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I. NATIONAL SECURITY AND THE U.S. PRESENCE OVERSEAS

1. The review undertaken in the preparation of this Report indicates that progress has been made in planning and taking actions aimed at the improvement of foreign attitudes toward U. S. personnel overseas, constituting an important contribution toward the achievement of national security objectives. The review also indicates that much more can be accomplished if senior agency and field officials give greater personal attention to the policy aspects of the OCB Report on U. S. Employees Overseas, 1958.

4042 | 2. Promotion of better understanding between foreign nationals and U. S. personnel is fundamental to successful foreign relationships. The personal conduct of each American overseas is a major factor in the acceptance by foreign nationals of the presence of large numbers of Americans in their country. Under inspired leadership, the natural inclination of the individual American to be a good representative of his country becomes the foundation on which to build mutual understanding and gain acceptance of the U. S. presence overseas.

3. A basic conclusion emerging from this review is that the head of each department or agency having personnel overseas should exert greater personal leadership to ensure that U. S. personnel abroad understand the importance of their role as personal ambassadors. The senior representatives overseas of departments and agencies, particularly each Chief of Diplomatic Mission and Commander of Unified Commands, share this responsibility.

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II. SUMMARY AND RECOMMENDATIONS FOR FURTHER ACTION

4. In this summary, the 21 Recommendations of the OCB 1958 Report are treated for convenient reference under four headings:

- A. Positive Approach,
- B. Personnel Policies and Procedures,
- C. Facilities and Privileges, and
- D. Community Relations.

The Annex contains a detailed analysis of the status of implementation under each of these 21 Recommendations as reported in replies to the Questionnaires sent to agencies, diplomatic missions and military commands overseas.

5. It is apparent from these replies that the terms "employees" and "administrative practices", as used in the 1958 Report, led to some misunderstanding of the applicability and importance of the Report. To emphasize that the Report applies to both civilian employees and military personnel, and that more than purely administrative action is required, these two terms are not used in this review. To remove any doubt as to the applicability of the 1958 Report to both military and civilians overseas, the term "personnel" is used throughout this review rather than "employees".

A. Positive Approach - Recommendation 21, OCB 1958 Report

6. This recommendation and discussion thereunder set forth the philosophy and spirit in which the specific actions contained in the other recommendations were to be implemented. In the preparation of the OCB 1958 Report, it was recognized that all opportunities for favorably influencing foreign attitudes towards the U.S. presence cannot be capitalized upon by even the most energetic implementation of the other recommendations contained in the 1958 Report. Recommendation 21, therefore, called for positive action by responsible officials.

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7. In addition to regular Government programs directly affecting the personal attitudes and relationships of foreign nationals toward the U.S. presence overseas, there are numerous outstanding examples of successful activities organized in the field both before and since the OCB 1958 Report, to promote better understanding between foreign nationals and U.S. personnel. In fact, it is as much from the good program examples as it is from the poor ones that the major assumption of this report is drawn: viz., that under positive leadership, individual Americans can and do create a favorable image of America which contributes immeasurably to the attainment of our national objectives.

8. A program that is not essentially based on emphasizing the positive approach to life in a foreign country is of limited value in promoting better understanding between foreign nationals and U.S. personnel. The foreign national responds to evidence of a desire on the part of an American to appreciate his way of life: to learn his language, to understand his culture or in other ways to establish real rapport. Effort and a considerable degree of mature patience are two essential ingredients of establishing cultural empathy. The fundamental task, is therefore, to capitalize on the natural inclination of the American to be a good representative of his country, to establish friendly contact with nationals of the host country, and to enjoy the opportunities for interchange with a foreign culture. To this end, a greater degree of constructive motivation is attained when the American realizes that his personal conduct and attitude constitute a significant factor in the acceptance of the U.S. presence abroad and are, therefore, important to maintaining U.S. capability to carry out national security policies.

9. Development of motivation and molding of attitudes are long-range matters and need clearly stated U.S. Government policy as a base on which to build. Such progress as has been made in compliance with the Recommendations contained in the OCB 1958 Report has been largely the result of understanding the foreign policy significance underlying the program. In many instances the OCB 1958 Recommendations have been seen solely in terms of requiring administrative action. This has not been conducive to full achievement of the desired goals in support of foreign policy. The evidences of progress in improvement of personnel selection practices, in more thorough orientation, and in the introduction of incentives for language study, are all encouraging, but there is need for general recognition throughout the Government that plans for dealing with these issues must be laid on the basis of their profound impact on national security requirements,

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10. Several reports indicate that some Chiefs of Mission and Military Commanders have fully implemented the policy objectives of Recommendation No. 21 through field programs which "convey to the citizens of the host country a sense of mutual benefit from the U.S. presence." In some instances there are inter-agency programs coordinated by the Chief of Mission which go well beyond the agencies' joint communication providing guidance in these matters. With further individual or joint agency guidance in broader perspective, including examples of successful field programs, it is possible that other field establishments would be inspired to implement the policy objectives of this recommendation. The Defense Department's leadership in promoting activities under the People-to-People Program and the achievements of personnel of all agencies in providing disaster relief are outstanding examples of positive actions that bring about a sense of "mutual benefit." Formal community relations committees which include foreign national municipal officials established in several areas are also effective examples of positive programs.

11. The following are Recommendations for further action:

Recommendation No. One: That, inasmuch as the problem of the U.S. presence overseas varies greatly from country to country in its significance as a factor affecting U.S. foreign policy and as to the actions most appropriate for developing more favorable attitudes on the part of foreign nationals, OCB Operations Plans, as applicable, should contain specific guidance for utilization of the contribution which individual Americans overseas can make in furtherance of country objectives.

Recommendation No. Two: That, in recognition of the foreign policy significance of acceptance of the U.S. presence overseas, the head of each agency designate an appropriate official responsible for providing policy direction on implementation of all activities covered by Recommendations in this and the OCB 1958 Report.

Recommendation No. Three: That Chiefs of Mission and Commanders of Unified Commands review the policy aspects of this Report, the April OCB 1958 Report and OCB Operations Plans and give their personal direction to the achievement of the underlying objectives bearing on national security.

Recommendation No. Four: That field inspection procedures of each agency concerned, as appropriate, provide for inquiry into the manner in which these recommendations are being implemented and report to the respective agencies.

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B. Personnel Policies and Procedures

(Recommendations 1 through 12 and 20 - covering Selection Processes, Orientation, Language Training, and Use of Dependents)

12. Personnel selection procedures of all agencies have been strengthened to some extent. Further improvement will be facilitated by increased inter-agency exchange of newly developed selection practices and techniques.

13. The Department of Defense is endeavoring to provide re-employment rights for overseas service for its civilian employees through administrative procedures and is seeking additional statutory authority.

14. Both the agencies and the field report a number of specific actions taken to ensure more adequate orientation of American personnel. Agencies and the field could profitably exchange more information on the content of their orientation programs. A few highly successful joint agency orientation programs overseas have been reported. In Washington, the use of joint programs should be further increased. Relatively little progress has been made toward greater inclusion of dependents and contractors' personnel in orientation programs.

15. There has been a significant increase in language training at home and abroad for personnel, although provision for dependents is still on a space-available basis. The host country language is taught in many U.S. Government-operated American schools abroad.

16. Where the host country permits attendance, a few U.S. Government-operated schools have admitted children of the host country, and in some of these cases the American community has provided scholarships for such children.

17. Dependents of personnel overseas are employed to a large extent by the Department of Defense and ICA, but as a rule State and USIA policies result in more limited employment of dependents.

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18. The following are Recommendations for further action:

Recommendation No. Five: That agencies continue to strengthen selection programs for overseas personnel and place increased emphasis on orientation, including the orientation of dependents and contractors' personnel; suggested procedures include further inter-agency consultation and furnishing additional guidance to bring about increased joint orientation in the field.

Recommendation No. Six: That agencies explore with the field possibilities for more local or other language training where little or none is now scheduled, even if the difficulty of the language permits only a basic course of study.

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C. Facilities and Privileges

(Recommendations 14 through 18 - covering PX and Commissaries, Housing, Motor Vehicles and Personal Property and Currency)

19. The reports on PX and Commissary facilities range from reasons Recommendation No. 14 cannot be implemented to encouraging attempts to make these facilities less conspicuous and to reduce the number of locally produced or available commodities stocked. There is evidence of honest misunderstanding of the import of the Recommendation itself as it applies to stocking locally available items.

20. It is the practice of all the agencies to disperse housing throughout local communities in so far as safety, sanitation and economic factors permit.

21. The implementation of the OCB "Guides" relative to sale of personal property, motor vehicles and currency conversion has been satisfactory in a few instances, except for the matter of currency conversion implementation by Defense, but implementation has generally been regarded as being solely of routine administrative concern without due regard for the significance of the "Guides" as measures bearing directly on foreign attitudes.

22. Defense reports that it has not yet implemented paragraph 27 of the "Guides" which concerns the payment of station allowances in local currencies, stating its view that implementation is contingent on authorization of a reasonable amount of currency conversion as is in effect for other departments and agencies.

23. The following are Recommendations for further action:

Recommendation No. Seven: That agencies clarify their guidance and instructions to the field on operation of PX and Commissaries, especially to make clear that the intent of Recommendation No. 14 was not to restrict the stocking and sale of locally produced or available commodities, nor to preclude the sale of American or other foreign products, except when equivalents are available on the local market at comparable prices and in sufficient quantity.

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Recommendation No. Eight: That posts and unified commands be instructed to submit their current regulations pursuant to the OCB "Guides" for review by the respective agencies and that the agencies provide such additional guidance as may be required to ensure closer responsiveness to the program objectives of the OCB 1958 Recommendations 17 and 18.

Recommendation No. Nine: That Defense and Treasury, with other agencies affected, review the question of currency convertibility for Department of Defense military and civilian personnel overseas with a view toward equalization of conversion privileges for all overseas personnel consistent with the protection of the fiscal resources of the United States and appropriate controls over improper transactions.

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D. Community Relations

(Recommendations 13 and 19 - covering Employment of  
Local Personnel and Community Committees)

24. Legislation is being sought to authorize agencies to administer foreign national employment overseas in accord with host country customs and practices.

25. Military commands make extensive use of community relations committees having host country national membership. In four countries formal embassy committees with representation of both civilian and military agencies have been established this past year. The feeling at some posts is that they have complied with the spirit of the recommendation through informal civic and social organizations sponsored by the posts.

26. The following is a Recommendation for further action:

Recommendation No. Ten: That posts and commands where formal, bi-national, community relations committees have been established report the committee organization and significant successes to State and Defense, respectively, for dissemination to other posts and commands for information and guidance, to the end that this organizational concept be further encouraged and promoted.

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