports (LMWP) of the US Department of Labor is supervising their 1975 election. The following summary has been prepared for this purpose:

In March and April, 1974, protests were filed with the Department of Labor by AFSA members John J. Harter and John D. Hemenway alleging violations of the election standards required for employee organizations under Executive Order 11636 ("Employee-Management Relations in the Foreign Service of the United States"). As required by Section 804.2 of the Regulations issued pursuant to that Order, the allegations were investigated by the Director, LMWP.

On November 1, 1974, under those same Regulations, the Director filed a formal complaint with the Labor Department's Chief Administrative Law Judge, charging that certain violations had occurred which could have affected the election's outcome. The AFSA Board, after reviewing the charges, felt that they were without merit.

A hearing on the matter was scheduled for January 22, 1975, before Administrative Law Judge John Fenton. Judge Fenton asked the Director and the AFSA Board to seek agreement on a stipulation which might substitute for the hearing. Stipulation was reached and signed December 18, 1974, providing for supervision of the 1975 AFSA election by the Director. On January 15, 1975, the Judge approved the stipulation.

On December 24, 1974, Judge Fenton granted Intervenor status to Harter and Hemenway.

Pursuant to the Judge's order, and consistent with Labor Department policy in these matters, the Elections Committee Chairman and the Intervenors met with the Election Supervisor on January 22 and 28, 1975, to discuss procedures for the forthcoming nominations and election. The following decisions were reached at these meetings:

(1) **Ground Rules:** Nominations and election will be conducted by the AFSA Elections Committee

under immediate supervision of the Area Director, Washington Area Office, LMSA. Intervenors or their representatives may observe any step in the process, but will not be direct participants. AFSA and the Intervenors may submit their suggestions, recommendations, complaints, etc., to the Election Supervisor at any time, but all final decisions will be made by the Supervisor. Any decision of the Election Supervisor may be appealed to the Director, Office of Labor-Management and Welfare-Pension Reports.

(2) **Election Call:** is to be distributed by direct mail to all active members of AFSA. The envelope in which the Call will be sent is to be imprinted with a message designed to draw the recipient's attention to the contents. In addition, AFSA keymen and representatives will be encouraged to post copies of the Call where appropriate; but they are under no obligation to do so. The Elections Committee will notify the Election Supervisor of any Election Calls returned because of improper address. The Committee will diligently attempt to find updated addresses for the members in question and re-mail the call if practicable.

(3) **Nominations:** Qualifications for nominating and being nominated, deadline and procedures for submitting nominations, and procedures for nominees to be contacted and to indicate acceptance of nomination, are contained in paragraphs B through H of the Election Call.

A tentative list of candidates, based upon nominees who have responded to contact as of March 19, 1975, will be submitted on March 20, 1975 for publication in the April Foreign Service Journal.

(4) **Campaign Statements at AFSA expense:** Candidates will be allowed three direct mail statements at AFSA expense, as detailed in Paragraph H of the Election Call. In addition candidates will be allowed one campaign statement to appear in the May, 1975 issue of FOREIGN SERVICE JOURNAL. The maximum size for the JOURNAL statement has been tentatively set at one page for Officer candidates and one-half page for Constituency Representative candidates.

Slate statements and joint state-

ments will not be accepted either for the direct mailings or the May JOURNAL. It will be permissible, however, for any candidate in his/her own statement(s) to mention any other candidate(s).

(5) **Other use of Foreign Service JOURNAL:** The March, April, May, and June issues of FOREIGN SERVICE JOURNAL will contain no editorials or letters-to-the-editor bearing on the election. All materials appearing in these JOURNALS will be reviewed by the Elections Committee Chairman and will be subject to approval by the Election Supervisor before publication.

The Election Supervisor takes no position with respect to the JOURNAL's acceptance of paid advertising from the candidates except that treatment of all candidates must be equal. A blanket refusal by the JOURNAL to accept any paid advertising from candidates is acceptable to the Election Supervisor as a means of assuring equal treatment.

(6) **Mailing of campaign statements at candidates' own expense:** Alternative approaches to the use of AFSA facilities at candidates' own expense, as well as the time period during which use of such facilities may be requested, are detailed in Paragraph I of the Election Call.

Such requests, as well as requests to inspect the membership mailing list pursuant to Section 401(c) of LMRDA, shall be directed to the Chairman of the Elections Committee.

Candidates may not, at their own expense, add additional material to the direct mail statements or JOURNAL statements discussed in item (4), above.

(7) **Campaign Meetings:** Any final decision as to whether campaign meetings will be held, or as to their number, structure, location, etc., must await a final list of candidates. A meeting among all interested parties (including candidates) has been tentatively scheduled for 6:30 pm, March 24, 1975, in Room 460, 1111 20th St., N.W., Washington, D.C., to discuss campaign meetings.

(8) **Balloting:** General details with respect to balloting and tally of ballots are contained in Paragraphs J and K of the Election Call. Ballot format will be dependent upon the size of the final list of

candidates and is tentatively scheduled for discussion (along with "campaign meetings") at meeting of March 24, 1975.

The envelope containing ballot material mailed to members will bear a return address of P.O. Box 5502, Washington, D.C. 20016. The box will be periodically checked after May 15, 1975, in the presence of the representative of the Election Supervisor, for ballots that have been returned because of improper address. The Committee will diligently attempt to find new addresses for the members involved, and where practicable will, in the presence of the Election Supervisor's representative, re-mail ballots to these members. Intervenor, candidates, or their representatives may observe this process.

Voted ballots will be returned to a bank address, to be collected at 1:00 p.m., July 10, 1975. A "double envelope" system, with the ballot sealed in an inner envelope bearing only the marking "Secret Ballot," will be used for the return of ballots.

Additional details with respect to balloting and count for ballots will be decided at a later date.

(9) **Election Complaints:** Details for submission of complaints are contained in Paragraph L of the Election Call. Appeals from the Election Supervisor's decisions, actions, or inactions, should be addressed to the Director, LMWP.

(10) **Miscellaneous**

(a) The Elections Committee Chairman and the Intervenor have agreed to attempt to arrive at a mutually agreeable statement concerning the reasons for involvement in this election by the Director, LMWP. Such statement, if approved by the Election Supervisor, would be published in the March or April, 1975, FOREIGN SERVICE JOURNAL.

(b) The April JOURNAL, in addition to a tentative list of candidates, will alert members to the fact that the May issue will be a special election issue.

(c) AFSA keymen and representatives will be requested, but will not be obliged, to post the Election Call and possibly other notices of a general nature. Candidates will be instructed not to send campaign literature to keymen or representatives for distribution to members.

Keymen and representatives will be instructed to reject such requests and to return such bulk mailings to the candidate. It is to be noted, however, that keymen and representatives, like any other members of AFSA, are free to promote or oppose the candidacy of any candidate as long as employer funds or AFSA funds are not used for this purpose.

## Foreign Service People

FSIOs **Barbara Hutchison** and **Alfred A. Laun III** received two of the Foreign Service's highest awards on January 31. Ms. Hutchison received the Award for Heroism. She was serving as the PAO in Santo Domingo when, on September 27, she and six others were kidnapped and held captive for 13 days in the Venezuelan Consulate.

Mr. Laun received the Secretary's Award for Valor. He was shot and kidnapped from his home on April 12, while serving as BPAO at Cordoba. He has now returned to duty with the Press and Publications Service.

Ambassador **William Leonhart** received the Secretary of Defense's Meritorious Civilian Service Award for conspicuously outstanding services to the National War College, to the Department of Defense and to the United States, in December. The award, the highest that can be given at the Secretary of Defense level to a non-DOD civilian officer, was presented by the Honorable William P. Clements, Jr. The Honorable Robert S. Ingersoll, Deputy Secretary of State, and Vice Admiral M. G. Bayne spoke at the special ceremony.

In the citation accompanying the Award, Secretary of Defense Schlesinger noted Ambassador Leonhart's service at the College as the principal adviser on all matters of foreign policy; termed "the most visible of his many contributions . . . the revision and expansion of the Prescribed Course Program into an explicit, issue-centered, future-oriented, theme-related course that seeks to explore the relationships among human motivations, society and the nation-state."

**John S. Hayes**, former Ambassador to Switzerland, has been elected Chairman of the Board of Trustees of the Radio Liberty Committee, Committee President Howland H. Sargeant announced recently. Radio Liberty beams shortwave broadcasts of news and information in Russian and 17 other languages to the Soviet Union from transmitters in Spain and West Germany.

### Marriage

**Jones-Tucker.** Valentine Sevier Jones, daughter of Ambassador J. Wesley Jones and the late Mrs. Jones, was married to Thomas Howard Tucker on December 28, 1974, at Annapolis, Maryland.

### Birth

**Schaffer.** A son, Christopher Sparre, born to FSOs Howard and Tezi Schaffer on January 18, in Islamabad.

### Deaths

**Brooks.** Phillips Brooks, FSIO, died January 10 in London where he has served since June, 1974. Born in London, Mr. Brooks joined the Foreign Service in 1955 and served in Paris, Mexico, Beirut and London. He is survived by his wife, Carolyn Killary Brooks, care of USIS London, and three children, Sarah, David, and Gail Maienza.

**Smith.** Leland L. Smith, FSO, retired, died on December 30 in Tunis at the age of 89. Mr. Smith joined the Foreign Service in 1920 and served in Saigon, Tunis, Prague, Paris, and Nice. Upon retiring in 1940, he returned to Tunis for the remainder of his life where he maintained close relations with the Americans serving there.

**Stritman.** Hennette Marie Stritman, wife of Harry R. Stritman, FSO-retired, died January 10 in Washington, D.C. Mrs. Stritman, who was born in Estonia, came to the US in 1941 and worked for the Office of Strategic Services. She accompanied her husband to New Delhi, Trinidad and Tel Aviv before his retirement in Washington. Her husband, who resides in the Fairfax Hotel, 2100 Massachusetts Avenue, N.W., Washington, D.C. 20008, is her only immediate survivor.

**Warlow.** E. Judson Warlow died at Suburban Hospital in Bethesda January 14. Mr. Warlow entered the Service in 1947 and supervised the construction of our embassies in Havana, Madrid, and London. He is survived by his wife, Candace Courtney Warlow of 19128 Capehart Drive, Montgomery Village, Gaithersburg, Md. 20760, and a brother, Dr. Francis W. Warlow, of Dickinson College, Carlisle, Pa.

**Webb.** Ronald A. Webb, FSO, died January 20 in Boston from burns suffered in a fire that swept through the family home in Lexington, Massachusetts. His wife, Olive (Penny) Webb, and her mother, Mrs. Florence Spencer of Vancouver, perished in the fire. Mr. Webb's children, Peter and Diana, and his mother, Mrs. Felita Engle, were rescued. Mrs. Webb, an active member of AA FSW, is also survived by her son, Donald S. Lebow of the University of California at Riverside, and a sister, Florence M. Morris of Melbourne, Australia. Mr. Webb

joined the Foreign Service in 1957 and served in Santo Domingo, Paris, Madrid, and in Washington as Director of Maritime Affairs. Expressions of sympathy may be in the form of contributions to the Webb Family Fund in care of the Executive Officer, Center for International Affairs, Harvard University, 6 Divinity Avenue, Cambridge, Massachusetts 02138.

**HOMESTAY FAMILIES NEEDED** for international participants in The Experiment in International Living, a private, non-profit international exchange organization founded in 1932. These Experimenters from all over the world come to the US seeking three-week homestays. They range in age from 16-45 and are from a variety of backgrounds. Volunteer host families, with or without children, who would enjoy introducing these Experimenters to American family life are needed throughout the year. Contact Mr. Gil Spaulding, The Experiment in International Living, Brattleboro, VT, 05301.

## FSJ SPECIAL SERVICES

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## SECRETARY OF STATE HONORS FOREIGN SERVICE DEAD

Ambassador Rodger P. Davies killed this year in Cyprus, Vice Consul John S. Patterson, and nine AID Foreign Service personnel killed in Vietnam were memorialized at a dedication ceremony of the American Foreign Service Association's Memorial Plaque in the Diplomatic Lobby of the Department of State. Secretary of State Henry A. Kissinger, AFSA President Thomas D. Boyatt, and Honorable Ben Hill Brown, Jr. presided at the ceremony, Friday, November 15 at 4:30 p.m. The Plaque honors Americans who have lost their lives under heroic or other inspirational circumstances while serving the Government abroad in the area of foreign affairs.

The original greenstone marble Plaque was erected in 1933 in the old State, War, and Navy Building (now the Old Executive Office Building). The first name inscribed was that of William Palfrey who was lost at sea in 1780. When the Department of State moved to its present building, the AFSA Plaque was also transferred.

With the dramatic rise of terrorism directed against Foreign Service personnel, and the large number of Foreign Service personnel killed in Vietnam, particularly during the Tet offensive, the first Plaque on the West side of the Diplomatic Lobby was quickly filled, and the Association began another Plaque on the East side. A total of 110 names have been placed on the two plaques, 35 of whom have been killed since 1965.

The newly inscribed names are as follows:

*Everett D. Reese*, stationed in Saigon, with the Agency for International Development, was killed in 1955 when his plane was shot down by enemy fire.

*Thomas Ragsdale*, a Provincial Agricultural Advisor of the Department of Agriculture serving with AID, was captured in battle in 1967 during the Tet offensive. His body was found after the cease fire.

*Donald V. Freeman*, an Assistant Area Development officer with AID was killed in 1967 by Vietnamese machine gun fire.

*Albert A. Farkas*, an AID Public Safety Advisor, was seriously

wounded by sniper fire in the Vinh Long area in 1968. He was evacuated to the Third Field hospital where he died.

*Robert W. Brown, Jr.*, of the Department of Defense serving with AID under a participating agency agreement, was killed by the Viet Cong in 1968, seven kilometers north of Ban Ne Thun.

*Robert W. Hubbard*, an Assistant Development officer of the Department of Defense serving with AID, was killed in 1968 while attempting to escape on foot from Hue.

*Joseph B. Smith*, an Assistant Area Developer with AID, was killed in 1970 by a mine on route to Phu-hung hamlet on an inspection trip.

*Rudolph Kaiser*, a Senior Provincial Advisor for AID, was attacked and slain in a Viet Cong ambush while accompanying South Vietnamese military forces in the Mekong Delta in 1972.

*John Paul Vann*, Associate Director for AID, was killed in a helicopter in a night battle as forces with which he served repelled an assault on Kontum in 1972.

*John S. Patterson*, Vice Consul to Hermosillo, was slain in 1974 while being held captive by kidnappers.

*Rodger P. Davies*, Ambassador to Cyprus, was struck down by sniper fire in Nicosia during a mob attack this year on the Embassy.



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