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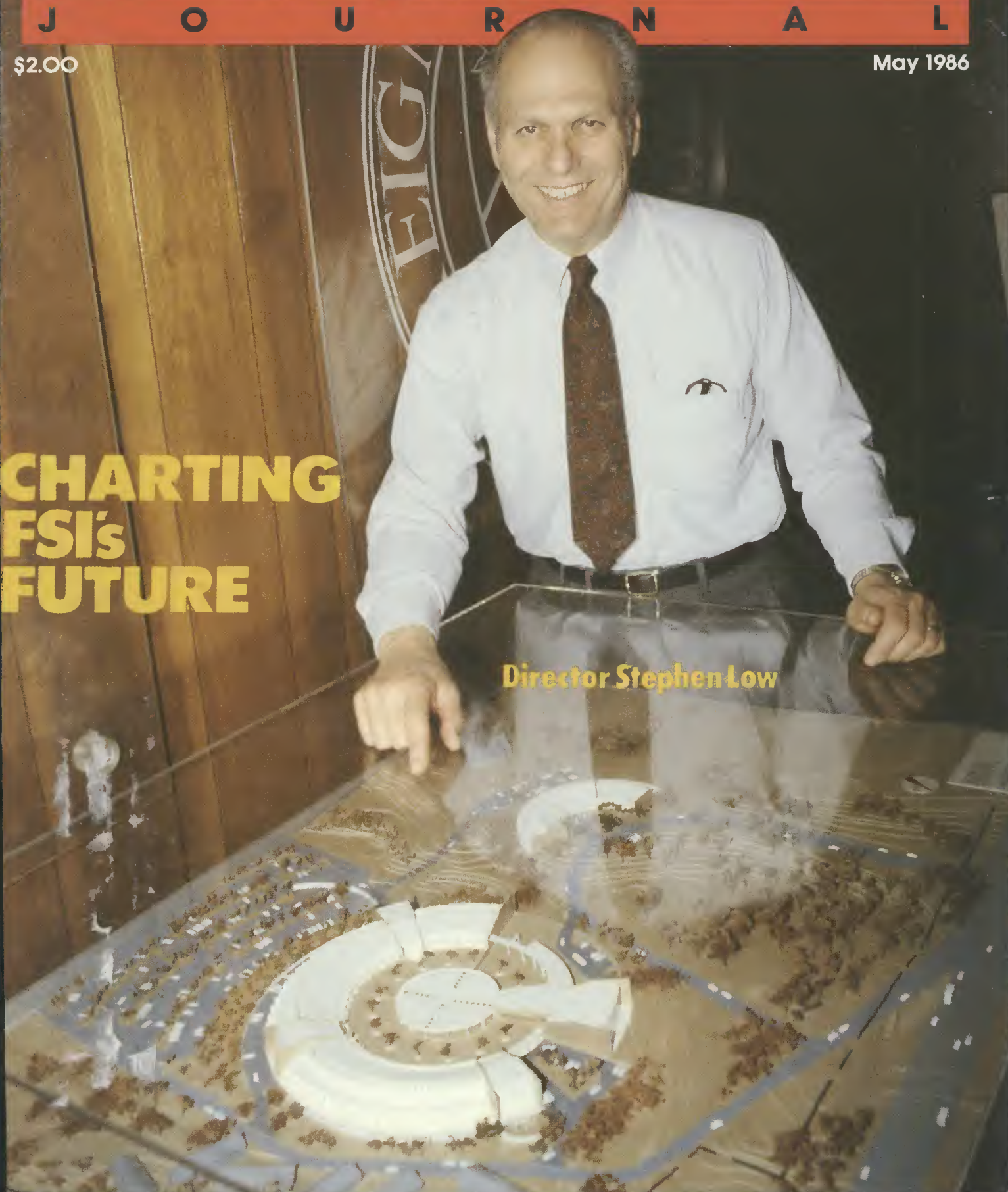
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COVER: FSI Director Stephen Low stands before a model of a possible new campus for the institute. If we can afford to have a campus devoted to the serving of fast food such as McDonald's "Hamburger U," says Low, can't we afford to train our diplomats in a similar facility? Senior Editor Frances Burwell's report on changes in store in training starts on page 22, and our interview with Low on the future of FSI begins on page 30.

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ASSOCIATION VIEWS

Dumb Economies for Exposed Diplomats

Secretary of State Shultz has been stalking Capitol Hill like an ancient mariner, begging a fair hearing for a doleful story: "Mr. Chairman, the Department of State does not have weapons systems to stretch out. We do not have programs we can transfer to state or local governments. We cannot 'privatize' our diplomatic activities.... The massive cuts under consideration by the House Budget Committee would ravage this country's international presence and seriously harm our national security." He has a powerful case.

The threatened cuts would halve the State Department's budget request of \$3.9 billion. That would eliminate \$1.4 billion for embassy security, leaving America's diplomats exposed just as Colonel Qaddafi is declaring a terror war.

The cutback would also reduce by \$220 million, or 15 percent, State's operating budget. Mr. Shultz reckons that \$125 million could be saved by closing or curtailing 40 embassies and consulates, firing a fifth of the Washington staff, and eliminating 600 positions in larger embassies. But even all that would fall \$95 million short.

These cannot be serious proposals. That they even surface is a measure of Congress's fecklessness, and State's vulnerability. The myth persists that tax dollars are squandered on an overgrown and underworked diplomatic service. The facts are otherwise. In the 1950s, the Foreign Service was a corps of 4700 Americans staffing 58 embassies. Now there are 7000 in 140. Cable traffic, which accounts for two-thirds of foreign intelligence, has increased sixfold. In the same period, more senior diplomats have been murdered than all the generals and admirals killed in action in Korea and Vietnam.

On the recommendation of a committee headed by the CIA's former deputy director, Admiral Bobby Inman, State seeks to protect embassies against car-bomb attacks without barricading them behind barbed wire and sandbags. It wants to train 300 more security agents, add more Marine guards, send training teams to high-risk posts, and substitute Americans for local employees in unfriendly countries. For this, Mr. Shultz asks for \$4.4 billion over four years, a sum that he asserts is within the Gramm-Rudman limits.

These are not only reasonable requests; they are essential for a nation with global interests. It is incredible that any American legislator would leave the Foreign Service denuded and endangered.

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LETTERS

Spouse Employment

The AAFSW study group on the Foreign Service Associates proposal welcomed both the JOURNAL's questionnaire on spouse employment and Frances Burwell's thoughtful analysis of its results [January]. We were interested to learn that 85 percent of the respondents were somewhat familiar with the Associates proposal and a majority were in favor of it.

It would have been relevant, however, to include the FSA program as an optional response to question 15 in the questionnaire concerning what approaches should be given priority in attempting to resolve the issue of spouse employment overseas—since the FSA program goes beyond the scope of any of the options offered. The FSA proposal envisions employment both within the mission and beyond. Most importantly, by offering a framework for career development in a wide spectrum of professional fields, it alters significantly the kinds of jobs available and affords a more positive light in which spouses can contemplate their job futures.

As your article indicates, the Mathias legislation calling for a pilot program to test the FSA concept has resulted in a State Department design and program to involve the foreign affairs agencies—as well as other agencies represented in U.S. diplomatic missions abroad—in its trial stage. Despite today's stringent budgetary constraints, we are hopeful that the pilot project will proceed without delay, and confident that the FSA program will someday be an important component of the spouse career/employment picture.

SUSAN LOW
Chairman, FSA Study Group
AAFSW
Washington, D.C.

Since this letter was received, the State Department has shelved the pilot program because of the Emergency Deficit Control Act.—ED.

Diplomatic Loyalty

You have done a worthwhile public service in airing opinions on diplomatic loyalty.

Certain axioms seem to have emerged. The Foreign Service officer swears to support the Constitution, and this pledge would seem to extend to support of the historic office of the presidency, whether the incumbent is Republican or Democrat, liberal or conservative, ideologue or pragmatist.

But the FSO's oath does not require what Jeane Kirkpatrick says would be giving up "basic rights of American citizens as a condition of employment." Secretary of State George Shultz put that thought into action in refusing to contemplate polygraph screening. In the realm of illegality, the FSO oath could not be interpreted as requiring assistance to a President Nixon in a Watergate coverup. As the Nuremberg trials established, obeying a superior's illegal order is no defense against prosecution for illegality.

Nothing in the FSO's oath should be interpreted as putting the whistle blower beyond the pale; he is an endangered species which should be honored and protected against reprisal. Without whistle blowers in the Civil Service, the Department of Defense would never get off the ground in its efforts to reform the procurement process.

The State Department already has procedures to provide avenues for dissent. These should not be permitted to deteriorate. Monday-morning quarterbacking—the second-guessing of a superior—need not be encouraged, but dissent on matters engaging the "basic rights of American citizens" is essential to the longevity and health of the Foreign Service.

RICHARD PATRICK WILSON
Foreign Service Officer, retired
Mobile, Alabama

In his discussion with Lawrence Eagleburger excerpted in your January issue ["Galbraith versus Eagleburger"], Ambassador Evan Galbraith lamented the "fact" that Foreign Service officers "become unable to commit themselves and to take a point of view with...guts." Moreover, he argued that what the Foreign Service needs is a more "intellectual elite, an elite that is confident in itself, a group of people who are confident that their career is going to be devoted largely to what they set out to do."

At the same time, however, Ambassador Galbraith's major theme throughout his discussion was that the United States "cannot have a foreign policy that survives notwithstanding election." Presumably, this means that Foreign Service officers must fully support policy changes from administration to administration.

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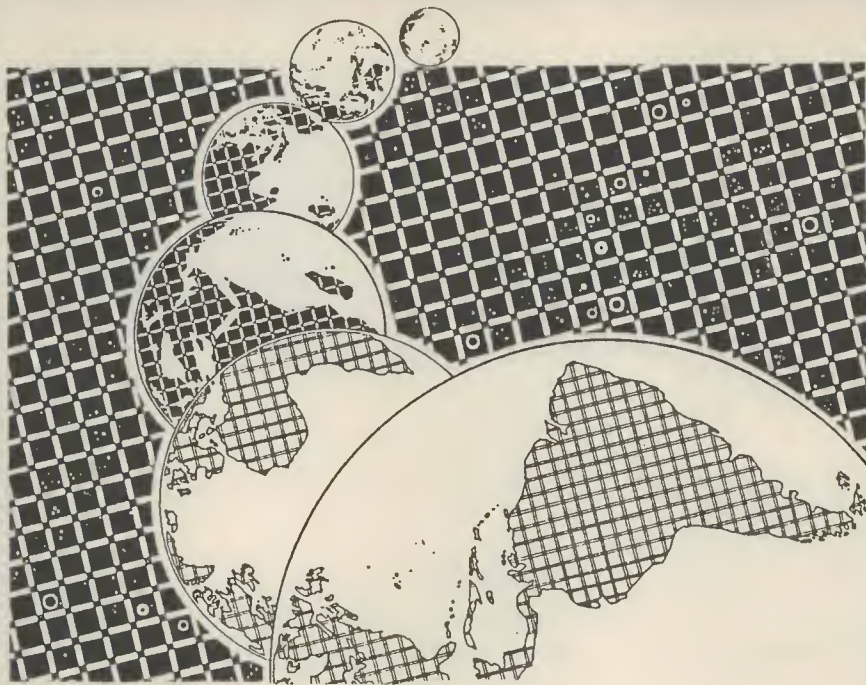
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My question is: Can Foreign Service officers be expected to commit themselves to a point of view on one hand and to change their views every four to eight years to fit those of the incoming administration on the other hand? If we do hold onto our views, can we hold onto our careers as well? And if we cannot be confident about holding onto our jobs for more than four to eight years, not to mention our careers, what rational individual would join the Foreign Service?

ROBERT S. WANG
Foreign Service Officer
Tokyo, Japan

Tax Guide

Congratulations to AFSA and to Sabine Sisk for the excellent tax guide contained in the February issue. It is the best and most lucid guide since AFSA started the annual service in 1974.

HERMAN J. COHEN
Foreign Service Officer
Washington, D.C.

Rusk Recollections

If you remember former Secretary of State Dean Rusk and his wife, Virginia, I am interested in your recollections. I am writing a biography about my father, and we at the University of Georgia are forming a "Dean Rusk Collection" as well, trying to retrieve his papers. In January 1969 my dad walked out of the State Department with his hat and coat, his appointment books, and a briefcase containing copies of income tax returns. He left all his papers behind—a lifelong practice apparently—and vowed never to write his memoirs. I don't think he should be allowed to get away with this.

As a family member, I am committed to a "friendly biography." But I am interested in whatever you may have. With your help, we might yet rescue Dean Rusk from the obscurity he so avidly desires. Please contact me at the Dean Rusk Center, School of Law, University of Georgia, Athens, Georgia 30602. (404)542-7875.

RICHARD RUSK
Athens, Georgia

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BOOKS

Reviews

To Helsinki: *The Conference on Security and Cooperation in Europe, 1973-75.* By John J. Maresca. Duke University Press, 1985. \$47.50.

Foreign Service Officer John Maresca was the only U.S. diplomat involved in the entire first session of the Conference on Security and Cooperation in Europe, that relatively little-known, complex, and lengthy group of meetings that produced the Helsinki Final Act in 1975. From his unique position, he has written the definitive history of those gatherings. It should be on the reading list of all persons assigned to U.S. missions in any of the signatory countries, especially since the Final Act has spawned a series of follow-up meetings and review conferences that are likely to continue at irregular intervals for a long time to come.

It is difficult to find any fault with this well-written book. Maresca examines in detail both the Final Act's positive features and its various ambiguities. He is certainly on target in underlining the importance of the act's references to individual rights, references that made discussion of their violations a legitimate topic in follow-up meetings. Arkady Shevchenko commented in his book, *Breaking with Moscow*, on the difficulties the head of the Soviet delegation encountered when the full impact of this feature began to dawn on the men in the Kremlin. My own speculation is that Brezhnev agreed to the human rights provisions of the Seventh Principle in Part I of the act because he failed to recognize that U.S. and European delegations to the follow-up meetings, unlike the Third World-based majorities in the United Nations, would not downplay or ignore Soviet violations of human rights. Indeed, as Maresca has noted, the low-key array of western "first, second, and third secretaries" negotiating on human-rights issues—as opposed to a high-powered Soviet delegation headed by a deputy foreign minister—perhaps caused the Kremlin to conclude that the "results of negotiations conducted at such a level would be quickly forgotten and that U.S. political figures had no interest in maintaining human-

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rights pressures."

Maresca's final chapter does contain one oversight. In discussing the demise of the rather short-lived era of U.S.-Soviet détente, he refers to the "Soviet invasion of Afghanistan in December 1979, which revealed a previously undemonstrated Soviet willingness to engage the Red Army directly outside the frontiers of the U.S.S.R." He presumably meant the employment of Soviet forces outside of the area of the Warsaw Pact, since the Red Army certainly intervened in Hungary in 1956 and Czechoslovakia in 1968.

—CHARLES G. STEFAN

Pay, Pack, and Follow. By Jane Ewart-Biggs. Weidenfeld & Nicolson, 1984.

British Ambassador Christopher Ewart-Biggs was blown up in Dublin by the Irish Republican Army only 12 days after presenting his credentials to the president of Ireland, leaving behind a vivacious wife and three young children. *Pay, Pack, and Follow*, an autobiography written by his widow, records the story of their diplomatic life until that tragic moment.

The author describes her childhood, school years, first job, and chance meeting

with the first secretary at the British Foreign Office—later to be her husband—with a delightfully irreverent touch. Then begins a pattern familiar to so many diplomats' wives; goodbyes, packing, and the attempt to turn life in a strife-torn country like Algiers into a civilized routine. The tales of diplomatic dinner parties, servants, and surrounding terror might bore the uninitiated reader were it not for the humor with which they are told.

The author has scattered extracts from Christopher Ewart-Biggs's diary throughout the book, providing analytical insights into events throughout their diplomatic career: the Algerian war of independence, bilingual divisions in Belgium, France under President Georges Pompidou, and finally, the Irish problem. Although the analyses are perspicacious, I found the use of the ambassador's diaries somewhat disconcerting. Had the author wanted to write her husband's biography, then more extracts would have been required, but this is Jane Ewart-Biggs's autobiography, and her impressions of the political and economic times through which she lived would have been valuable. For a woman who was to be made a baroness in her own right and front bench spokesperson for the Labour party on Home Affairs in the

House of Lords, this relinquishment is strange.

The postscript holds the key to the riddle, and is perhaps best read before the rest of the book. The author was so devastated by the assassination of her husband that she wanted to continue living her life with his spirit and values. So her autobiography is necessarily a biography of her husband as well.

Jane Ewart-Biggs was in the forefront of the movement to find worthwhile employment and provide recognition to the spouses of diplomats, and her book shows that the problems spouses face in the U.S. Foreign Service are shared by our British counterparts. The author may not have suggested a solution, but her dedication to making a success of the traditional role of the diplomat's wife demonstrated a discipline and energy that were vital in enabling her to begin her own career upon the death of her husband. While arranging flowers for diplomatic dinner parties and organizing embassy community programs may not be the textbook method for preparing for a political career, Jane Ewart-Biggs proves that the skills required for each are not incompatible and that one can be successful at both.

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From the Think Tanks

Speaking to the Third World: *Essays on Democracy and Development.* By Peter L. Berger and Michael Novak. *American Enterprise Institute*, 1985. The authors claim that the industrialized countries cannot be blamed for the failure of many Third World countries to develop economically. Instead the industrialized West, and especially the United States, offers the best role model for these countries, since the democratic-capitalist system has proven itself far more successful as a development strategy than any other.

Small Countries, Large Issues: *Studies in U.S.-Latin American Asymmetries.* By Mark Falcoff. *American Enterprise Institute*, 1985. 111pp. This monograph attempts to explain the tendency of Latin American publicists to blame every untoward event on a "grand design conceived in and implemented from U.S. centers of power." Falcoff uses five case studies to demonstrate that no such conspiracy exists but cautions that the difference in power between the United States and Latin American countries is so great that both action and inaction by Washington has an effect.

The Strategic Defense Initiative and European Security. By Nanette C. Brown. *Rand Corporation*, 1986. 30pp. Based on a conference of government officials and defense analysts from Western Europe and the United States, this monograph spells out their concerns about the Strategic Defense Initiative and the nuclear balance between the superpowers. The conferees overwhelmingly supported continued research on SDI but quickly divided into two groups when it came to matters of development and deployment: one arguing that the United States needs maximum flexibility to address the Soviet threat, and the other that SDI will go beyond what is necessary to hedge against Soviet actions and could encourage new instabilities.

Population and International Migration. By Guruswami Swamy. *World Bank Staff Working Paper #689, International Bank for Reconstruction and Development*, 1985. 83pp. This study offers a wealth of facts about international migration flows, but few recommendations. It concludes that migrants are more often likely to be from moderate income groups than from the poorest; are extremely high savers who use their money for land purchases or building construction; and are usually unskilled workers, although flows to some countries, such as the United States, can contain a significant number of trained professionals.

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CONGRESS

Implementing Inman

By LAWRENCE L. KNUTSON

With some grumbling about the cost, the House of Representatives in March adopted legislation authorizing the spending of \$4.4 billion over the next five years to enhance anti-terrorist security at U.S. diplomatic posts around the world. The bill, which was approved, 389-7, and sent to the Senate, also provides for cash payments of \$66 a day to government employees who are captured and held hostage. The legislation is intended to implement major recommendations made last June by the special presidential commission headed by Bobby R. Inman, former deputy director of the Central Intelligence Agency.

President Reagan asked the House to approve the measure, saying in a letter that, although 1987 is a year of severe strain on federal spending programs, "the well-being of our people is of the greatest importance." Secretary of State George Shultz sounded a similar theme in his testimony before congressional committees. "We in the State Department and our colleagues from other agencies serving abroad are on the front line, and some have been victims of terrorism," he told a Senate Appropriations subcommittee. "We must insure their safety, even in this period of budget stringency." Representative Olympia Snowe (R.-Maine), a member of the House Foreign Affairs Committee, told the chamber that the bill was urgently needed because "during the past two decades terrorists have killed as many U.S. diplomats as were killed in the previous 180 years."

The bill authorizes an extensive construction program involving 254 embassies and consulates, including 79 new embassy compounds. Of the \$4.4 billion authorized for the five-year period FY 86-90, \$1.6 billion would provide for salaries and other expenses associated with improved public-access controls, perimeter security, residential security, and armored vehicles, as well as for the protection of foreign dignitaries and missions in the

Lawrence L. Knutson covers Capitol Hill for the Associated Press.



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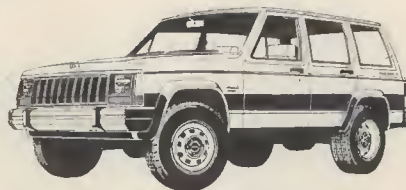
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United States. The remainder would go toward construction and remodeling.

The section of the bill dealing with payments to hostages grew out of the seizure of the embassy in Tehran. Since it applies retroactively, those held for 444 days there could receive payments of \$29,300. The \$66-a-day figure is based on the average travel per diem currently given to federal employees and stirred some controversy during debate. The House rejected an amendment by Representative John McCain (R.-Arizona) that would have reduced the daily cash payment to \$20. McCain said he could see no connection between hostage compensation and the per diem rate. He also said a \$20 payment is more in line with the sums paid in the past to prisoners of war, some of whom were, he said, held under even worse conditions than the Tehran hostages. Representative Dan Mica (R.-Florida) told the House that the committee had looked for a fair figure and had arrived at \$66 arbitrarily, having "no formula" to follow. He noted that the family association of the Tehran hostages had suggested \$100 a day, and that a commission had urged \$12.50. Mica noted that the per diem figure is automatically adjusted to account for inflation. The House also defeated, 252-144, an attempt by Representative Robert S. Walker (R.-Pennsylvania) to require Congress to authorize and appropriate money for hostage compensation on an annual basis. As it stands, the bill makes compensation for hostages an entitlement program that does not require yearly action.

Officially entitled "The Omnibus Diplomatic Security and Anti-Terrorism Act of 1986," the legislation has these other provisions:

- Authorizes up to \$125 million to increase security aboard U.S. vessels and at ports;

- Permits rewards of up to \$1 million for the capture of international terrorists, including those linked to narcotics trafficking;

- Calls on the State Department to draft a "most wanted" list of terrorists; and

- Provides for export restrictions on military materiel to countries found to support or encourage terrorism.

Although the diplomatic security bill slipped through the House with ease despite its hefty price tag, there were storm warnings on other spending fronts. Representative David Obey (D.-Wisconsin), chairman of the House Appropriations Subcommittee on Foreign Operations, notified Secretary Shultz that his foreign-aid budget might be cut by 50 percent unless Congress and the White House, acting within the framework of the Gramm-Rud-

man-Hollings deficit reduction act, reach a spending compromise. Obey told Shultz that foreign aid—never popular in Congress—faces its toughest test this year as members react to sharp reductions in popular domestic programs.

Reagan is seeking \$15.5 billion in foreign-assistance spending for fiscal 1987, a total Obey said was a \$2.1-billion increase over the package Congress approved last year. "Members of the House see that we're increasing foreign aid and we're paying for that increase by gutting cancer research, gutting educational opportunities, gutting job training," Obey said. "You are asking us to cut the heart out of the domestic budget." The lawmaker advised Shultz to withdraw the budget and submit a new one with everything cut out except aid for Israel and Egypt and \$2 billion for military and economic aid for all other countries. The resulting foreign aid budget would be about \$7 billion. Shultz defended the present foreign aid spending plan saying it "advances the interests of the United States."

Gramm-Rudman presents State with other dilemmas as well. Appearing before the Senate Appropriations Committee, Shultz said there are proposals in Congress that would require a cut in State's operating budget by about \$220 million. He then gave a worst-case scenario of the impact of a \$220 million reduction: "If, for example, we closed or curtailed 40 of our embassies and consulates abroad and if we reduced our headquarters staff in Washington by 20 percent we would save \$65 million next year. If, in addition, we reduced the staff of our larger and most important embassies by, say, 600 positions we would save an additional \$60 million. We would then have cut only 57 percent of the \$220 million needed to satisfy the House Budget Committee. And at a very heavy price.... Our adversaries, including the terrorists, would like nothing better than to have us do for them what they have been unable to accomplish on their own: force Americans to go home. The Department of State does not have weapons systems to stretch out. We do not have programs we can transfer to state or local governments. We cannot privatize our diplomatic activities. The massive cuts under consideration by the House Budget Committee would ravage this country's international presence and seriously harm our national security." Shultz said State is cutting costs wherever possible, including cutting back on travel, reducing the hiring of new employees, cutting back on buying new furniture and equipment, and reducing seven U.S. consulates to consular agencies. □



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Edward Fitzgerald

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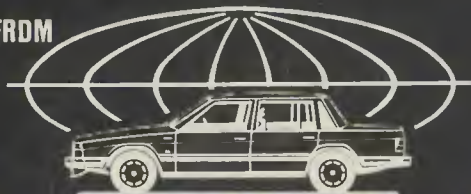
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Cosmetic Connections

"The White House says Ronald S. Lauder, deputy assistant defense secretary for European and NATO policy, will be nominated as ambassador to Austria, succeeding Helene Van Damm, President Reagan's former secretary....

"According to one well-informed report circulating in Washington's diplomatic community, Lauder got his assignment to Vienna after his mother, Estee Lauder, asked First Lady Nancy Reagan if she could help win the appointment."

The Washington Post, February 24

Pilot Program Shelved

"State Department officials have shelved plans for a pilot program to hire more spouses of Foreign Service officers....

"'Because of Gramm-Rudman, Under Secretary Spiers decided this was not the time to start a new program, even if it's a low-cost one,' said [Director of the State Department's Policy Coordination Staff William] Bacchus, referring to the Gramm-Rudman-Hollings balanced budget act. 'I don't think this is as much a money issue as what impression it would leave on Capitol Hill.'...

Bacchus said State officials will informally try to enhance existing jobs despite the suspension of the project. 'The result may well be pretty close to the same,' he said. 'It will be on a somewhat more *ad hoc* basis.' "

*Elizabeth Rathbun in the
Federal Times, February 24*

Diversified Kissinger

"In addition to his role as diplomat-for-hire, lecturer, and special commentator for ABC, Kissinger composes a newspaper column every month for the *Los Angeles Times* syndicate. While the column, carried by the *Washington Post*, is vintage Kissinger in its grand sweep and magisterial voice, his careful avoidance of direct criticism of the administration has made it less trenchant—and less influential—than it might otherwise be. It all adds up to a life that is both lucrative and satisfying. Still, he says, 'I would put national service above

business, as a general proposition—if it is important.' Then he laughs: 'I don't want to sound like I'm looking for a job.' "

*Bonnie Angelo in
Time magazine, February 17*

Excluding Blacks

"Randall Robinson, the director of Transafrica, says the State Department and AID are among the poorest performers of the federal agencies in hiring and promoting blacks and, because of this, we get a foreign policy that does not reflect the wishes and feelings of the American people....

"During the Carter administration, there were 16 or more black ambassadors representing our country overseas. Today there are six. What happened to the other 10?

"How can we discuss foreign policy without noting that it is a policy framed by white Americans and from which black Americans are excluded? This seriously hurts our nation by losing the resources of some of its best minds and puts us at a disadvantage in dealing with the majority of people in a non-white world."

*Maureen Bunyan in a speech at
the Department of State, February 4*

Polygraphs

"That polygraph tests are given so much weight in Washington—and are widely administered in American business—is one of the darksome curiosities of life in these United States. While lie detector exams are employed in few other countries, government use in the United States has more than tripled since the early 1970s, from about 7000 exams in 1973 to 23,000 in 1982. This is startling in light of the fact that the tests are little more than sophisticated carnival tricks."

Discover, March

"(a) An agency may not (1) require, threaten to require, or, except as provided in subsection (b), request any employee or applicant for employment to submit to a polygraph examination;...

"(b) An agency may request an employee, in writing, to submit voluntarily to a polygraph examination (A) if the examination is administered as part of a specific investigation into alleged criminal conduct (i) after the completion, by other means, of as thorough an investigation as circumstances reasonably permit; and (ii) solely for the development of information essential to that investigation;

'(B) if the individual is reasonably believed to have knowledge of the matter under investigation; and

'(C) if the alleged criminal conduct constitutes an offense punishable by death or imprisonment for a term exceeding one year.' "

*Federal Polygraph Limitation
and Anti-Censorship Act of 1984,
reintroduced this year*

Wimps at State

"We are beginning to get a chilling fix on the general temper of Jimmy Carter's State Department, as various of its leading figures bare their souls on the op-ed page of the *New York Times*. On the basis of what has already been revealed, one can only wonder what other wimps infested Foggy Bottom during the disastrous Carter years."

*William Rusber in the
Washington Times, February 21*

Strengthening Security

"We are now faced with a new situation: the current security and terrorist problems have left [U.S. embassies and consulates abroad] vulnerable. Our challenge is to strengthen our security against the new dangers so that we can maintain our tradition of openness and accessibility. We will

not let the terrorists win their victory by isolating us, forcing us to close our doors, or denying us our contacts with the people of the countries in which we are represented."

*Secretary Shultz before the
Senate Committee on Foreign
Relations, February 4*

"Will a cost-conscious Congress go ahead with such an ambitious [embassy security] plan?

"Representative Daniel A. Mica, Democrat of Florida, who heads the Foreign Affairs subcommittee charged with approving the requests, said 'it is going to be very hard' to find the money 'while we're cutting possibly pensions and domestic programs at home.'

" 'I don't know the way out,' he added, 'but the concern is real.' "

*Bernard Gwertzman in the
New York Times, February 19*

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Foreign Service Journal, May 1976: "If a much larger percentage of younger wives are frustrated by not being able to pursue professional lives and careers overseas I would assume an increasing number of junior and mid-level FSOs will opt for longer Washington assignments and will be increasingly reluctant to interrupt their spouses' careers to go overseas. Indeed, some, when required to go abroad, may well be forced to choose between separation from their spouses and resignation from the Foreign Service. No one could argue that either of these solutions would be either conducive to good mental health or cost effective. The Department of State spends a good deal of money preparing officers for their full careers."

Carman C. Williams

Foreign Service Journal, May 1961: "This is, after all, an endangered world, endangered in the grimmest sense of that term: a world endangered by the atom, by the phenomenon of over-population..., and finally by the ideological prejudices in the name of which certain great peoples are today ruled. It is to this pattern of dangers that the foreign policies of our country are, in large part, addressed; there is no country whose policies are, from this standpoint, more important; and there is no Foreign Service officer whose work and attitudes do not have something to do with the formulation of these policies. Unless one realizes these things..., then, my friends, I can give no assurance whatsoever that the strains and drawbacks of Foreign Service life are ever going to find their compensation."

George F. Kennan

Foreign Service Journal, May 1936: "Consular posts are seldom honored by a visit from the president of the United States, but Nassau was the exception which proved the rule when President Roosevelt arrived in port on March 31 aboard the U.S.S. Potomac, escorted by the destroyers Dale and Monaghan. He interrupted his fishing trip in Bahamin waters to spend a day in Nassau harbor, thus furnishing a climax to one of the resort's most successful winter seasons."

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DESPATCH

Drug Haze

Will there be drug testing in the Foreign Service? Like other controversial proposals recently aimed at the government workforce—such as plans for polygraph tests and to censor officials' writings—a presidential commission's proposal for drug tests of federal employees invoked a storm of criticism and then receded from view behind a cloud of clarifications and bureaucratic pettifoggery. Complaints came from all sectors, including public-employee unions, commentators of both the left and the right, and members of Congress. But despite the criticism on the Hill, several members of Congress volunteered themselves and their staffs for drug testing, and a bill was introduced that would require it for all government workers with security clearances—including the Foreign Service.

The proposal is embodied in a single sentence of the five-inch thick report of the President's Commission on Organized Crime, and that sentence received far more press coverage than the rest of the report combined. Five weeks after the early-March release of the report, the Office of Personnel Management said it had yet to receive a presidential recommendation to implement drug testing in the federal sector, and the former spokesman of the commission admitted that the criticism may result in no recommendation emerging from the White House. In addition, the author of the report retreated from an initial declaration that the proposal was meant to apply to all federal employees and said that it should only be used "where appropriate."

Unlike the polygraph, drug testing is based on valid scientific principles and can be reasonably accurate if conducted properly. In the view of most experts, proper testing involves three major components. The first is establishing an air-tight chain of custody of the urine samples required for the tests. The second is using an accurate test to screen for the drug, and an even more accurate test to check for any false-positive results from the first test. The third is maintaining scrupulous laboratory procedures. A failure at any level can implicate innocent workers.

Problems with the chain of custody, for instance, forced the Army to declare invalid thousands of tests performed a few years ago. There is also evidence that ordinary substances can duplicate the reaction of controlled drugs in some cases, as can sloppy laboratory techniques. When conducted properly, the double-testing method should result in extremely high accuracy, but even the most accurate of laboratories can make inadvertent errors; one produced an unbelievable number of positive readings for marijuana use that were later explained by the fact that workers in the lab had contaminated testing equipment by cooking tacos in a sterilizing oven. Even in the best programs, corruption and unforeseen circumstances have the small but real chance of injuring the innocent.

To ensure an air-tight chain of custody, an official must be present while each worker gives a urine sample, then rigid controls must be put into place to check that the sample is properly labeled, not confused with or contaminated by other samples, and not tampered with. One person involved in the Department of Defense testing program admitted that there was at least one instance in the past where "people deliberately switched samples." John Whiting, a Ph.D. chemist who worked in the Armed Forces Institute of Pathology from 1979-85 and now is president of a drug-testing laboratory and a consultant on the subject, also told the JOURNAL that a chemical in Contac cold capsules and similar preparations can cause a false-positive reading of amphetamine abuse in the Abuscreen test, a fact confirmed by the manufacturer of the test, Hoffmann-LaRoche. Abuscreen is widely used to screen for drug use in the military. Further checking with the more accurate gas chromatography-mass spectrometry test should clear those persons. But Whiting and LaRoche confirmed that a person who eats a poppy-seed cake could produce results identical to a heroin user—through both levels of testing. Because of these factors and the possibility that a person may unwittingly take a controlled drug—a person might use a friend's prescription headache remedy, containing a barbiturate—Whiting said that persons who test positive through both levels should be given a chance to give another urine sample.

The fourth amendment to the Constitution forbids the government from conducting search and seizures without a warrant, so current federal employees outside the military might not be able to be forced to submit urine samples unless there is reasonable suspicion of drug use, but the government might argue successfully that testing is warranted for national security

considerations. Prospective federal employees, however, can be tested as a condition of employment, and if persons are henceforth required to sign an agreement that they will not use drugs—as they are in the armed forces—random post-employment testing may be legal.

The prospect for drug tests in the Foreign Service and the question of who will be required to take them depend on the nature of any recommendation that comes out of the White House or whether Congress passes the bill introduced by Representative E. Clay Shaw (R.-Florida). The relevant language from the crime commission's report is: "The president should direct the heads of all federal agencies to formulate immediately clear policy statements, with implementing guidelines, including suitable drug testing programs, expressing the utter unacceptability of drug abuse by federal employees." The author of the report, Rodney Smith, has reportedly claimed that that does not necessarily mean mandatory testing, and in a congressional hearing he insisted agency heads should "consider" testing "whenever it makes sense" and "where appropriate." Commission head Judge Irving Kaufman has also said the tests should not be mandatory. The day before the commission report was released, however, Smith told reporters that the measure was meant to apply to all federal employees, according to Joel Brinkley of the *New York Times*, who was present at the meeting. Smith now denies any such statement. Smith made headlines a few weeks later when he refused a surprise drug test offered by a congressman during a hearing. A colleague of his said it would only be appropriate if there was probable cause to suspect Smith of drug abuse. The commission's former spokesman, Brad Morman, although insisting that the commission never intended testing to apply to all federal employees, nonetheless said that the language was deliberately left vague to allow the president maximum flexibility. "If the president says that testing of all federal employees is suitable," he told the JOURNAL, "how can we argue with that?"

Is there reasonable suspicion that abuse of illegal drugs is a problem in the Foreign Service? The JOURNAL put that question to Dr. Eben Dustin, director of Medical Services in the State Department. In the 18 months he has headed the division, he has "not dealt with a single case of illegal substance abuse in any employee in the Foreign Service."

DESPATCH is a compendium of news about the Service written by the editor. It does not necessarily represent the views of the Association.

DIPLOMATIC RETREAT

*When State had an opportunity
to limit Libyan expansion into a new U.N. mission
facility, the department pulled back*

WILLIAM SOMMERS

PRESIDENT REAGAN'S charges of Libyan complicity in the *Achille Lauro* hijacking and the bloody terrorist attacks on the Rome and Vienna airports last year provoked the United States into announcing a series of sanctions against the regime of Colonel Muammar Qaddafi. Among the restrictions were several measures meant to "limit the expansion of Libyan U.N. mission facilities." The sanctions came too late, however, for one small New Jersey municipality lying in the shadow of the George Washington Bridge. For three years Englewood had fought to keep the Libyan mission to the United Nations from gaining a foothold in its community. The city had associated itself closely with the State Department and its fledgling Office of Foreign Missions, as well as the U.S. mission to the United Nations, in a prodigious effort to foil the Libyans. But at the height of the legal struggle, only a few months before the president branded the Libyans "aggressors," the State Department beat an unceremonious retreat, leaving Englewood to stand alone. A retelling of the city's story provides a unique vantage from which to measure the department's recent announcement of its intent to take "tougher, more comprehensive measures" against Qaddafi.

L'Affaire Englewood began just after Thanksgiving 1982, when the Libyan mission to the United Nations paid \$1 million for a five-acre estate on the city's "East Hill," replete with a 20-room mansion, swimming pool, shaded brook, tennis courts, and servants' quarters. Thunderoc, as it is called, fronts on a busy main street; its back property line runs common with a large, well-known Jewish day school.

The reaction was loud, instantaneous, and diverse. Neighbors feared that bombs would be manufactured in the basement; the small police force quaked to think of the crowd control necessary should the flamboyant colonel visit the United Nations; and the local government deplored the visible loss of tax revenue in an already overtaxed community that could result from a sale to a foreign government. As the media engulfed the city to cover what loomed as a confrontation with the bad boy of North Africa, the Englewood city council found itself wrestling with questions that

reached beyond the usual issues of snow removal, garbage collection, and budget balancing. For a time the city council and its staff became movers and shakers in a local drama with implications affecting the United Nations, Washington, and the Middle East.

Through its own diplomatic contacts, the city began to chart a course of action. Persistent entreaties to the U.S. mission to the United Nations and State's office of international organizations revealed three points. First, the recently passed Foreign Missions Act, which had come into force on October 1 of that year, provided for the secretary of state to review any potential sale of real property to foreign missions. Second, the act set up an Office of Foreign Missions to deal with the concerns of diplomatic reciprocity and the care and feeding of foreign missions located in the United States. Third, the Libyans were already housed in New York City and were constructing a large office building to consolidate their representation at the United Nations; they had no real need for a second residence in Englewood. In fact, when the Libyan mission notified State of its purchase of Thunderoc, its avowed intent was not as an official residence, but for "occasional use by head of mission."

By Christmas week, the city council was ready to act. In a move to forestall future diplomatic purchases from gobbling up taxable property, the council amended its zoning ordinance, relegating diplomatic activity to commercial and industrial zones; that wouldn't stop the Libyans, but it might prevent future imbroglios. At the urging of its executive staff, the council planned a series of legislative, legal, and diplomatic moves that would focus on urging the secretary of state to apply the ink-wet Foreign Missions Act to the case at hand. It sought a stay of the purchase until the secretary reviewed the sale, as required by the act. The city could then plead its case in hopes of quashing the sale. Finally, the council, under the leadership of a very determined president, instructed its staff to disallow the Libyan's forthcoming application for tax-exempt status, claiming the property did not qualify under the Vienna Convention as "premises of the mission."

Warming to the diplomatic whirl, the council dispatched two "special envoys" to meet with State Department officials. Accompanied by its congressional contingent, the representatives met with key officials at State representing the assistant secretary for international organizations and the OFM. Enough was accomplished to have warranted a press release giving

William Sommers, a frequent contributor to the JOURNAL, served for 20 years as a Foreign Service development officer with AID. He was city manager of Englewood during the Libyan incident and is currently the commissioner of inspection services for the city of Boston.



placid assurances about the diplomatic encounter. "Representatives of the State Department and the city of Englewood," it might have read, "met today for a frank discussion of views on the Libyan problem which has emerged in Englewood. The State Department has promised to examine application of the Foreign Missions Act and the city has pledged to coordinate with State its actions at the local level."

While Englewood parlayed with State, the Libyans were not idle. Led by the wily and astute U.N. ambassador, Ali Treiki, the Libyans organized a letter and press campaign denouncing the city's action through such hastily organized groups as the "November 29th Coalition," or the Arab group led by the U.N. ambassador from South Yemen. Treiki held an effective and convincing press conference at Thunderoc, stressing his intention to live in peace with his new neighbors and holding out the possibility of having his children attend the Jewish day school next door. He lectured the city council on its legal position regarding tax exemption and then volunteered to make annual donations to local charities in lieu of the taxes.

On the legislative side, the city arranged with its congressperson to introduce amendments to the Foreign Missions Act in the House of Representatives, aimed at having a study made of the potential impact of purchases by foreign missions on local communities. The study would then be considered by the secretary of state with respect to local costs, service provi-

sions, and location before he gave final approval to the purchase. At the same time, in the New Jersey legislature laws were proposed that would require a foreign mission in the act of purchasing real property for diplomatic use to provide proof that the secretary of state had approved before a tax exemption would be considered.

WITH THE COOPERATION of the U.S. mission to the United Nations and the OFM, Englewood's campaign to apply the Foreign Missions Act began to bear results. Unfortunately, although the act had come into force on October 1, 1982, and a State cable, issued in September, had proclaimed the act and urged all missions to get ready, the department did not issue an implementing note until January 1983. That was three months after the act was passed, and two months after Libya bought the property. Worse, the January proclamation did not apply retroactively to the Libyan purchase—a point sorely sought by the city—but there was at least recognition that the act should be enforced.

In February 1983, the Libyans were told by the department to submit details of their purchase in Englewood and that, until this was done and a review made by the secretary, "no particular use of the above mentioned property by the Socialist People's Libyan Arab Jamahiriya has been authorized." June saw a

Libya's Thunderoc in Englewood, New Jersey. The Libyan purchase caught both Englewood and the State Department off-guard.

further note restricting the property to the ambassador and his immediate family to be used "solely for recreational purposes." When the Libyans changed their initial request and asked in July to use Thunderoc as their official residence, State refused. Responding to even wider problems than that of Englewood, the U.S. mission to the United Nations delivered, in August, a note that restricted movement of Libyan U.N. personnel to the five boroughs of New York. Finally, in December, the Libyans received another note that so tightly capped the use of Thunderoc that its justification as an "official residence" was impossible.

The diplomatic notes came in a succession that fit the schedule of Englewood's legal battle with the Libyans over tax exemption. The city solicitor incorporated them into his brief as continuing proof that the Englewood property was a peripheral possession and could not be accorded tax exemption. In fact, the battle lines over the question of tax exemption had begun to form. Once the city assessor had ruled out the claim for exemption, he was compelled to list the property in his tax roll in order to get it certified by the Bergen County Board of Taxation and thus begin tax collections in the spring of 1983. The Libyans, in the meantime, kept up a steady barrage of correspondence with the board in an attempt to pressure the city into changing its stance. The Board of Taxation, perplexed by the issue and unaccustomed to the publicity, asked the New Jersey attorney general for an opinion on the tax-exempt status of the Englewood mansion. The reply came in March 1983. "You are advised," he wrote, "that the Libyan property located in Englewood does not presently qualify for tax exemption." He agreed with Englewood that the "occasional use" of Thunderoc did not qualify as "premises of the mission." But the attorney general left the door open by noting that future considerations of tax exemption "will depend upon the determination of the U.S. Department of State under the Foreign Missions Act and the actual use of the property as part of the premises of the Libyan mission to the U.N." The board, armed with the decision, ruled in early November that the property was not tax exempt. But it ruled for Libya against a move by the city to increase the valuation of the property, based on the market value evidenced by the sale price of \$1 million.

Then occurred a series of surprising actions that changed the course of the battle. Ambassador Treiki was recalled to Tripoli to take up the post of foreign minister. Thunderoc was emptied save for an occasional weekend visit of U.N. staff from New York, and the legal clash was, in practice, being fought over an empty castle. Just after Christmas, the Libyans paid their taxes, albeit under protest. It was assumed they did so to establish "taxpayer status" which, under New Jersey law, is necessary to appeal the decision of assessors. Thus, it appeared the Libyans were about to appeal to the State Tax Court over the decision of the county board to refuse their request for exemption. But on January 4, 1984, they requested that the case be transferred to the Federal District Court in Newark, claiming a federal issue. Symptomatic of their new approach, the Libyans changed lawyers and hired a top-flight Newark law firm to handle the

pleadings. The legal battle had been joined on federal turf.

After a long wrangle over the question of notice and the appropriateness of the federal venue, both sides got down to business with the filing of briefs in February. The Libyans argued that sovereign immunity exempted the mansion in Englewood from the city's tax, and their argument went further, declaring that even if Englewood levied the tax, the city was deprived of the ultimate action for collection since foreclosure was explicitly denied to Englewood under the Foreign Service Immunities Act. It argued that none of the exceptions allowed under the act existed in the Englewood situation. The Libyan brief relied heavily on the 1982 decision in the so-called "Arlington" case where the Court of Appeals had ruled that an apartment building owned by East Germany served a "public function" and so was not exempted from the act. Englewood repeated its argument that since Thunderoc was not being used as the residence of the ambassador, but merely "for occasional use," it could not be included under the strict interpretation of "immunity" laid down by the Tate Letter of 1952 in which the State Department restricted sovereign immunity to foreign governments' public—but not private or commercial—activities, nor included in the exemptions provided by the Geneva Convention.

In September 1984, the Federal District Court came down on Englewood's side, ruling that the Englewood property is not exempt from property tax by reason of Libya's sovereign immunity. Moreover, the tax may be collected, if necessary, by attachment and execution." The Federal District Court did not overlook the state of U.S.-Libyan relations: "In view of recent events which suggest that U.S.-Libyan relations are not particularly stable, consideration of the State Department's interpretation of the FSIA provision and its position on this case is especially important." The court then went on to bolster Englewood's arguments by quoting a letter it received from the OFM that commented that "there is nothing in the headquarters agreement of the Vienna Convention requiring a tax exemption for the Englewood property." The court concluded that "denying immunity to Libya with respect to its Englewood property will not contravene any expressed foreign policy of the United States." Recent events force the conclusion that the judge's summary was, if anything, understated.

THOUGH THE Office of Foreign Missions submitted, at the district court's request, this important statement on the issue of tax exemption, it unfortunately marked the end of State's contributions to the Libyan case. Since the Libyans were going to appeal the decision, it seemed only logical that the department—through its legal office—would have encouraged the city and filed with it. Instead, State's legal counsel backed away and maintained a hands-off policy. Did State feel that it was already too involved in problems of diplomatic residency in Washington without adding Englewood to the list? Did it consider the Libyan case insignificant compared with then current problems? Or did the department believe that openly siding with En-

glewood might provoke the ire of Arab countries in the United Nations at a time when the United States was deeply involved in constructing a Middle East peace plan? Englewood was never told the reasons. Thus its city solicitor was left to argue for State in absentia. Though he did a masterful job in preparing the briefs and presenting the oral arguments, the department's absence—particularly when Libyans later appealed—was both damaging and inexplicable.

The Libyans appealed to the U.S. Court of Appeals in Philadelphia. Briefs—which were more or less restructurings of the previous briefs based on the district court's decision—were submitted in March 1985. This time, however, the city was deprived of even so much as a "look in" by the State Department. While the city solicitor stayed in contact with the department, State decided against any connection with the case.

In September—just one month before the *Achille Lauro* incident and three months before the attacks on the Rome and Vienna airports—the Circuit Court, relying mainly on the exceptions to sovereign immunity in the FSIA, concluded that Thunderoc "is not used for a commercial activity, and because the dispute does not center on the acquisition of the property, neither the Section 1605 exception to immunity from personal jurisdiction, nor the Section 1610 exception to immunity from execution apply." Since none of the exceptions apply, "the district court erred in denying Libya's motion to dismiss," and Libya did not have to pay property tax due to its sovereign immunity. Englewood had lost.

At this point, the State Department finally decided to intervene and asked Englewood to file a long-shot request for a rehearing. Englewood did so, and the State Department—now beyond the eleventh hour—filed as *amicus curiae*. But rehearings are hardly ever granted, and the court followed the odds and denied. State then withdrew further, and Englewood, faced with little choice and no help from the department, declined to appeal to the Supreme Court. The Libyans, despite having been implicated in the Rome and Vienna airport attacks, branded by the president as an "aggressor," and recently attacked by U.S. military forces in retaliation for their support of terrorism are now safely installed in their Englewood mansion in the full protection of our laws and that of the State Department as well.

The Libyan purchase of the Englewood property was an unnecessary extension of its U.N. residency. Colonel Qaddafi's group had started to build a 23-story building in Manhattan which, when completed, could house as many as they chose. A "country residence" in Englewood was not a pressing need. Moreover, the insensitivity of the chosen location, right in the heart of the small town's Jewish community, smack on one of the city's busiest streets, put the burden on Englewood and pushed the question beyond location, convenience, or diplomatic reciprocity. Colonel Qaddafi had publicly announced his intention to address the United Nations at its annual speech-fest, which was to take place shortly after the purchase. If he had come, Thunderoc would have been his headquarters, and Englewood would have teetered on the brink of chaos. Fortunately, he didn't

show. But as long as the Libyans have the mansion, the threat exists.

Yet all this could have been avoided if the secretary of state had quickly and decisively used his powers under the Foreign Missions Act. The purchase could have been delayed for 60 days, and a review would have revealed the pitfall. If the case were persuasive enough, and Englewood thought it was, the sale could have been voided. Nor would this action have upset the "reciprocity" principle inherent in the act. After all, the Libyans burnt the U.S. embassy in Tripoli in 1979. Since then diplomatic contacts have been handled by the Belgium government and, outside the United Nations, the Libyans are without official status in the United States.

But the Libyans timed their purchase with care and cunning. Although the Foreign Missions Act came into force on October 1, 1982, the Libyans knew it would take some time to get the machinery in action. Since the department did not proclaim the act in force until January 1983, the Libyans would have been able to cry "foul" if the act had been applied retroactively. Everyone, save the Libyans, was caught off guard.

In fairness to the department, the hiatus between the act's signing and actual implementation was not unusual. The OFM, the act's enforcer, was still fighting to get a budget, personnel, and a telephone when the purchase occurred. Once active, the office took a direct interest in *L'Affaire Englewood*; it helped as long as the 7th floor allowed it to. The department, unfortunately, was not of one mind on the problem of Libya versus Englewood. Foreign Missions, the U.S. staff at the United Nations, and individual officers in State supported the city's stance against the colonel. But the department's legal advisers refused to act. State had been active in the Arlington case, but the loss there had a chilling effect on further ventures into the frigid waters of "tax exemption." Besides, Englewood is much farther away from State than is Arlington.

WHATEVER THE REASONS, Englewood was left to answer the challenge alone. The case ended up in Federal Appeals Court with the city's lone solicitor doing battle against an expensive array of legal talent financed by the Libyans. What is worse, Englewood went to battle on a weak issue. The Foreign Missions Act should have been the vehicle, but when State fled the courtroom, Englewood answered with the only weapon it had: denial of tax exemption. The *amicus* brief filed by State—well after the legal tumult had settled—was only the final, ill-timed line in a drama of missed opportunities. Just as the Libyans were about to be branded as "aggressors," the door was finally closed on any possibility of State's intervention in the case.

Now, as the department puts the Qaddafi "pattern of aggression" on the record in the aftermath of the airport massacres and vows to take "measures to limit the [Libyan] expansion of U.N. facilities," Englewood is likely to remain unconvinced. When the time was right, the State Department, in the metaphor of spring, gave up an intentional walk. □

MID-COURSE CORRECTIONS

Professional training at the Foreign Service Institute is getting a new look, but the program's success is far from assured

FRANCES G. BURWELL

TRAINING OCCUPIES an awkward position in the Foreign Service universe. Discounted by a Service mythology that requires all its members to "hit the ground running," training is commonly considered out of the mainstream, a sure way to miss a promotion. On the other hand, as the Service's tasks and responsibilities grow more complex, no one can deny the important role training could—and should—play. During the past year, the State Department has studied its own professional-development program, especially the place of training at the middle levels, and has launched an extensive renovation. Starting this spring and running through the summer of 1987, a series of new and redesigned courses will begin as part of the effort to make training more relevant to Foreign Service needs and experiences.

This is not the first time the State Department has reviewed and attempted to reform its Foreign Service training programs (AID and USIA have their own distinct training programs; see related articles). The 1954 Wriston report, published as *Toward a Stronger Foreign Service*, severely criticized the top ranks of the department for not ensuring that the fledgling Foreign Service Institute received the support and resources it required to be an effective training institution. In 1968, AFSA's Committee on Career Principles concluded in its report, *Toward a Modern Diplomacy*, that "the training of career foreign affairs personnel is inadequate.... The department and other agencies have so far been unable or unwilling to devote the necessary personnel and fiscal resources to this essential function." Two years later, the Macomber Committee, in its report, *Diplomacy for the Seventies*, was just as critical. "The Department of State moves into the 1970s with attitudes toward personnel training that ring of the 19th century," it said, and went on to recommend funding increases to support more and better training and urge that special care be taken to make training a constructive part of career development. Yet none of these reports seems to have had any significant, permanent effect on training; their conclusions sound much like the criticisms still heard today.

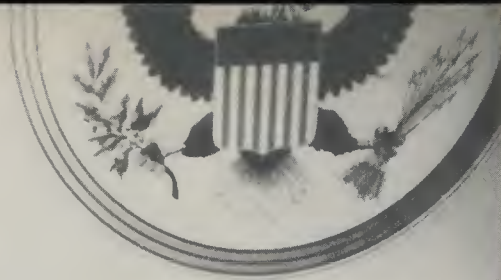
It was largely in response to those criticisms that Under Secretary for Management Ronald I. Spiers

Frances G. Burwell is senior editor of the JOURNAL. The views expressed in this article are her own and not necessarily those of the Association.

appointed a committee last May to review the role of professional training in the Foreign Service and assess the existing mid-level course's ability to fill that role. Known as the Ewing committee, it was chaired by Raymond Ewing, now dean of language studies at the Foreign Service Institute, and had as its members Jane Coon, now dean of professional studies at FSI and thus in charge of implementing the panel's recommendations; Richard Viets, a former ambassador to Jordan and Tanzania; Bert Krieg, a senior consular cone officer; and Dennis Hays, a former president of AFSA who participated in his capacity as a recent veteran of the mid-level course. The committee reported its findings in late July and many quickly became management policy.

The panel focused primarily on the existing mid-level course, which had become the subject of widespread and persistent concern. Started in 1981, the course was the department's response to the Foreign Service Act of 1980, which required that "mid-career training shall be directed primarily toward development and perfection of management, functional, negotiating, and policy-development skills to prepare the officer progressively for more senior levels of responsibility." Over five months, students went through three segments: a core curriculum focusing on management, the foreign policy process, and negotiation; a series of short electives on various foreign policy issues; and advanced training in their functional specialty. In the words of one of its critics, it was a "terribly ambitious undertaking." Unfortunately, the course appears not to have lived up to its original expectations. Hopes that students could be smoothly placed in off-cycle assignments after finishing the course seem to have been too optimistic, and prospective students commonly worried that it would take them out of circulation for too long, thus damaging their promotion chances. To at least some of the participants, the course was of questionable relevance. Harriet Lancaster, Coon's deputy in the school of professional development, points out that the course was intended to provide training that would be applicable over the next 10 years of a Foreign Service career. Yet most people tend to want training that is directly related to their near-term needs; few are likely to consider training relevant if it might be useful in some yet-unknown assignment six to eight years in the future.

The relevance of the course was a matter of debate among those the JOURNAL interviewed, but one prob-



Junior Foreign Service officers practice issuing visas. Most employees tend to want training that is directly related to their near-term needs.



lem everyone mentioned was the large size of the classes. The first mid-level course had 52 participants, but by ML-VII, 76 people were enrolled, and ML-VIII had 96. Since the course was required for everyone tenured after July 1, 1982, before being promoted to FSO-1, this pressure was unlikely to lessen. In fact, projections showing that more than 200 people would be enrolled in fiscal year 1986 made it clear that if the course continued in its existing form, the numbers of attendees would be unacceptably high. The first response was to shorten the course to four months and give it three times per year. ML-IX—the only one of these shorter sessions to be given—had only 50 enrollees and by some accounts was much better received by the students than earlier versions.

When ML-IX finished in December, however, it was not followed by ML-X. The Ewing committee ended its generally negative review of Foreign Service training by concluding that “the current mid-level course is a striking example of the wrong training for the wrong people at the wrong time” and recommended the course’s abolition as soon as possible.

Management decided to cancel the remaining sessions until the class could be redesigned. The new mid-level course, now called the Foreign Policy Management Seminar, is expected to reappear in the summer of 1987 as the capstone of a new program of professional training, one that follows closely the suggestions of the committee.

THE GROUP’S RECOMMENDATIONS were based on the tenet that “To be successful, Foreign Service training must be relevant to job performance, short in duration, have specific and well-understood goals, and be well taught using the best professional pedagogical methods adapted for use in the Foreign Service.” There is one minor exception to this, however: the watchword today at FSI is andragogy, or the teaching of adults, rather than pedagogy, the teaching of children. According to John Mongeon, a professional educator experienced in training federal government employees who is assisting the development of new courses at FSI, adults learn best through experiential methods. Instruction



Raymond Ewing, dean of language studies at FSI and chair of the Ewing committee (top), and Jane Coon, dean of professional studies at FSI and one of the committee's members. The committee's findings soon became management policy.

should be directly job-related and whenever possible "hands on" and interactive. Overcrowded lectures that describe, for example, contracting in a general situation, will be far less beneficial than exercises based on Foreign Service case studies. This method of instruction is already practiced in "ConGen Rosslyn," the course junior officers go through before starting their first consular assignment. ConGen—which features a simulated consulate—was considered a successful course by everyone the JOURNAL interviewed and was variously described as the "template" or "precursor" of the new courses.

The overall training program is based on the idea of a continuum. As Coon described it in the October 1985 issue of *State* magazine:

Formal professional training should be seen as a series of building blocks to help each officer climb the career ladder....Each training segment in an officer's career [should relate] coherently to that officer's prior training and experience and to the requirements of the onward assignments with greater responsibility. Thus, during the early phase of an officer's career, training should emphasize specific job-related skills. Following tenure, officers in each cone should focus on mastering their area

of specialization. As officers approach the senior level, they need to integrate, broaden, and deepen their professional and executive abilities.

Under the new curriculum, ConGen Rosslyn will remain basically as it is, with the modest addition of one day of automation instruction and one day of management training. But it will be joined by "trade-craft" courses in the other cones. In the continuum, these tradecraft courses are intended to give employees serving their first conal tour enough basic skills that they genuinely can "hit the ground running." They focus primarily on basic reporting and writing for the Foreign Service and the tasks commonly expected of a junior officer. These courses will last anywhere from two weeks (economic tradecraft) to seven (administrative tradecraft/general services officer course). Usually they will be taken by junior officers, although a political officer about to go on a tour in the economic cone, for instance, would probably take economic tradecraft. The administrative cone appears to have the most thorough tradecraft curriculum, with the GSO course serving as the basic course and separate courses on personnel (25 days) and budget and fiscal matters (38 days). The designers of the administrative curriculum hope that once the system is in full swing, no administrative officer will go to post without, for example B&F training, unless there is already a B&F specialist there. These conal courses will be joined by a Washington tradecraft course, to be taken by all officers before beginning their first Washington tour. Based loosely on the Washington elective incorporated in the old mid-level, it will focus on the policymaking process and various organizations involved.

Once an officer has been tenured, training under the continuum turns from learning basic skills to expanding functional expertise and developing management abilities. In the past, this was done all at once in the lengthy mid-level course. Now, however, it will be done in two distinct sections, the functional-intensive courses and the Foreign Policy Management Seminar. The functional-intensives are intended for those about to go on their first tour in cone after tenure. Although the first sessions of these courses are to run this summer, few of the program coordinators have a firm idea of what each one will contain. All want to make this another hands-on, experiential learning process, with case studies taken directly from Foreign Service experience. In the admin course, for example, the functional-intensive students might have to cope with a congressional visit or an evacuation. The courses will range from four to six weeks, with, it is hoped, small classes of approximately 20 people.

In two cones, however, the post-tenure functional training is likely to be particularly intense. As is already the case, those in the economic cone with neither an undergraduate major in economics nor an advanced degree in the subject will have to take the 26-week course as soon as possible after tenure. Only then can they take the functional-intensive, which will give them more of an opportunity to apply that knowledge to the Foreign Service situation. In the admin cone, those who have not already done so will

have to take all of the basic courses—GSO, personnel, and B&F—before taking the functional intensive. In both cases, whether the prerequisites are taken immediately before the functional-intensive or during an earlier assignment cycle will be determined on an individual basis.

After an officer has been in the Service for approximately seven years, been tenured, and taken the appropriate functional-intensive course, he or she will be ready to take what is commonly called the “new mid-level” and officially designated the Foreign Policy Management Seminar. Because this course will not debut until mid-1987, no one at FSI will speculate on its content beyond saying that it is likely to present some of the material from the core curriculum of the old mid-level, and will probably focus (as its name implies) on management and policymaking issues. The Ewing committee recommended that the course be four to six weeks long, and it is hoped that approximately 20 people would be enrolled in each session.

This is the basic structure of the continuum, which should be in place and through its shakedown period by late next year. Of course, this will not be the only Foreign Service training program. There will still be language and area studies, and professional studies are expected to continue beyond the continuum with short elective courses, university training, and senior programs such as Pearson Fellowships, the war colleges, and later, the senior seminar. The Ewing committee made clear that it considered such training “essential to overall professional development in the Foreign Service,” and urged that it “be expanded wherever possible and additional incentives [be] created to encourage officers to avail themselves of such opportunities.”

THE COMMITTEE WENT ON to state, however, that its “recommendations are based on the assumption that the department will provide substantial additional support in terms of funding, space allocation, and personnel.” And it made clear that the State Department’s personnel policies had to encourage training as an integral part of every FSO’s career. The committee’s program certainly seems to have management’s support, as is evidenced by the fact that the report is not languishing on someone’s desk, but fast becoming a reality. But that support alone will not ensure the success of the new curriculum. Numerous other problems remain that could hobble the new professional development curriculum and other training programs as well.

The first difficulty, ironically, is the speed with which the continuum is being designed and implemented. The course coordinators have gone through an extensive process of designing and distributing questionnaires, interviewing those persons who use reports generated by the Foreign Service, and consulting with adult-education experts. As of early March, most were still receiving responses from the field and attempting to analyze the data; few had concrete course objectives or programs, let alone finished syllabuses. Yet, most of the new functional-intensive and tradecraft courses are scheduled to start between May and August, with July alone seeing the debut of the

SPECIALIST TRAINING: PLOTting REALISTIC COURSES

If training for Foreign Service officers is now to reflect actual experiences and the particular needs of the next assignment, then training for Foreign Service specialist and support personnel (FPs) demonstrates that such a job-related program is hardly new. Training programs for most specialties have been run directly by the concerned office in the State Department—rather than FSI—ensuring that the curriculum is closely tied to the needs in the field.

Secretarial training is officially part of the School of Professional Studies, but has been run with much autonomy by Coordinator Jessie Colson. It has not been involved in the curriculum redesign and the trend toward experiential instruction; in fact, these innovations have been in place in the secretarial program for about three years. Colson, as a specialist in business education who is not a member of the Foreign Service, provides the educational expertise and stability that has often been lacking in FSI’s programs. Almost all instruction is by individually paced videotape or simulated in-box exercises, and the relevance of the coursework is constantly monitored by questionnaires sent out to secretaries around the world. Colson’s program appears to have few critics, but two issues could cause problems in the future: automation and budget cuts. Most observers seem to agree that secretaries would benefit by more training in word processing and computers, yet that instruction is now usually brief and informal. Financial pressures have already contributed to the combining and cancellation of some courses, and, by slowing new hiring, budget cuts may increase staffing pressures and make it more difficult for secretaries to find the time for language and area studies.

Administrative specialists take the same basic curriculum given to administrative officers, concentrating in budget and fiscal, personnel, or general-services matters. They will be affected by the redesign now underway, but there is some concern that they might not find the new courses sufficiently challenging. After all, most specialists have substantial experience in their field before entering the Service, while the courses are designed for officers with no previous administrative experience. Nevertheless, the courses seem to serve their primary function, which is to teach the specialist to apply existing skills to Foreign Service circumstances.

Communications specialists go through an extensive training program, much of it held at the Office of Communications facility in Warrenton, Virginia. After entering the Service, communicators take an 11-week orientation course featuring basic electronics, operations simulations, and instruction on standard equipment. After that, they return to Warrenton between each tour to learn about the equipment at their new post, and later in their career are likely to take a week-long supervisor’s course.

The training program that will probably undergo the biggest changes next year is that for security personnel. The Inman panel called training “seriously insufficient” and recommended that training for security officers be increased to 12–15 percent of an agent’s time. Currently, new recruits take a 20-week basic course in cooperation with federal law enforcement agencies, and, before going overseas, the State Department’s 16-week regional security officer course. There is also an eight-week mid-career course and some brief in-service sessions designed to provide updates on regulations and other information. The department’s supplemental budget request (see CONGRESS, page 12) will provide funds for significantly expanding the mid-career and in-service programs, along with more language and area studies, and computer and communications training.

AID TRAINING: STEADY ON ITS NEW COURSE

Four years ago, AID was where the State Department finds itself today—redesigning its curriculum and adopting more experiential-training methods. Now, with the program almost completely in place, there are signs of success: critics are hard to find, and, even though none of the professional-development courses are required for promotion, many are oversubscribed.

The overhaul of AID training was instigated by Administrator M. Peter McPherson and his Assistant for Management R. T. (Tom) Rollis soon after they arrived at the agency. As in State, the new program was in part a response to the Foreign Service Act's requirement for management training at the mid-career level. Director of Personnel William Sigler, a career Foreign Service employee, has overseen the restructuring of the courses for the last four years. Recently he attended three of the four weeks in the pilot of the new senior seminar—a good example of the high-level support the training program appears to have in the agency.

The new program was largely designed by the AID training division staff, which includes some human-resources specialists with backgrounds in education. The courses are now run by contractors, with close supervision by AID, and are constantly revised based on evaluations by the participants. According to Sigler, the watchwords in training have been "customer satisfaction." In fact, when the new courses were being devised, the training division first queried the sector council of each of the agency's technical fields to see what needs they could identify. Moreover, most of the training is conducted through simulations, case studies, and team exercises.

Under the new training program, the orientation for mid-level Foreign Service entrants has been revised and expanded, and further expansion—perhaps to six weeks—is under consideration for 1986. The International Development Interns have their own extensive training, which includes this orientation before going onto temporary assignments. AID has also decided to give the project implementation course more frequently. In 1985, three sessions were given in Washington and nine overseas with a total of 350 persons participating. The development studies program, which provides employees with a background in development theory and policy to complement their technical expertise, has been broken apart from an eight-week session to two four-week courses that may be taken a year or more apart. And, two major new courses have been introduced: a mid-level management skills course and a senior seminar. Since most AID personnel are technical experts with little supervisory experience until late in their careers, these two courses are viewed by Sigler as a way of encouraging the development of a consistent management culture in the agency.

Sigler also points out that because none of the AID courses are actually required, they will only be taken if they present useful information and are not too inconvenient. Thus there is much emphasis on keeping the course content relevant. There has also been an effort to keep courses short: the mid-level manager's course is one week and the senior seminar will be considerably shortened from the four-week pilot. The convenience factor is particularly important since AID personnel are rarely assigned to a course and cannot always squeeze it in between assignments. Instead, many take courses while in the midst of an assignment, in effect taking leave from their job for a week or two.

One major difference between the AID and State programs is the impact of federal budget cuts. Unlike FSI, where the cuts are already being felt, officials in AID do not yet know what reductions, if any, will be made in their \$3.6-million training budget. Sigler himself seems confident that even if money is tight, the agency will still be able to provide the training its personnel need. Only time will tell if that confidence is justified.

consular and economic functional-intensive and the economic and political tradecraft courses. All the coordinators we spoke to were worried about the lack of time, even those who seemed genuinely excited about the new curriculum. Some are hoping to recycle much of the material from the conal segment of the old mid-level course into the functional-intensives, while others are unwilling even to speculate about what the course will include. Nor did anyone have a clear idea of what the FPMS would contain, although that will not appear for a year. In fact, one of the reasons for setting its debut so far in the future was to allow adequate design time after the prerequisite courses have been launched. FSI now has the assistance of some professional course designers, but obviously there are some long days ahead if the courses are to be ready to go on schedule.

Even if the courses are well-designed, however, there is no guarantee that they will continue to be well-managed and relevant to the needs of the students. After all, some of the problems that eventually overwhelmed the old mid-level—such as the large number of students—were not anticipated when the course was initiated. Foreign Service training is particularly subject to this kind of deterioration. The rotational nature of the Service ensures that those running the course are only there for a few years—rarely long enough to identify a problem, let alone propose and implement a solution. This year all four of the conal coordinators, along with the dean of professional studies and the director of FSI, are in the Foreign Service. As a result, many of them may be gone about the time the FPMS finally begins. Moreover, few of them have any experience as educators. For many courses, consular ones in particular, it is important that the instructor have some Service expertise. But by relying so heavily on Service instructors, FSI seems to have accepted too easily the myth of the FSO who excels at all tasks. As the Ewing committee reported: "FSOs are not experienced teachers nor experts in pedagogical techniques. Constant rotation... subtracts from FSI's ability to develop curricula and sustain quality over time. A core of first-rate professional training personnel is required to help develop courses, assist in teaching, work with outside contractors, and to provide continuity."

An effort is being made to address this problem. Coon has established a small Curriculum and Staff Development group in her own office. Eventually, it is hoped, this group will be composed of three adult-education specialists, each of whom will concentrate in either curriculum, staff development, or evaluation. Understandably, this staff is now mostly absorbed in curriculum development, while the training of FSO instructors is being done on an ad hoc basis. Once the course design phase is over, however, the CSD staff hopes to institute some formal instructor training that would involve lesson design and presentation and be followed by periodic staff development exercises. The CSD staff members are not only expected to provide educational expertise, but as Civil—not Foreign—Service employees, they are intended to provide permanence and stability. Moreover, each of the professional-studies divisions—except the consular—is hoping to establish a similar permanent posi-

tion. The economics division, because of the academic nature of its 26-week course, already has some non-Foreign Service instructors. Clearly the importance of overcoming reliance on Foreign Service instructors with little or no experience as educators has been recognized. Yet FSI officials are quick to caution that getting all these positions funded is at best an uncertain proposition.

NOT ALL THE PROBLEMS facing Foreign Service training can be solved within FSI. Simply assigning an individual to the right course at the right time in his or her career can be a massive job. When the old mid-level course began in 1981, it was clear that the five-month length would complicate placing graduates in the regular assignment cycle. But it was expected that as more people completed the course, the numbers participating in the off-cycle assignment process would grow, and it would become easier to accommodate them. According to some observers, the system was beginning to work by 1985, although there were still many complaints. The new professional studies continuum should, according to its supporters, alleviate this problem because it is composed of shorter courses that will be sandwiched between assignments or taken in conjunction with home leave.

This brings up the so-called "gap" problem, however. When the old mid-level course began, 75 additional people were hired to compensate for the people who would be assigned to training. In theory, these extra bodies would prevent any gaps in staffing patterns, either at posts or in Washington. But under the new system, there is no extra complement of people built into the system, even though employees will have to return to Washington for training more frequently. This may not be a problem in the case of political and consular officers, who only have one or two more courses to accommodate, but the system could prove a bit more cumbersome for economic and administrative officers. Economic officers, for example, must still take the 26-week course along with the new tradecraft and functional-intensive courses, while administrative officers have three tradecraft courses—each six to seven weeks long—to take before the functional-intensive. In all, an admin officer has six courses to take before reaching O-1, and this does not include any electives, language training, area studies, or the A100 and ConGen Rosslyn courses. If it proves too difficult to bring the employee to Washington to take each course separately, several courses could be taken in sequence during an assignment cycle. This, however, might throw the employee out of that cycle. At the very least, with employees trying to squeeze a four-to-seven-week course, home leave, and perhaps language and area studies into the period between assignments, the dates of departing and arriving at post will have to be maintained with great precision. Employees are likely to be leaving post earlier, arriving later, and perhaps even having their home leave squeezed to the minimum. Officials in PER, when asked whether they were worried about the assignment system's ability to cope with the new curriculum, voiced a range of opinion from the calm observa-



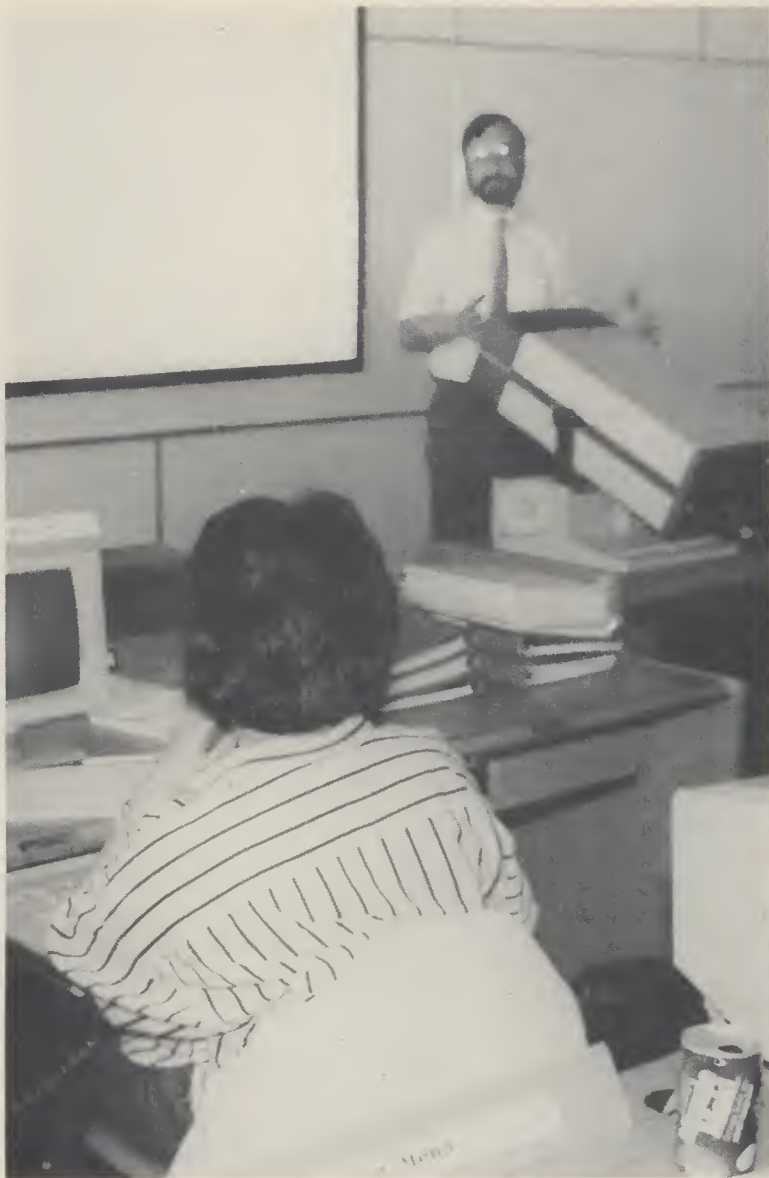
tion that "anytime you add to the assignments cycle, you have problems" to the prediction that it will lead to an "administrative nightmare."

Coon acknowledges that the new program may cause temporary staffing gaps but argues that the end result will be "better trained officers who will be functioning members of the embassy in two weeks instead of six." In her experience as a senior political officer, some junior officers were not of great use to an embassy for four to six months. She commented:

An officer who comes out to an economic job with no economic training may be a warm body, but he or she does not fulfill that function. This is not just theory, it has been demonstrated. Consular officers that come through ConGen Rosslyn are able to perform within days at post. Nobody in the field is urging that these officers be exempted from ConGen training to get out to the field faster. I would like to see the new courses prove to have a similar utility.

One specific assignment requirement that could cause some anguish before it is resolved is that of mid-level training and promotion to O-1. According to regulations, anyone tenured after July 1, 1982, must

Future consular officers play-act as an American in a foreign jail and a consular official who has come to visit. ConGen Rosslyn is viewed by many as the precursor of the new classes.



A class in session at FSI. Even if the courses are well-designed, there is no guarantee that they will continue to be well-managed and relevant to the needs of the students.

successfully complete mid-level training before he or she can be promoted to FSO-1. As of early March, 633 persons had been tenured after that date, and 333 of them had completed mid-level training before ML-X was canceled, leaving 300 people in a potentially vulnerable position. PER refuses to speculate on how many more officers will be tenured before the new mid-level training is fully operational, but if figures from past years can be extrapolated, approximately 180-200 persons will be tenured each year; the commissioning of 234 officers was announced in 1985. This means that by the time the FPMS begins, there may be a backlog of 500 people without mid-level training, with 200 more being added to that pool every year. If FSI hopes to maintain a class size of approximately 20, it will have to offer 10 sessions of FPMS each year just to take care of the newly tenured officers. As of now, no one knows how many sessions will be offered, but Coon stressed that it was her goal to make it available to as many people as possible.

There are some mitigating factors, however. First, unlike the old mid-level, which was usually taken as soon as possible after tenure, the FPMS is intended for those who have been in the Service for about seven

years—thus most people would take it two to three years after tenure. In fact, this time lag has allowed most observers to predict that the cancellation of mid-level will only endanger a handful of people. Second, with 20 years to get through O-1, no one who was tenured in 1982 or later is likely to be a serious candidate for O-1 yet. Finally, although about 200 people may be tenured each year, not all of those will remain in the Service, as some natural attrition occurs. Nevertheless, no one is yet willing to rule out the possibility of an amnesty if some officers need it. In fact, when ML-X was cancelled, AFSA received assurances that no O-2 subject to the mid-level training requirement will be kept from promotion solely because he or she was unable to take an unavailable course. As Thea de Rouville, AFSA's State vice president, explains, "If you're going to make something a requirement, you must offer the opportunity to fulfill it to everyone."

One reason assigning people to training has been difficult in the past, and may continue to be so, is the lack of incentives for spending time in what everyone acknowledges is an assignment that brings little prospect of promotion. In fact, at a recent AFSA open meeting focusing on promotion prospects for O-1s, William Swing, director of the Office of Foreign Service Career Development and Assignments, pointed out that in the current cycle applications for training have declined by about half. The Ewing committee attempted to address this matter of incentives in its report but so far has only succeeded in getting more people assigned to their next position before they start their training. As a result, they spend less time looking for a job and find the course more relevant. The committee also recommended that the EER form be revised to call for specific comments on training and career development, and that promotion precepts be revised to strengthen recognition of the value of long-term training. It also suggested that more effort be put into assessing the demonstrated competence of senior officers in training and developing more junior employees. To date, nothing has happened on these matters. As AFSA's de Rouville explains, although the Association expects that any training undergone would be commented upon in an EER, revising the form to ask specifically for such comments would make training no more than a "ticket punching" exercise and so would be opposed.

ONE THREAT to training programs that cannot be left out of any 1986 discussion is that of federal budget cuts. Between FY 1985 and '86, FSI suffered a seven percent loss of funding—from \$15.8 million to \$14.7 million—while operating costs went up almost 10 percent. But designing new courses is expensive—questionnaires, data analyses, and educational consultants all cost money. Current estimates for the redesign run in the neighborhood of \$300,000 to \$400,000. To date, most of the money needed has been found by reprogramming funds already in the School of Professional Studies budget. In particular, money originally slated for running the old mid-level course was used to pay for the redesign. There have been other cuts—

or delays of planned expenditures—in such areas as automation training and Foreign Service National training, but it is unclear whether the money saved has gone to pay for the course redesign or been sequestered in the general budget-trimming process. And it is still uncertain whether money will be available to hire all the permanent staff members who are intended to provide some continuity and permanence to the program (this money, however, would not come out of the figures given above, since the salaries of all full-time FSI employees are included in a different budget managed by the department).

One of the areas under threat is long-term university training. In university economic training, for example, it had been planned that between 8-10 people could be funded during the '86-87 academic year. To date, however, only four people have been paneled into a position and the belief is that no more money will be available. Yet because the 26-week course provides only a strong undergraduate-level education, it is important to send as many economists as possible to university for graduate work. As the director of economic studies, Ken Stammerman explains, "We have to invest in advanced economic education for our people; this is really at risk." Nor is economics the only field affected. Although about the same number of people will go to universities in 1986-87 as last year, almost everyone we talked to pointed out that FSI was seriously considering limiting such programs to Washington area schools as a cost-cutting measure.

Other areas of training have also been hit: off-site programs are likely to be fewer if any; a cable has gone out from Washington suggesting that post language programs be curtailed; and interagency training and reimbursement of employees for appropriate evening courses will probably be reduced. To make matters even more uncertain, no one yet knows how much deeper the cuts will have to go to meet next year's deficit-reduction targets, nor will the figures for FY 87 be received until just before the fiscal year begins.

The Foreign Service Institute has launched itself and its curriculum on an ambitious program of redesign and renovation. Whether it succeeds will not be apparent for several years. There are good reasons for being optimistic: problems have been identified, a course of action has been adopted, the help of professional educators has been enlisted, and enthusiasm is high. Yet the program must overcome a basic Service prejudice against "being out of the mainstream" at a time when worry over promotions is especially strong. The new curriculum must somehow mesh with the assignments cycle and cope with the limitations imposed by current and anticipated budget cuts. It may not be the most auspicious time to start redesigning training programs, nor is it the first time such improvements and redirections have been attempted. In the end, FSI's success or failure will be judged by whether training comes to be seen throughout the Foreign Service as something that is both useful and beneficial. Or, as Coon sums up her goal for the professional studies curriculum: "Training should be a quality product that will help FSOs do their jobs better, thus benefiting themselves and the department." □

USIA TRAINING: PURSUING ITS OWN COURSE

USIA's mid-level professional development program is—like the State Department's—in the midst of changes. But there the similarity stops, for USIA's overall training program reflects that agency's relatively small size and specialized mission. And, when confronted with what seems to be chronic Foreign Service reluctance toward training, USIA has responded by requiring some courses and working to make them all more attractive.

USIA's program begins with its training for new entrants. Junior officers have a nine-week orientation course, followed by language training. They then serve at post for a year, rotating among the various USIA offices. Because the training division is still carrying these individuals on its budget, it can select the initial post to ensure that a variety of useful experiences are available.

After an officer has been in the Service for six to seven years, he or she usually returns to Washington and begins mid-career training. Currently, an individual is assigned to a position and leaves that job for a few days or a week when taking a course. Many are encouraged to take six weeks of training during the next two years and receive counseling as to which sessions would be appropriate. Three courses are now generally considered to make up the core of mid-level training: the executive-development workshop, a two-week session that concentrates on management theories and skills; a two-day media skills course that stresses effective articulation of agency positions; and a week-long seminar on international communications issues that covers frequency allocations, transborder data flows, and other such issues. Right now these courses are merely recommended, but because the Foreign Service Act requires mid-level training, the agency is considering future changes. According to Director of Training Alfred Boerner, that program is now in transition, and during the next year or two is likely to be reconstituted as a six-to-eight-week required course. USIA, therefore, seems to be moving in the opposite direction from the State Department, which has broken up its mid-level. Boerner points out that under the current arrangement, bureaus are often unwilling to spare people, and individuals are too concerned with crises that might erupt in their offices to focus on acquiring new skills.

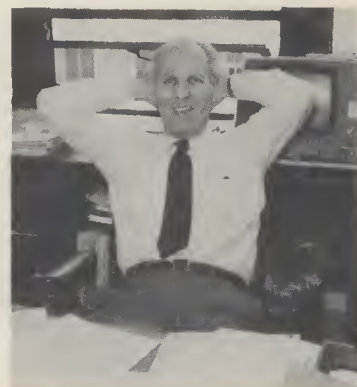
USIA also offers a variety of other courses, including computer literacy, arts in America, and world ideologies. Agency personnel can also take advantage of courses at FSI and long-term university training. As might be expected, language training is a major item, taking up approximately 60 percent of the agency's annual program budget for training. USIA usually sends its personnel to FSI for instruction, but it also uses several private contractors when the institute does not have a suitable class at the right time. In a few cases every year, the agency has found it more economical to send an officer and spouse to the same private tutor than to pay FSI for teaching two individuals.

Like AID and State, USIA has had to cope with the Foreign Service prejudice against training. It has attempted to do so, first, by relating the courses to the needs of USIA personnel. The training division is conducting a "needs-assessment" survey before changing the mid-level program and some courses are being revised to include more on management skills, as suggested by participants. Second, instead of requiring certain courses before promotion, as does State, USIA requires them before certain assignments. For example, someone assigned to Tokyo as cultural affairs officer would not only have to take language training, but also the CAO workshop and probably "Art in America." No one is yet claiming that eager FSOs are flocking to class, but at least, Boerner notes, reaction from those who have attended courses is largely positive.

CHARTING FSI'S COURSE

AN INTERVIEW WITH STEPHEN LOW

There has always been a problem in our Service about training. It has never been considered the best recommendation for promotion, but that is starting to change



As the Foreign Service Institute enters its fortieth year in 1986, changes are afoot. Planning is already underway for moving FSI to a new, more collegial location in a few years. Last summer, the Ewing committee recommended changes in the professional studies curriculum that will begin to debut this summer. And, like every other sector of the government, FSI now faces budget cuts that threaten not only new programs, but existing services as well. In mid-March, we talked with Stephen Low, director of the institute since April 1982, about how FSI is meeting these present and future challenges.

How do you see the role of the Foreign Service Institute within the Foreign Service?

FSI is an interesting institution. There is really nothing like it. It is essentially a training institution providing specific skill-building courses. Our language/area program is increasingly looked to from around the world. Our professional development courses are well-regarded. In foreign affairs management, we are quite good. Our senior seminar is really as fine as anything of its kind. We need to do more in resource management and behavioral management: these are difficult areas and we should do better. The changes this year in the School of Professional Studies should bring an improvement in this area. It is also important to keep in touch with the rest of society, and this is what the Center for the Study of Foreign Affairs is doing. It puts on 20-30 symposia a year and is engaged in providing a forum in which the private American community and the official community can meet and discuss a range of subjects crucial to our

diplomacy. This has been an important development and has made the Institute a more significant institution.

Much attention has been paid during the last year to FSI's planned move to Arlington Hall. Given the budget cuts faced by the entire federal government, is that still in the works?

Very much so. The Foreign Service Institute goes back to 1946, but Congress first established a Foreign Service school in 1924. Since then, we've been in one temporary building after another. First we were in an apartment building, then in some "tempo" on the Mall, then in the Arlington Apartments' garage for a number of years. We are now spread through three or four buildings in Rosslyn. We are spending about \$2.5 million in lease money each year, and those leases are up this summer. Moreover, leases cost far more now than they did when we first arrived in Rosslyn. A General Services Administration study predicts that by owning our own facility we will save about \$30 million over the course of 20 years.

But the important difference between these facilities and the ones we hope to have at Arlington Hall lies in the effectiveness of the training. No matter how good your teachers are, when you have hollow ceilings with noise going from one language room to the next, you are not as effective a student. We think that a facility designed specifically for educational purposes, with the atmosphere I think we can get at Arlington Hall, will make for much more efficient training at much lower cost.

It is a very cost-conscious proposal and no one understands this better than the secretary of state, who has been a leader in urging us to make this move. We were enormously fortunate in getting these 72 acres. If you ask people around Washington, there is no more desirable piece of land in the metropolitan Washington area. It's 10 minutes from the State Department, beautiful trees, rolling land. We're fortunate that the major sums of money aren't involved until later, that we don't need an appropriation until 1988 or '89. Our hope is that by that time, there will be a way to finance the construction. The architectural design competition began in April, and we should have a winner in the fall. We have enough money in the '87 budget to pay for the architectural and engineering design, so the plans will be completed by the time the Army moves out. We certainly hope we can then proceed.

Are you concerned that it's too far away, too removed?

We will continue to have a shuttle; it's three miles beyond our present location, not significantly farther than we are now.

I should say that the important thing about the new campus is that for the first time the Services, and I mean the whole Foreign Service of all agencies, will have a place that embodies the tradition of our diplomatic history. A young officer coming into the Service will be able to go into a building where there are statues of Thomas Jefferson and Benjamin Franklin and a picture of the World War II conferences and some documents displayed. This will stimulate the young officer's association with the history of U.S. diplomacy. We hope to have a library that will eventually become a center for the study of current U.S. foreign policy.

We are establishing an Association for Diplomatic Studies which will be a non-profit, public association that can receive private monies to supplement what the government is putting in. That has been incorporated, and we are seeking tax-exempt status. We have a board of trustees and a president—who is a retired ambassador, Richard Parker—and we have a number of indications of interest and support from the private community. One function would be to endow the campus with the visual record of our diplomatic history, another would be to equip the library. We hope that the library would be the repository of papers from both career and non-career diplomats. We hope that it would offer prizes for outstanding students, perhaps top off the salary of a leading academician in diplomatic history. The Center for the Study of Foreign Affairs, which is now part of FSI, would have a location to continue its very exciting program of symposia and research.

Let's turn to the Ewing committee; would you discuss the circumstances that led to its creation? Did you feel that there was a need for course changes here at FSI?

The Ewing committee was asked to look at a specific course: mid-level training. Professional-development training at mid-level was mandated by the Congress in the 1980 Act. We had gone through a major

effort to design a five-month mid-level course, and by the time the committee started its work, we had held eight sessions—four years' experience. It was time to take a look at how we were meeting the requirements. There was also a widespread feeling that the course needed a thorough review, and so Under Secretary for Management Ronald I. Spiers, at my recommendation, set up this committee. It did not deal with FSI's other training programs.

The Ewing committee came out with a number of criticisms of mid-level training. You had already been director for a number of years, so how did you feel about that criticism?

We at FSI asked for the committee, and we were aware that there were problems in the perception of mid-level—no question about it. We don't feel we need to defend everything we do, and training evaluation is something that is constantly ongoing. We thought it was a good course, and a lot of the people who took it thought it was a good course. But there were problems with the way it was offered: we don't have the physical facilities, the numbers of students were very different than we had been led to expect. So we really needed to take a new look at it and the committee was very much welcomed.

Would it have been possible simply to reform the old mid-level program rather than launching a whole continuum of courses to be taken throughout an officer's career?

We don't look at it as an entirely new program. We look at it as essentially restructuring mid-level training. Everybody agrees that you don't get into the bulk of professional training at entry. First, you want to see if individuals like the Service and the Service likes them. The thrust of professional training should come after they are tenured. Then it is a question of how that training is packaged. Do you do it, as we tried to, all in one big lump? The Ewing committee wasn't really critical of *what* we were teaching, but of *how*. FSI is a training institution, designed to take educated people and give them a skill to permit them to do their jobs better. The question is how you do it. Here the physical facilities are a major constraint. We had been told when we set up the mid-level course that the maximum we could expect was 75–80, but we had 96. We don't have a facility that can handle that. Moreover, people were at different stages in their careers and so needed different kinds of training. The Ewing committee pointed out—and we think its very sensible—that it is better to give them the training when it is wanted and needed. We feel that the Ewing committee's suggestions will permit us to make our training more relevant to the needs of the individual.

How would the continuum make training more relevant to the individuals and their experiences?

We had, for instance, a module in the mid-level course that examined the Washington policy process. That was wonderful for officers who were just returning from overseas, but for those who had already done a Washington tour and were about to go overseas, it didn't have the same relevance. Now it will be given to those returning for their first Washington tour. It



There is no question that the new continuum is going to be difficult in terms of personnel practice



Promotion rates won't be affected by a course if everyone takes it. It will simply be something that everybody does

will be short—one or two weeks—and they will get it just before they need it. The same goes for functional training: before officers go out to an economic job, they will get economic functional training. Foreign affairs management will be given much later in their career, when they are managers. This will make the training much more relevant, much easier to digest.

The continuum will bring people to FSI for shorter periods, but more often. Are you worried about the assignment process?

No question that this is going to be more difficult. On the other hand, we won't have to assign people, they will just take time off from their jobs. In putting together the Ewing committee, we tried to get the people who would be implementing the recommendations. So the personnel officer who was a member of the committee was the personnel officer who had to implement it. Jane Coon, who was a member, is the dean of the school of professional studies. But there is no question it is going to be difficult in terms of personnel practice.

For those officers tenured after July 1982, mid-level training is required before promotion to O1. Are you concerned that some might be disadvantaged because the course is not being offered now?

We can't require that somebody take the course to be considered for promotion before we are ready to offer the course. We don't think there are very many individuals who might be affected. But it will only be required when there is an opportunity to take it.

How do people who have gone through training fare in terms of promotion? For example, have those who went through the old mid-level course done better in promotions than those who have not?

No, and I don't think we'll find such a difference because virtually 100 percent of the people have to take the course. One of the reasons it was successful in personnel terms was that it was required. Promotion rates won't be affected by a course if everyone takes it. It will simply be something that everybody does and will therefore improve the capability of the Service but won't be a factor in promotion.

One thing you hear now, with a lot of OIs feeling pressure to get across the senior threshold, is that they don't want to take time for training because they'll be "out of the mainstream." Have you found attitudes such as this to be a problem in getting people to take training?

There has always been a problem in our Service about training. It has never been considered the best recommendation for promotion, but that is changing. The new multi-functional promotion system will have training as one of the things to be considered in promotions. And in our personnel system, we're moving toward having value placed on a variety of different experiences. Training is important both for the functional and multifunctional officers. I think it's eventually going to be the case that people who have not paid any attention to the need for training will be

less valuable officers and that will show up in their records. Certainly if you are going to be a functional officer with a language/area expertise, if you have spent a year at a university in area studies, that is going to make you a more valuable officer and will show up in your record.

Once the Professional Studies continuum is running, is there a possibility that you might also reexamine language or area studies?

We are always looking at our training programs. There is a study underway now on training in the most important hard languages—Russian, Chinese, Japanese, and Arabic. We are looking at more than just the actual courses, but rather at the whole career pattern. The study is intended to see how we can produce language/area experts more effectively. We envision constantly looking at our programs and constantly changing them.

What about area studies?

To a certain degree the language training study affects that because we are thinking of language *and* area studies. We have developed new programs of language/area unification. We had integration before, but we are now actually unifying. We have an exciting new program for those going to Mexico: We now take them up to the 2+ level in the regular Spanish course, and then they leave the course and have a month of training in Spanish about Mexico. It's area studies designed to improve their language capability. By the time they finish, they usually have a 3 or 3+ rating. We will also be trying this system with our Central American and southern South American training and some of our Eastern European languages.

Do you think that 5–7 years from now almost all language studies will be unified?

I think there will be increasing unification. It's easier to do in some languages than others. It will be very hard to do for areas of the world where not many people are going. But we certainly intend to move in that direction as long as we have funds to continue developing the program.

How do you see university training fitting into the general task of training the Foreign Service?

University training should play a major role. It should play a much more important role than it does, especially in training people who are ready to go into the Senior Foreign Service. We should be doing much more in area studies, in functional subjects—economic, political-military, scientific—and in management. Unfortunately, we'll probably be going in the opposite direction, because this area is going to be hit by Gramm-Rudman. It's very expensive and involves not just salary, but tuition, moving costs, and per diem. We're going to be doing much more training here in Washington.

FSI has offered short elective courses in the past. What is their role in training in general, and will they still be given when the continuum is in place?

There are electives at the mid-level and the purpose

of that is a broadening one—to get people to do subjects that they may have missed earlier or that they may need. And I hope that the new mid-level will still permit some very short electives, because they are important. And we will continue to offer one or two-week courses for people in Washington.

Are you worried that with less university training available, the Foreign Service might not have adequate substantive expertise? For example, the 26-week economics course is intended to provide a good undergraduate level of knowledge, whereas ideally one might want almost all economic officers to have graduate-level training. Are you worried about this, not just in economics, but in area studies? After all, two weeks of area studies is not enough to provide a good understanding of an area.

Absolutely, but it is a platform to build on, it is not the end of training. You are quite right on the economic training; it provides more than a bachelor's and less than a master's, and it is for officers who are just beginning. If they stay in economic work, they ought to have a year at the university after they do functional training at mid-level. We hope that they will continue taking courses throughout their careers. That is what professional development is—learning throughout a career. We at the Foreign Service Institute, working with Personnel, should seek to make a career a meaningful career, so that officers are learning and growing every day they are in the Service. University training is an important part of that and we hope that the Gramm-Rudman restrictions will be temporary, and we'll be able to encourage much more university training than we have had in the past. We think we should be training more economists on a graduate level, and maybe a Ph.D. level. Nor are we doing enough in area studies. The course here is an orientation course, and we don't produce experts in those two weeks. Somebody who is going to spend their career as an African political officer needs graduate university work.

Are you worried about the effect of the Gramm-Rudman budget cuts on the training programs here?

I'm very worried. I'm worried about the significant and continued budgetary constraints that are being placed on us. We have been asked to run the program that we ran last year with about seven percent less money, and the program costs will be about 10 percent higher. The higher costs are the result of exchange-rate losses, price increases, and enrollment increases, particularly in our overseas schools.

We're going to have to tighten our belt considerably, but we don't really have much excess. So we have cut back some programs and eliminated others, like summer hires. We also had to cancel another program for which we had great hopes: training for Foreign Service National employees. We had hoped to develop a course of English as a second language. We've abandoned that. Perhaps more important, a lot of maintenance and reequipment is being postponed. Automatic data processing expansion has stopped. We will also be forced to cut way back on extension

studies—interagency training, attendance at conferences and seminars, after-hours training will be cut almost in half. We will need to cut back a little on post language programs. We already have more demand than funds, but the cutback is going to be much greater. I imagine that many of those post programs will be running out of money toward the end of the fiscal year and will have to stop.

I understand that a number of other agencies send students to FSI and reimburse State and that these monies make up about 25 percent of your budget.

It's about \$4.9 million out of a \$14 million budget, about 30 percent.

Are you worried that those other agencies may cut back?

We are worried, but we've asked them and they say they are not going to cut back. Their attendance at our courses is more or less obligatory. Most are to fill positions that require language training, so it would not be easy for them to cut back. Probably the cuts will come in reimbursing family members for courses outside FSI, reducing child care for spouses attending classes—this is where the first effects will be felt. We can live with what is happening so far, but if we have cutbacks of a similar size in September, just before fiscal year 1987 starts, we will have to start restricting entry to our courses in a fairly major way. We will have to reduce the number of courses we give, reduce the number of times a year we give them, and simply reduce our program by a significant amount. So far, we have been able to keep the program for American employees pretty much intact.

If the cuts are as severe next year—and in fact the law calls for stiffer cuts—do you expect that you won't have the resources to teach dependents here?

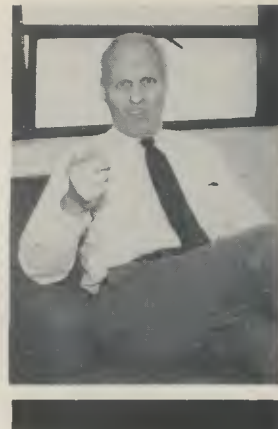
I suspect that classes will get larger and that will affect the quality. But we would resist as long as we can any restraints on spouses' training.

What other programs will be affected? What about overseas training programs?

Overseas workshops are certainly going to be hit. They are very expensive. Off-site courses will be hit. Overseas schools also concern us, because although they are a wonderful way to teach, they are expensive. We don't know yet if they will be affected; that will depend on what further cuts we're asked to make.

The Ewing committee made their recommendations based on the assumption that there would be adequate money, personnel, and space to carry them out. Do you see Gramm-Rudman endangering the objectives of the committee?

As far as I'm concerned, mid-level and entry-level training are of enormous importance; these are things that one sacrifices only very late in the game. I don't see yet that we would have to restrict the elements recommended by the committee. The development costs will have been spent, and actually running the continuum won't be that expensive. □



Officers will get training just before they need it, which will make it much more relevant, much easier to digest

Guests of the Gestapo

THE CROWD in the Pariser Platz opposite the U.S. embassy listened glumly to the rantings of their Führer broadcast from the sound truck parked by the embassy door. It was December 11, 1941, and Hitler was at the moment confirming before the Reichstag what had been known to everyone in Berlin for at least two days: that Germany would henceforth be at war with the United States. There was no cheering, no applause, no demonstrations of animosity toward the Americans behind the shuttered windows of the embassy; only long faces and quiet conversations among small groups of Germans who perhaps suspected that this was the beginning of the end for the Thousand Year Reich.

Three days later a group of American diplomats, journalists, military officers, and embassy staff members—together with their families and household pets—were entrained for an overnight journey to Bad Nauheim, a spa town some 15 miles north of Frankfurt. There they took up residence in Jeschke's Grand Hotel, a gilded relic of more tranquil times that was reopened in great haste after two years in mothballs. The internees were told they would stay there for two or three weeks pending their repatriation. Stragglers from the U.S. legations at Paris, Copenhagen, and Prague eventually boosted the total of the Gestapo's reluctant guests to 138.

Hostages they were, but under different circumstances than those in Tehran in 1980. The behavior of their Gestapo custodians was coldly correct; the hotel staff was generally courteous and helpful within the limits of their resources. Outside the hotel, movement was severely

Onnie P. Lattu is a retired Navy rear admiral who was interned by the Germans at Bad Nauheim during World War II. He is currently a consultant for Sherman H. Clark Associates of Menlo Park, California, and other companies.

*A hostage crisis
40 years before
Tehran is met with
inventiveness by
the internees
and inaction
by the
State Department*

ONNIE P. LATTU

restricted and surveillance was continuous and unrelenting; inside the hotel itself, however, the group was generally left alone to pursue its own affairs.

The winter was exceptionally cold and fuel was short, so that temperatures inside the hotel in January and February ranged between the low thirties and the low fifties. Consequently it was not unusual to see waiters in tailcoats serving diners in topcoats—or swaddled in blankets and shawls. Adding to the comic opera of the dining room was the bill of fare: essentially the spate, starch-laden ration allotted to German civilians, slightly relieved by the inclusion of 6-10 ounces of meat per week. An occasional shipment of commissary items from stores turned over to the Swiss legation in Berlin upon the embassy's decommissioning supplemented this spiritless diet. Even so, weight losses among the diners ranged from 10-40 pounds, teeth loosened in their sockets, and a number of gastrointestinal disorders had to be treated.

The Jeschke's residents spent the first two months of their captivity being cold and hungry. With the arrival of spring, however, they ceased being cold and

were merely hungry. But beyond these physical assaults upon their morale and good temper loomed the psychological hazards to which they were vulnerable: the frustrations and boredom of day-to-day living under conditions of house arrest; the growing uncertainty about when they would be repatriated as the initial two-week holding period lengthened into months; the sense of isolation and abandonment that was aggravated by the silence of their own government, which could easily have communicated with them but did not; and the pangs of separation from home and loved ones under the cheerless conditions of their stay.

Thus challenged, the group responded with an astonishing array of activities designed to keep everyone so busy there would be no time or energy left for despair or self-pity. The spark plug of this grand effort was George F. Kennan, who had been the embassy's first secretary, and who would later cap a distinguished diplomatic career as ambassador to the Soviet Union. As a starter, "Badheim University" was organized, drawing upon the group's broad pool of expertise and offering some 40 courses ranging from art, languages, and literature through science, mathematics, and business administration. Appropriate certificates were awarded to successful candidates at a formal "graduation" exercise.

Supplementing the course work of the university was a series of evening lectures covering sports, geography, travel, religion, and the military forces, as well as analyses of such topical news items as escaped the Gestapo's screening process. Afternoon teas were held featuring real tea (procured with the universal currency of the times: American cigarettes) and conversation restricted to German one day, French the next, and Spanish another. A choral group rendered periodic recitals, and dances were held on Saturday nights with music provided by gramophone or the native talent of the group's two piano players. One-night



Daily calisthenics at Bad Nauheim.



The SS Drottningholm brings the Americans home following their internment.

theme spectacles included costume parties, skits, treasure hunts, surprise birthday parties, and an all-out song-and-dance variety show, complete with an orchestra cobbled up from the instruments and talent that could be assembled for the occasion. Bingo, bridge, and other parlor games helped fill in the gaps between the more grandiose events.

These doings and others were duly reported in the *Bad Nauheim Pudding*, a mimeographed newsletter that boasted "the largest continental circulation of any American newspaper"—138 copies per issue. Incongruously named for the inedible puddings that regularly appeared on the Jeschke's tables, the *Pudding* erupted at irregular intervals from the group's journalistic community, preserving for history a useful, if spotty, record of the group's internment.

The reduced physical activity attendant to confinement, coupled with a diet woefully short on nutritional balance, generated a need for a physical fitness program. The military contingent held calisthenics for all twice daily on the snowy terrace outside the hotel. With spring came baseball, played with a bat fashioned from a sapling, a ball from rags and string, and bases that used to be mailbags. Games—always under the all-seeing eye of the SS—were held four days a week on the town's athletic field among the four teams (two State Department, one military, one journalists), with most of the remaining internees attending as spectators. After each game the ball was meticulously stitched back together by one of the group's three Public Health Service doctors.

Hijinks at the expense of the German

guards formed another avenue of escape, if not from physical custody, at least from the leaden monotony of the captor-captive relationship. The U-shaped configuration of the five-story hotel meant that at least 10 exits to the two fire escapes at the building ends had to be guarded—a task beyond the resources of the guard force. To make up for their lack of numbers, the guards would each night lock the doors and place a paper adhesive seal over each keyhole. And just as regularly the journalists (virtually intractable to either German or American control) would soak off the seals, pick the locks, open the doors, replace the seals, and wait for the pandemonium among the guard force when the doors were checked the following morning. Occasionally the practice had a more definitive purpose, and at least one German town girl spent the night as an unregistered guest, demonstrating the enduring vitality of the adage that love laughs at locksmiths.

Benefits of another sort derived from another gambit. The night clerk at the desk was slow-witted, hot-tempered, and argumentative, and while two people would engage him in heated conversation, a third would lift the key to the wine cellar from behind the desk and make off with an armload of booty, replacing the key before the din of the argument died down. But these escapades finally fell victim to their own success. After consuming the proceeds of an especially profitable haul, one of the conspirators heaved a heavy earthenware cuspidor over the rail that overlooked the lobby, where it exploded like a bomb at the feet of a startled SS guard five floors

below. After that, liquor could only be consumed in the dining room at meals.

EXCEPT FOR German newspapers and occasional correspondence between members of the group and their friends and relatives in Germany, no communication with the world outside the hotel was permitted. Nothing went out, and nothing came in except for an occasional smuggled Swiss newspaper and the weak signals of the BBC picked up on a small battery-powered radio sequestered in the room of one of the journalists. Periodic visits from members of the Swiss legation in Berlin did much to keep alive the hope that somewhere somebody cared and was working on the group's release. But the first word out of Washington—after nearly four months of stony silence—was a State Department message dutifully relaying the comptroller general's decision that, since the department's people hadn't been working since their internment, they weren't entitled to be paid. The uproar precipitated by this gratuitous insult eventually brought a reversal of the decision, but the incident, viewed alongside the outpouring of government solicitude and support for the hostages of the '80s, tells much about the change in official attitudes that occurred during the intervening decades.

That someone cared and was indeed working on their problems became evident at the end of March, when the pregnant wife of one of the embassy staff members was released and flown out of Stuttgart to Lisbon for further transfer to the United States so her baby could be

born at home. "Well," observed one of the newsmen on learning of the event, "if worse comes to worst, we know how we can get all the women out of here."

As it turned out, such heroic measures proved unnecessary. Late in April arrangements for the group's repatriation began to fall into place, and on May 12 all save four boarded the "freedom train" on the first leg of their long trip home. Three members elected to remain in Germany for personal reasons. A fourth, the German-born son of an embassy employee, was impressed into the German Army, survived three years of fighting on the Eastern front, and eventually emigrated to the United States.

The train worked its way through occupied France to the coastal town of Biarritz near the Spanish border. There, after an overnight stay in the country palace of Napoleon III, the group was taken to the border and placed aboard a Spanish train for the passage to Lisbon. The trip across Spain was interrupted by

a four-hour stop at Medina del Campo, where, free of the ubiquitous SS guards for the first time in nearly five months, virtually everyone in the group spilled out into the town and got uproariously drunk. Their return to the train, according to a few sober witnesses, could best be compared with the return of the U.S.S. *Reluctant's* liberty party in the movie *Mister Roberts*.

Miraculously, everyone made it back, and debarked at the train station in Lisbon late the following day. Six days later, on May 22, the Swedish ship SS *Drottningholm*, with the word "diplomat" emblazoned in 10-foot-high letters on each side, departed Lisbon for New York. Some 32 of the State Department's finest stayed behind, however, with orders to go directly from Lisbon to other posts in Europe and elsewhere. Unlike the latter-day hostages who returned to a marathon series of official welcomes, parades, banquets, and festoons of yellow ribbons, the *Drottningholm's* luckless pas-

sengers languished aboard ship in New York harbor over Memorial Day because the holiday routine of the tugboat and dock workers precluded berthing the ship. When they finally arrived in Washington, the remaining State Department employees were immediately put to work, on the basis that their five month's stay at Jeschke's Grand Hotel constituted all the rest and recuperation to which they were entitled.

Looking back on their ordeal at a reunion held at the State Department 40 years later, the surviving members of the group generally acknowledged that they were glad to have had the experience—once. Many lifelong friendships resulted, and four marriages grew out of the associations formed during that period. And all could look back with pride and satisfaction to the ways they had acted—with plucky resourcefulness and good humor—to preserve their sanity and spirit at a dark and lonely moment in their lives. □

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PEOPLE

AFSA/AAFSW Merit Awards

April was an exceptionally busy month for the AFSA/AAFSW Merit Awards program. All during this period, 24 volunteer panelists met to review the applications of graduating high school students for this academic competition. Twenty-two winners will receive \$500 each as an acknowledgement of their outstanding academic achievements and community activities at home and abroad. Winners will be announced this month.

This year the following volunteers par-

ticipated in the panels: Patrick Folan, John Hughs, David T. Jones, David Pearce, James Prosser, and David Noack, of State; Jeannie Harris, Phyllis Hechtman, Lisa Keller, and Ann Wrampelmeier, of AAFSW; Paul Bisek, William Ford, Nedra Huggins-Williams, Gloria Kirk, and Alice Shimomoura, of AID; Sheila Austrian, Donna Culpepper, Peter Quasius, and John Quintus, of USIA; and Thomas J. Corcoran, Ben F. Dixon, Roger C. Brewen, Spencer M. King, and Chairman of the AFSA Committee on Education Claude G. Ross, all retired. The members of the Committee on Education serve as panel chairmen.

The 1986 Merit Awards will be named in honor of the hundreds of volunteers who have worked on the AAFSW Bookfair over the past 25 years. Funds from Bookfair are used to support both the Merit Awards and the Financial Aid scholarships for Foreign Service dependent children.

To mark the 10th anniversary of the Merit Awards established in 1976, Com-

mittee on Education members James Prosser and Sheila Austrian have prepared a survey of the winners (except those in 1985) for follow-up views on their education at home and abroad during their high-school years. The resulting article will be printed in the June issue.

Deaths

HARVEY J. CASH, a retired Foreign Service officer, died February 15 at the New England Medical Centre in Boston of a heart attack. He was 66.

Mr. Cash attended Santa Maria College in San Antonio, Texas; George Washington University; and the Alliance Francaise in Paris. He began his government career as a Civil Service clerk at the Panama Canal Office in 1942. He later joined the State Department and then the Pentagon.

During his Foreign Service career, he served in Paris, Rio de Janeiro, Mazatlan, Mexico City, and Montreal. He was also chief of mission in Nuevo Laredo, Mexico,

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and consul general in Madrid.

After his retirement in 1974, Mr. Cash was a consular affairs consultant to the State Department. He served in San Jose, Costa Rica; Monterrey and Guadalajara, Mexico; Georgetown, Guyana; and Havana, Cuba. He then was manager of the Foreign Service Club for three years. Most recently, he was an escort and interpreter for foreign dignitaries.

Mr. Cash received several honors from various societies for his work in Nuevo Laredo and in Laredo, Texas. He was a recipient of the State Department's Meritorious Honor Award. He was associated with Meridian House International and the Washington International Centre. He was also an English/Spanish interpreter with the department's Division of Language Services and in the courts of Washington and Northern Virginia.

Survivors include his wife, Martha B. Cash, of Falls Church; two sons, Harvey, of Falls Church, and Robert, of Copenhagen; two daughters, Alice, of Alexandria, and Helen, of Arlington; a sister, Hazel Prevost, of Sierra Vista, Arizona; a brother DeWitt Cash, of Shreveport, Louisiana; and three grandchildren, Ehren and James Foley and Celina Cash.

CARL D. CORSE, a retired Foreign Service

officer, died January 26 at the South Seminole Medical Center in Longwood, Florida, of cardiopulmonary arrest. He was 78.

Mr. Corse was graduated from the University of Minnesota, where he also earned a master's in economics. He joined the State Department in 1935 and served in Luxembourg and Brussels. From 1955-58, he was chief of the trade agreement division and chairman of international trade agreements. He was the principal negotiator for the U.S. delegation at three rounds of tariff negotiations under the General Agreement on Tariffs and Trade between 1950 and his retirement in 1962.

He is survived by a daughter, Nancy Corse Reed, of Winter Park, Florida; two sons, William C., of Dickerson, Maryland, and Carl D. Jr., of Annapolis; a sister, Vivian C. Burnstead of Minneapolis; seven grandchildren, and five great-grandchildren.

MICHAEL K. ENGELBRECHT, son of Beverly and Henry A. Engelbrecht, a retired Foreign Service officer, died in an accident January 14 in Las Cruces, New Mexico. He was 22.

Mr. Engelbrecht, a junior at New Mexico State University, was born in Hong Kong. He also lived in Switzerland, Germany, Singapore, and Taiwan. He attend-

ed Glasgow Intermediate School and J.E.B. Stuart High School and was graduated from the Hong Kong International School. He attended Northern Virginia Community College before transferring to New Mexico State University.

In addition to his parents, survivors include three brothers, John Engelbrecht, William Engelbrecht, and John Keen, and two sisters, Kathryn Engelbrecht and Karen Keen, all of Falls Church; and his grandparents, William and Kathryn Magee, of Arlington. Memorial contributions may be made to the National Capitol Multiple Sclerosis Foundation, 1200 15th Street, NW, Washington, D.C. 20005.

JUAN LEESE GORRELL, a retired Foreign Service officer, died January 29 at Oporto, Portugal.

Mr. Gorrell joined the Service in 1941 in Quito, Ecuador, as vice consul. He also served in Windsor, Canada; Paris; Guatemala City; and Oporto. He retired in 1968 to become director of the North American Association in Venezuela. He retired to Oporto in 1972.

He is survived by his wife, Magdalena; three daughters, Magdalena Guimaraens, of Oporto, and Cristina von Zeppelin and Angela Larsen, of Columbia, Maryland; and a sister, Editta Mannix, of Arlington.

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ASSOCIATION NEWS

A crowd of nearly 500 came to AFSA's fourth open meeting on personnel issues. Under Secretary for Management Spiers (speaking)



said that recent personnel practices are required by the Foreign Service Act and are supported by the majority of the Service.



Spiers defends forced retirements in large AFSA open meeting

Under Secretary for Management Ronald I. Spiers stood firmly behind personnel practices that will force large numbers of seniors and FSO1s into involuntary retirement, stating at AFSA's fourth open meeting that he had strong reservations about the Foreign Service Act but was committed to enforcing it. He and Director General George Vest denied that the majority of the Foreign Service opposed management practices that are reducing the size of the Senior Foreign Service and forcing large numbers of high-ranking officers to retire before the mandatory retirement age.

"If I had been the author of the 1980 act, I don't think it would look the way it does," Spiers told the meeting of nearly 500 employees in the Dean Acheson Auditorium in February. Spiers said that nonetheless, "Our job now...is to conform the Foreign Service to the outlines of the act, and nobody ever said it wouldn't be a painful process."

The open meeting was the fourth and final in a series conducted by the Association to sound out employee opinion on recent personnel decisions and to encourage discussion between labor and management. In addition to Spiers and Vest,

Deputy Assistant Secretary for Personnel Herman J. Cohen and Director of Personnel William Swing sat on the management side. Senior officer George High, FSO-1 Paul Molineaux, and FSO-3 Michael Spangler represented employees. AFSA President Gerald Lamberty moderated the panel discussion, which concluded with questions from the audience.

Both Spiers and Vest said that the 1980 act put into play the concept of personnel flow through. The concept had underlain the 1946 act, Spiers said, but it had not been successfully implemented. Vest added that "the old act allowed us to be run with a great deal of cronyism. We pushed for this new act with a much more precise series of hurdles, controlled and arbitrated by panels of us. As such, I would say there is much more support for the act than there is criticism."

Spiers denied that the lowering of promotions across the senior threshold in the last several years has resulted in the forced retirements. He said that all but eight of the 55 O1s who will be forced to retire next year because of expiration of their six-year windows would not have been promoted even if pro-

motion levels had not been lowered. He and Vest said that, despite rank in person, promotions should be based on the existence of jobs and the needs of the Service. Cohen added that any alterations in the time in class system and the windows would result in delayed promotions for junior and mid-level officers.

High cited a morale problem caused by these practices and the downgrading of senior jobs. "There is great uncertainty at senior levels; how constructive is that? Junior officers and mid-level officers are questioning what's ahead for them. Resignations are up among junior officers. Key jobs overseas are going begging." Concluded High: "The system is terribly mechanistic. We are losing a lot of expertise....Instead of flow through, shouldn't we be devising a system of a full career?"

Spiers acknowledged that the O1s and seniors who are being forced to retire are "a loss of some substance to the Foreign Service." He talked about the need to share the burden among the various ranks. "The 1980 act recognized this. It is painful I have a lot of colleagues, people I have worked with, people I think are good,

and they are going to be out under this system. This is not something we in management have elected. We are carrying out a policy of the U.S. government that was adopted after substantial debate." In a later remark, Spiers alleged that AFSA was responsible for these effects of the act and that the Association had the obligation of leading any changes.

Lamberty denied that the act called for the current policies. He said that the Hill was concerned with preserving the effectiveness of the corps at the time of the act's passage. In addition, "USIA and AID are also under the act, and they have gone at the problem with a different system. They have a longer window of seven years, and then a chance in the last year to hop back and stay at the O1 level permanently. Their management people are also concerned that they will be losing their key people and are talking with us and with AFGE to find ways of keeping the act from damaging their services. Why can't we do something like that at State?" Lamberty also insisted that the act allows more flexibility than Spiers had admitted to.

The under secretary responded-

Continued

ed that some of the panel's arguments were "overstated" and concluded that "I think the best people are staying in and getting to the top." He added that the various personnel cutoff mechanisms had been "set long before I got here and I just wonder about the impression that would result if the first time there is some pain in applying it we moved to change it."

Molineaux asked for Spiers's support in working with Congress to achieve an alternative. He went on to say that "there is a certain unease about your governance of the Foreign Service system" and said that Spiers was giving in to outside pressure rather than working to achieve the orderly conduct of the nation's foreign affairs. He likened the situation to "destroying the village to save it." He also charged that some of management's personnel experts "are incompetent."

Spangler said that concern was growing in the lower ranks about the decreasing chances for a full career. He said that the "20-year window is expensive, doesn't allow us to retain expertise, and finally causes less candor in higher grades." Spiers responded that "anybody who is less candid doesn't deserve to be there in the first place" and denied that "caution and timidity" could be equated with advancement. Vest added that "we only have so many jobs, and the higher we go there are fewer jobs. I didn't like this act." He claimed that "AFSA was saying this is the way we should go, so we went that way."

In response to a question from the audience, Spiers said that his view of the future is that the "Foreign Service generalist corps is going to remain roughly the size it is, although Gramm-Rudman may change that." He said that should hold true for the next five years and that the SFS generalist corps would remain at 15 percent of the size of the whole Service. "An officer at the FSO-1 level will have a 51 percent chance of going into the SFS. The entering officer will have about a 34-percent chance. It will be about a 25-year career for 66 percent of the people who enter the Foreign Service."

LAF fund put '85 AFSA books into surplus

The overwhelming response to the Legislative Action Fund drive last spring enabled AFSA to achieve a modest surplus in its fiscal year 1985 operations, according to the Association's annual audit. Because donations to the fund are only spent on legislative activities, AFSA's traditional operations posted a deficit of \$37,484, as expected, justifying the dues increase approved by the membership last year. FY 1985 was the fifth year since a dues increase.

JOURNAL revenues increased substantially because of a rapid growth in advertising sales. Expenses were also up, due to the expansion of the magazine's size and staff and the substantially larger number of issues printed because of the increase in the membership base. The increase in expenses is inflated, however, because of new accounting procedures that incorporated the ASSOCIATION NEWS and AFSA press relations within the JOURNAL budget.

Expenses for labor-management relations increased because of additional staff hired to provide extra member services

AFSA Financial Report			
	Actual FY '84	Actual FY '85	Budget FY '86
Income:			
Membership	\$431,725	\$496,676	\$647,560
Club	173,699	184,359	197,000
Journal	140,611	158,083	178,600
Interest	3,526	2,745	5,000
LAF	5,316	86,632	11,000
Insurance	9,308	12,703	13,000
Miscellaneous	261	1,810	
Lecture Series	0	1,980	5,500
	<u>764,446</u>	<u>944,988</u>	<u>1,057,660</u>
Expenses:			
Journal*	\$167,311	\$206,465	\$246,823
Club	256,329	264,469	272,303
L-M Relations	157,736	180,197	203,497
LAF	20,093	32,767	56,076
Administration	158,065	239,709	224,009
	<u>\$759,534</u>	<u>\$928,607</u>	<u>\$1,002,708</u>
Surplus	4,912	16,381	54,952

*Journal expenses for FY 1985 and after include the budget for the ASSOCIATION NEWS and AFSA press relations.

Administrative expenses went up because of the expansion of membership coordination to full-time status, the use of automatic data processing, and the cost of the dues referendum. Increased patronage and special events at the club slightly improved its profit-loss ratio. The fund created by the LAF drive—which brought in \$86,000, with one out of five members contributing—enabled AFSA to engage a second congressional liaison officer. The fund is expected to last

through the remainder of the current fiscal year.

The budget for the current fiscal year reflects the increase in dues approved by the membership last year, which should lead to a substantial surplus. Excess cash will be invested and used as a building and equipment fund.

Members who desire a copy of the audited financial statements summarized above may get one by contacting the AFSA executive office.

Secretary hired in AFSA office in State

Sharon Y. "Shay" Morgan has been hired as executive secretary in AFSA's labor-management relations office in the State Department building. Director for Administration Sue B. Schumacher announced. She replaces Demetra Papastrat, who resigned to become a researcher at a health-benefits consulting firm.

Morgan comes to AFSA from a consulting company, where she worked on site at a government facility. Previous to that she was a computer record technician. In addition to her work in the labor-management office, she serves as secretary to AFSA's Governing Board.



Morgan



Byers

Byers named executive assistant

Denise Byers has joined the Association as executive assistant to the director. Director for Administration Sue B. Schumacher announced. She comes to AFSA from Temporaries Incorporated where she was a job counselor.

She will have a role in overseeing AFSA's cash management and will assist the director in running Association events, resuming its lecture series, and in creating and administering new programs for the Association's retired members.

Members may recognize Byers from her appearance in commercials for Washington radio station WCLY-FM. She has a master's in communications.

Roth honored at Kennedy Center event

Former AFSA Governing Board member Lois Roth, director of USIA's Arts America Program until her death early this year, was honored with a memorial service that drew an overflow audience to the Kennedy Center's Terrace Theater on January 21. The service was attended by many from the Foreign Service, university, and arts communities. In addition to her activism in AFSA, Roth had been president of the Women's Action Organization for the last four years. Her obituary appeared in the last issue.

USIA Counselor Stanton Burnett paid tribute to Roth's achievements and professionalism at the service. "We have the misfortune to work at a trade whose accomplishments are usually uncertain, and always hard to measure," he said. "Lois built cathedrals, but she didn't

build the kind of cathedrals of which I can show you a picture...Lois did the kind of work, and did it in a way, that frees men's minds. I have a lot of certainty about accomplishments there...we revere this great officer for the minds we know she set free."

Roth's tenure on the Association's board was during 1970-74, both as secretary and as a member. She entered the Foreign Service in 1967 and served overseas with USIA in Tehran, Rome, and Paris. In Washington she served on the Scandinavia desk and later was deputy director of the division in USIA's Bureau for Educational and Cultural Affairs. For her work in designing a unique U.S. government cooperative agreement with Macmillan Company for the production of English teaching materials for television worldwide, Roth won the agency's Superior Honor Award in 1984.

An educational and cultural fund to honor Roth will be administered by USIA. Make checks payable to Lois W. Roth Fund and send to Room 849.

Grievant awarded travel costs in home-leave travel dispute

AFSA has won a grievance in which the State Department had denied an employee and his family home leave travel following a two-year assignment at a hardship post. The Grievance Board, in agreeing with the Association's interpretation of the Foreign Affairs Manual, said that the department had misapplied travel regulations and directed it to reimburse the employee for out-of-pocket travel costs.

The employee was stationed in Africa and was scheduled to take home leave on the west coast before reporting to Washington for five months of language training and consultation. Shortly before his departure, however, the department instructed the employee to proceed directly to Washington to begin language training and consultation, to be followed by home leave and transfer to his next assignment in Central America. The change in plans was necessitated, the department said, because the FAM re-

quires that employees travel via "the most cost-effective route." When the chief of mission cabled back that the employee had earned the chance to recuperate after service at a hardship post before starting a rigorous training program, the department agreed but stipulated that the regulations would then require that the employee pay the added travel costs.

The department's reason for changing the originally scheduled leave was 6 FAM 131.2, which defines direct travel and provides that "all official travel must be a usually traveled route." Since language classes start every two weeks, conflict with training schedules was not at issue. The employee pointed out in the grievance that the home leave travel routing in question was direct and therefore in compliance with the regulations. The Grievance Board agreed and directed the department to reimburse the employee for out-of-pocket expenses.

AFSA victories on security bill safeguard employee rights

Following vigorous lobbying by the Association, the House Foreign Affairs Committee made two important changes in a bill implementing diplomatic security recommendations by the Inman panel. The changes, if sustained by the Senate, will help

ensure that needed security policy changes do not infringe on employee rights.

The bill, introduced by House International Subcommittee Chairman Dan Mica (D.-Florida) as part of the Omnibus Diplomatic Security and Anti-terrorism Act of 1986, establishes a State Department Bureau of Diplomatic Security and appropriates funding to enable the department to meet the security needs overseas of both personnel and facilities. AFSA registered great concern about the establishment of accountability procedures without any administrative or judicial review in the bill's original form, as well as the removal of the new bureau from the bargaining unit the Association represents. The legislation establishes an Accountability Review Board that would investigate and recommend disciplinary action when an employee's actions resulted in serious injury, loss of life, or significant destruction of property. Under the original bill, all employees, not only security agents, would have been subject to the board's authority, and appeal to the Grievance Board or the judicial system would have been forbidden. AFSA was able to persuade the subcommittee to include review of board decisions. AFSA also won the subcommittee's support on the Diplomatic Security Service's inclusion in the bargaining unit, entitling those employees to exercise their rights to be represented in negotiations concerning conditions of employment.

AID Standing calls for halt to new EER form

AFSA's AID Standing Committee has asked agency management to halt implementation of a new Employee Evaluation Report form it had been testing this year. The request came during a meeting with AID officials in February.

The standing committee informally polled agency officers in Washington and received information from posts about reaction to the new EER. At the meeting, it was briefed by the contractor who had drafted the form and conducted the tests. Following the briefing, the committee proposed that management not go ahead with the new form for this year because of weaknesses in Sections 3 and 4, which deal with job functions and achievement and with performance characteristics. Because of those weaknesses, the committee said, management should use the original EER as the basis for any revisions. The management officials told the committee members that a formal proposal would be forthcoming.

Offices swamped with reprint requests on retirement article

The AFSA offices were swamped with phone calls and more than 300 reprint requests after the *Washington Post* cited an item that appeared in the March issue as the best article in print explaining the effect of the tax reform law before Congress on retirement annuities. The item, which appeared under the rubric "Legislative Alert" in the

ASSOCIATION NEWS, was written by AFSA Congressional Liaison Robert Beers.

Because the citation came in Mike Causey's "Federal Diary" column, which is syndicated, requests came from around the nation. One request even thanked us "in advance for our assistant," but we declined to enclose one.

Political appointees fewer among foreign diplomats posted here

The United States sends a slightly higher number of political appointees abroad as ambassadors in that region, only seven percent of the chiefs of mission they sent to Washington are from outside their professional diplomatic corps.

The analysis was based on profiles in the September 1985 publication *Diplomatic Dossier* and on the State Department's most recent official listing of U.S. chiefs of mission. In some cases it was not possible to determine a foreign ambassador's status.

The difference is more dramatic when the analysis is restricted to Europe and Canada

While American political appointees outnumber career ambassadors in that region, only seven percent of the chiefs of mission they sent to Washington are from outside their professional diplomatic corps.

SFS back pay victory voids legal fees

AFSA has won its fight to obtain back pay for members of the Senior Foreign Service whose salaries were capped between October 1980 and December 1981. In addition to the approximately \$2300 lump sum due em-

ployees, their high-three-years salary will be increased for annuity computations.

AFSA had insisted that the State Department make the payments to members of the SFS in light of a court decision concerning back pay for members of the Senior Executive Service. Though *Squillacote v. United States* did not directly award back pay to members of the SFS, the Association had argued that the Foreign Service Act prescribes that SFS salaries be adjusted in the same manner as SES rates. AFSA had also sought and received assurances from the department that former Foreign Service Reserve officers in classes one and two would receive the back pay. In March, the department officially agreed to the Association request and announced the award of back pay in a departmental

notice.

According to the department's repayment schedule, however, some employees otherwise eligible for the back pay will receive no compensation if they were serving at differential posts during this period, since the salary plus differential would still be limited by the ambassadorial pay cap in place at that time.

The department intends to finish making payments in December, most payments will be made prior to that time. AID has informed us that they will make payments by August.

One bonus for SFS employees: since AFSA took action on behalf of State and AID employees, they will not be required to contribute to the approximately \$1.26-million in legal fees awarded to the lawyers for the Squillacote plaintiffs.



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