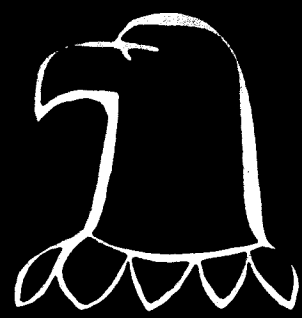
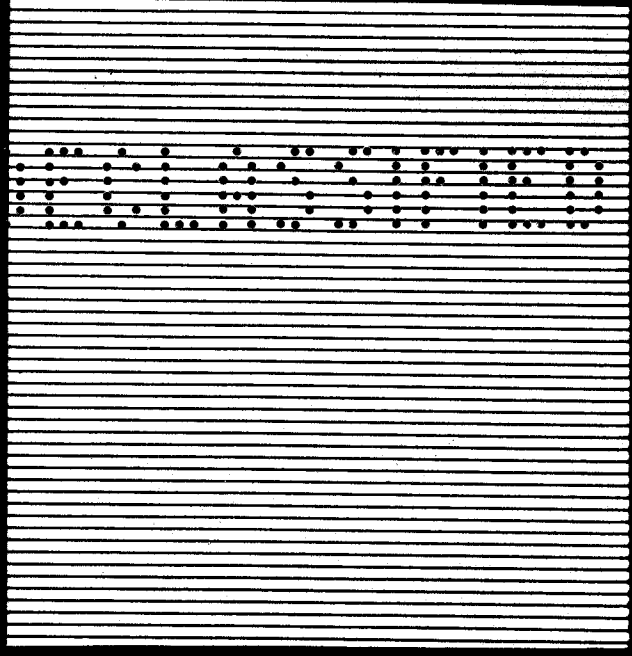
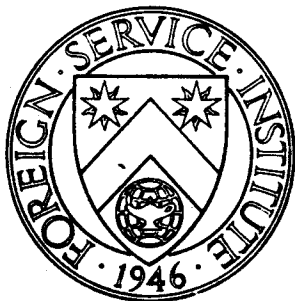


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CASE STUDY

THE TRAINING OF THE DIPLOMATS FOR THE
DIPLOMACY OF THE 70's - TRENDS AND ISSUES

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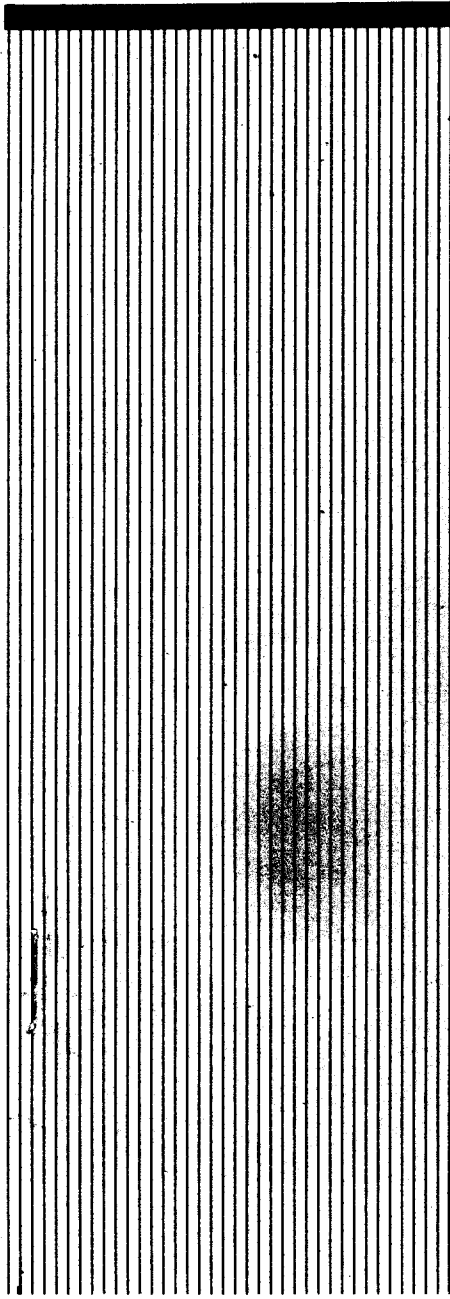
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THIRTEENTH SESSION
SENIOR SEMINAR IN FOREIGN POLICY
Washington, D. C.
1970 - 1971

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THE SENIOR SEMINAR IN FOREIGN POLICY

THIRTEENTH SESSION
August 17, 1970 - June 11, 1971

THE TRAINING OF THE DIPLOMATS FOR THE
DIPLOMACY OF THE 70's - TRENDS AND ISSUES

A Case Study

by

Robert W. Moore

April, 1971

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SUMMARY

Significant new trends are apparent in the training of Foreign Service Officers. Officers entering the Service in the 70's will have considerably different educational backgrounds than most of their predecessors. The recruiting policy of the Department of State in the 70's will be to seek somewhat older persons with specialized functional skills in preference to young graduates right out of college. Also, the Department proposes in the 70's to make more purposeful use of its in-service and on-the-job training programs than in the past. The emphasis will be on (1) intensive functional training in the several specialties (political, economic/commercial, administrative, consular); (2) training in the "core skills" of diplomacy for all officers regardless of specialty, and (3) training in management skills to supplement the traditional diplomatic skills.

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INTRODUCTION

The subject of this paper seemed to merit inquiry because of several developments portending change in (1) the backgrounds of persons seeking entry into the Foreign Service Officer (FSO) Corps and (2) the qualities currently sought by the Department of State in its FSO's. These developments are as follows:

1. The content of international studies programs at universities has changed markedly in recent years.
2. The attitude of students towards careers in the Foreign Service has changed.
3. In Diplomacy for the 70's, a blueprint for management reform of the Department of State prepared by 13 internal Task Forces in December, 1970, it is said that the Department "...has relied too long on the generalist and has been slow to recruit and develop officers with the wide range of special aptitudes, skills and knowledge which the new diplomacy requires." This conviction is reflected in a new recruiting philosophy, which postulates recruitment of officers by "cone," or functional specialty (political, economic/commercial, consular, administrative), and which favors relatively older FSO candidates with advanced, specialized education or experience, over the younger person just out of college.
4. Diplomacy for the 70's and several of the implementing Management Reform Bulletins indicate that the Department seriously intends in future to concede a higher priority to training.

I have not attempted to treat my subject exhaustively. My sources supplied extensive information and varied points of view, but not a full cross section of opinion. The validity of some of my generalizations might be questioned on this ground. The trends and issues chosen for discussion are those which seemed significant to me as I encountered them during my research, but inevitably I had to be arbitrarily selective. Finally, the style of the paper is what might be characterized as impressionistic, as distinguished from a rigorously analytical approach.

The selective bibliography is brief. Not listed are articles and papers, both published and unpublished, which I consulted. I also conducted interviews with officials of the Department of State (including the Foreign Service Institute) and the Federal Executive Institute, Charlottesville, Virginia; administrators, faculty members and students at nine universities, and certain private persons interested in the subject of the paper. I am grateful to all of those interviewed, who were uniformly generous with their time, energy and insights. My conversations with them provided me with the major part of the self-education which was the chief purpose of this research project.

Two terms used in the title of this paper require clarification. First, the term "training" is used to include education as well as job-related instruction (which in turn embraces formal in-service training and on-the-job training). Secondly, the title refers to the training of "diplomats," but in fact the paper discusses only the training of Foreign Service Officers, a more precisely defined category of persons. Specifically, for lack

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of space and because of the complexities that would be introduced by including them, officers of AID and USIA and the Foreign Affairs Specialists of the Foreign Service (highly specialized employees such as medical personnel, communications technicians, security personnel, etc.) are excluded from the scope of the paper.

PRE-ENTRY EDUCATION

The purposes of this section are to set forth what educational preparation and pre-entry training the Department seeks in FSO recruits at this time; to outline contemporary fashions in the study of international affairs, and to comment on current student attitudes towards the Foreign Service.

The FSO of tradition. Historically, the typical entering FSO was likely to be in his early twenties, recently out of college with a bachelor's degree. His was usually a broad, liberal arts education, with a major in international relations, history or political science. He was proud to call himself generally educated and he proposed to build a career in the Foreign Service as a generalist. To the extent that he envisaged himself developing a functional specialty, it would be political work.

Changing standards. The prevalence of the prototype sketched above can be overstated, but the description fits a large proportion of FSO's and presents what was long regarded as a model for all. There are those who still regard it as a proper model, but the Department of State has revised its conception of what the prospective FSO should be. In Diplomacy for the 70's, Task Force IV briskly rejects the traditional idea that "...basic intelligence, a good liberal education, and an unquenchable interest in foreign affairs..." are adequate qualifications for the FSO of this decade.

As intimated in the Introduction, the Department has abandoned the practice of recruiting chiefly generalists and is recruiting by functional specialty. It aims to bring into the Foreign Service persons who already have advanced degrees, specialized skills and work experience. There are still many applicants for the FSO examination from traditional educational backgrounds in international studies, but the Department's positive recruiting drive at this time is directed mainly to university economics departments, schools of business administration, law schools and even non-campus sources in the effort to attract candidates with an interest in and skills usable in the economic, consular and administrative fields, which have always been hard to fill and keep filled.

Recent experience reflects the effects of the new policy. Substantial numbers of applicants taking the FSO exam in December, 1970 indicated a preference for cones other than the political cone, and nearly one-third of those taking the exam were off-campus. Recently-appointed FSO's are older, averaging 25-26. Although a large minority still come from study of the traditional subjects, entering classes are widely varied in education. There is a noticeable increase in the proportion of economics and law graduates. The percentage of entering officers possessing advanced degrees has risen from 46 in FY 1966 to 59 in FY 1970.

Meanwhile, back on the campus. An obvious question to ask at this point is how have the universities reacted to the Department's new recruiting posture? The answer is that there has been and is likely to be little direct impact on their policies, curricula or sensibilities, inasmuch as the Foreign Service hires only a handful of their graduates even in the disciplines traditionally related to foreign affairs. (The intake of new FSO's was 107 in FY 1970; a class of 150 is projected for FY 1971, the budget permitting. The annual intake of 300 suggested in Diplomacy for the 70's seems a tenuous possibility with tight budgets in prospect for the 70's.)

Notwithstanding the minor effect of the new FSO recruiting policy on universities generally, alarm is felt by the few institutions whose primary purpose is to prepare young people for foreign affairs careers (whose graduates have reportedly been doing less well on the oral exams lately), and by some individual educators in the international affairs field. Both feel that the Department is misguided in recruiting specialists from the functional disciplines, rather than from an interdisciplinary program like international relations. As they view it, this is untimely since it comes at a time when the interdisciplinary format is steadily gaining adherents not only in international studies but in higher education generally.

In its most categorical form, the argument against recruiting by functional specialty might be stated as follows: The generalist concept is still best, because only the generalist has the broad foundation on which to build the skills of the diplomatist and because compartmentalization of FSO's into specialized cones will produce a sense of isolation and a sterility which will undermine the unity and effectiveness of the Foreign Service. There is some validity in this line of argument, but at the same time it is indisputable that the Service needs officers with specialized skills who will work in their specialties most of their careers. Therefore a compromise which takes features from both the generalist and specialist approaches seems in order.

It is towards such a compromise that the Department appears to be feeling its way. Thus, the narrowing effect of specialization can be mitigated, it is hoped, by cross-cone assignments and by in-service training in the "core skills" needed by all FSO's regardless of specialty (see section on In-Service Training). There are those who are less certain this scenario will succeed than the Department seems to be, but it is workable in theory and presumably it will have vigorous backing at high levels in the Department. Another factor that may help to counterbalance the compartmentalizing tendency of specialization is the broader education that specialists recruited in future are likely to have received. Increasingly the various academic disciplines and the professional schools are injecting an interdisciplinary flavor and an international aspect into their curricula.

In the main, educators consulted by the author thought wise the Department's policy of recruiting students with graduate degrees in preference to undergraduates, if only because the former are more mature. Educators in the field of international relations tended to believe that in most cases the Department would do best to recruit M.A.'s rather than Ph.D.'s - in their field at any rate. They regard the Ph.D. as essentially a research degree; some see it as unnecessary for, and possibly a hindrance to, the would-be practitioner.

On the evidence of his own observations and the views expressed by some of the educators he interviewed, the writer concludes that there is at work an integrative process which will draw what is useful from the traditionalist and behaviorist schools to produce better curricula for better-educated FSO candidates. In support of this conclusion, there may be cited the case of the Fletcher School of Law and Diplomacy and the School for Advanced International Studies, two graduate schools long devoted to providing broad, interdisciplinary education in foreign affairs. Both have moved with the times by gradually strengthening their traditional curricula in areas such as economics, quantitative analysis and the behavioral sciences as the usefulness of these subjects was demonstrated. Similar curricular changes are underway in undergraduate international studies programs at universities which the writer visited.

The latest fashions. With the quantitative social science approach to the study of international affairs going strong and still widely regarded as the latest thing, students at several universities are reported to be exercising their prerogative of perversity by turning away from "soulless" science and showing renewed interest in the humanities as they bear on international affairs. They are apparently in search of ideological content in international studies, and their search has already had some effect on curricula. Another interesting trend in international studies is the effort encountered here and there to teach diplomacy - the how-it-is-done side of international affairs - in addition to the usual theoretical and historical aspects of the subject, using teaching techniques such as role playing and simulation.

Intern program. Several of the author's academic contacts spontaneously urged that the Department establish an intern program for university graduates. What they envisage is a limited-commitment program of on-the-job training that would enable the Department and prospective young FSO's to find out whether they were made for each other. As they see it, to be most worthwhile the program should involve a large number of students, and an internship should be as long, perhaps, as two years.

In a way, the proposal put forward in Diplomacy for the 70's to hold new officers in probationary status through Class 6 pending formal commissioning at that level, is an intern program. However, the period of service spanned by Classes 8-6 is long; the high average age and commensurate family responsibilities of entering officers poses a problem, and there is a considerable degree of actual or implied commitment on both sides. Therefore, a shorter program for younger persons might be desirable. The Department's existing summer intern program is too small (20 persons per summer) and the period of internship too short (10-12 weeks) to have much impact. On the other hand, it is probably unrealistic to expect that the budgets of the 70's will permit the Department to do much more.

Student attitudes. It is a truism that students are cool to government careers these days; and they are probably less interested in careers in foreign affairs than in other branches of the government. Even at schools which have historically supplied many FSO's, the number of students taking the FSO exam has fallen off drastically in recent years. In spite of these alarming features of the current scene, the writer believes the Department will be able to recruit adequate numbers of suitably qualified officers in the 70's without great difficulty for the following reasons:

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1. Even though many students are "turned off," others are still interested in the Foreign Service, as attested by the fact that some 8,000 persons took the FSO exam in 1970.
2. Even though professors warn that their best students show little interest in the Foreign Service, there seem to be enough capable candidates applying to meet the Department's modest recruitment needs. Moreover, it may well be that the best students, academically speaking, should go into research or teaching rather than foreign affairs careers. Generally speaking, the Foreign Service seeks practitioners, not scholars.
3. In recruiting by specialty and from off-campus sources, the Department will draw, in part at least, from groups that are presumably less hostile to the government than are social science and humanities students.
4. It seems reasonable to suppose that the present student reluctance to work for the government is a passing phase, and that when students seriously compare professional careers they will find the Foreign Service competitive in terms of both pay and challenge.

IN-SERVICE TRAINING

When one speaks of training in the Foreign Service, it is usually formal in-service training that he has in mind. In-service training commonly takes the form of study at the Foreign Service Institute (FSI), the Department's own training organization, or under the Institute's direction while detailed to other institutions such as universities or the War Colleges.

An in-service training program is maintained, obviously, to supplement pre-entry education and on-the-job training. The balance among these three types of training for FSO's has varied over the years, but in-service training has grown steadily in volume and importance, both in absolute terms and in relation to the other two types of training. It should - and probably will - receive still greater attention in the future for reasons set forth by the Herter Commission in 1962 (and echoed by Diplomacy for the 70's), as follows:

1. Pre-entry university instruction cannot provide full professional preparation for FSO's.
2. Increasing functional specialization requires continuous updating of an officer's specialized knowledge and skills.
3. With foreign affairs executives being drawn increasingly from specialized backgrounds in the several functional cones, they will require broad, in-service training in management and the arts of diplomacy.

History of in-service training. Language training on a small scale goes back to 1826, and training for consular officers was initiated in 1907. A Foreign Service School was created in 1924, but it was small and gave training chiefly in consular and commercial work. A more ambitious step was establishment of the Division of Training Services in 1945, but in-service training did not acquire permanent status in the Department's administrative structure until 1947 when the FSI was launched.

The Department has long been accused (most recently in Diplomacy for the 70's) of not assigning a high enough priority to training. It has been said that the Department's tradition is anti-training, even anti-intellectual, in large part because its senior officials tend to be pragmatic, practical, problem-solving men dubious about the usefulness of formal training in their profession. A sample of FSO's surveyed by Harr (The Professional Diplomat) in the late 1960's felt that in-service training was incidental to success in a Foreign Service career.

There is some truth in these accusations, but it is also true that the volume of in-service training has risen prodigiously and that the Department has spent increasing amounts of money on it. In the writer's view, the Department's in-service training effort can be faulted less in terms of its size than in the following two areas: (1) work and training assignments have borne too little relation to each other; (2) there has been too little planned use of work assignments as a means of providing on-the-job training. The latter point is discussed at greater length in another section of the paper.

As noted earlier, Diplomacy for the 70's - and measures being taken to implement its proposed reforms - augur a more purposeful approach to in-service training by the Department in the future. This is encouraging, as is the fact that younger officers, unlike their older brethren surveyed by Harr, seek training opportunities and regard training as a means of advancing their careers.

History and role of the FSI. From tiny beginnings, the FSI has grown remarkably in terms of its budget, the variety of its course offerings and the number of students it trains. The annual budget, which was just under \$600,000 in FY 1948, is now on the order of \$10 million. The number of students has increased swiftly; the annual total of about 18,000 in recent years represents a 40 per cent rise since 1960 and is approximately double the numbers of the mid-1950's. While nearly 60 per cent of the students at the FSI study languages, there are extensive, well-attended course offerings in area and professional studies as well.

Although the FSI since its founding has been buffeted by winds of controversy over its proper role, it is now firmly established as the Department's in-house, in-service training institution. It provides training also for many persons from other foreign affairs agencies. It enjoys widespread respect among educators, who give it high marks particularly for its school of languages.

The role that the FSI is expected to play at any given time will reflect, of course, the role that the Department plays, or visualizes for itself, in the U.S. Government. Shifts in and uncertainty about the latter have caused numerous reexaminations of and changes in the curriculum of the FSI during its history. At the present time, it can be assumed that an effort will be made to shape the FSI to serve the more vigorous leadership role in foreign affairs envisaged for the Department in Diplomacy for the 70's.

Specific recommendations of the management reform Task Forces with regard to in-service training are discussed elsewhere, but reference to at least one of the issues with which the Task Forces concerned themselves is appropriate here, also. This is the question whether the FSI should provide education or training, the latter being defined as job-related instruction. Obviously, it is not possible completely to separate the two; but the central purpose of the organization can be defined and used as a guideline in developing course offerings.

To the extent that purpose can be divined in this period of change, it appears that the main thrust of the FSI program is going to be in the area of more or less job-related or function-related training, and away from educational type instruction. The doctrine would be that the FSI can serve most usefully by applying the knowledge of the specialized disciplines to foreign affairs, and should not attempt to educate FSO's in those disciplines.

Naturally there will be departures from this general rule, notably in the case of the short, survey courses in the political field, which are likely to be retained, and perhaps in some core skills courses as well. The existing 22-weeks course in economics, which is better described as education than as training, may or may not survive; its appropriateness in a training institution like the FSI has been questioned and is under review. Continuation of the course would be at variance with the Department's recruiting philosophy, which favors recruiting officers already equipped to undertake specialized work with a minimum of in-service training. A number of educators consulted by the writer agreed that there is a logical division of labor between the universities and the FSI, and urged that the latter generally confine itself to training as distinct from education.

Foreign affairs academy. Hardly a year passes that there is not introduced in Congress a bill to create a foreign affairs academy; a bill to this effect awaits action in the 92nd Congress. The proposals vary, but most project an institution which would provide an education in international affairs (at either the undergraduate or graduate level, or both) for prospective FSO's and other government officials, and would, of course, displace the allegedly parochial FSI with its more modest training role.

The Herter Commission in 1962 recommended creation of a graduate level National Foreign Affairs College. The Presidentially-appointed Perkins Commission of about the same time put forward a more elaborate proposal for a National Academy of Foreign Affairs, which was incorporated into a Congressional bill that ultimately faded away.

The Department opposed it, as it has done similar suggestions before and since, largely on the grounds that (1) there is no single, appropriate educational path to the varied careers to be found in foreign affairs; (2) a diversity of regional and educational background is desirable in FSO's, and (3) the FSI serves the essential training needs of other agencies as well as the Department of State. Thus far, the Department's view has coincided with prevailing Congressional sentiment on this question, and the writer is aware of no reason to expect a change in that sentiment.

Task Force attitude towards in-service training. The work of several of the management reform Task Forces whose reports appear in Diplomacy for the 70's, impinged on the matter of in-service training. Broadly, they recommended that there be more of it, that it be more efficiently administered, and that it be more purposefully related to the needs of the new diplomacy and of the officers who will conduct the new diplomacy.

With reference to the volume of training, they recommended that the total annual man-years of in-service training be increased fifty percent between now and FY 1975. Further, they recommended that training programs be planned on the assumption that upon reaching senior status an officer would have devoted 10 percent of his career time to training (again, a 50 per cent increase over the present level); the Herter Commission suggested adoption of

the 10 percent target back in 1962, noting that the average was then five percent). Another set of general Task Force recommendations calls for a direct, planned relationship between an officer's training and work assignments.

It is timely to record here a note of caution. Many of the Task Force recommendations on training are unquestionably constructive and promising. However, advances in the training program during the next few years are likely to be limited to its improved administration and shifts of emphasis in its composition. A significant increase in the size of the in-service training effort in the 70's is questionable unless the budgetary outlook brightens unexpectedly in the next year or two. Only modest budget increases are in prospect for FY 1972 and FY 1973.

Task Force recommendations concerning the FSI. In brief, Diplomacy for the 70's proposes that the FSI be strengthened. Most, but not all, of the specific suggestions offered would cost more money than can realistically be expected to be available soon, but some (such as the proposed reshuffling of the FSI's organizational pattern) can be implemented at no cost and others could be tried at small cost on a pilot basis. Among these are the greater use of teaching techniques such as simulation and role-playing in a problem-solving format, and the suggested closer linkage between language study and area study. The recommended recruitment from the academic world of a prestigious director for the FSI might be financially manageable, but the corollary hiring of more outside teaching talent probably will not be.

Perhaps the most noteworthy Task Force recommendations affecting the training of officers at the FSI are the following: (1) intensified emphasis on management training at all levels; (2) provision for instruction in the core skills; (3) establishment of a school of functional studies, in effect replacing the present school of professional studies, and (4) establishment of a school of general studies to serve as the principal vehicle for instruction in the core skills and the development of managers/executives.

With regard, first, to the emphasis on management training, this is a theme which pervades Diplomacy for the 70's, the argument being that the complex, operational new diplomacy requires senior officers who possess management ability as well as the traditional diplomatic skills. The writer encountered wide ranging views on this subject in his research, including the skeptical conviction, held by some FSO's as well as some educators, that too much emphasis on management training will divert energy away from development of the vital skills of the diplomatist. These critics fear that the stress on management may be putting form ahead of substance. They would say, echoing Peter Drucker (Managing For Best Results, Harper & Row, New York, 1964), "The pertinent question is not how to do things right, but how to find the right things to do..."

The report of Task Force X answers this line of criticism as follows: Management ability is not envisaged as a substitute for diplomatic skills but as a dimension to be added to them. Management training will serve to develop broad competence in foreign affairs leadership, not merely to inculcate managerial or administrative skills. The debate on this subject will no doubt continue, but meanwhile the FSI has moved swiftly to inject more management studies into its curriculum, from instruction in direct supervision to studies in management theory and practice. Outside, professional consultants in this field have been engaged.

Measures to ensure instruction for all in the core skills are more difficult to formulate and put into effect, in part because there is as yet no general agreement on the definition of core skills. The term may be broadly conceived as embracing that knowledge and those abilities (the ability to negotiate, for instance) an officer needs to be a diplomat and not just a functional specialist. Some persons regard language competence as a core skill; others would include basic skills such as the ability to write well, report accurately, analyze perceptively, etc. Some would include such indefinable qualities as intercultural sensitivity. The FSI and other concerned elements of the Department are currently wrestling with the issue.

At first glance, the problem of identifying the core skills may seem of little consequence. The implications are serious, however, because the core skills concept and the functional cone concept are intimately related. That is, the tendency of the cone system to produce narrow functional specialists theoretically can be counteracted by training in the core skills to broaden the specialists. This should equip all officers, regardless of specialty, for higher-level responsibilities. Since possession of the core skills will be, therefore, one of the major equalizers among the cones so far as promotability to executive rank is concerned, training in the core skills promises to be one of the Department's more difficult and critical tasks in the training area.

The projected school of functional studies of the FSI would, as the name implies, devote itself to training in the several functional specialties. The Task Forces recommended that long-term functional study, particularly in the economic and administrative fields, be farmed out to universities. (They suggested the same procedure for in-depth area study.) The school of general studies would have a more complicated role, one aspect of which (the core skills problem) has already been referred to. This school was conceived by Task Force X as providing a three stage, management and core skills training experience designed to produce, ultimately, foreign affairs executives.

The three stages would be (1) the existing six-weeks orientation course for entering officers (now called the Basic Officers Course); (2) the existing Senior Seminar in Foreign Policy (to be enlarged, revised in content to emphasize management training, renamed the Foreign Affairs Executive Seminar and possibly shortened from ten months to five), and (3) a new, three-four months Commissioning Course for officers passing out of their probationary period in Classes 8-6 into fully commissioned status as FSO-5's. (This concept is still under study as of this writing.)

Not all of these suggested changes are likely to be made, but experimental modifications have been made in the current sessions of the Basic Officers Course and the Senior Seminar in Foreign Policy, designed principally to increase the emphasis on management training. The FSI staff is working on a curriculum for the proposed Commissioning Course, stressing management training and core skills. However, establishment of the course awaits not only agreement on a curriculum but a final Departmental decision to adopt the recommended "threshold" between Classes 6 and 5 and the availability (not now foreseeable so far as the writer knows) of the substantial additional funds in the FSI budget that the course would require.

Interagency image of the FSI. It has already been indicated that the FSI trains large numbers of the personnel of other agencies, mainly those directly engaged in foreign affairs such as AID, USIA, and Defense. From its inception, the FSI was intended to be not only the training institution of the Department of State but the principal foreign affairs training institution of the U.S. Government.

The FSI has never been fully utilized by other agencies. However, Diplomacy for the 70's restates the original concept that the FSI should be an inter-agency institution and urges the Department to make it so in fact. (Seeking to implement this recommendation, the FSI is now discussing with other agencies ways in which they might make greater use of its facilities.)

In making this recommendation, the Task Forces point out that even less today than in the past are foreign relations the monopoly of the Department of State; the fact that the new diplomacy involves many Departments and agencies of the government underlines the importance of training in an interagency atmosphere for better coordination of foreign policy and operations. This is especially so in the case of officers at the executive level, the Task Forces say. Consequently they strongly recommend an interagency format for FSI management training of senior officers.

Training FSO's at other government institutions. Task Force IV has recommended that the Department make more use of in-service training institutions operated by other Departments and agencies of the government. One singled out for special mention is the Federal Executive Institute (FEI), located at Charlottesville, Virginia, and run by the Civil Service Commission.

The central activity at the FEI is an eight-weeks executive training course for senior federal officials (generally GS-16 and above), which is scheduled four times yearly with 60 executives attending each session. It is a truly interagency course in which as many as 30 agencies may be represented. FEI officials believe that this fact, plus the emphasis the course places on modern, behaviorally-oriented management study, makes the FEI the most effective existing institution for federal executive training.

Until now, the Department of State has sent only a handful of officers to the FEI. Given the Department's current interest in management training; the still limited, experimental nature of high level management training at the FSI, and the richly interagency context of the FEI, this writer joins Task Force IV in concluding that the Department would do well to make greater use of the FEI facility.

ON-THE-JOB TRAINING

It is a commonplace that one learns best what he learns by doing. This appears to be a widely-held belief among FSO's with regard to their own profession, and it found official expression as a philosophical precept of the FSI in a 1967 article by James N. Cortada and A. Guy Hope (Department of State Bulletin, February 6, 1967). They said that "...training programs only complement professional experience. Formal training programs only act as catalysts of officers seeking to increase their understanding, skills and professionalism."

Several academic sources consulted in the course of preparing this paper voiced similar sentiments. More than one observed that the profession of diplomacy cannot be learned in the classroom. The graduate in international relations, unlike the graduate doctor or lawyer, cannot begin to practice his profession upon receiving his degree. His education merely equips him to start learning the profession - on the job.

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Thus "everybody knows" that on-the-job training is vital, yet in the past the on-the-job training of FSO's has not been very systematic. There has been a tendency to assume that in the course of his assignments an officer somehow would learn what he needed to know to assume higher responsibilities. Things did not always turn out that way, of course, and when they did so it was not infrequently as much a matter of luck as of planning.

Effective on-the-job training requires sufficient administrative control over the nature and sequence of an officer's assignments, in keeping with a career development plan, to ensure that he receives the practical training that will develop his potential and optimize his usefulness to the Service. To this end, the Department has long had a career development program, but the program lacked the staffing and authority to have more than limited, sporadic influence on the assignment process. Nor was it as closely coordinated with formal training programs as would have been desirable. This haphazard sort of on-the-job training will not be good enough in an era of functional specialization and more purposeful personnel management.

Time for a change. The importance of on-the-job training is underscored by the Department's current effort at management reform. Several of the Task Force reports in Diplomacy for the 70's call for closer attention to this matter, recommending improvements in the career counseling and assignment process with more orderly career development in mind.

The very emphasis, these days, on the need for better managers in the Foreign Service, cries out for greater attention to on-the-job training, since management is conspicuous among those arts best learned through practice. Similarly, the "new diplomacy," with its premium on exercising influence and making things happen rather than simply observing and reporting events, points up the value of on-the-job training, for the skills of the active practitioner are acquired most readily by exercising them.

The management reform Task Forces have in effect urged greater concern for on-the-job training in their recommendations that the FSI make increased use of teaching techniques such as case studies and simulations. These techniques are desirable in formal training courses, but a regular work assignment, too, should be visualized as a series or cluster of real-life case studies usable for training purposes.

Help on the way. There are encouraging signs that the Department will, as an outgrowth of the management reform proposals, make more conscious, controlled use of assignments as a training medium. The goal is that set forth by Task Forces I and IV in Diplomacy for the 70's: a coordinated, career-long mix of formal in-service training on the one hand with, on the other, planned assignments - both in-cone and cross-cone. The newly centralized personnel administration structure is designed to further this purpose by providing a Deputy Director General (of the Foreign Service) for Career Counseling and Assignments (PER/CA) who "...directs and coordinates, on a centralized basis, all programs concerned with career counseling, training and assignments."

It should be noted that the Department is not without experience in administering a program which provides close coordination of training and work assignments - the Junior Officer Program for officers of Classes 7 and 8. Successful operation of this program augurs well for the effort to apply tighter planning to the careers of all officers.

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There are two principal means available to the counseling and training staffs of PER/CA in their efforts to assure effective on-the-job training for FSO's: (1) assignment of officers to positions appropriate to their respective career development plans; (2) guiding and monitoring the performance of supervisors to stimulate them consciously to utilize the job situation as a training experience for their subordinates. Centralized monitoring of supervisors in this way is a new idea, or at any rate one previously unexploited, and was suggested in Diplomacy for the 70's. Successful implementation of the scheme should significantly improve the quality of on-the-job training in the Foreign Service.

Potential pitfalls. Many things could go wrong with the on-the-job training effort, the most likely being its gradual decline in effectiveness unless senior officials of the Department support it actively. Hopefully the program will prosper, but a number of problems can be foreseen. One of these is the difficulty that will be encountered in trying to assign all officers to one or more positions that will test and/or develop their executive potential in the early and middle stages of their careers. It is important - and only fair - that officers be given these opportunities to show what they can do because the Department's policy is to seek to identify executive ability among its officers early in their careers, and to effect a significant separation at the FSO-3 level between those likely to end their careers at that level and those marked for advancement to executive rank. The problem lies in the shortage of positions which offer executive experience in the lower and middle grades.

A second problem which may be hard to deal with is that which will affect younger officers in the administrative and consular cones. General policy stipulates that they shall be given cross-cone assignments (in the political and economic cones) to broaden them and thereby enhance their chances for ultimate promotion to the higher grades. The number of political and economic positions to which these officers can be assigned is comparatively small, however. Moreover, for the next few years, at least, it will be difficult to release lower and middle grade consular and administrative officers from their cones for cross-cone assignments because there is a scarcity of such officers.

A third possible difficulty also derives from the system of functional specialization. Although the Department is officially optimistic that most officers will remain in the cones they initially choose, and plans to try to keep each new officer in his cone during his early assignments, this author's inquiries suggest that the volume of attempted "cone jumping" (largely from administrative/consular to political/economic) will be greater than anticipated. This is not a new phenomenon in the Foreign Service, but if the Department's attitude towards it is less yielding than in the past, substantial friction between the management and the would-be jumpers could result.

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