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STATE DEPARTMENT SECURITY—1963-65

THE OTEPKA CASE—XIII

GOVERNMENT

Storage



HEARINGS

BEFORE THE

COMMITTEE TO INVESTIGATE THE
REGISTRATION OF THE INTERNAL SECURITY
AND OTHER INTERNAL SECURITY LAWS
OF THE
COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE

EIGHTY-NINTH CONGRESS

SECOND SESSION

PART 15

Printed for the use of the Committee on the Judiciary



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J. G. SOURWINE, *Chief Counsel*

BENJAMIN MANDEL, *Director of Research*

¹ Succeeded Olin D. Johnston, deceased.

RESOLUTIONS

Resolved, by the Internal Security Subcommittee of the Senate Committee on the Judiciary, That testimony heretofore taken by the subcommittee in executive session from the witnesses named below, as part of the subcommittee's investigation of security in the State Department, and not previously made public, is hereby authorized to be released from the injunction of secrecy, printed, and made public.

Frank L. Auerbach
David I. Belisle
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Abram Chayes
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Otto F. Otepka
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KENNETH B. KEATING.
HUGH SCOTT.

Approved October 28, 1964.

Resolved, by the Internal Security Subcommittee of the Senate Committee on the Judiciary, That testimony taken by the subcommittee in executive session from William J. Crockett on May 4, 1965, as part of the subcommittee's investigation of security in the State Department, and not previously made public, is hereby authorized to be released from the injunction of secrecy, printed, and made public.

JAMES O. EASTLAND, *Chairman.*
THOMAS J. DODD, *Vice Chairman.*
JOHN L. McCLELLAN.
SAM J. ERVIN, Jr.
BIRCH BAYH.
GEORGE A. SMATHERS.

ROMAN L. HRUSKA.
EVERETT McKINLEY DIRKSEN.
HUGH SCOTT.

Approved July 6, 1965.



FOREWORD

This is part 15 of an extensive series of hearings held during 1963, 1964, and part of 1965 on "State Department Security." The subject matter of these hearings included various subtopics, necessarily intertwined. There are a number of clearly defined areas of testimony which can be presented separately, and other instances in which testimony covering two or more subjects can be combined with satisfactory coherency. Because of the great volume of this hearing record, covering nearly 2½ years, it has been decided to organize the testimony for release by subjects or areas.

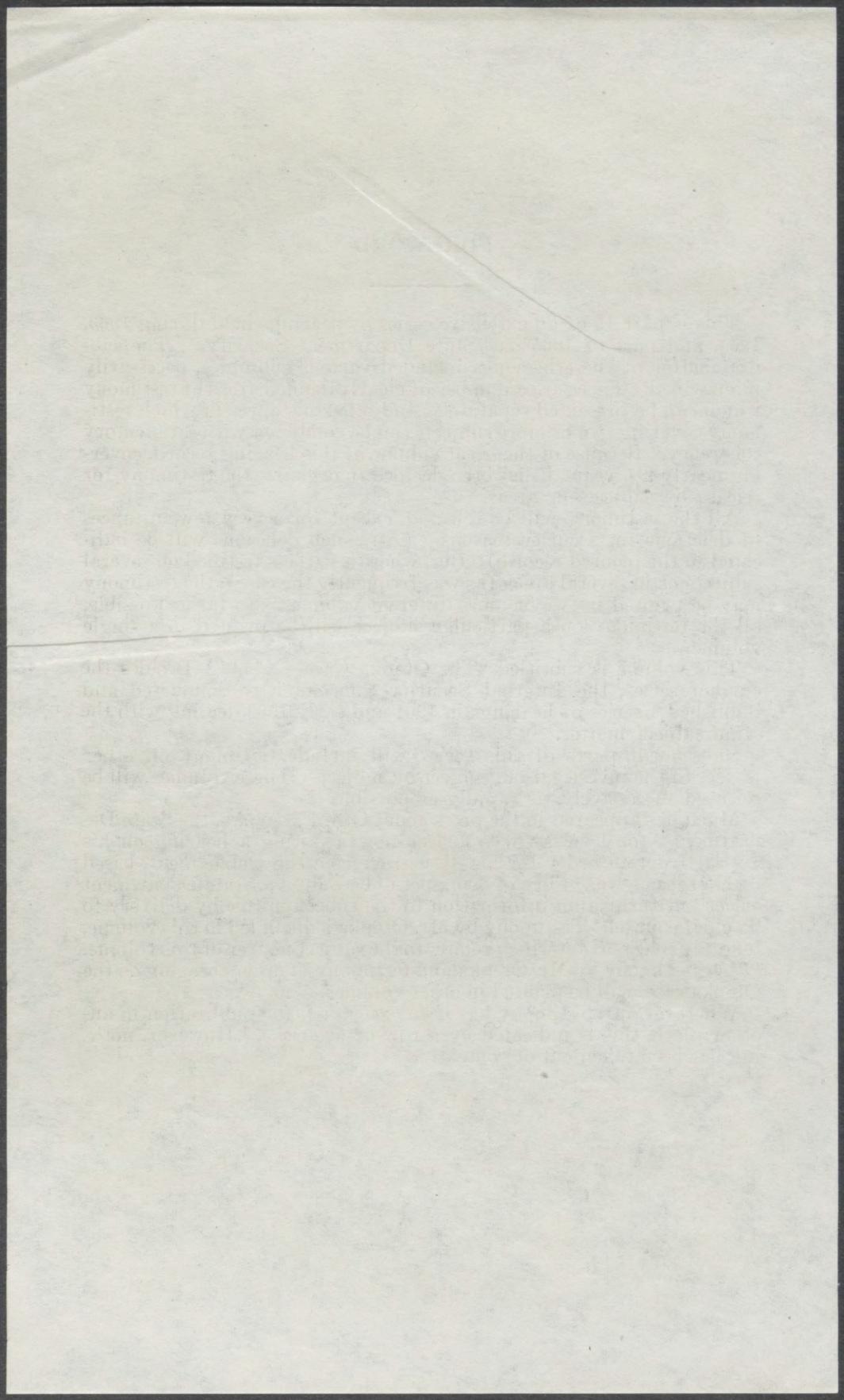
All the testimony will be released, except for a very few instances of deletions for security reasons. (Any such deletions will be indicated in the printed record.) But, where a witness testified on several subjects or in several areas (as was frequently the case), the testimony may be printed in two or more different volumes. So far as possible, all the testimony on a particular subject will be printed in a single volume.

This volume is subtitled "The Otepka Case—XIII." Besides the current series, the Internal Security Subcommittee conducted and published a series of hearings in 1961 and early 1962 dealing with the same subject matter.

Subsequent parts of this series will include testimony on other phases of the investigation, subject by subject. These volumes will be released successively, as rapidly as possible.

Much has appeared in the press about Otto F. Otepka, the State Department's top-level security officer now awaiting a hearing on his appeal from an order for his discharge from the Department, based on charges he was guilty of "conduct unbecoming a State Department officer" in furnishing information to the subcommittee by delivery to its chief counsel. Testimony by Mr. Otepka is included in this volume, but only that portion which relates to the subject matter of this volume. Other testimony by Mr. Otepka and testimony of others bearing on the Otepka case, will be printed in other volumes.

Wherever any testimony has been excerpted, for publication in another place, this is indicated by a row of asterisks. However, nothing has been taken out of context.



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STATE DEPARTMENT SECURITY—1963-65

The Otepka Case—XIII

TESTIMONY OF OTTO F. OTEPKA, CHIEF, DIVISION OF EVALUATIONS,
OFFICE OF SECURITY, DEPARTMENT OF STATE

TUESDAY, MARCH 19, 1963

U.S. SENATE,
SUBCOMMITTEE TO INVESTIGATE THE
ADMINISTRATION OF THE INTERNAL SECURITY ACT AND
OTHER INTERNAL SECURITY LAWS,
OF THE COMMITTEE ON THE JUDICIARY,
Washington, D.C.

The subcommittee met, pursuant to recess, at 11:30 a.m., in room 2300, New Senate Office Building, Senator Roman L. Hruska presiding.

Also present: J. G. Sourwine, chief counsel.

For the Department: John S. Leahy, Jr., observer.

(Mr. Otepka was previously sworn.)

* * * * *

Mr. SOURWINE. Do you have anything to do with the clearance of United Nations personnel, Mr. Otepka?

Mr. OTEPKA. No, sir.

Mr. SOURWINE. Did you ever have anything to do with that job?

Mr. OTEPKA. No, sir. That former process, whereby the background on these persons was checked through the Office of Security, was, I believe, discontinued in early 1953, prior to my coming to the Department.

Mr. SOURWINE. Does the State Department procedure with respect to the clearance of American nationals employed by the United Nations involve preinvestigation, if you know?

Mr. OTEPKA. The procedure is prescribed by an Executive order which requires a preappointment full field investigation.

Mr. SOURWINE. I might say, Mr. Chairman, for the record—I know the Chair will recall this—that when we had testimony on this a number of years ago, right after our investigation of American nationals in the United Nations, we were told that the State Department could not recommend, because of its obligation to the United Nations and the rule of the U.N., that the employment of any employee was not to be swayed or controlled by member states; but that by an agreement with the United Nations, unofficial, not by treaty or any formal type of agreement, just a working agreement, the Department did advise the United Nations with respect to American nationals being

considered for employment whom the Department considered to be security risks.

Subsequently, the Chair will remember this committee recommended legislation to require clearance of American nationals and to require the investigation of American nationals already employed and the furnishing of this information or the making of it available to the U.N., at least in an advisory way.

This legislation never was passed, and, in fact, it never had the support or approval of the Department of State.

The Department did, however, proceed to set up a clearance procedure. Perhaps I am in error about that, but a clearance procedure was set up under an Executive order with the International Employees Loyalty Review Board under the Civil Service Commission.

That is what you mean when you say it was moved in 1953, Mr. Otepka?

Mr. OTEPKA. Yes, sir.

Well, the provisions of the Executive order, or at least its implementing procedures, require that the State Department transmit the results of the determinations made by the International Organizations' Employee Loyalty Board to the executive head of each international agency.

Mr. SOURWINE. Do not those come back through the Office of Security of State Department?

Mr. OTEPKA. No, sir.

Mr. SOURWINE. They do not?

Mr. OTEPKA. No, sir.

Mr. SOURWINE. Never did?

Mr. OTEPKA. Not since the inception of this Executive order.

Mr. SOURWINE. All right; I think it might be helpful, Mr. Chairman, if the Chair approves, if we would insert in the record at this point, this committee's recommendations of which I spoke and the text of the bill that was actually introduced pursuant to that recommendation.

Senator HRUSKA. Very well.

(The bill, S. 3 of the 83d Cong., 1st sess., as passed by the Senate, reads as follows:)

A BILL To prevent citizens of the United States of questionable loyalty to the United States Government from accepting any office or employment in or under the United Nations, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) no citizen of the United States hereafter shall accept any office or employment in or under the United Nations or any organ or agency thereof unless he has applied in writing to the Attorney General of the United States for, and has received from such officer, the security clearance required by this section.

(b) Under such regulations as the Attorney General shall prescribe, each application for security clearance filed pursuant to subsection (a) shall bear the fingerprints of the applicant, and shall contain a true and complete statement, executed by the applicant under oath, of the following information concerning such applicant:

(1) Each arrest, indictment, or conviction of the applicant for the violation or alleged violation of any law of the United States or of any State or Territory of the United States other than a violation or alleged violation of any law or ordinance for the regulation of motor vehicle traffic punishable as a misdemeanor.

(2) Each membership held by the applicant at any time in any organization or any service rendered to or operated under the discipline of any organization

(A) teaching or advocating the overthrow of the Government of the United

States by force and violence, (B) registered as a Communist-action or Communist-front organization pursuant to section 7 of the Subversive Activities Control Act of 1950, or (C) required by final order of the Subversive Activities Control Board to register pursuant to such section.¹

(3) Each name, other than the name subscribed upon such application, by which such applicant has been known *and shall forward such information to the United Nations or special agency thereof wherein the applicant is seeking employment.*¹

(4) Each occasion on which the applicant has applied to the Government of the United States for a passport and has been denied such passport.

(5) The circumstances under which the applicant has been discharged or has resigned from any office or employment in or under the Government of the United States or any agency or instrumentality thereof.

(6) Such other information as the Attorney General shall determine to be necessary for the purpose of ascertaining whether the occupancy by the applicant of any office or employment in or under the United Nations or any organ or agency thereof would involve reasonable probability of danger to the security of the United States.

(c) Upon the filing of any application pursuant to this section, the Attorney General shall conduct as expeditiously as may be practicable such investigation as he shall deem necessary to ascertain whether in his opinion the occupancy by the applicant of any office or employment in or under the United Nations or any organ or agency thereof would involve reasonable possibility of danger to the security of the United States. If no such possibility is determined to exist, the Attorney General shall furnish to the applicant a written statement of security clearance. If such possibility is determined to exist, the Attorney General shall furnish to the applicant a written denial of his application together with a statement of his reason for such denial.

SEC. 2. Each citizen of the United States who on the date of enactment of this Act occupies any office or is engaged in any employment in or under the United Nations or any organ or agency thereof shall, within sixty days after such date, file with the Attorney General of the United States a registration statement in such form as the Attorney General shall prescribe. Each registration statement shall bear the fingerprints of the person filing such statement, and shall contain a true and complete statement, executed by such person under oath, of the following information concerning such person:

(a) The nature of the office or employment held by such person in or under the United Nations or any organ or agency thereof.

(b) The period during which such office or employment has been held by such person.

(c) Each element of information specified in paragraphs (1) to (6), inclusive, of subsection 1 (b) with respect to applicants for security clearance under section 1 of this Act.

SEC. 3. (a) Whoever, being a citizen of the United States, shall accept any office or employment in or under the United Nations or any organ or agency thereof in violation of subsection 1 (a) of this Act shall be fined not more than \$10,000 or imprisoned for not more than five years, or both.

(b) Whoever, being a citizen of the United States and an officer or employee of the United Nations or any organ or agency thereof, shall willfully fail to comply with the requirements of section 2 of this Act, or who shall aid, abet, or counsel any other such person to refrain from compliance with such requirements, shall be fined not more than \$10,000, or imprisoned for not more than five years, or both.

(c) Whoever shall willfully make any false statement in any application or registration statement filed under this Act, or willfully omit to state in any such application or registration statement any fact required by law or regulation to be stated therein or necessary to make the statements made or information given therein not misleading, shall be fined not more than \$10,000, or imprisoned for not more than five years, or both.

Mr. SOURWINE. And perhaps also the text of the Executive order that Mr. Otepka has spoken of, setting up the procedure.

Senator HRUSKA. Are they so voluminous that they could not be inserted in the appendix rather than the record?

¹ Italics supplied by counsel for purposes of emphasis.

Mr. SOURWINE. I do not believe it is voluminous. The Executive order is but a few pages; isn't it?

Mr. ОТЕРКА. No, sir; it is quite long. It was amended several times.

Mr. SOURWINE. It is long?

Mr. ОТЕРКА. Yes, sir.

Mr. SOURWINE. May the Executive order go into the appendix?

Senator HRUSKA. We will leave it to the discretion of counsel whether it should go into the appendix or the body of the record.

Mr. SOURWINE. With the Chair's permission, I appreciate the expression of confidence, but may I respectfully suggest the order be amended so that decision will be reserved for the Chair, after considering counsel's recommendation?

Senator HRUSKA. Very well.

(The Executive order above referred to, as published in the Internal Security Manual, S. Doc. 216, 86th Cong., 2d sess., reads as follows:)

Executive Order 10422, dated January 9, 1953, (18 F.R. 239), prescribes procedures for making available to the Secretary General of the United Nations, certain information concerning United States citizens employed or being considered for employment on the Secretariat of the United Nations. This order was issued following the recommendation of the Commission of Jurists that the Secretary General of the United Nations regarded it as of the first importance to refrain from employing or to dismiss from employment on the Secretariat of the United Nations any United States citizen who he has reasonable grounds for believing has been, is, or is likely to be, engaged in espionage or subversive activities against the United States, and that the United States make available to the Secretary General information on which he can make his determination as to whether reasonable grounds exist for believing that a United States citizen employed or being considered for employment on the Secretariat has been, is, or is likely to be, engaged in espionage or subversive activities against the United States.

In substance this order originally provided:

I. INVESTIGATION

1. Upon receipt by the Secretary of State from the Secretary General of the United Nations of the name of each United States citizen employed or being considered for employment, there shall be an investigation under the order.
2. Secretary of State shall forward all such names and information received from the Secretary General to the United States Civil Service Commission.
3. The Civil Service Commission shall conduct a preliminary investigation.
4. When information revealed with respect to any person is derogatory, the Civil Service Commission shall forward the information to the Federal Bureau of Investigation and the Bureau shall conduct a full field investigation.
- 4A. The Federal Bureau of Investigation shall conduct a full field investigation of all United States citizens who are being considered for employment on the internationally recruited staff whether or not the preliminary investigation has revealed derogatory information.
5. Reports of full field investigations shall be forwarded to the regional loyalty board of the Civil Service Commission. Whenever such a report contains derogatory information, there shall be made available to that person the procedures of the Civil Service regional loyalty board, including the opportunity of a hearing and the right of appeal to the Commission's Loyalty Review Board in like manner as provided with respect to Federal employment (Executive Order 9835 of March 21, 1947). The regional loyalty board or the Loyalty Review Board, on appeal, shall transmit its determinations, together with the reasons therefor, stated in as much detail as security consideration permits, to the Secretary of State for transmissions to the Secretary General.
6. The Secretary of State may forward the derogatory information to the Secretary General at any stage during the investigation.
7. The Secretary of State shall notify the Secretary General in all cases in which no derogatory information has been developed.

II. STANDARD

1. The standard to be used by a regional loyalty board or by the Loyalty Review Board, on appeal, shall be whether or not, on all the evidence there is a reasonable doubt as to the loyalty of the person involved to the Government of the United States.

2. Activities and associations of a person which may be considered in connection with the determination of his loyalty may include (a) sabotage, espionage, or attempts thereof, or knowingly associating with spies or saboteurs, (b) treason or sedition or advocacy thereof, (c) advocacy of revolution, force, or violence to alter the constitutional form of government of the United States, (d) intentional, unauthorized disclosure of confidential information obtained in course of Federal employment or otherwise, (e) acting to serve the interests of another government in preference to the interests of the United States, while in Federal employment, (f) membership in or affiliation with subversive groups.

III. OTHER INTERNATIONAL ORGANIZATIONS

The provisions of parts 1 and 2 of this Executive order are also applicable to United States citizens who are employees of, or are being considered for employment by, other public international organizations of which the United States Government is a member, by arrangement between the executive head of the international organization concerned and the Secretary of State or other officer of the United States designated by the President.

Executive Order 10459 of June 2, 1953, effective May 27, 1953 (18 F.R. 3183) amends Executive Order 10422, *supra*, in the following manner:

I. INVESTIGATION

3. The preliminary investigation conducted by the Civil Service Commission shall be a full background investigation conforming to the Commission's investigative standards, and shall include: (a) Federal Bureau of Investigation files, (b) Civil Service Commission files, (c) military and naval intelligence files as appropriate, (d) files of any other appropriate Government investigative or intelligence agency, (e) the files of appropriate committees of the Congress, (f) local law-enforcement files at place of residence and employment of the person, (g) schools and colleges, (h) former employers, (i) references given, (j) any other appropriate source. In the case of employees for terms of not over 90 days, investigation need not include reference to items (f) through (j).

4. When information disclosed with respect to any person is derogatory, within the standard set forth in Part II of the order, the Civil Service Commission shall forward the information to the Federal Bureau of Investigation and the Bureau shall conduct a full field investigation.

4A. In all cases involving a United States citizen employed or being considered for employment on the internationally recruited staff of the United Nations for a period exceeding 90 days, the investigation required by this Part shall be a full field investigation conducted by the Federal Bureau of Investigation.

5. Reports of full field investigations shall be forwarded through the Civil Service Commission to the International Organizations Employees Loyalty Board established by Part IV of this order. Whenever such a report contains derogatory information, under the standard set forth in Part II of this order, there shall be made available to the person in question the procedures of the Board provided by Part IV of this order (including the opportunity of a hearing) for inquiring into the loyalty of the person as a United States citizen in accordance with the standard set forth in Part II of this order. The Board shall transmit its determinations, as advisory opinions, together with the reasons for same in as much detail as the Board determines that security considerations permit, to the Secretary of State for transmission to the Secretary General of the United Nations for his use.

6. At any stage during the investigation or Board proceeding, the Board may transmit to the Secretary of State, for forwarding to the Secretary General, disclosed derogatory information in as much detail as the Board determines that security considerations permit.

This shall be for the purpose of assisting the Secretary General in determining whether or not he should take action with respect to the employment of a person being considered for employment prior to the completion of the procedures outlined in this order. The making available of any such information shall be without prejudice to the right of full hearing as provided for herein.

II. STANDARD

1. The standard to be used by the International Organizations Employees Loyalty Board in making an advisory determination shall be whether or not, on all the evidence there is a reasonable doubt as to the loyalty of the person involved to the Government of the United States.

IV. INTERNATIONAL ORGANIZATIONS EMPLOYEES LOYALTY BOARD

1. There is established in the Civil Service Commission an International Organizations Employees Loyalty Board consisting of not less than three members, who shall be officers or employees of the Commission.

2. The Board is authorized, in cases referred to it under this order, to inquire into the loyalty to the Government of the United States of United States citizens employed, or considered for employment, by international organizations of which the United States is a member, and to make advisory determinations under the standard set forth in Part II of this order, for transmission by the Secretary of State to the executive heads of the international organizations.

3. The Board shall make necessary rules and regulations for the execution of its functions. Such rules and regulations shall include provisions for furnishing each person whose case is considered by the Board (a) a written statement of the alleged derogatory information, in as much detail as the Board determines that security considerations permit, (b) an opportunity to answer in writing and to submit affidavits, (c) an opportunity for a hearing before the Board, including the right to be represented by counsel, to present witnesses and to cross-examine witnesses. The Board shall conduct its hearings in such manner as will not disclose information affecting the national security.

4. The Board shall base its determination on all the evidence before it including such confidential information as it may have in its possession. The Board shall send a copy of its determinations to each person who is the subject thereof.

5. The Civil Service Commission shall provide the necessary investigative and other services required by the Board, and all other Executive agencies are directed to cooperate with the Board.

6. All cases arising under Executive Order 10422 which are pending before the Regional Loyalty Boards and the Loyalty Review Board of the Commission on May 27, 1953, shall be transferred to the Board.

Executive Order 10763 of April 23, 1958, effective July 1, 1958 (23 F.R. 2767) amends Executive Order 10422, as amended by Executive Order 10459, *supra*, in the following manner:

1. INVESTIGATION

Paragraphs 2, 3, and 4 of Part I are amended to read as follows:

"2. The Secretary of State shall forward the information received from the Secretary General of the United Nations to the United States Civil Service Commission, and the Commission shall conduct an investigation.

"3. The investigation conducted by the Civil Service Commission shall be a full background investigation conforming to the investigative standards of the Civil Service Commission, and shall include reference to the following:

"(a) Federal Bureau of Investigation files.

"(b) Civil Service Commission files.

"(c) Military and naval intelligence files as appropriate.

"(d) The files of any other appropriate Government investigative or intelligence agency.

"(e) The files of appropriate committees of the Congress.

"(f) Local law-enforcement files at the place of residence and employment of the person, including municipal, county, and State law-enforcement files.

"(g) Schools and colleges attended by the person.

"(h) Former employers of the person.

"(i) References given by the person.

"(j) Any other appropriate source.

However, in the case of short-term employees whose employment does not exceed ninety days, such investigation need not include reference to subparagraphs (f) through (j) of this paragraph.

"4. Whenever information disclosed with respect to any person being investigated is derogatory, within the standard set forth in Part II of this order, the United States Civil Service Commission shall forward such information to the Federal Bureau of Investigation, and the Bureau shall conduct a full field investigation of such person."

This order shall become effective on July 1, 1958.

Mr. SOURWINE. Mr. Otepka, are you aware of the recent demand by Leonard Boudin, counsel for the American Civil Liberties Committee and who was counsel for many of the American nationals dismissed from the United Nations after this committee's hearings, a demand that the clearance procedure for American nationals at the U.N. be abandoned?

Mr. OTEPKA. No, sir; I am not.

Mr. SOURWINE. You have not read anything about this? It was in the papers and columns only a few months ago.

Mr. OTEPKA. I did not see it, sir.

Mr. SOURWINE. Do you know of any efforts to eliminate the clearance procedure for American nationals at the United Nations?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. I want to find out if Mr. Boudin's demand is having any effect.

What do you know about such efforts? Who is involved? What have they done?

Mr. OTEPKA. The indicated need for making appropriate amendments to Executive Order 10422 was officially brought to my attention several months ago.

My understanding is that a committee in the Department is studying this matter and that it has come up with some recommendations whereby provisions will be made for investigations, in many instances, of persons considered for employment in the United Nations, be made on a postappointment basis rather than a preappointment basis.

Mr. SOURWINE. A postappointment basis?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. But the committee's information up to date is—it is a little outdated I will admit—that the United States could not make recommendations about individuals already employed by the United Nations because that would be improper interference under the United Nations' procedures.

Are you sure about this recommendation for a postappointment investigation?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. It seems a little strange they would recommend investigating after it was too late to do anything about it.

How did this come to your attention?

You said somehow it came to your attention, if I understood you correctly.

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. Someone tell you about it?

Mr. OTEPKA. Yes, sir; I was informed about it by virtue of my responsibilities in the Evaluations Division whereby I am frequently consulted on proposals relating to security matters affecting Americans employed by the United Nations.

Mr. SOURWINE. Were you consulted with respect to this recommendation?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. Before it was made?

Mr. OTEPKA. I was consulted before the formal document making these recommendations was published.

Mr. SOURWINE. You mean that these recommendations have been formalized in a published document?

Mr. OTEPKA. A document issued within the Department of State, but not for publication.

Mr. SOURWINE. Can you identify that document for us? Is it classified?

Mr. OTEPKA. I don't recall the precise name at this time, but I believe it is generally entitled, "Report of the Advisory Committee on International Organizations Staffing, re Loyalty Investigations of United Nations Personnel."

Mr. SOURWINE. Thank you. That is a mouthful.

Can you tell us where the committee can get a copy of this? Can you furnish one?

Mr. OTEPKA. No, sir.

Mr. SOURWINE. If it is not classified, why can't you?

Mr. OTEPKA. Well, I believe, sir, this is an internal working paper.

Mr. SOURWINE. You mean it is restricted?

Mr. OTEPKA. There is no restriction on the face of the document.

Mr. SOURWINE. Why can't you furnish it to the committee?

Mr. OTEPKA. I do not have such a document in my possession.

Mr. SOURWINE. You have seen it?

Mr. OTEPKA. I have seen it, sir.

Mr. SOURWINE. And you were consulted before it was issued?

Mr. OTEPKA. I was consulted, consulted with reference to the forthcoming recommendations which were to be included in this document.

Mr. SOURWINE. Were you consulted by the committee—by the persons who were making or formulating those recommendations?

Mr. OTEPKA. I was consulted by a person in the Office of International Administration and I had further brought to my attention a memorandum which referred to the forthcoming recommendations.

The contents of that memorandum indicated that proposals were going to be made to amend Executive Order 10422.

Mr. SOURWINE. When was this that you were consulted?

Mr. OTEPKA. Initially, in late February of this year.

Mr. SOURWINE. In late February?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. And when was this document issued?

Mr. OTEPKA. The document, if my memory serves me correctly, has a date in March 1963. No specific day mentioned.

Mr. SOURWINE. Did you concur in the recommendation that preemployment investigations be eliminated?

Mr. OTEPKA. I drafted a document embodying what I hoped to be the comments of the Office of Security, setting forth its opposition to the recommendations.

Mr. SOURWINE. And that document went where, to your chief?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. Mr. Reilly?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. Do you know what happened to it after that?

Mr. OTEPKA. It was just given to him a day or so ago and as far as I know, it has not been forwarded.

Mr. SOURWINE. Now let me be sure I have this straight.

You were consulted before the recommendations of this advisory committee had been formalized and issued, is that right?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. And you drafted a document for Mr. Reilly's consideration as a statement of position for the Office of Security?

Mr. OTEPKA. Yes, sir, but not until after I saw the formal recommendations of the committee.

Mr. SOURWINE. All right, then. I thought perhaps we had skipped a little period of time in there.

Mr. OTEPKA. No, sir.

Mr. SOURWINE. When you were first consulted were you consulted for the purpose of securing your opinion?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. About what?

Mr. OTEPKA. The specific recommendations which the committee by this time had at least formulated in draft form.

Mr. SOURWINE. Did you express an opinion?

Mr. OTEPKA. Orally, yes, sir.

Mr. SOURWINE. What was that opinion?

Mr. OTEPKA. That I did not believe that, on the basis of the history of Executive Order 10422, there should be any further change which would eliminate the requirements for a preappointment investigation of the United Nations personnel.

Mr. SOURWINE. All right.

* * * * *

TESTIMONY OF JOHN F. REILLY, DEPUTY ASSISTANT SECRETARY OF STATE FOR SECURITY

THURSDAY, APRIL 25, 1963

Senator Thomas J. Dodd, vice chairman, presiding.

Also present: J. G. Sourwine, chief counsel.

For the Department: John S. Leahy, Jr.

(Mr. Reilly was previously sworn.)

* * * * *

Mr. SOURWINE. Would you give us that report?

Mr. REILLY. I hand you three copies of this report. This report is to be released to the press next Monday, April 29.

Mr. SOURWINE. It is dated April 22, 1963.

Mr. REILLY. Yes.

Mr. SOURWINE. That is the date it was typed? Or signed?

Mr. REILLY. Well, that was not explained to me, sir; it was handed to me shortly before I departed to come up here this morning—

Senator DODD. What is this? Is this a board or an advisory committee? Who selected these people?

Mr. REILLY. I am not personally certain. I believe, however, it was the Assistant Secretary of State, Mr. Cleveland.

Mr. SOURWINE. Has this report been signed by all of these people, do you know?

Mr. REILLY. That is my understanding.

Mr. SOURWINE. Do you know what difference there is between this copy of the report and the copy that was circulated throughout the Department in February? ¹

Mr. REILLY. In paging through the report, the primary difference I noted was section 8, which appears at page 24 of this report, where the comments and the recommendations with respect to Government clearances being much reduced in its scope—

Senator DODD. These members of this body, are they compensated?

Mr. REILLY. I am not certain. It is my understanding they did this without compensation. They may have received per diem and travel expenses when it was involved. They were not regular employees.

Senator DODD. And this name, this Andrew Cordier, the dean of this School of International Affairs at Columbia [University], was he acting in that capacity or was he acting in—

Mr. REILLY. He was in his capacity as dean.

Senator DODD. This is some board, I might say—

Mr. SOURWINE. Mr. Chairman, if I may interrupt, I want to ask a question I am not sure that the Chair would want on the record, so may I ask it off the record and then it may go on the record if you so decide?

Senator DODD. Yes. Off the record.

(Discussion off the record.)

Senator DODD. Back on the record. Go ahead.

Mr. SOURWINE. May this report go in the record?

Senator DODD. Yes.

(The document referred to follows:)

STAFFING INTERNATIONAL ORGANIZATIONS

A Report of the Advisory Committee on International Organizations, Department of State, Washington, D.C., April 22, 1963

STATE DEPARTMENT ADVISORY COMMITTEE ON INTERNATIONAL ORGANIZATIONS

The United States during fiscal year 1962 contributed over \$305 million to the United Nations and other international organizations and programs.

In July 1962 the Department of State and the Bureau of the Budget authorized a major review of the administration of U.S. financial, personnel, and other relationships to the United Nations and other international organizations. Provision was made for a staff to carry on studies under the direction of the Assistant Secretary for International Organization Affairs. Provision was also made for the appointment by the State Department of an Advisory Committee of independent citizens to make available their advice and recommendations with reference to various phases of the relationships with international organizations.

This first report of the Advisory Committee deals with the problems of equipping the country to propose the best qualified Americans for those international organization positions in which U.S. citizens can make a significant contribution.

Members of the Advisory Committee are:

Sol M. Linowitz, Chairman, chairman of the board, Xerox Corp., Rochester, N.Y.

Partner, Harris, Beach, Keating, Wilcox, Dale & Linowitz.

Harding F. Bancroft, secretary, the New York Times, New York City; formerly general counsel of the International Labor Organization.

¹ See p. 118.

- Karney A. Brasfield, partner, Touche, Ross, Bailey & Smart, Washington, D.C.; formerly member of the President's Committee on the Foreign Aid Program, 1961.
- Andrew W. Cordier, dean, School of International Affairs, Columbia University, New York City; formerly executive assistant to the Secretary General of the United Nations, and Under Secretary in Charge of U.N. General Assembly Affairs.
- Lawrence S. Finkelstein, vice president, Carnegie Endowment for International Peace, New York City.
- Ernest A. Gross, partner, Curtis, Mallet-Prevost, Colt & Mosle, New York City; former Ambassador, Deputy U.S. Representative to the United Nations and Deputy U.S. Representative in the Security Council.
- Arthur Larson, director, World Role of Law Center, Duke University, Durham, N.C.; formerly Director, U.S. Information Agency.
- Joseph Pois, professor of public administration, Graduate School of Public and International Affairs, University of Pittsburgh, Pa.; formerly director of finance, State of Illinois.
- Marshall D. Shulman, associate director, Russian Research Center, Harvard University, Cambridge, Mass.; formerly Special Assistant to the Secretary of State.
- Francis O. Wilcox, dean, School of Advanced International Studies, the Johns Hopkins University, Washington, D.C.; formerly Assistant Secretary of State for International Organization Affairs.

Participants from Federal agencies:

- John W. Macy, Jr., Chairman, U.S. Civil Service Commission.
- Robert Amory, Jr., Chief, International Division, Bureau of the Budget.

Serving as staff to the Committee has been a special study group directed by Glenn B. McClelland, of the Agency for International Development. Winthrop M. Southworth, Jr., Department of State, and Norman R. Miller, Civil Service Commission, have been particularly concerned with this report on "Staffing International Organizations." Members of the staff concerned with other studies were Timothy E. Russell and George F. Schwarzwald, Bureau of the Budget; Roger Ernst, Agency for International Development; and Richard S. Wheeler, Department of State.

FOREWORD

President Kennedy has set forth our prime objective in international organizations as the development of "a world community of independent nations living together in free association and at peace with each other."

In his report of June 25, 1962, to the 87th Congress on U.S. contributions to international organizations, the Acting Secretary of State pointed out that:

"The United Nations and the other organizations and programs to which the United States contributes carry out activities which support one or both of the basic aims of U.S. foreign policy: first, the promotion of peace and security; second, the promotion of economic and social growth, which may well be one of the best ways to achieve peace and security in the long run.

"The concept of multilateral cooperation and action has been actively supported by the United States as one of several means of achieving a better world in which to live. These international organizations, most of which were established after World War II, are emerging from their infancy and are gradually gaining the capability to handle international tasks of greater dimensions. Their capacity to act benefits both the United States and the rest of the world."

It is against this background of strong U.S. support of international organizations as a basic tenet of foreign policy, and of the developing role of these organizations in the affairs of nations, that the Advisory Committee on International Organizations makes this report on the staffing of international organizations.

The United Nations Secretariat has been strong and the quality and performance of American nationals have been of high caliber over the years. However, the responsibilities of the Secretariat are increasing and there are now growth areas in the technical assistance field that require new Government support. In varying degrees this is true with respect to other international organizations.

As the responsibilities of international organizations increase in quantity, complexity, and significance, there is an ever-increasing obligation on the part of member states to assure that the most capable and qualified personnel are

available to carry out these important duties. The United States and every other nation committed to the strengthening of international organizations must focus more attention than ever before on personnel requirements. The Committee urges that the United States be at the forefront of this effort, and that the country's longtime policy of political and financial support now be accompanied by greatly increased support for programs to strengthen the quality and management of international organization staffs.

The Committee is aware that if the goal of staffing international organizations to meet the needs of today is to be accomplished, constructive action on many fronts, by many nations, and by the leadership of the organizations themselves will be required. It has been concerned, however, only with considering what the United States can and should do to discharge its own responsibility for assuring that highly qualified candidates are available to the international organizations as they may be required. The following report sets forth the Committee's recommendations to this specific end.

Sol M. Linowitz, chairman, Harding F. Bancroft, Karney Brasfield, Andrew W. Cordier, Lawrence S. Finkelstein, Ernest A. Gross, Arthur Larson, Joseph Pois, Marshall D. Shulman, Francis O. Wilcox.

SUMMARY OF MAJOR RECOMMENDATIONS

1. The United States has an obligation under the U.N. Charter to seek to maintain, and where possible, to improve the quality of personnel and of personnel administration in the international agencies.

2. The President should announce a positive policy of assisting international organizations to recruit competent Americans as they may be needed, utilizing to the fullest the resources of all Government departments and of appropriate private organizations.

3. It is recommended that a position of special assistant to the Assistant Secretary for International Organization Affairs be set up with the function of developing and directing the execution of a single U.S. recruiting policy. The incumbent would serve as a central information and record point, would evaluate the effectiveness of U.S. recruiting efforts and would coordinate the efforts of U.S. missions. Actual recruitment would be decentralized to U.S. Government agencies which are counterparts of the U.N. agencies. Where counterpart agencies do not exist, responsibility for recruitment would rest with an International Recruiting Service in the State Department. A coordinating mechanism for international recruitment should be developed to facilitate access to the total personnel operations of the Government, and, particularly in the case of certain special abilities required in technical assistance assignments, full cooperation of business and industry should be encouraged.

4. To serve total U.S. purposes, arrangements should be made to facilitate the cooperative use by AID and the Department of State of the AID recruiting and placement mechanisms for bilateral aid and the counterpart U.S. Government mechanisms for multilateral aid. There should be a definite U.S. policy that service in either multilateral or bilateral aid organizations is a part of the career ladder for personnel of Government agencies.

5. The United States should support a proposed U.N. study of emoluments for personnel serving in multilateral and bilateral assistance programs in order to establish comparability of information for employment purposes. In addition, the United States should support a coordinated policy for emoluments for all international agency personnel.

6. Government agencies and private industry should be encouraged to release employees for fixed term international organization service in connection with career development programs.

7. The obtaining of adequate vacancy information should be incorporated in the reporting instructions for U.S. missions to international organizations.

8. A current inventory of U.S. personnel serving in international organizations should be maintained by the Department of State.

9. Attention should be paid to the recruitment of junior officers to the extent that career opportunities for them in international service are known to exist.

10. It is recommended that an amendment to Public Law 85-795 be sought to permit: (a) secondment of Foreign Service officers to international organizations when appropriate; and (b) the extension to 5 years of the period during

which a Federal employee may serve an international organization while retaining the rights and privileges of Federal service.

11. The United States should adopt an appropriate program of orientation for U.S. personnel selected for service in international organizations.

12. It is desirable and proper that U.S. missions overseas and in New York accord increased recognition to American nationals who are serving in international organizations.

13. There is need for all U.S. agencies concerned with the activities of international organizations to contribute to the identification of posts which as a matter of priority must be filled with persons of great professional competence.

14. The Department of State should revise the instructions to missions to international organizations to include an assignment of responsibility in the area of staffing and personnel administration, and to provide that the responsibility be placed with a single top level officer.

15. Appropriate efforts should be made from time to time to inform the American public of the importance the U.S. Government attaches to service in international organizations.

STAFFING INTERNATIONAL ORGANIZATIONS

1. *The United States and the international civil service*

At the heart of the personnel systems of the United Nations and its associated bodies is the concept of an international civil service to which the member states committed themselves in their acceptance of membership. This concept finds expression in articles 100 and 101 of the United Nations Charter, which provide *inter alia* that member states undertake "to respect the exclusively international character of the responsibilities of the Secretary-General and the staff" and that "the paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competency, and integrity." The full text of these articles appears in appendix I.

U.S. policy from the 1945 San Francisco Conference to the present has been one of great respect for the principle of independence for the international civil service as essential to the effective functioning of international organizations, pursuant to articles 100 and 101. The committee believes that this policy must continue and that the United States must encourage, by every appropriate means, the universal acceptance of the spirit as well as the letter of these articles.

The United States should also recognize, however, that the international civil service, like the merit system in Federal employment, is constantly subject to the abrasive action of self-serving political influence, and that something more than a policy of adherence to a principle is necessary if the integrity of the service is to be maintained and if the product of the service is to be responsive to the increasingly urgent requirements of the community of nations. Over a period of time a *laissez-faire* attitude toward the staffing of a number of international organizations, particularly some of the U.N. specialized agencies, seems to have developed in the United States. The committee believes that this attitude must give way to one of more positive assistance—to one of objective alertness; and that the United States has a significant obligation under the Charter to help in the further improvement of the quality of personnel, and of personnel administration in the international organizations.

The responsibility for staffing international organizations rests with the leadership of these organizations; with the Secretaries General and the Directors General. The question with which the committee is concerned is how the United States can best assist this leadership in meeting its problem of obtaining the highest quality and best motivated personnel, and how the United States can contribute most successfully to the development of an international civil service adequate for the needs of the day.

2. *The scope of U.S. participation*

The extent of U.S. participation in international activities is indicated by the fact that in fiscal year 1961 the country contributed over \$261 million to 73 international organizations and programs associated with those organizations. In addition, the United States is a member of five international leading agencies and has subscribed to the capital funds of these agencies.

Some of the international activities to which this country contributes are relatively small, local in nature, or unique in administrative setup, so that attention is usually directed to about 50 of the more significant organizations and pro-

grams. At the end of 1962, this group of activities employed some 42,400 persons, excluding military personnel and locally employed technical assistance personnel. Of this total, approximately 11,200 were professional personnel subject to international recruiting. Nearly 95 percent of the professional employment can be accounted for by 22 major international activities.

Information as to the turnover in professional headquarters positions in the various international organizations is not readily available in Washington. The rate seems to differ widely. It must be remembered, however, that a percentage of these positions in some organizations is set aside for rotating fixed-term appointments. In ICAO, just over 12 percent of the roughly 170 professional posts are filled with fixed-term or temporary appointees. In the United Nations Secretariat, of approximately 1,500 professional posts subject to international recruitment, about 25 percent are filled with fixed-term appointments of from 2 to 5 years; the percentage rises to about 40 percent in the United Nations Educational, Scientific, and Cultural Organization (UNESCO).

Geographic distribution policies and political considerations act as limiting factors on the number of appointments from any one country to central and regional headquarters professional positions. (A summary personnel table is attached as appendix II which indicates the number of Americans in the major international organizations.) In the International Labor Organization, to which the United States contributes 25 percent of the budget, less than 8 percent of the professional staff is American. In the case of UNESCO and the Food and Agriculture Organization of the United Nations, about 10 and 15 percent, respectively, of the professional staffs, are American. The U.S. contribution to the budgets of each of these organizations is approximately 32 percent.

With respect to technical assistance projects, since a large number of specialists are required only for short terms, there is a high personnel turnover rate. In general the problem is one of obtaining competent experts in sufficient number. A recent U.S. official report¹ states that the highly developed Western countries are failing "again and again to put forward qualified candidates."

Several other factors relating to the size of the required recruiting effort deserve mention. First, the programs of international organizations, especially in the technical assistance field, each year, undergo some change in their nature and in their size. Secondly, the Federal agencies concerned with recruiting often are requested to submit 2 or 3 names for a given post in order to provide international organizations with the opportunity to select according to their needs. Finally, in the search for higher quality personnel it is usually necessary to seek out and evaluate a substantially larger number of candidates than is submitted to the organizations.

An entirely reliable estimate of the number of highly qualified American candidates that may be needed by the international organization posts in any one year is virtually impossible. Possibly the potential range might be 700 to 1,400 per year, the bulk of which would be relatively short term and largely in the field of technical assistance. Neither the United States nor the international organizations, however, can afford merely a quantitative approach to the staffing problem. Only a qualitative approach offers a hope of more effective international machinery for world peace and security.

The committee further calls attention to the difficulties involved in recruiting top-quality personnel and to the fact that staffing international organizations is complicated by many variables; such as, language, geographic representation, technical requirements, educational facilities, adaptability to cross-cultural pursuits and, frequently, living conditions. Thus the filling of a single position can, in itself, constitute a formidable problem, one of considerably greater dimensions than would be present in filling a comparable post in domestic government. Obviously, also, it is necessary to recruit for many more vacancies than will be filled by Americans, since candidates from many countries are in competition for selection.

3. U.S. policy position on staffing international organizations

The latest expressions of Government concern with respect to this problem are in the form of a public law and a White House memorandum. The former, "The Federal Employees International Organization Service Act," was enacted August 28, 1958, as Public Law 85-795. It provides material benefits for Federal employees who are detailed or transferred to international organizations under its

¹ Report of U.S. delegation to the 34th session of the Economic and Social Council.

provisions for periods up to 3 years. The White House memorandum, dated June 9, 1959, was from the Special Assistant to the President for Personnel Management to the heads of all Federal departments and agencies, and requested support of a policy to aid international governmental organizations seeking qualified American personnel.

The impact of these policy statements appears to have substantially diminished, and it is not at all clear that there is now a positive Government position with respect to the staffing of international organizations. In the case of major executive positions; those with the rank of Director General and Assistant Director General, there has been a generally successful effort to propose able American candidates. There has also been some success in recruiting for selected vacancies in administrative and technical positions in the various professional categories. Overall, however, the resources of the Federal Government for manpower procurement could be far more effectively utilized to assist international organizations, particularly some of the specialized agencies, in staffing both headquarters and field posts appropriately with competent American personnel. The present picture is one of a routine approach to the staffing of these organizations, a lack of positive executive branch leadership, no centering of basic responsibilities, ineffective coordination between Federal agencies, and inadequate staff and funds for sustained and systematic recruitment.

The United States has an impressive record of political support of international organizations as to both structure and program. It has contributed substantially to their financial support, on occasion in amounts exceeding 40 percent of an annual budget. This political and financial support should be supplemented by a systematic effort to provide international organizations with competent people of integrity and responsibility. Specifically, the Committee believes that it should be an integral part of U.S. foreign policy that this country is committed to make available high quality personnel, as they are required, to meet the developing needs of the international organizations.

The staffing assistance should be for all levels of employment in the international organizations, and for both short-term and long-term assignments. It should involve recruiting from inside the Federal service with the full endorsement of Federal departments and agencies. It should also involve a significant effort to recruit from the private sectors, especially with respect to short-term technical assistance assignments requiring hard-to-find skills. Further, the program should extend beyond the borders of this country to include, through the assistance of the U.S. missions abroad, highly qualified personnel of other nationalities.

Such a positive Government policy is long overdue. The promulgation of such a policy, in line with our continuing support of the objectives of international organizations, is a responsibility of the executive branch and must be set by Executive direction. The President may wish to use to the fullest the channels available to him to make the policy clear to all Government departments and agencies. At an appropriate time and occasion, he may also wish to enunciate the policy publicly so that the public is aware of the importance the United States attaches to service in international agencies.

In furthering this policy, the Government should endeavor to make full use of citizen interest already in being by more actively seeking the assistance of appropriate private organizations in such fields as international relations, education, professions, business, labor, and agriculture. This effort would give emphasis to the fact that the problem of quality staffing of international organizations is of countrywide concern. It could also be of major help in expanding recruitment sources. Each Government agency having a counterpart relationship with an international organization should work with the appropriate private groups in its field, and the Department of State should maintain liaison with those whose interests cut across various fields or are national rather than specialized in nature.

In order to keep attention focused on the program, as well as to provide a means of dealing with any across-the-board matters of coordination, the Department of State should on a regular basis—perhaps once a year—sponsor a conference of those groups which maintain an active interest in staffing international organizations. Representation at such meetings might be on a rotating basis to keep the gatherings of manageable size yet responsive to the variety of interests that can be tapped. A special effort should be made to include representatives from business and industry.

4. Organization of the Federal Government for recruitment for service with international organizations

An effective United States effort to find the most highly qualified and available citizens for international organization posts, whether in headquarters secretariats, regional offices, or local technical assistance projects, requires an adequate recruiting mechanism as well as strong, consistent policy direction. Neither exists today. The recruitment effort is perhaps best described as a hit-or-miss affair, with various Federal agencies determining, often at a bureau level, the extent to which they wish to be involved. A lack of coordination and direction is obvious.

The general pattern of recruiting is that the Federal agencies with a direct, subject-matter relationship with specific international organizations recruit for those organizations; the State Department recruits for some administrative positions in these same organizations and for positions in organizations which do not have a domestic counterpart. Some international organizations themselves recruit in the United States, both independently of and with the assistance of Federal agencies. The effectiveness of the recruiting operations varies widely; some Government agencies give strong endorsement to a recruiting effort, while others show little interest.

The present situation seems to be primarily a reflection of the fact that no real significance or priority tag has been attached to a recruiting effort for international organizations. Even within the agency primarily concerned, the Department of State, the status of the international organization recruiting unit (which deserves special commendation for excellent performance with insufficient resources) is indicated by the Department's limitation to three professionals and two secretaries, and by the organizational placement of this activity at a low level in its bureau.

The basic tools with which to work, however, are available; and there is a generally accepted pattern of Government organization which can be developed to meet today's need for an effective U.S. staffing effort.

With respect to policy, the Committee believes that responsibility for overall coordination and guidance of a positive U.S. recruiting program necessarily rests with the agency of Government responsible for the conduct of foreign affairs. This responsibility, moreover, should be placed at a high enough level in the Department of State to enable effective administration of the broad, interdepartmental responsibilities of the total program. It is recommended that a special assistant to the Assistant Secretary for International Organization Affairs be appointed, whose function would be to develop and direct the execution of a single U.S. recruiting policy, to assure the utilization of all appropriate Government resources and available private resources, to coordinate relations with U.S. missions, to serve as a central information and record point, and to evaluate the effectiveness of U.S. recruiting efforts.

Some case can be made for a central U.S. mechanism for finding, evaluating, and indexing highly competent candidates for international service. Such a mechanism functions effectively and efficiently in some European countries. The Committee believes, however, that the structure of the Federal Government, the vastness of the country's manpower pool, and the need for relating recruiting to program needs argue convincingly for decentralization. Actual recruiting activities should be the responsibility of the Government agencies which are the domestic counterparts of international organizations. These agencies have substantial elements concerned with the programs of international organizations. They have access to the sources of specialist personnel. They have the experience with which to evaluate the quality of professional competence. The real problem is to gain acceptance at the top levels of the agencies of the importance of making available some of our ablest professional people for international service, and of seeking out qualified specialists from business and industry.

In those cases where counterpart U.S. agencies do not exist, responsibility for recruitment should rest with an International Recruiting Service within the State Department. The experience of the present unit indicates that with proper backing this Service can successfully accomplish recruiting for positions which do not lend themselves to assignment to other agencies.

Adequate support in terms of status and resources must be given the recruiting units, particularly the Department of State's unit which will carry the heaviest workload. Whether these recruiting operations are placed within the substantive or administrative orbits of the respective domestic agencies is a

matter to be decided by the heads of the agencies, but both must cooperate freely if our goal is to be achieved. It would seem wise also, lest energy and manpower be diverted, that units responsible for recruiting be charged only with that specific task. The Department of State's unit, for example, presently performs staff functions with respect to the U.S. position on personnel management policy in international organizations. This responsibility should be handled elsewhere in the Office of International Administration. In this connection, the Committee suggests that greater attention be given to the encouragement of improved personnel management in international organizations as an integral part of a U.S. effort to assist in strengthening the staffing of those organizations.

Some form of coordinating mechanism will necessarily have to be developed to include the many Government bodies participating in the staffing effort, in order to provide both for the exchange of pertinent information and experience and for a joint review of the progress being made. The Committee has considered three major possibilities. One, an interdepartmental committee, under the Special Assistant in International Organization Affairs, might be established by the Department of State; two, the Interagency Advisory Group² might create a subgroup for this particular purpose; three, the Special Assistant might convene ad hoc meetings of the agency officials with whom he works. Since interdepartmental committees tend to become petrified with time, and since in the Special Assistant there will be a fixed and continuing responsibility for guiding this recruiting effort, the committee tends to look most favorably on the third possibility. But it also recognizes that the Interagency Advisory Group can be useful in facilitating access to the total personnel operations of the Government and believes that the attention of this body should from time to time be directed to the Government-wide effort to assist international organizations to obtain highly qualified personnel as they may be needed.

The Committee calls particular attention to its belief that irrespective of the nature of the organizational pattern which is developed to strengthen the Federal recruiting effort, the present freedom which international organizations enjoy to recruit directly anywhere in the United States should be preserved. Not only do the organizations desire and find useful the opportunity to look themselves for American candidates, but this procedure also precludes the development of a Government monopoly on recruiting for international organizations.

5. Role of the U.S. missions in respect to staffing and personnel administration

It is clear to the Committee that if the United States is to make a serious effort to aid international organizations in improving staffing and personnel administration, full and effective utilization must be made of our missions to international organizations. To some extent this will add a new dimension to the work of the missions, since hitherto matters relating to the administration of the organizations, particularly in the field of staffing, have generally been given attention only on an ad hoc basis. From time to time, circumstances or an appreciation of the importance of the subject on the part of an alert mission officer have resulted in real contributions to the staffing problem. But the general situation is suggested by the fact that the "Foreign Affairs Manual" is silent on the responsibility of missions with respect to the staffing of international organizations.

This responsibility primarily involves an interest in and a concern about the quality, utilization, and management of the personnel of the organizations. It should include a familiarity with the personnel structure, an understanding of job requirements, an evaluation of job performance and an appreciation of personnel management problems. In the case of American personnel, moreover, the missions should have an informed knowledge about their competence, their output, their adaptability to foreign life and culture, and their ability to work successfully with colleagues from other countries.

The Committee urges that the Department of State revise the standing instructions to missions to international organizations to include an assignment of responsibility in the area of staffing and personnel administration, and to assure that the responsibility is placed with a single top-level officer in each mission. It also suggests that officer personnel assigned to the missions be given appropriate prior training. This training need not be long or elaborate, but it should at least make clear the importance of staffing to the effective operation of international organizations, provide an understanding of the principles of personnel

² The IAG is composed of the personnel directors of the Federal departments and major independent agencies, and serves in an advisory capacity to the Civil Service Commission on a wide variety of Federal personnel management matters.

management particularly applicable in the case of these organizations, outline their personnel structure, and, on the basis of accumulated experience, suggest ways and means by which officers can be most effective. In this regard, the Committee understands that the Foreign Service Institute would endorse the desirability of developing such training.

The U.S. missions to foreign countries, as well as those to international organizations, can play a significant part in the total staffing effort. Since the goal of this country, and of other countries, should be to accomplish the best possible staffing of multilateral bodies, the U.S. country missions should constantly be on the alert to identify foreign nationals whose service can strengthen and enhance the work of these bodies. It would seem advisable, indeed, to include this reporting function among the normal duties of the country missions.

At several points in this report, specific and continuing mission functions have been suggested. These the Committee believes are the sine qua non of a worthwhile U.S. staffing effort. Full mobilization of the resources and abilities of the respective missions, moreover, undoubtedly will bring about the development of additional techniques of assistance and particular contributions which cannot at the moment be anticipated.

6. Recruiting for international organizations versus recruiting for bilateral programs

Some competition for specialist personnel is reported between AID programs and U.N. technical assistance programs, to the disadvantage of both the United States and the various international organizations. Moreover, since essentially identical skills and competencies are required, recruiting efforts of both programs are in effect duplicated and tend to draw on the same manpower sources. This problem is apparently compounded by the decentralized AID organizational pattern, under which headquarters branches set up on a geographical basis recruit independently for a full range of technical skills.

Staffing activity with respect to both AID and international organization programs should be coordinated as fully as possible. This may require a considerable amount of imagination and cooperation in view of the number of agencies involved, but it should result in the utilization of our ablest manpower in the best interests of our country and the international organizations. At a minimum, arrangements should be made whereby those in the State Department and other Government agencies who are concerned with finding suitable candidates for international organizations may have full access to the various candidate files maintained in AID. A further step which could be taken at an early date is the development of a Government policy to encourage the free mobility of U.S. personnel between U.S. bilateral technical assistance programs and those of the international organizations. From time to time skills available but not needed in one program are needed in the other. There are occasions also when an AID technician, for various reasons, is precluded from the further development of a project under AID auspices, but might, if available, carry it on under the auspices of an international agency, and vice versa.

A valuable consequence of greater coordination between the recruiting activity of AID and of that conducted in behalf of multilateral programs may well be the development of a more or less formalized and accepted system for moving specialist personnel, particularly the scarcer skills, between AID and international organization service in accordance with the respective priority needs of both—bringing about, in effect, a technical assistance career opportunity for the highly qualified American specialist personnel who might not otherwise be interested in service abroad.

Further, the program for staffing international organizations should be reviewed in the light of action taken on the program for meshing the Foreign Service, AID and USIA recruitment and personnel operations as envisaged in the Herter Committee report. In due course, it may be that all of these efforts can be merged.

7. Recruitment for junior officer positions

The recruitment of Americans for international organization service understandably has been directed largely toward senior positions, since these have been the posts which the organizations have had to fill in order to keep pace with developing programs. A certain amount of stability has now been achieved, and, further, many organizations quite properly are tending to promote from within whenever possible. It would now be desirable, therefore, to pay more attention to the recruitment for junior officer positions of young people of outstanding

ability who have a genuine career interest in international service. The possibility of using the Federal Service entrance examinations and the Foreign Service Officer examinations as candidate sources should be explored. A likely future source should be the growing group of successful Peace Corps appointees. Care must be taken, however, in view of the limited number of junior positions and the impact of geographic distribution policies on personnel selection, not to arouse excessive expectations concerning the number of posts that may become available.

8. Government clearance of candidates for international organization employment

The Government now requires a loyalty clearance on the basis of a full field investigation for all U.S. citizens considered for employment by international organizations. The Committee recognizes that the problem of clearance is a difficult one and believes that it should be given careful consideration in the immediate future. Simplified procedures should be developed that will properly protect Government interests and still make it possible for international organizations to appoint qualified Americans when they are needed.

9. Information concerning vacancies and job qualifications

One of the more troublesome problems which confronts U.S. agencies attempting to assist international organizations in recruiting able personnel is that of obtaining adequate information about the existence of vacancies, the duties to be performed, the qualifications required and, in some cases, the salary to be paid.

The United States should take all appropriate steps to see that the channels of communication available to it are kept open, so that prompt notice is received of the existence of vacancies together with adequate data about them. This information is essential if the United States is to be of the greatest assistance to the international organizations in securing competent personnel. It would be desirable, further, for the U.S. missions to international organizations systematically and regularly to anticipate upcoming vacancies, in order that qualified, available replacements can be proposed at the time when a proposal can be most helpful. This is particularly important in cases where Americans have been incumbents, but should be done to the extent possible across the board in the interest of encouraging the candidacies of the most competent persons regardless of nationality.

10. Language requirements

A great majority of international organization posts require a foreign language facility other than, or in addition to, English. Often it is the French language. This requirement is necessary and proper, yet it acts as a serious deterrent to the recruitment of Americans. No immediate solution to the problem is seen, but the Committee recommends that any public information program to encourage interest in international organization service should emphasize the need for foreign language fluency and should urge interested persons to take the necessary training. Recruiting contacts should also be established with the significant foreign nationality groups in this country.

11. Financial incentives for international organization service

Those concerned with the matter of finding Americans qualified, available, and interested in international organization service report that some potential candidacies flounder because of inadequate financial incentive. The proportions of the problem, however, are not known.

The Committee tends to believe that the total emoluments provided by international agencies are reasonably comparable with those of the Federal Government. It would probably be helpful for recruiting purposes, however, if the staffs of the various Government agencies engaged in the effort to recruit qualified Americans had a clearer understanding of the U.N. system of pay, allowances, and benefits. A simple explanation of this system in brochure form for prospective candidates would also be desirable.

It must be recognized that the problem of emoluments is highly complex and technical and the Committee suggests that special study is required. As a first step, it would be desirable for the Department of State to give every possible assistance to the U.N. Technical Assistance Board, which, it is understood, is about to make a comparison of emoluments provided personnel employed on multilateral and bilateral technical assistance programs.

In some instances the inability to recruit Americans for international service because the financial incentive is not sufficiently attractive undoubtedly also

reflects a reluctance of many Americans to serve abroad. The Committee believes that Government, industry, and private institutions can help overcome this reluctance by giving greater recognition to oversea experience as a qualification asset for career advancement.

The Committee also believes that this Government should strengthen its efforts to have policy on emoluments of all the international organizations coordinated under the U.N. In the case of the Monetary Fund and World Bank, there appears to have been little or no serious U.S. effort to work for uniformity with the U.N. system, and salaries and allowances of these agencies are larger than those of the U.N.

12. Release of employees

A practical problem exists with respect to securing the release of Federal employees and, indeed, of employees of any public or private organization, industry, or institution for fixed-term international service. On the one hand, the organization is generally reluctant to release its best people for 2 or 3 years. On the other hand, employees realize, in spite of assurances to the contrary, that on return to their jobs they are likely to find it necessary to compete with a new group to regain their previous status.

The problem of securing the release of Federal employees might best be handled by Presidential directive. The career development aspects of such assignments could be stressed and the fact that adaptability is an important factor in a person's forward progress in the Federal service. Further, in the light of a Presidential directive, the State Department could encourage leadership groups within the private sector to place this problem before their respective constituencies.

13. Limitation on period of international organization service by Federal employees

Public Law 85-795 provides that Federal employees, with certain exceptions, may serve in international organizations for a period up to 3 years while retaining all rights and privileges of Federal service. This legislation has made it possible for many able Americans to undertake short-term assignments for international organizations, and the Committee suggests that an amendment now be sought to permit assignments up to 5 years.

A 5-year period has definite advantages. At the end of this time, for example, a Federal employee willing to enter the international civil service on a career basis would be eligible for participation in the U.N. retirement system. Further, some international organizations are now tending to fill certain important fixed-term posts on a 5-year basis. And particularly in an international organization's secretariat, a year or more of experience must take place before one can become effectively influential.

The possibility of the enactment by the several states of legislation similar to Public Law 85-795 should be explored, perhaps in conjunction with such professional bodies as the Council of State Governments. Many state programs could become a continuing source of experienced specialists in technical assistance areas, and personnel from states where there are foreign language groups may have a natural foreign language competence.

14. Service of Presidential appointees in international organizations

Present legislation provides for the detail of Presidential appointees to international organizations, but does not provide for secondment, or temporary transfer. This problem centers around Foreign Service officers, who, in effect, are not available as international civil servants. Reportedly, also, there is some reluctance within the Foreign Service to serve in this capacity. The experience of Foreign Service officers could be valuable to international organizations and, in turn, such service should contribute to Foreign Service career training. The Committee believes that an amendment to Public Law 87-795 might be sought to permit secondment of Foreign Service officers when appropriate, and that administrative steps should be taken to facilitate assignments as possible. In this regard, consideration should also be given to the question of promotion.

15. Americans serving in international organizations

The Committee notes with concern the lack of current knowledge about Americans serving international organizations in professional positions at all levels. This situation apparently has come about because Americans are recruited directly by the international organizations as well as by a number of Federal agencies. It urges that the State Department, utilizing the U.S. missions overseas, provide for a continuous inventory in some easily accessible form.

Such an inventory would include name, position, appointment date, qualifications, the manner in which persons were recruited, and other pertinent information. The inventory, by indicating approximate retirement dates, would enable the United States to take advance steps to locate the best possible candidates for consideration as replacements when this was determined to be desirable. It would also be a roster that could be used as a source for meeting future needs and as a resource for AID.

Persons leaving international service should be given an exit interview by an appropriate U.S. official for the purpose of obtaining information on problems connected with international employment and on ways by which the United States could improve its staffing effort and its help to international organizations.

16. Recognition of U.S. citizens employed in international organizations

During its study the Committee found that some American nationals serving in international organizations find themselves to be virtually forgotten persons so far as this Government—in particular the U.S. missions—is concerned. This situation apparently is in sharp contrast to that of nationals of most other countries. The latter appear to have access to senior officials of their country missions, are included in occasional mission social activities, and when possible on home leave are made welcome in the ministry concerned with the program of the organization in which they are employed.

Employees of an international organization, whether they serve under long- or short-term contracts, owe their loyalty to that organization for the duration of their service, and their countries in accepting membership in the organization have accepted a solemn obligation to respect their status as international civil servants. It is important that the United States maintain in the future, as it has in the past, its position of integrity with respect to that obligation. The Committee suggests, however, that it is entirely proper for, and a responsibility of, the U.S. missions overseas and in New York to accord appropriate recognition to American nationals who are contributing to international amity through service in international organizations, and to maintain a normal relationship with them under the criteria of the U.N. Charter and the regulations of the organizations in which they are employed. By contributing to individual morale and prestige for international civil service, these steps can aid in creating a working environment which may help attract the type of personnel whose services are in wide demand.

17. Orientation of U.S. nationals for international organization service

Currently American nationals—from either the public or the private sector—who accept an assignment in an international organization normally report for duty without the benefit of any orientation from a Government source. The Committee believes that it would be helpful, both to those about to undertake an assignment and to the international organizations themselves, if basic orientation was made available to these persons. The purpose would be to assist them in making quick adjustment to the conditions of service, and to point up the importance which the United States attaches to their assignments.

Although there are definite obstacles in the way of an orientation program, such as scheduling and providing for necessary travel, it would seem desirable that one be initiated for those who could take advantage of it, particularly those traveling to their post of assignment through Washington or New York. For others, the U.S. mission in the country to which they were assigned could at least, on their arrival, provide information about living and working conditions in that country. At a minimum, written material could be developed which would provide helpful information to Americans who become members of the international civil service.

18. Training of American candidates for international civil service

The possibility of training for American nationals who are interested in preparing themselves for service with international organizations is a recurrent consideration among those concerned with strengthening the staffs of these organizations. The Committee doubts, however, that a Government training program is within the realm of practicability at this time.

At the same time, the committee recognizes the advantages to be derived from training, especially in view of today's rapid developments in technical fields, and would hope that new ideas for training mechanisms will be explored carefully. If, for example, a "hard core" career staff of technical assistance personnel, serving in U.S. bilateral and in multilateral programs as their particular skills are needed, can be developed, a program of refresher training would be essential. Further, the prospect of a Foreign Affairs Academy offers interesting possibilities for training a limited number of Americans for junior officer posts

in the international civil service, and for the development of a formal orientation course for American nationals entering that service in other capacities.

19. *National attitude toward employment in international organizations*

If there is to be effective recruiting throughout the United States for service in international organizations, there must be public awareness of the importance of these assignments. An appropriate public information program should be initiated for this purpose by the State Department. To the maximum extent possible, however, the operational activities of the program should be carried on by existing private organizations in the field of international relations.

The possibility of capitalizing on the success of the Peace Corps in building public interest might be explored, with a view, also, to directing the most qualified Peace Corps graduates into international organization employment.

There is a need to make it easier for the public to obtain timely information on employment opportunities and on how to apply for employment in international organizations. Considerable caution must be exercised in this regard, however, lest expectations be developed which cannot be fulfilled. As a practical matter, the number of posts which can be filled by Americans or by nationals of any one country, is limited. Most posts, moreover, require a considerable amount of technical experience.

20. *Identification of priority positions*

Consideration of ways and means of assisting international organizations to improve the quality of their staffs inevitably raises the question of identifying the posts which seem to be particularly important. This question, however, essentially is one of identifying those posts which, as a matter of top priority, must be filled with persons of great professional competence.

In general, the priority posts are those which require expertise in the development of policy and program, superior technical capacity and initiative, or ability to contribute to the solution of complex problems of general administration. They are not necessarily the highest level posts, and the need for particular types of skill will vary from time to time depending upon a variety of factors.

All agencies concerned with the activities of international organizations can contribute to the identification of those important posts, but a special responsibility devolves upon the U.S. missions to advise the Government about priority posts on a continuing basis, in order that recruiting efforts in behalf of international organizations may be most helpful. The missions should also keep themselves informed about the important posts which have been filled with personnel proven not to be competent in the positions.

21. *The Herter Committee report*

This Committee has considered the Herter Committee report ("Personnel for the New Diplomacy," December 1962) in the light of its own responsibility and has found no conflict between the two. As actions are taken on the former, however, their implications with respect to a U.S. effort to improve the quality of staffs of international organizations should be studied by the Department of State's Bureau of International Organization Affairs.

CONCLUSION

The Committee, in conclusion, reiterates its conviction that the United States, in its own interest and for the purpose of strengthening the multilateral machinery of today's complex international relationships, must make a determined effort to do its share in improving the quality of personnel in international organizations.

One thing above all else has been clear in considering how best to accomplish this objective—there must be an early determination and announcement in Washington, that the staffing of international organizations with the best qualified personnel is a matter of national priority and significance. Once this step is taken we believe other necessary action steps will readily follow.

APPENDIX I. EXCERPTS FROM THE UNITED NATIONS CHARTER

Article 100

"1. In the performance of their duties the Secretary General and the Staff shall not seek or receive instructions from any government or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization.

"2. Each member of the United Nations undertakes to respect the exclusively international character of the responsibilities of the Secretary General and the staff and not to seek to influence them in the discharge of their responsibilities."

Article 101

"1. The staff shall be appointed by the Secretary General under regulations established by the General Assembly.

"2. Appropriate staffs shall be permanently assigned to the Economic and Social Council, the Trusteeship Council and, as required, to other organs of the United Nations. These staffs shall form a part of the Secretariat.

"3. The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence, and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible."

APPENDIX II

Personnel summary—United Nations, specialized agencies, and other international organizations (February 1963)

	Total staff	Total United States	U.S. percentage	Professional staff	U.S. professional	U.S. percentage	Other staff ¹	Other United States
1. United Nations ²	5,935	1,376	23.18	1,425	364	25.54	4,510	1,012
2. Other United Nations programs:								
(a) UNRWA.....	11,459	24	.02	151	23	15.23	11,308	1
(b) UNICEF.....	523	55	10.51	166	41	24.69	357	14
(c) UNHCR.....	253	13	5.13	97	11	11.34	156	2
(d) Special Fund ⁴	74	30	40.54	27	5	18.51	47	25
(e) Technical Assistance Board ⁴	53	25	48.28	12	1	8.33	41	24
(f) Technical assistance field offices ⁴	810	11	1.35	82	6	7.31	728	5
(g) UNEF.....	\$ 1,379	11	.079	88	11	12.50	1,291	-----
(h) UNOC.....	\$ 5,619	48	.085	830	19	2.28	4,789	29
Subtotal.....	26,105	1,593	6.10	2,878	481	16.71	23,227	1,112
3. Specialized agencies:								
(a) UNESCO ⁶	1,201	72	5.99	501	51	10.17	700	21
(b) ICAO ⁶	462	20	4.32	169	18	10.65	293	2
(c) WHO ⁶	2,406	98	4.07	1,349	98	7.28	1,057	-----
(d) FAO ⁶	1,718	115	6.11	581	89	15.31	1,137	26
(e) ILO ⁶	1,067	57	5.34	436	33	7.56	631	24
(f) ITU ⁶	328	6	1.84	122	6	4.91	208	0
(g) WMO ⁶	94	0	-----	40	0	-----	54	0
(h) IMCO.....	37	1	2.70	12	1	8.33	25	0
(i) UPU.....	22	0	-----	22	0	-----	-----	-----
(j) IBRD.....	846	320	37.82	368	142	38.58	478	178
(k) IMF.....	510	221	43.33	264	105	39.77	246	116
(l) IFC.....	99	35	35.25	53	15	28.30	44	20
Subtotal.....	8,790	945	10.75	3,917	558	14.24	4,873	387
4. Technical assistance:								
(a) Regular program of technical assistance.....	690	71	10.28	690	71	10.28	-----	-----
(b) ETAP.....	1,688	160	9.48	1,688	160	9.48	-----	-----
(c) Special Fund.....	361	44	12.18	361	44	12.18	-----	-----
(d) OPEX.....	37	2	5.40	37	2	5.40	-----	-----
Subtotal.....	2,776	277	9.97	2,776	277	9.97	-----	-----
5. Inter-American organizations:								
(a) Inter-American Children's Institute.....	14	-----	-----	-----	-----	-----	-----	-----
(b) Inter-American Indian Institute.....	14	1	7.14	8	1	12.50	6	-----
(c) Inter-American Institute of Agricultural Sciences.....	112	-----	-----	-----	-----	-----	-----	-----
(d) Inter-American Development Bank.....	416	111	26.68	190	55	28.94	226	56
(e) Pan American Institute of Geography and History.....	25	1	4.00	13	1	7.69	12	-----
(f) Pan American Railway Congress.....	6	-----	-----	-----	-----	-----	-----	-----
(g) Pan American Health Organization.....	759	119	2.50	331	78	23.56	428	41
(h) Organization of American States.....	749	278	37.11	358	139	38.82	391	139
Subtotal.....	2,095	510	24.29	900	274	30.44	1,063	236

See footnote at end of table, p. 1166.

Personnel summary—United Nations, specialized agencies, and other international organizations (February 1963)—Continued

	Total staff	Total United States	U.S. percentage	Professional staff	U.S. professional	U.S. percentage	Other staff ¹	Other United States
6. Regional organizations:								
(a) South Pacific Commission	59	2	3.38	27	2	7.40	32	0
(b) North Atlantic Treaty Organization	890	18	2.02	213	18	8.45	677	0
(c) North Atlantic Treaty Parliamentary Conference	8	1	12.50	2	0	-----	6	1
(d) Southeast Asia Treaty Organization	142	4	2.81	42	4	9.52	100	0
(e) Colombo plan	25	0	-----	3	0	-----	22	0
(f) Central Treaty Organization	94	8	8.51	60	8	13.33	34	0
(g) Intergovernmental Committee for European Migration	609	21	3.44	121	21	17.35	488	0
(h) Organization for Economic Cooperation and Development	1,023	17	1.66	367	16	4.35	656	1
Subtotal	2,850	71	2.49	835	69	8.26	2,015	2
7. Other international organizations:								
(a) Interparliamentary Union	9	1	11.11	9	1	11.11	0	0
(b) International Bureau for the Permanent Court of Arbitration	6	0	-----	5	0	-----	1	0
(c) International Union for the Protection of Industrial Property	55	1	1.81	15	1	6.66	40	0
(d) International Bureau for the Publication of Customs Tariffs	20	0	-----	0	0	-----	0	0
(e) International Bureau of Weights and Measures	35	0	-----	0	0	-----	0	0
(f) International Hydrographic Bureau	17	1	5.88	3	1	33.33	14	0
(g) International Sugar Council	15	0	-----	0	0	-----	0	0
(h) International Wheat Council	20	0	-----	0	0	-----	0	0
(i) International Rubber Study Group	7	0	-----	4	0	-----	3	0
(j) Central Commission for Navigation of the Rhine	15	0	-----	4	0	-----	11	0
(k) IAEA	555	52	9.36	236	31	13.13	319	21
(l) International Cotton Advisory Committee	10	4	40.00	0	0	-----	0	0
(m) Inter-American Tropical Tuna Commission	46	35	76.08	22	15	68.18	24	13
(n) International Commission for the Northwest Atlantic Fisheries	5	0	-----	2	0	-----	3	0
(o) International North Pacific Fisheries Commission	3	1	33.33	2	1	50.00	1	-----
(p) General Agreement on Tariffs and Trade	100	3	3.00	47	3	6.38	53	-----
Subtotal	919	94	10.22	349	57	16.33	469	34
Total	743,535	3,494	8.02	11,655	1,716	14.72	81,647	1,771

¹ Refers to staff in posts with special language requirements and locally recruited staff or other staff not internationally recruited.

² Includes regular Secretariat personnel only. Excludes technical assistance and Special Fund personnel and personnel of UNRWA, UNICEF, and the Office of the High Commissioner for Refugees.

³ Virtually all locally recruited staff are refugees.

⁴ Excludes staff on secondment from the United Nations Secretariat. (See footnote 1.)

⁵ In addition to 5,133 military personnel in UNEF, and 18,922 military staff in the Congo as of Jan. 9, 1963.

⁶ Excludes personnel paid by technical assistance and other special funds.

⁷ The sum of "Professional staff" and "Other staff" does not equal the grand total of personnel due to the fact that a breakdown of these staffs is not available for 8 organizations.

Senator DODD. We will have to continue this. I must say that I am surprised at this testimony, I am shocked by it.

Mr. SOURWINE. I have some additional questions on the particular subject—

Senator DODD. I should think there would be. Off the record.

(Discussion off the record.)

Senator DODD. We will meet at 9:30 tomorrow morning.

(Whereupon, at 4:30 p.m., a recess was taken until 9:30 a.m., the following day, Friday, April 26, 1963.)

TESTIMONY OF JOHN F. REILLY

TUESDAY, APRIL 30, 1963

Senator Thomas J. Dodd, vice chairman, presiding.

Present: Senators Dodd and Olin D. Johnston.

Also present: J. G. Sourwine, chief counsel.

(Mr. Reilly was previously sworn.)

* * * * *

Mr. SOURWINE. You are familiar, are you not, with the clearances given to American nationals who are employed by international organizations?

Mr. REILLY. Yes, I am generally familiar with that procedure. It is not, of course, administered by the Department.

Mr. SOURWINE. Is that administered by the International Organizations Employees Loyalty Board?

Mr. REILLY. That is correct.

Mr. SOURWINE. Are you familiar with the history of how that came to be set up?

Mr. REILLY. I am.

Mr. SOURWINE. It is correct, is it not, that a bill had been introduced in the Senate by the late Senator Pat McCarran requiring clearances of all U.S. nationals and putting certain responsibilities on the Attorney General with regard to granting clearances for this purpose, and that the International Organizations Employees Loyalty Board was then set up to handle the problem, after which the State Department informed the Senate and the committee that the problem was being handled administratively and that no legislation was needed?

Mr. REILLY. I am not personally familiar with that legislative background, but I would accept it.

Mr. SOURWINE. Well, are you familiar with the fact that the International Organizations Employees Loyalty Board was set up with the concurrence of the State Department at the time?

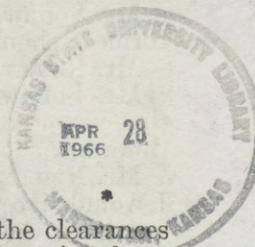
Mr. REILLY. I am not personally familiar.

Mr. SOURWINE. You don't know whether that is true or not?

Mr. REILLY. No.

Mr. SOURWINE. And are you telling us now that the State Department is dissatisfied with this situation and with the functioning of the Board, or with where the responsibility is placed, with the fact it is outside the State Department?

Mr. REILLY. No, sir; I am not stating that.



Mr. SOURWINE. I will state, then, that I was given to understand at the time—not as a matter of testimony—that the Department wanted the functioning of the Loyalty Board to be outside the State Department because it would then put the Department in the position of merely conveying to the United Nations an evaluation over which it presumably had no control. You don't know whether that consideration ever entered into the matter?

Mr. REILLY. At the time?

Mr. SOURWINE. Yes.

Mr. REILLY. Yes, I understand it did; yes, sir.

Mr. SOURWINE. Is that consideration still valid today?

Mr. REILLY. I think it is.

Mr. SOURWINE. That the function of evaluation, if it is to be performed, should then be performed outside the State Department?

Mr. REILLY. I think so, yes. That is my personal opinion.

Mr. SOURWINE. I had understood earlier that you had indicated that you were at odds with Mr. Otepka about the question whether this work should be done at the Civil Service Commission.

Mr. REILLY. Oh, no. If there was a misunderstanding about that I would like to clarify it—this is, again, my personal view and does not have the endorsement of any other State Department official. My remark merely went to the investigative part of it.

Part of the difficulties in recruiting able, loyal, and intelligent Americans for international—to serve on international organizations as, to use the governmental phrase, the international civil service, has been the long time delay between the time the man has been approached or the time that he has expressed a willingness to serve the United States in this capacity, and the time that he has had the background investigation completed.

Mr. SOURWINE. Is there a background investigation, a preinvestigation in all cases under existing procedure?

Mr. REILLY. Under Executive Order 10422. The Executive order calls for these investigations.

Mr. SOURWINE. Well, are—

Mr. REILLY. I have no personal knowledge, since the present program, sir, is not administered by the Department.

Mr. SOURWINE. Has this procedure called for by the Executive order with respect to the American nationals employed or to be employed by international organizations been changed in any way recently?

Mr. REILLY. Has the Executive order—I didn't get you.

Mr. SOURWINE. Has the procedure for clearance, for preinvestigation and so forth, been changed in any way?

Mr. REILLY. Not to my knowledge.

Senator DODD. Before you leave this subject, I think that more information about this Board, this Board outside the State Department, would be interesting to the committee.

Mr. SOURWINE. Yes, Mr. Chairman. This committee held extensive hearings on this line after the Board had been created and we had the Assistant Secretary of State, or I think a Deputy, perhaps a Deputy Under Secretary here, who gave considerable testimony about the matter of what happened first and what had come along later—

Senator DODD. When was that?

Mr. SOURWINE. I think in 1952, but it might have been 1953. Would it be of assistance if a brief summary of this point might be placed in the record here?

Senator DODD. I think so.

Mr. SOURWINE. To summarize what our records show was the situation before and after.

Senator DODD. Yes, it would.

Mr. SOURWINE. I could attempt to give my own explanation but I would rather not testify at length on this.

Senator DODD. I understand.

Mr. SOURWINE. We can summarize it and, with the Chair's permission, it could be inserted in the record at this point.

Senator DODD. Yes; so ordered.

(The staff summary of the hearing referred to above reads as follows:)

In 1952, the Senate Internal Security Subcommittee launched an investigation regarding the presence of American citizens working at the Secretariat of the United Nations or in special agencies of the United Nations who might be Communists. Hearings were held by the subcommittee and a number of witnesses who were officials of the Secretariat of the United Nations were summoned to testify. Many of the witnesses invoked the constitutional privilege against self-incrimination when asked about their participation in Communist activities. In addition, the subcommittee put into the record evidence that some of these, and certain other United Nations officials, were involved in the Communist conspiracy. All of the witnesses were U.S. citizens. Many were former officials or employees of the U.S. Government.

For a period of approximately 3 years—between the time of the formation of the United Nations in 1946 and the latter part of 1949—there was no safeguard whatsoever, from the standpoint of the United States, against employment by the United Nations of U.S. citizens who were disloyal to their country, or were actively engaged in espionage on behalf of some foreign power. During the course of the subcommittee hearings, several officials of the State Department testified that, although the United Nations was set up in 1946, they knew of no arrangement undertaken by the State Department prior to the autumn of 1949 to give to the Secretary General of the United Nations derogatory security information concerning U.S. citizens at the Secretariat.

Late in 1949, in response to a request from the Secretary General, an information agreement was worked out whereby officials of the Secretariat gave to the State Department, for security checks, a list of U.S. citizens working for the Secretariat. Thereupon the State Department undertook to assemble such derogatory security information as was available in the U.S. Government's files. However, no field investigation was undertaken by the Department. The procedure set down was to have certain State Department officers evaluate such derogatory security information and orally to communicate to unnamed officials of the United Nations a conclusion, arrived at by State Department officials on a basis determined within the Department, as to whether the Department desired to object to the continued employment of any such person by the U.N. The Department's regular Security Division Evaluation Office did not take part in the evaluation, however.

A conclusion that the Department would so object was communicated as an "adverse" report. In no case was any distinction made, in reporting to the United Nations, between persons concerning whom there was no derogatory information, and those concerning whom there was derogatory security information, but to whose continued employment by the U.N. the State Department did not at that time object.

The subcommittee recommended that legislative safeguards be established to prevent future employment of American nationals of questionable loyalty to the United States by international organizations, located in this country. It further recommended that a definite arrangement be entered into between the U.S. Government and international organizations, under which information concerning the records of all American applicants for employment should be submitted to responsible officials to the international organizations so that the security of the United States could be protected.

On May 27, 1953, President Eisenhower issued Executive Order 10459 establishing what is known as the International Organizations Employees Loyalty Board in the Civil Service Commission. The Board consists of three Civil Service Commission officers. The order also prescribes procedures for making available to the Secretary General of the United Nations certain information concerning U.S. citizens employed or being considered for employment on the Secretariat of the United Nations.

In brief, Executive Order 10459 directs the Civil Service Commission to conduct a full background investigation of any U.S. citizen who is employed or may be employed by the United Nations or any other public international organizations of which the United States is a member. In the event the duration of employment is for a period of 90 days or more, or if less than a period of 90 days and derogatory information is disclosed, the Federal Bureau of Investigation makes a full field investigation.

Reports of full field investigations are forwarded through the Civil Service Commission to the Board. Whenever such a report contains derogatory information, there is made available to the person in question a hearing before the Board. Subsequent to the hearing the Board transmits an advisory opinion, together with the reason therefor, to the Secretary of State for transmission to the Secretary General of the United Nations for his use in exercising his rights and duties with respect to the personnel of the United Nations.

Mr. SOURWINE. And may I go off the record just a moment here, Mr. Chairman?

Senator DODD. Yes.

(Discussion off the record.)

Senator DODD. Back on the record.

Mr. SOURWINE. You would like to have me repeat that on the record, Mr. Chairman, as I understood you.

Senator DODD. Yes.

Mr. SOURWINE. Mr. Reilly, do I understand it correctly that you do not take exception to the International Organizations Employees Loyalty Board's existence or functioning or to the fact it is outside the State Department but rather only to the fact that investigations are not by State Department but by Civil Service investigators, and you feel that this should be done by State Department investigators and the investigators' reports then turned over to the Board?

Mr. REILLY. Your question, Mr. Sourwine, has several parts to it.

Mr. SOURWINE. Yes, I realize that.

Mr. REILLY. And to answer the first part, you stated it correctly. I do not have any feelings that there should be a change in the makeup of the Board or the location of the Board.

Now as to the second part of the question—and here I must again state that I am expressing my own personal views and not as an official view of the Department of State—I think part of the difficulty arises because of the length of time that is taken to complete these investigations.

I think that, if a means could be found without sacrificing the thoroughness of the background check—because I believe that to be quite important—if a means could be found to speed up the time required to complete these investigations, that then more loyal Americans and intelligent Americans could be prevailed upon, that there would not be as much discouragement as there is now.

A man is asked today and as much as 6 months may go by before the clearance procedure has been completed and by that time he has other commitments and so his services are lost. Now, whether this should be by accelerating—by making more men available to the

the Civil Service Commission so that they might perform these more expeditiously, or whether the State Department or other investigative agencies who have experience in conducting these full background investigations should do it, is something that I cannot—something that I think could be debated.

Mr. SOURWINE. Do you have an opinion?

Mr. REILLY. My own personal opinion, and I have not discussed this with Mr. Orrick, and he might slap me right down on it, is that, with some additional increase in the number of agents that we have, it might be that these clearances could be done more expeditiously. Now, there may be reasons why, in my own department, it may be felt better to leave it where it is—that is why I say it is just my personal view—because I feel that if you could cut down on the time without diminution of security, those people would not be too discouraged.

Mr. SOURWINE. You don't think it would be embarrassing to the State Department, for the same reasons already mentioned, to be investigating prospective employees of the United Nations—

Mr. REILLY. I have not felt that way.

Mr. SOURWINE (continuing). —who were not State Department employees?

Mr. REILLY. I have not felt that.

Mr. SOURWINE. Are you familiar with the demand for elimination of the United Nations clearance procedure that was made by Leonard Boudin in his capacity as counsel for the Emergency Civil Liberties Committee?

Mr. REILLY. I have seen the— I believe there was a letter to the New York Times.

Mr. SOURWINE. Yes.

Mr. REILLY. Yes, I have seen this letter.

Mr. SOURWINE. Mr. Chairman, I do not have that letter with me but may I ask that a copy of it go in the record at this point?

Senator DODD. Yes, without objection, so ordered.

(The letter referred to follows:)

[From the New York Times, July 30, 1962, p. 22]

SCREENING U.N. EMPLOYEES

M'CARRAN COMMITTEE'S AUTHORITY OVER AMERICANS CHALLENGED

To the EDITOR OF THE NEW YORK TIMES:

In an otherwise excellent story published July 15, "U.N.'s Fiscal Plight," Thomas J. Hamilton seriously errs in referring to "11 American members of the United Nations who had been dismissed on charges of disloyalty to the United States."

These staff officials, some of whom I represented as counsel had been dismissed as a result of U.S. governmental pressure when they declined, under the first and fifth amendments, to answer questions put by the McCarran Internal Security Subcommittee.

Both the validity and propriety of the committee's authority were most doubtful in view of the independence of the international Secretariat and the total lack of legislative purpose. Nevertheless, yielding to manifest political discretion, the first Secretary General dismissed these staff officials and the second preferred to pay damages rather than comply with the U.N.'s administrative tribunal's decision that the staff had been unlawfully discharged.

LOSS OF SERVICES

I write for two additional reasons:

First, the public is not aware that the careers of many devoted and brilliant international civil servants were destroyed in the hysteria of the 1950's. The loss of their services was also a grievous blow to the United Nations.

Second, your recent thoughtful editorial on Andrew Cordier's resignation should remind us that the U.S. Government is still enforcing President Truman's and President Eisenhower's Executive orders which screen, on political grounds, American employees of the United Nations and other international organizations.

The expressed criteria include membership on the Attorney General's list; the sources include derogatory information in congressional committee files; the procedures are based upon undisclosed evidence.

Such screening is inconsistent with the charter's principle in article 100 of the independence of the organization. An International Organizations' Employees Loyalty Board in our Civil Service Commission makes no sense. There is no security problem in employment by the United Nations. Hence, the Association of the Bar's Special Committee on the Federal Loyalty-Security Program recommended in its 1956 report that this Board and the program be terminated.

The U.S. Government to its credit has sought in other respects to strengthen the United Nations. The present administration would now score a major achievement if it were to adopt, although belatedly, the committee's advice to eliminate its so-called loyalty program in the international field.

LEONARD B. BOUDIN.

NEW YORK, *July 24, 1962.*

Mr. SOURWINE. Do you know who drafted the draft report or how it came to be drafted, who had responsibility for its drafting, the February draft report, which was along the lines of Mr. Boudin's recommendation?

Mr. REILLY. No; I do not, sir. I have no knowledge on that.

Senator DODD. Off the record.

(Discussion off the record.)

Mr. SOURWINE. Did you recognize this recommendation of the report with respect to the elimination of the United Nations clearance procedure for American nationals, when you saw it in the report, as coinciding with the demands which had been made by Boudin?

Mr. REILLY. That was one of the things Mr. Otepka brought to my attention.

Mr. SOURWINE. Oh, you had not seen the Boudin article before that time?

Mr. REILLY. No, I had not. I was not—we were not at that time—I was not personally involved in the International Organizations Employees Loyalty Board, since that is outside the Department of State.

Senator DODD. Did I understand that you did not know anything about Boudin? Did Otepka call his name to your attention?

Mr. REILLY. Oh, I had known about Boudin—

Senator DODD. You have known about him before?

Mr. REILLY. For a long period of time; yes, sir.

Senator DODD. And had you read the draft of the report before Otepka called your attention to the Boudin recommendation?

Mr. REILLY. Yes; I read the draft report before I handed it to Mr. Otepka; yes, sir.

Senator DODD. My point is, did you notice it yourself or didn't you notice it until Otepka called it to your attention?

Mr. REILLY. Well, I was not familiar with the position taken by Mr. Boudin in the New York Times letter until Mr. Otepka brought that article to my attention.

Senator Dodd. I see. You knew who Boudin was, though?

Mr. REILLY. Oh, yes, indeed; I recognized the name immediately.

Senator DODD. But you did not know he had written a letter to the Times on this subject?

Mr. REILLY. It had not been brought to my attention and I am sure that the draft report which reached the Office for Security for comment—that is, I had not been concerning myself with something outside my department and outside my area of responsibility.

Mr. SOURWINE. Now, you told us, Mr. Reilly, that you had talked—and I believe agreed—with Mr. Otepka with respect to the necessity for continuing the clearance of American nationals to be employed by international organizations?

Mr. REILLY. We might put it this way, that it is a characteristic of mine when I have views on something, I quite freely make them available to Mr. Otepka and here we found ourselves in agreement.

Mr. SOURWINE. Well, what I am really trying to get at is: You testified you had read this report before you took it to him—you took it to him with a request for comment?

Mr. REILLY. For comment; yes, sir.

Mr. SOURWINE. I would presume that, if you had seen something in the report to which you strongly objected, or took exception, you would have called it to Mr. Otepka's attention, so you would set the tone for the comment on the draft. Did you do this with respect to the report's recommendation for elimination of security clearance for American nationals to be employed by international organizations?

Mr. REILLY. I most certainly did.

Mr. SOURWINE. But after he had drafted the report embodying such objection, you never sent it on to Mr. Orrick?¹

Mr. REILLY. No, but—

Mr. SOURWINE. Why not?

Mr. REILLY. But I made certain, sir, that no final action with respect to the Department of State's views on that report would be made without my having ascertained on the record his comments.

Mr. SOURWINE. Well, you don't think that the Department of State would come forth officially with a release with that kind of a—

Mr. REILLY. Oh, yes.

Mr. SOURWINE. You think so, since this is an independent and outside outfit over which the Department has no control?

Mr. REILLY. It is an advisory committee as I understand it, sir, and the State Department is, therefore, in no way bound.

Mr. SOURWINE. Do you think the State Department had nothing to do with the elimination of that provision for abolishing clearances for U.S. employees of international organizations?

Mr. REILLY. I have no knowledge one way or another on that, Mr. Sourwine.

Mr. SOURWINE. Don't you think it is reasonable that if attention was called by the Department to the fact that this committee was interested and that it was coincidental, at least, with the previous demand by Mr. Boudin, that there would be a lot of trouble if the report came out with that recommendation in it?

Mr. REILLY. I don't know that.

Mr. SOURWINE. You have no knowledge?

Mr. REILLY. That is correct.

¹ Text of this draft report appears at p. 1181 of this volume.

Mr. SOURWINE. Do you think that, for all you know—it is perfectly reasonable to you—that the Advisory Committee just called the report back and made those changes of its own volition, on the volition and initiative of its members without reference to this committee's interest?

Mr. REILLY. It is also possible, and here we are merely speculating, or at least I have to, it is also possible that they knew of my views.

Mr. SOURWINE. To whom had you expressed them other than Mr. Otepka?

Mr. REILLY. I have expressed them orally to Mr. Harlan Cleveland.

Mr. SOURWINE. Mr. Cleveland is directly in charge of this Advisory Committee, or at least the Advisory Committee reports to him?

Mr. REILLY. Yes, he is the Assistant Secretary for International Organizations.

Mr. SOURWINE. Did you say anything to Mr. Cleveland about this Committee's interest in this matter?

Mr. REILLY. Yes; I did.

Mr. SOURWINE. Was there any suggestion made that perhaps there might be trouble if the report came out containing that recommendation?

Mr. REILLY. There was no such suggestion made in my presence.

Mr. SOURWINE. And not by you?

Mr. REILLY. Or not by me; no.

Mr. SOURWINE. You told him it appeared that the Committee was in opposition to this, at least there was some opposition in the Committee to it?

Mr. REILLY. I told him, first, informally, that I had objection to it, that I wanted, before anything along these lines was to be formalized, that I wanted to be heard and he indicated this would be the fact.

Mr. SOURWINE. All right. Why didn't you send up the written comment? That was your opportunity to be heard; wasn't it?

Mr. REILLY. Very frankly, because—knowing that the report was not going to be acted upon and with the priority of things that I had to do, I had not time to do the redrafting and to think through what I wanted to say—

Mr. SOURWINE. But you could have given it back to Mr. Otepka, couldn't you, and told him to redraft it, that you did not approve of it?

Mr. REILLY. I could, but this was one where I felt I wanted to make my own comments on, but because of the passage of time—

Mr. SOURWINE. Passage of time—between February and April—2 months—you did not have time to express your views?

Mr. REILLY. You know, Mr. Sourwine, some days things get to your desk that are not always uppermost in your mind and—

Mr. SOURWINE. Yes, I know, I have in mind what you said about work piling up on Mr. Otepka's desk, and we will talk about that later—I am talking about holding up things—

Mr. REILLY. Yes; I know.

Mr. SOURWINE. And we will talk later about Mr. Otepka holding things on his desk.

But I just wonder. You said you felt rather strongly about this and you told Mr. Cleveland you did not want any action taken until you had expressed yourself. And here was your opportunity to express yourself to Mr. Orrick, to express yourself in writing, and in 60 days you did not take advantage of it.

Mr. REILLY. I don't believe it has been fully 60 days.

Mr. SOURWINE. February 19 is the date of the report which was being circulated and April 22 is the date of the report that you brought us. Now, I do not know the precise date on which you got the request—maybe you can tell us.

Mr. REILLY. I don't have it. I would have to furnish that to you and I would also have to furnish you the date on which I received the memorandum from Mr. Otepka.

Mr. SOURWINE. Well, just to wind this up, Mr. Chairman, might it be in order to request that the witness furnish the date on which he received this request from Mr. Orrick to comment and the date on which he gave the matter to Mr. Otepka and the date on which Mr. Otepka produced a draft memorandum, and may we also request a copy of that draft memorandum?

Senator DODD. Very well, so ordered.

(In his letter of February 18, 1965, to Chairman Eastland, Acting Assistant Secretary Lee said:)

The files do not reflect the date Mr. Reilly received the referenced request nor Mr. Otepka's comments. This could have been handled on an oral basis and inasmuch as Mr. Reilly is no longer with the Department this cannot be ascertained.

Mr. SOURWINE. Mr. Reilly, were there any security problems in connection with the staffing of the Advisory Committee on International Organizations Staffing?

Mr. REILLY. I have examined our files on those individuals and each of those was granted, by the Division of Evaluations, a clearance to serve as a consultant on this Advisory Committee.

Mr. SOURWINE. You will recall that I asked you, off the record, at the date of our last session when you appeared here, whether you had any knowledge about how many of these members on the Advisory Committee on International Organizations Staffing had records with security significance, and I understood you to say that you did not know. Is that correct?

Mr. REILLY. As of that time I had not had occasion to look at their files—

Mr. SOURWINE. That is, you had not had the matter brought to your attention up to that time?

Mr. REILLY. That is correct.

Mr. SOURWINE. And after that date, you did have it called to your attention and you have looked at the files and found out?

Mr. REILLY. That is correct.

Mr. SOURWINE. Well now, my earlier question, which I think you did not precisely answer, was whether there were any security problems in connection with the staffing of this Advisory Committee. I will simplify that and define "problems" to mean matters in this connection which were sufficiently important to be called to your attention in advance of the clearance.

Mr. REILLY. Only one case was called to my attention in advance. As I understand my departmental instructions, I don't think I am permitted to enter into a discussion of the contents of personnel security files—

Mr. SOURWINE. I have not yet asked you that.

Mr. REILLY. Well then, to continue the answer:

The other cases were handled in accordance with office procedures within the Office of Evaluations and were not deemed by them to be

of such significance as to warrant their being brought to my attention.¹

Mr. SOURWINE. Of course, that does not answer my question, because the matter could have been called to your attention, or not, in accordance with office procedures.

Mr. REILLY. Only one was brought up and—

Mr. SOURWINE. Only one case was brought up?

Mr. REILLY. Yes.

Mr. SOURWINE. Can you tell us what that case is?

Mr. REILLY (after pause). I was interpreting that question and I don't feel that, under my instructions, I am authorized to furnish the name of any one individual because this, in a sense, indicates, as to that individual, that there was indeed information of a degree that warranted it being brought to my personal attention.

Mr. SOURWINE. Well, was there?

Mr. REILLY. I said there was but, as to naming that individual as I understand my instructions, I am not at liberty to do that.

Mr. SOURWINE. Then are we to infer that you wish the record to indicate that, with respect to one and only one of the 14—aren't there 14? Yes, 14 members of the Advisory Committee on International Organizations Staffing—with respect to one and only one of those members there was sufficient derogatory information to warrant bringing it to your attention?

Mr. REILLY. Yes; that is correct.¹

Mr. SOURWINE. And it was brought to your attention?

Mr. REILLY. Yes; that is correct.

Mr. SOURWINE. And who brought it to your attention?

Mr. REILLY. Mr. Otepka.

Mr. SOURWINE. Orally or in writing?

Mr. REILLY. No, in writing.

Mr. SOURWINE. In writing?

Mr. REILLY. Yes.

Mr. SOURWINE. And was it his view that, in the case of this prospective member of the Committee, clearance should not be granted, or did he merely call to your attention certain matters for your consideration? How was it brought up?

Mr. REILLY. It was brought to my attention in this fashion. He felt that there were certain additional points of information that he would like to have clarified.

Mr. SOURWINE. With regard to this particular individual?

Mr. REILLY. Yes.

Mr. SOURWINE. All right. Of a security nature?

Mr. REILLY. Right. He simultaneously indicated to me, however, that to his judgment, should this Advisory Committee meet again, and I understand there is to be a meeting this week, he felt that the file was such that we would be authorized in granting the man an interim permission to attend that particular meeting.

Mr. SOURWINE. And that was done, I take it?

Mr. REILLY. The clearance was issued.

Mr. SOURWINE. I see. Well, up to that time, was this member of the Committee acting under an emergency waiver or emergency permission to have access to classified material?

Mr. REILLY. He did not require access to classified material.

¹ See Otepka testimony on p. 1239.

Mr. SOURWINE. And was not cleared for it?

Mr. REILLY. No, but he was given permission to attend these meetings, but did not discuss classified material.

Mr. SOURWINE. I see. Were any of the other members of the Committee given clearances or cleared for access to classified material?

Mr. REILLY. I don't have that information at my fingertips, Mr. Sourwine.

Mr. SOURWINE. You don't remember?

Mr. REILLY. I don't remember.

Mr. SOURWINE. And you don't know whether there was any question of access to classified material by these individuals, for any of these individuals?

Mr. REILLY. If there had been a question of access I feel certain Mr. Otepka would have brought that to my attention.

Mr. SOURWINE. And he did not do so and therefore you assume that there was none. Is that correct?

Mr. REILLY. Correct.¹

Mr. SOURWINE. You depend upon him rather considerably, then?

Mr. REILLY. As head of the Division of Evaluations, I perforce must.

Mr. SOURWINE. What I mean is that you have confidence in him to the extent that if he doesn't bring you something you figure there is nothing there that should be brought to you?

Mr. REILLY. I am in a position that if he does not bring something to my attention I may not hear about it.

Mr. SOURWINE. Do you know Herbert Emmerich?

Mr. REILLY (after pause). The name standing by itself is familiar to me. I cannot pinpoint it.

Mr. SOURWINE. Before I go on with this, Mr. Chairman, I neglected something I think would be interesting to the committee. I ask that the Chair request that the committee be furnished, for the record, with a copy of Mr. Otepka's memorandum respecting the particular person who was then a candidate for membership on the Advisory Committee on International Organizations Staffing, with respect to whom the witness testified there was enough derogatory information to warrant bringing it up before him.

Senator DODD. Yes.

(In his letter of February 18, 1965, to Chairman Eastland, Acting Assistant Secretary Lee said:)

The Department has been unable to identify the document referenced by Mr. Reilly during his testimony.

Mr. SOURWINE. You say you don't know Mr. Emmerich?

Mr. REILLY. I say, just hearing the name, it is a name that is familiar to me, but—

Mr. SOURWINE. Do you know who Herbert Emmerich is?

Mr. REILLY. As I say, earlier I said, that hearing the name by itself, I remember the name but I cannot at the moment pinpoint it.

Mr. SOURWINE. Do you know of any security problems, past or present, involving Mr. Emmerich?

Senator DODD (after pause). It might be useful if you would identify him just a little better, Mr. Sourwine. The witness might be able to be more responsive if you give him more to go by than the mere name.

Mr. SOURWINE. Well, I would like to ask one more question along that line with the chairman's permission.

¹ See Otepka testimony of Aug. 16, 1963, beginning on p. 1236

Senator DODD. All right.

Mr. SOURWINE. Do you know whether Emmerich had anything to do with the Advisory Committee on International Organizations Staffing?

Mr. REILLY. This doesn't bring anything to mind, no, sir.

Mr. SOURWINE. All right. May I ask, Mr. Chairman, that the witness be requested on this last point to furnish a brief statement for the record in answer to the question, which question was whether Mr. Emmerich had anything to do with the Advisory Committee on International Organizations Staffing.

Senator DODD. Can you do that, sir?

Mr. REILLY. I could certainly check into it.

Senator DODD. Very well.

(Acting Assistant Secretary Lee, in his letter of February 18, 1965, to the chairman, provided the following information:)

Mr. Herbert Emmerich was appointed February 5, 1963, as a consultant (WAE) in the Office of the Assistant Secretary of State for International Organization Affairs. In February 1964 his assignment as consultant (WAE) was renewed. Mr. Emmerich's services as a consultant were not utilized during 1964; and it has not been determined, of this date, if his services will be required in 1965.

* * * * *

Mr. SOURWINE. Mr. Reilly, when you were here before, on April 25, you gave us a report of the Advisory Committee on International Organizations Staffing.

Mr. REILLY. Yes.

Mr. SOURWINE. You read the record of Mr. Otepka's testimony; have you not?

Mr. REILLY. With respect to that, no, sir. I did not see that particular transcript.

Mr. SOURWINE. Is this the same report—that is, the report that you gave us—that we asked Mr. Otepka for?

Mr. REILLY. It is. Yes; it is.

Mr. SOURWINE. It is the report we asked him for?

Mr. REILLY. It was a draft report that was out at that time, it was not a report that had been accepted by that particular advisory group, we asked for the report and I believe the Department's answer came "yes," they would make available the report when it had been finally considered by the Advisory Committee.

Mr. SOURWINE. Is the report that you gave us the same report that was circulating in the State Department in February of this year?

Mr. REILLY. No; it is not.

Mr. SOURWINE. Isn't it true that that report was withdrawn and changed in material respects after it was referred to in these hearings?

Mr. REILLY. I have no personal knowledge of that.

Mr. SOURWINE. Have you seen a copy of the February 19, 1963, edition of this report?

Mr. REILLY. I have, sir, but as to whether or not it was withdrawn, it was my understanding that report had no status, that it was simply a draft.

Mr. SOURWINE. For what purpose was it being circulated throughout the Department of State if it was only a draft that the Committee had not acted on?

Mr. REILLY. I have no personal knowledge of it.

Mr. SOURWINE. How did you get a copy, then?

Mr. REILLY. Mr. Orrick's office sent down a copy and asked for any comments we wanted to make.

Mr. SOURWINE. He asked you—his office asked you—for comments?

Mr. REILLY. That is correct.

Mr. SOURWINE. So, did that not indicate to you that this was a draft that the Committee had produced, perhaps not in final form, but a draft that they were sufficiently satisfied with to send for comments in the Department?

Mr. REILLY. It did indicate that to me; yes, sir.

Mr. SOURWINE. Did you comment on it?

Mr. REILLY. I asked Mr. Otepka to prepare comments. He did and he presented them to me. I have not sent them forward because—I agree with his comments in essence, however, there are some particulars with which I do not agree.

Mr. SOURWINE. I had not asked you what Mr. Otepka did. I am grateful to you for the information, but I asked you if you responded and gave comments on this draft report.

Mr. REILLY. Then my answer is, as yet I have not.

Mr. SOURWINE. The report is final now and—

Mr. REILLY. But—

Mr. SOURWINE (continuing). —you never did make a comment on it, did you?

Mr. REILLY. That is correct.

Mr. SOURWINE. You never gave a comment on it; you were requested by Mr. Orrick to do so but you did not?

Mr. REILLY. As of this time I have not.

Mr. SOURWINE. What were the matters that you agreed with Mr. Otepka about in his comments on the draft?

Mr. REILLY. That there should be no appointments to international organizations without the completion of a full background investigation.

Mr. SOURWINE. That was all, or were there others where you agreed?

Mr. REILLY. That is the one that comes to mind.

Mr. SOURWINE. On which you agreed with Mr. Otepka?

Mr. REILLY. Well, before Mr. Otepka prepared the memorandum, he and I had a discussion when I brought it in to him and we jointly and informally exchanged our ideas.

Mr. SOURWINE. You brought it in to Mr. Otepka to prepare a comment and you talked it over first?

Mr. REILLY. That is correct, and we found that we were in substantial agreement.

Mr. SOURWINE. Now, Mr. Reilly, what were the matters that you were in disagreement about?

Mr. REILLY. Primarily that the approach should be to speed up these clearances by giving additional funds to the Civil Service Commission.

Mr. SOURWINE. Whose view was that, yours?

Mr. REILLY. That was Mr. Otepka's.

Mr. SOURWINE. And you did not agree with it?

Mr. REILLY. I feel, and I am not here in any way attacking the work that the Civil Service Commission does—

Mr. SOURWINE. I know that.

Mr. REILLY. But I am rather proud of our ability in the State Department, as I have come to know it in the last year, to handle expeditiously, but with thorough background investigations on individuals where there are top-level instances.

Mr. SOURWINE. Now, Mr. Reilly, that Advisory Committee report, as you have handed it to us, does not have anything in it which is in opposition to your expressed views that there should be a full field investigation before the appointment of an American national to the United Nations, does it?

Mr. REILLY. No, there is not, that is correct.

Mr. SOURWINE. So then, there must have been something of that nature in the original draft, was there not?

Mr. REILLY. Yes, sir.

Mr. SOURWINE. And it has been taken out?

Mr. REILLY. Yes, sir.

Mr. SOURWINE. You said you had seen the February 19 draft. Since the revised draft has been released, I have been furnished with what purports to be a copy of the February 19 draft. Here it is. Can you tell us if this is a copy of that earlier draft?

Mr. Chairman, while the witness is examining this document, and since the other report has been ordered into the record, with the Chair's permission I would ask that the order be that this report, the February 19, 1963, report, or draft report, circulated by the Advisory Committee on International Organizations Staffing, be printed in the record at this point.

Senator DODD. Is this a copy of it?

Mr. SOURWINE. Yes.

Senator JOHNSTON. Of the original?

Mr. SOURWINE. Yes.

Senator DODD. It may be so ordered, without objection.

Mr. REILLY. Mr. Sourwine, I cannot state with certitude that this is indeed an exact copy of the draft that was submitted to me. It does appear to resemble it.

Mr. SOURWINE. Can you find out for us if that is in fact a true copy?

Mr. REILLY. I can, sir.

Mr. SOURWINE. Will you do so?

Mr. REILLY. Yes, I will.

Mr. SOURWINE. And now, Mr. Chairman, subject to the authentication which I believe will result from Mr. Reilly's check, I should like to ask that a copy of this report, that is, the February 19 edition of the report,* be printed in full at this point in the record; and that there also be printed a composite, or two-column comparison, showing, with line type and italics, the deletions, additions and changes made as between the February 19 report and the April 22 report. April 22 is when this revised report came out.

Senator DODD. Without objection, all right, so ordered.

(EDITOR'S NOTE.—This copy of the February 19 edition of the Report on International Organizations Staffing finally was authenticated by Mr. Reilly at the beginning of his testimony on May 22, 1963, appears there in full text (p. 1216), and is used also in the following comparative print:)

*On the first page of the mimeographed text is written: "Handed me by J. G. Sourwine, 4/30/63. J.F.R."

STAFFING INTERNATIONAL ORGANIZATIONS

SUMMARY OF RECOMMENDATIONS

(February 19, 1963 draft)

(EDITOR'S NOTE.—Throughout this contrasting print where deletions are indicated the language deleted from the February 19, 1963 draft is printed in linetype and enclosed in brackets.)

1. The United States [should alter its attitude toward the staffing of international organizations which has been, during a period of time, somewhat laissez-faire to one of objective alertness. It] has an obligation under the U.N. Charter to seek to improve the quality of personnel and of personnel administration in the international agencies.

2. The President should announce a policy [in respect to staffing of international organizations which envisions much fuller use of all U.S. Government departments and private organizations in this effort. The policy statement should be accompanied by a move to set up a U.S. Government Advisory Council composed of representatives of private agencies in the fields of international relations, education, business, labor, and agriculture to support Government efforts to nominate highly qualified personnel for this purpose.]

3. It is recommended that the position of special assistant to the Assistant Secretary for International Organization Affairs be set up with the function of developing and directing the execution of a single U.S. recruiting policy [utilizing all appropriate Government resources and available private resources]. The incumbent [of this position] would serve as a central information and record point, would evaluate the effectiveness of U.S. recruiting efforts and would coordinate the efforts of U.S. missions [abroad]. Actual recruitment would be decentralized to U.S. Government agencies which are counterparts of the U.N. agencies. [In these cases] where counterpart [U.S.] agencies do not exist, responsibility for recruitment [should] rest with an International Recruiting Service [within] the State Department. A [U.S. Government] coordinating [committee] for international recruitment should be [formed] to facilitate access to the total personnel operations of the Government, [as needed].

SUMMARY OF [MAJOR] RECOMMENDATIONS

(April 22, 1963 draft)

(EDITOR'S NOTE.—Throughout this contrasting print where deletions are indicated and new language substituted, the new matter in the April 22, 1963 draft of the document appears in italic.)

1. The United States [deletion] has an obligation under the U.N. Charter to seek to *maintain, and where possible, to improve the quality of personnel and of personnel administration in the international agencies.*

2. The President should announce a *positive* policy [deletion] of *assisting international organizations to recruit competent Americans as they may be needed, utilizing to the fullest the resources of all Government departments and of appropriate private organizations.*

3. It is recommended that a position of special assistant to the Assistant Secretary for International Organization Affairs be set up with the function of developing and directing the execution of a single U.S. recruiting policy. [Deletion.] The incumbent [deletion] would serve as a central information and record point, would evaluate the effectiveness of U.S. recruiting efforts and would coordinate the efforts of U.S. missions. [Deletion.] Actual recruitment would be decentralized to U.S. Government agencies which are counterparts of the U.N. agencies. [Deletion.] Where counterpart [deletion] agencies do not exist, responsibility for recruitment [deletion] *would rest with an International Recruiting Service [deletion] in the State Department. A [deletion] coordinating [deletion] mechanism for international recruitment should be [deletion] developed to facilitate access to the total personnel operations of the Government, [deletion] and, particularly in the case of certain special abilities required in technical assistance assignments, full cooperation of business and industry should be encouraged.*

4. To serve total U.S. purposes, arrangements should be made to facilitate the cooperative use by AID and State of the [U.S.] AID recruiting and placement mechanisms for bilateral aid and the counterpart U.S. mechanisms for multilateral aid. [The needs of both organizations can be met more expeditiously by full cooperation and] there should be a definite U.S. policy that [promotes the idea that] service in either multilateral or bilateral aid organizations is a part of the career ladder for [all U.S. technical assistance personnel].

5. [It is recommended that Executive Order 10422 be amended to eliminate the requirement for a full field investigation for U.S. citizens recommended for employment through the P-1 grade and for all persons of any grade being considered for employment for a period of two years or less and that only a National Agency check be used for those people. A full field investigation after employment is recommended for those above the P-1 level being considered for extended employment. The National Agency checks would be completed, however, before U.S. citizens are recommended for employment by international agencies. No clearance procedure should be required for U.S. Federal Government employees who have been cleared and are in good standing in their agencies. Funds for all such checks and investigations should be appropriated to the Department of State and it should be permitted to use any investigative agency it chooses.]

6. [The United States should sponsor a study of emoluments for United States and U.N. personnel serving in headquarters overseas and in technical assistance positions in order to establish comparability of information for employment purposes. In addition, the United States should sponsor a coordinated policy for emoluments for all U.N. agency personnel, including the International Monetary Fund and the World Bank.]

7. [In order to perform the job of staffing international organizations more expeditiously, the United States needs regular and nearly uniform information on the vacancy situation.] The obtaining of vacancy information should be incorporated in the reporting instructions [to be issued to] U.S. missions to international [agency headquarters].

4. To serve total U.S. purposes, arrangements should be made to facilitate the cooperative use by AID and the Department of State of the [deletion] AID recruiting and placement mechanisms for bilateral aid and the counterpart U.S. Government mechanisms for multilateral aid. [Deletion.] There should be a definite U.S. policy that [deletion] service in either multilateral or bilateral aid organizations is a part of the career ladder for [deletion] personnel of Government agencies.

5. [Deletion.] *The United States should support a proposed U.N. study of emoluments for personnel serving in multilateral and bilateral assistance programs in order to establish comparability of information for employment purposes. In addition, the United States should support a coordinated policy for emoluments for all international agency personnel.*

6. [Deletion.] *Government agencies and private industry should be encouraged to release employees for fixed term international organization service in connection with career development programs.*

7. [Deletion.] *The obtaining of adequate vacancy information should be incorporated in the reporting instructions [deletion] for U.S. missions to international [deletion] organizations.*

8. ~~It is recommended that~~ a current ~~directory~~ of U.S. personnel serving in international organizations be maintained by the ~~International Recruitment Service in the~~ Department of State. ~~The maintenance of such a directory will serve a variety of useful purposes.~~

9. ~~In its general recruitment procedure the U.S. Government should pay particular~~ attention to the recruitment of junior officers to the extent that career opportunities for them in international service are known to exist.

10. It is recommended that amendment to Public Law 85-795 be sought to permit secondment of Foreign Service officers to international organizations when appropriate~~;~~ and ~~that~~ the ~~necessary administrative steps be taken to facilitate assignments.~~

11. The United States should adopt ~~a~~ program of orientation for U.S. personnel selected for service in international organizations. ~~This program should deal with the importance which the United States attaches to their assignments and with the favorable influence which effective international service can have on the U.S. posture in the international scene.~~

12. It is ~~both~~ desirable and proper that U.S. missions overseas and in New York accord ~~appropriate~~ recognition to American nationals who are ~~contributing to international amity through service in~~ international organizations.

13. There is need for all U.S. agencies concerned with the activities of international organizations to contribute to the identification of ~~major~~ posts ~~;~~ These are not necessarily the highest ranking positions but include those posts which are concerned with the development of policy and program, which require superior technical capacity and initiative, and which require ability to contribute to the solution of complex problems of general administration. A special responsibility devolves upon U.S. missions to headquarters of the U.N. agencies to give this advice on a continuing basis.

8. ~~Deletion.~~ A current ~~deletion~~ *inventory* of U.S. personnel serving in international organizations *should* be maintained by the ~~deletion~~ Department of State ~~deletion~~.

9. ~~Deletion.~~ Attention *should be paid* to the recruitment of junior officers to the extent that career opportunities for them in international service are known to exist.

10. It is recommended that an amendment to Public Law 85-795 be sought to permit: (a) secondment of Foreign Service officers to international organizations when appropriate; and ~~deletion~~ (b) the ~~deletion~~ *extension to 5 years of the period during which a Federal employee may serve an international organization while retaining the rights and privileges of Federal service.*

11. The United States should adopt ~~deletion~~ *an appropriate* program of orientation for U.S. personnel selected for service in international organizations. ~~Deletion.~~

12. It is ~~deletion~~ desirable and proper that U.S. missions overseas and in New York accord ~~deletion~~ *increased* recognition to American nationals who are ~~deletion~~ *servng in* international organizations.

13. There is need for all U.S. agencies concerned with the activities of international organizations to contribute to the identification of ~~deletion~~ posts ~~deletion~~ *which as a matter of priority must be filled with persons of great professional competence.*

14. **[It is recommended that]** the Department revise **[standing]** instructions to missions to international organizations to include an assignment of responsibility in the area of staffing and personnel administration and to provide that the responsibility be placed with a single top-level officer **[in the mission. In connection with this role, the U.S. mission should be given the responsibility for identifying well qualified foreign nationals for service in international organizations.]**

15. Appropriate efforts should be made from time to time to inform the American public of the importance the U.S. Government attaches to service in international organizations.

IO/SSG—2/25/63

STAFFING INTERNATIONAL ORGANIZATIONS

A Report of the Advisory Committee on **[Management Improvement to the Assistant Secretary of State for International Organization Affairs]**

March 1963

(EDITOR'S NOTE.—The membership on the Committee was not included in the February 19 draft of the document.)

14. **[Deletion.]** The Department of State should revise **[deletion]** the instructions to missions to international organizations to include an assignment of responsibility in the area of staffing and personnel administration, and to provide that the responsibility be placed with a single top level officer **[deletion]**.

15. Appropriate efforts should be made from time to time to inform the American public of the importance the U.S. Government attaches to service in international organizations.

STAFFING INTERNATIONAL ORGANIZATIONS

A Report of the Advisory Committee on **[deletion]** *International Organizations, Department of State, Washington, D.C., April 22, 1963*

STATE DEPARTMENT ADVISORY COMMITTEE ON INTERNATIONAL ORGANIZATIONS

The United States during fiscal year 1962 contributed over \$305 million to the United Nations and other international organizations and programs.

In July 1962 the Department of State and the Bureau of the Budget authorized a major review of the administration of U.S. financial, personnel, and other relationships to the United Nations and other international organizations. Provision was made for a staff to carry on studies under the direction of the Assistant Secretary for International Organization Affairs. Provision was also made for the appointment by the State Department of an Advisory Committee of independent citizens to make available their advice and recommendations with reference to various phases of the relationships with international organizations.

This first report of the Advisory Committee deals with the problems of equipping the country to propose the best qualified Americans for those international organization positions in which U.S. citizens can make a significant contribution.

MEMBERS OF THE ADVISORY COMMITTEE ARE:

Sol M. Linowitz, Chairman, chairman of the board, Xerox Corp., Rochester, N.Y., partner, Harris, Beach, Keating, Wilcox, Dale & Linowitz.

Harding F. Bancroft, secretary, the New York Times, New York City; formerly general counsel of the International Labor Organization.

Karney A. Brasfield, partner, Touche, Ross, Bailey & Smart, Washington, D.C.; formerly member of the President's Committee on the Foreign Aid Program, 1961.

Andrew W. Cordier, dean, school of international affairs, Columbia University, New York City; formerly executive assistant to the Secretary General of the United Nations, and Under Secretary in Charge of U.N. General Assembly Affairs.

Lawrence S. Finkelstein, vice president, Carnegie Endowment for International Peace, New York City.

Ernest A. Gross, partner, Curtis, Mallet-Prevost, Colt & Mosle, New York City; former Ambassador, deputy U.S. representative to the United Nations and deputy U.S. representative in the Security Council.

Arthur Larson, director, World Role of Law Center, Duke University, Durham, N.C.; formerly Director, U.S. Information Agency.

Joseph Pois, professor of public administration, Graduate School of Public and International Affairs, University of Pittsburgh, Pa.; formerly director of finance, State of Illinois.

Marshall D. Shulman, associate director, Russian Research Center, Harvard University, Cambridge, Mass.; formerly special assistant to the Secretary of State.

Francis O. Wilcox, dean, School of Advanced International Studies, the Johns Hopkins University, Washington, D.C.; formerly Assistant Secretary of State for International Organization Affairs.

Participants from Federal agencies:

John W. Macy, Jr., Chairman, U.S. Civil Service Commission.

Robert Amory, Jr., Chief, International Division, Bureau of the Budget.

Serving as staff to the Committee has been a special study group directed by Glenn B. McClelland, of the Agency for International Development. Winthrop M. Southworth, Jr., Department of State, and Norman R. Miller, Civil Service Commission, have been particularly concerned with this report on "Staffing International Organizations." Members of the staff concerned with other studies were Timothy E. Russell and George F. Schwarzwald, Bureau of the Budget; Roger Ernst, Agency for International Development; and Richard S. Wheeler, Department of State.

As the responsibilities of the international organizations increase in quantity, complexity, and significance, [the greater becomes the need for an active concern about improving the human resources which the organizations require to carry out their tasks. How can the best qualified and best trained persons be obtained? How can the most effective personnel management be accomplished? Such a concern, motivated by a genuine desire for effective multilateral machinery, must be worldwide, and those member states which are committed in fact to making it possible for international organizations to meet the challenge they face should lead the way. The Advisory Committee, therefore, believes that the United States must extend its historic policy of political and financial support to include support for improving the quality and management of the staffs of international organizations. It believes, also, that this country can and should do more to discharge in its own responsibility to make available highly qualified candidates as they may be required and to encourage specific improvements in personnel administration. The following report is directed toward these ends.]

FOREWORD

In his report of June 25, 1962, to the 87th Congress on U.S. contributions to international organizations, [estimated at about \$312 million for the 1962 fiscal year,] the Acting Secretary of State pointed out that—

“The United Nations and the other organizations and programs to which the United States contributes carry out activities which support one or both of the basic aims of U.S. foreign policy: first, the promotion of peace and security; second, the promotion of economic and social growth, which may well be one of the best ways to achieve peace and security in the long run.

As the responsibilities of international organizations increase in quantity, complexity, and significance, [deletion] there is an ever-increasing obligation on the part of member states to assure that the most capable and qualified personnel are available to carry out these important duties. The United States and every other nation committed to the strengthening of international organizations must focus more attention than ever before on personnel requirements. The Committee urges that the United States be at the forefront of this effort, and that the country's longtime policy of political and financial support now be accompanied by greatly increased support for programs to strengthen the quality and management of international organization staffs.

The Committee is aware that if the goal of staffing international organizations to meet the needs of today is to be accomplished, constructive action on many fronts, by many nations, and by the leadership of the organizations themselves will be required. It has been concerned, however, only with considering what the United States can and should do to discharge its own responsibility for assuring that highly qualified candidates are available to the international organizations as they may be required. The following report sets forth the Committee's recommendations to this specific end.

FOREWORD

President Kennedy has set forth our prime objective in international organizations as the development of “a world community of independent nations living together in free association and at peace with each other.”

In his report of June 25, 1962, to the 87th Congress on U.S. contributions to international organizations, [deletion] the Acting Secretary of State pointed out that—

“The United Nations and the other organizations and programs to which the United States contributes carry out activities which support one or both of the basic aims of U.S. foreign policy: first, the promotion of peace and security; second, the promotion of economic and social growth, which may well be one of the best ways to achieve peace and security in the long run.

"The concept of multilateral cooperation and action has been actively supported by the United States as one of several means of achieving a better world in which to live. These international organizations, most of which were established after World War II, are emerging from their infancy and are gradually gaining the capability to handle international tasks of greater dimensions. Their capacity to act benefits both the United States and the rest of the world."

It is against this background of ~~the traditional and wholehearted~~ U.S. support of international organizations ~~and of the potentiality of these organizations that the Advisory Committee on Management Improvement makes this report on staffing.~~

Harding F. Bancroft, Karney Brasfield, Andrew Cordier, Lawrence S. Finkelstein, Ernest A. Gross, Arthur Larson, Sol M. Linowitz, Joseph Pois, Marshall D. Shulman, Francis O. Wilcox, ~~John W. Macy, Jr., Robert Amery.~~

"The concept of multilateral cooperation and action has been actively supported by the United States as one of several means of achieving a better world in which to live. These international organizations, most of which were established after World War II, are emerging from their infancy and are gradually gaining the capability to handle international tasks of greater dimensions. Their capacity to act benefits both the United States and the rest of the world."

It is against this background of ~~deletion~~ strong U.S. support of international organizations ~~deletion~~ as a basic tenet of foreign policy, and of the developing role of these organizations in the affairs of nations, that the Advisory Committee on International Organizations makes this report on the staffing of international organizations.

The United Nations Secretariat has been strong and the quality and performance of American nationals have been of high caliber over the years. However, the responsibilities of the Secretariat are increasing and there are now growth areas in the technical assistance field that require new Government support. In varying degrees this is true with respect to other international organizations.

Sol M. Linowitz, chairman, Harding F. Bancroft, Karney Brasfield, Andrew W. Cordier, Lawrence S. Finkelstein, Ernest A. Gross, Arthur Larson, Joseph Pois, Marshall D. Shulman, Francis O. Wilcox ~~omission.~~

STAFFING INTERNATIONAL ORGANIZATIONS

(EDITOR'S NOTE.—The following material was designated as section 2 in the February 19 draft; section 1 of that draft now appears as section 2.)

(February 19, 1963, draft.)

1. The scope of ~~the task~~

~~The United States is a member of 51 multilateral organizations. The full story of our participation in international activities, however, is better told by the fact that in the 1961 fiscal year the country contributed over \$261 million to 73 international activities, including these organizations and 22 special programs associated with them.~~

(April 22, 1963, draft.)

2 (1). The scope of ~~deletion~~ (U.S. participation)

~~Deletion.~~

The extent of U.S. participation in international activities is indicated by the fact that in fiscal year 1961 the country contributed over \$261 million to 73 international organizations and programs associated with those organizations. In addition, the United States is a member of five international lending agencies and has subscribed to the capital funds of these agencies.

Some of the international activities are relatively small, local in nature, [nongovernmental] or unique in administrative setup. [In terms of staffing, therefore, attention is normally] directed to [45] organizations and programs [which] at the end of 1962, employed [an estimated 40,000] persons, excluding military personnel. Of this total, approximately [19,400] were professional personnel subject to international recruiting. Nearly [96] percent of the professional employment can be accounted for by [23] major international activities.

[Specific information as to personnel turnover is not available. In most organizations, however, the turnover in permanent professional headquarters positions is probably very small. On the other hand,] a percentage of these positions in some organizations is set aside for rotating fixed term appointments. In the United Nations Secretariat, [for example, about 25 percent of the roughly] 1,500 professional posts are filled with fixed-term appointments of from 2 to 5 years; the percentage rises to about 40 percent in the United Nations Educational, Scientific, and Cultural Organization (UNESCO).

[It must also be remembered that] geographic distribution policies and political [pressures] act as limiting factors on the number of appointments from any one country to central and regional headquarters professional positions. [In some instances a reasonably equitable situation is near achievement. In other cases the United States, under the strictest interpretation of distribution policies, is underrepresented. This country contributes 25 percent of the International Labor Organization budget, for example, yet less than 8 percent of the professional staff is American. Our contribution to the budget of UNESCO and to that of the Food and Agriculture Organization approximates 22 percent, yet only about 10 and 15 percent, respectively, of the professional staffs of these organizations are Americans.]

Some of the international activities to which this country contributes are relatively small, local in nature, [deletion] or unique in administrative setup [deletion], so that attention is usually directed to [deletion] about 50 of the more significant organizations and programs. [Deletion] At the end of 1962, this group of activities employed [deletion] some 42,400 persons, excluding military personnel and locally employed technical assistance personnel. Of this total, approximately 11,200 were professional personnel subject to international recruiting. Nearly 95 percent of the professional employment can be accounted for by 22 major international activities.

[Deletion.] Information as to the turnover in professional headquarters positions in the various international organizations is not readily available in Washington. The rate seems to differ widely. It must be remembered however, that a percentage of these positions in some organizations is set aside for rotating fixed-term appointments. In ICAO, just over 12 percent of the roughly 170 professional posts are filled with fixed-term or temporary appointees. In the United Nations Secretariat, [deletion] of approximately 1,500 professional posts subject to international recruitment, about 25 percent are filled with fixed-term appointments of from 2 to 5 years; the percentage rises to about 40 percent in the United Nations Educational, Scientific, and Cultural Organization (UNESCO).

[Deletion.] Geographic distribution policies and political [deletion] considerations act as limiting factors on the number of appointments from any one country to central and regional headquarters professional positions. [Deletion.] (A summary personnel table is attached as appendix II which indicates the number of Americans in the major international organizations.) In the International Labor Organization, to which the United States contributes 25 percent of the budget, less than 8 percent of the professional staff is American. In the case of UNESCO and the Food and Agriculture Organization of the United Nations, about 10 and 15 percent, respectively, of the professional staffs, are American. The U.S. contribution to the budgets of each of these organizations is approximately 32 percent.

With respect to technical assistance projects, since a large number of specialists are required only for short terms, [an employment figure at any one time is not particularly meaningful.] In general, [however, in contrast to Secretariat positions,] the problem is one of obtaining experts in sufficient number, [and] a recent U.S. official report states that the Western countries are failing "again and again to put forward qualified candidates."

[The total number of international organization professional positions for which] highly qualified American[s are] needed [will vary from year to year. As has been indicated, the basis for an estimate does not now exist, but the potential range might be 700 to 1,400, the bulk of which would be relatively short term.] Neither the United States nor the international organizations, however, can afford a quantitative approach to the staffing problem. Only a qualitative approach offers a hope of more effective [world] machinery for peace and security.

[Finally, with respect to the scope of the staffing problem,] the Committee calls attention to the difficulties involved in recruiting top-quality personnel and to the fact that staffing international organizations is complicated by many variables, such as language, geographic representation, technical requirements, adaptability to cross-cultural pursuits, and, frequently, living conditions. Thus the filling of a single position can in itself constitute a formidable problem, one of considerably greater dimensions than would be present in filling a comparable post in domestic government. Obviously, also, it is necessary to recruit for many more [positions] than will be filled, since candidates from many countries are in competition for selection.

With respect to technical assistance projects, since a large number of specialists are required only for short terms, [deletion] there is a high personnel turnover rate. In general [deletion] the problem is one of obtaining competent experts in sufficient number. [Deletion.] A recent U.S. official report¹ states that the highly developed Western countries are failing "again and again to put forward qualified candidates."

Several other factors relating to the size of the required recruiting effort deserve mention. First, the programs of international organizations, especially in the technical assistance field, each year, undergo some change in their nature and in their size. Secondly, the Federal agencies concerned with recruiting often are requested to submit two or three names for a given post in order to provide international organizations with the opportunity to select according to their needs. Finally, in the search for higher quality personnel it is usually necessary to seek out and evaluate a substantially larger number of candidates than is submitted to the organizations.

[Deletion.] An entirely reliable estimate of the number of highly qualified American [deletion] candidates that may be needed [deletion] by the international organization posts in any one year is virtually impossible. Possibly the potential range might be 700 to 1,400 per year, the bulk of which would be relatively short term and largely in the field of technical assistance. Neither the United States nor the international organizations, however, can afford merely a quantitative approach to the staffing problem. Only a qualitative approach offers a hope of more effective [deletion] international machinery for world peace and security.

[Deletion.] The committee further calls attention to the difficulties involved in recruiting top-quality personnel and to the fact that staffing international organizations is complicated by many variables, such as language, geographic representation, technical requirements, educational facilities, adaptability to cross-cultural pursuits, and, frequently, living conditions. Thus the filling of a single position can, in itself, constitute a formidable problem, one of considerably greater dimensions than would be present in filling a comparable post in domestic government. Obviously, also, it is necessary to recruit for many more [deletion] vacancies than will be filled by Americans, since candidates from many countries are in competition for selection.

¹ Report of U.S. delegation to the 34th session of the Economic and Social Council.

2. The United States and the international civil service

At the heart of the personnel systems of the United Nations and its associated bodies is the concept of an international civil service to which the member states committed themselves in their acceptance of membership. This concept finds expression in articles 100 and 101 of the United Nations Charter, which provide inter alia that member states undertake "to respect the exclusively international character of the responsibilities of the Secretary General and the staff" and that "the paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competency, and integrity."

U.S. policy from the San Francisco Conference to the present has been one of ~~[firm adherence to]~~ the principle of independence for the international civil service as essential to the effective functioning of international organizations. ~~[No nation has been more scrupulous in respecting the integrity of]~~ Articles 100 and 101, ~~[nor more forthright in playing the game according to the agreed upon rules.]~~ This policy must continue, and the United States must encourage by every appropriate means the universal acceptance of the spirit as well as the letter of these articles.

The United States ~~[must]~~ recognize ~~[also]~~ that the international civil service, like the merit system in Federal employment, is constantly subject to the abrasive action of self-serving political influence, and that something more than a policy of adherence to a principle is necessary if the integrity of the service is to be maintained and ~~[its purpose served]~~. Over a period of time ~~[somewhat of]~~ a laissez-faire attitude toward the staffing of international organizations seems to have developed in the United States. The Committee believes that this attitude must give way to one of objective alertness—that the United States has ~~[an]~~ obligation under the Charter to ~~[seek to improve]~~ the quality of personnel and of personnel administration in the international organizations.

1 (2). The United States and the international civil service

At the heart of the personnel systems of the United Nations and its associated bodies is the concept of an international civil service to which the member states committed themselves in their acceptance of membership. This concept finds expression in articles 100 and 101 of the United Nations Charter, which provide inter alia that member states undertake "to respect the exclusively international character of the responsibilities of the Secretary General and the staff" and that "the paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competency, and integrity." *The full text of these articles appears in appendix I.*

U.S. policy from the 1945 San Francisco Conference to the present has been one of ~~[deletion]~~ *great respect for* the principle of independence for the international civil service as essential to the effective functioning of international organizations, ~~[deletion]~~ *pursuant to* articles 100 and 101 ~~[deletion]~~. *The Committee believes that this policy must continue and that the United States must encourage, by every appropriate means, the universal acceptance of the spirit as well as the letter of these articles.*

The United States ~~[deletion]~~ *should also* recognize, ~~[deletion]~~ *however,* that the international civil service, like the merit system in Federal employment, is constantly subject to the abrasive action of self-serving political influence, and that something more than a policy of adherence to a principle is necessary if the integrity of the service is to be maintained and ~~[deletion]~~ *if the product of the service is to be responsive to the increasingly urgent requirements of the community of nations.* Over a period of time ~~[deletion]~~ a laissez-faire attitude toward the staffing of a number of international organizations, particularly some of the U.N. specialized agencies, seems to have developed in the United States. The Committee believes that this attitude must give way to one of *more positive assistance—to one of* objective alertness and that the United States has ~~[deletion]~~ a significant obligation under the Charter to ~~[deletion]~~ *help in the further improvement of the quality of personnel and of personnel administration in the international organizations.*

[There is no question but that] the responsibility for staffing [rests with] international [organization leadership]. The question [is, rather, what] the United States can [properly do to assist] this leadership, [how it] can contribute to the development of an international civil service adequate to the needs of the day.

3. U.S. policy position on staffing international organizations

The latest expressions of Government concern [on the matter of assisting international organizations to obtain top quality personnel in this country] are in the form of a public law and a White House memorandum. The former, "The Federal Employees International Organization Service Act," was enacted August 28, 1958, as Public Law 85-795. It provides material benefits for Federal employees who are detailed or transferred to international organizations under its provisions for periods up to 3 years. The White House memorandum, dated June 9, 1959, was from the special assistant to the President for personnel management to the heads of all Federal departments and agencies, and requested support of a policy to aid international governmental organizations seeking qualified American personnel.

The impact of these policy [indicators] appears to have substantially diminished. [Indeed,] it is not at all clear that there is now a positive Government position with respect to the staffing of [these] organizations. [On the contrary, an examination of current recruitment programs of U.S. Government agencies concerned with the staffing of international organizations suggests that such staffing is now a matter of minor concern within the Government.] In the case of [top drawer] positions, those of Director General and Assistant Director General, a generally successful effort to propose able American candidates [may be noted]. There has also been some success in recruiting for [specific] vacancies in administrative and technical positions in the various professional categories. [In summary], however, the resources of the Federal Government for manpower procurement could be far more effectively utilized to assist international organizations in staffing both headquarters

[Deletion.] The responsibility for staffing [deletion] international [deletion] organizations rests with the leadership of these organizations: with the Secretaries General, and the Directors General. The question [deletion] with which the committee is concerned is how the United States can [deletion] best assist this leadership [deletion] in meeting its problem of obtaining the highest quality and best motivated personnel, and how the United States can contribute most successfully to the development of an international civil service adequate for the needs of the day.

3. (3) U.S. policy positions on staffing international organizations

The latest expressions of Government concern [deletion] with respect to this problem are in the form of a public law and a White House memorandum. The former, "The Federal Employees International Organization Service Act," was enacted August 28, 1958, as Public Law 85-795. It provides material benefits for Federal employees who are detailed or transferred to international organizations under its provisions for periods up to 3 years. The White House memorandum, dated June 9, 1959, was from the special assistant to the President for personnel management to the heads of all Federal departments and agencies, and requested support of a policy to aid international governmental organizations seeking qualified American personnel.

The impact of these policy [deletion] statements appears to have substantially diminished, [deletion] and it is not at all clear that there is now a positive Government position with respect to the staffing of international organizations. [Deletion.] In the case of [deletion] major executive positions; those with the rank of Director General and Assistant Director General, there has been a generally successful effort to propose able American candidates [deletion]. There has also been some success in recruiting for [deletion] selected vacancies in administrative and technical positions in the various professional categories. [Deletion.] Overall, however, the resources of the Federal Government for manpower procurement could be far more effectively utilized to assist international organizations, particularly some of the specialized agencies, in staffing both headquarters and field posts appropriately with competent American personnel [deletion]. The present picture is one of a [deletion]

and field posts appropriately with competent American personnel ~~than is now the case~~. The present picture is one of a ~~somewhat~~ routine approach to the staffing of these organizations, a lack of positive executive branch leadership, no centering of basic responsibilities, ineffective coordination between Federal agencies, and inadequate staff and funds for sustained and systematic recruitment.

The United States has an impressive record of political support of international organizations with respect both to structure and program. It has contributed substantially to their financial support, on occasion in amounts exceeding 40 percent of an annual budget. This political and financial support should be supplemented ~~if not protected~~ by a systematic effort to provide international organizations with competent people of integrity and responsibility. Specifically, the Committee believes that it should be an integral part of U.S. foreign policy that the country is committed to make available high quality personnel, as they are required, to meet the developing needs of the international organizations.

The staffing assistance should be for all levels of employment in the international organizations, and for both short-term or long-term assignments. It should involve recruiting from inside the Federal service with the full endorsement of Federal departments and agencies. It should also involve ~~recruiting~~ from the private sector ~~Further, as is urged subsequently, the staffing effort~~ should extend beyond the borders of this country to include, through the assistance of the U.S. missions abroad, highly qualified personnel ~~wherever they may be found~~.

A positive ~~U.S.~~ Government policy ~~with regard to assisting international organizations to find qualified staff~~ is overdue. The promulgation of such a policy, ~~which is~~ in line with our ~~historic and~~ continuing ~~position of taking all possible steps to further~~ the objectives of international organizations, is a responsibility of the executive branch and ~~should~~ be set by Executive direction. The President may wish to use to the fullest the channels available to him to make the policy clear to all Government departments and agencies. At an appropriate time and occasion, he may also wish to enunciate the policy publicly so that the public is aware of the importance the United States attaches to service in international agencies.

routine approach to the staffing of these organizations, a lack of positive executive branch leadership, no centering of basic responsibilities, ineffective coordination between Federal agencies, and inadequate staff and funds for sustained and systematic recruitment.

The United States has an impressive record of political support of international organizations as to both structure and program. It has contributed substantially to their financial support, on occasion in amounts exceeding 40 percent of an annual budget. This political and financial support should be supplemented ~~deletion~~ by a systematic effort to provide international organizations with competent people of integrity and responsibility. Specifically, the Committee believes that it should be an integral part of U.S. foreign policy that this country is committed to make available high quality personnel, as they are required, to meet the developing needs of the international organizations.

The staffing assistance should be for all levels of employment in the international organizations, and for both short-term and long-term assignments. It should involve recruiting from inside the Federal service with the full endorsement of Federal departments and agencies. It should also involve ~~deletion~~ a significant effort to recruit from the private sectors, especially with respect to short-term technical assistance assignments requiring hard-to-find skills. Further, ~~deletion~~ the program should extend beyond the borders of this country to include, through the assistance of the U.S. missions abroad, highly qualified personnel ~~deletion~~ of other nationalities.

Such a positive ~~deletion~~ Government policy ~~deletion~~ is long overdue. The promulgation of such a policy, ~~deletion~~ in line with our ~~deletion~~ continuing ~~deletion~~ support of the objectives of international organizations, is a responsibility of the executive branch and ~~deletion~~ must be set by Executive direction. The President may wish to use to the fullest the channels available to him to make the policy clear to all Government departments and agencies. At an appropriate time and occasion, he may also wish to enunciate the policy publicly so that the public is aware of the importance the United States attaches to service in international agencies.

In furthering this policy, the [State Department] should make use of citizen interest already in being by seeking the assistance of appropriate private organizations in such fields as international relations, education, business, labor, and agriculture. This would [emphasize] the fact that the problem is of countrywide concern [and could greatly expand] recruitment sources. [To keep attention focused on the subject and to provide for the coordination of private organization assistance, an Advisory Council should be set up, composed of representatives of these organizations. Because of the large number of such organizations, attendance could] be on a rotating basis [in order] to keep the [body of] manageable size yet responsive to the variety of interests that can be tapped.

4. Organization of the Federal Government for recruitment for service with international organizations

An effective U.S. effort to find the most highly qualified and available [persons] for international organization posts, whether in headquarters secretariats, regional offices, or local technical assistance projects, requires an adequate recruiting mechanism as well as strong, consistent policy direction. Neither exists today. The recruitment effort is perhaps best described as a hit-or-miss affair, with various Federal agencies determining, often at a bureau level, the extent to which they wish to be involved. [Even within the Department of State the status of the international organization recruiting unit (which deserves commendation for excellent performance) is indicated by the Department's willingness to make funds available only for three professionals and two secretaries, and by the organizational interment of this unit.]

In furthering this policy, the [deletion] Government should endeavor to make full use of citizen interest already in being more actively seeking the assistance of appropriate private organizations in such fields as international relations, education, professions, business, labor, and agriculture. This effort would [deletion] give emphasis to the fact that the problem of quality staffing of international organizations is of countrywide concern [deletion]. It could also be of major help in expanding recruitment sources. [Deletion.] Each Government agency having a counterpart relationship with an international organization should work with the appropriate private groups in its field, and the Department of State should maintain liaison with those whose interests cut across various fields or are national rather than specialized in nature.

In order to keep attention focused on the program, as well as to provide a means of dealing with any across-the-board matters of coordination, the Department of State should on a regular basis—perhaps once a year—sponsor a conference of those groups which maintain an active interest in staffing international organizations. Representation at such meetings might be on a rotating basis [deletion] to keep the [deletion] gatherings of manageable size yet responsive to the variety of interests that can be tapped. A special effort should be made to include representatives from business and industry.

4. (4). Organization of the Federal Government for recruitment for service with international organizations

An effective U.S. effort to find the most highly qualified and available [deletion] citizens for international organization posts, whether in headquarters secretariats, regional offices, or local technical assistance projects, requires an adequate recruiting mechanism as well as strong, consistent policy direction. Neither exists today. The recruitment effort is perhaps best described as a hit-or-miss affair, with various Federal agencies determining, often at a bureau level, the extent to which they wish to be involved. [Deletion.] A lack of coordination and direction is obvious.

The general pattern of recruiting is that the Federal agencies with a direct subject-matter relationship with specific international organizations recruit for those organizations; the State Department recruits for some administrative positions in these same organizations

The present situation seems to be primarily a reflection of the fact that no priority tag has been attached to a recruiting effort for international organizations. [The basic tools with which to work are available; however, and a rudimentary but generally accepted organizational pattern may be observed. Basically this pattern looks to the policy level of the State Department for direction, to the various Federal agencies whose functions parallel those of international organizations for recruiting operations, and to an International Recruiting Service in the State Department for recruiting operations when there is no domestic counterpart of an international organization. The Committee believes this pattern should be developed to meet today's need for an effective U.S. staffing effort.]

With respect to policy [direction,] responsibility for overall coordination and guidance of a positive U.S. recruiting program necessarily rests with the agency of Government responsible for the conduct of foreign affairs. This responsibility, moreover, should be placed at a high enough level in the Department of State to enable effective administration of the broad, interdepartmental responsibilities of this total program. It is recommended that a special assistant to the Assistant Secretary for International Organization Affairs be appointed, whose function would be to develop and direct the execution of a single U.S. recruiting policy to assure the utilization of all appropriate Government resources and available private resources, to coordinate relations with U.S. missions, to serve as a central information and record point, and to evaluate the effectiveness of U.S. recruiting efforts. [No matter how great the temptation, he should not become involved in recruiting operations.]

and for positions in organizations which do not have a domestic counterpart. Some international organizations themselves recruit in the United States, both independently of and with the assistance of Federal agencies. The effectiveness of the recruiting operations varies widely; some Government agencies give strong endorsement to a recruiting effort, while others show little interest.

The present situation seems to be primarily a reflection of the fact that no real significance or priority tag has been attached to a recruiting effort for international organizations. [Deletion.] Even within the agency primarily concerned, the Department of State, the status of the international organization recruiting unit (which deserves special commendation for excellent performance with insufficient resources) is indicated by the Department's limitation to three professionals and two secretaries, and by the organizational placement of this activity at a low level in its bureau.

The basic tools with which to work, however, are available; and there is a generally accepted pattern of Government organization which can be developed to meet today's need for an effective U.S. staffing effort.

With respect to policy [deletion,] the Committee believes that responsibility for overall coordination and guidance of a positive U.S. recruiting program necessarily rests with the agency of Government responsible for the conduct of foreign affairs. This responsibility, moreover, should be placed at a high enough level in the Department of State to enable effective administration of the broad, interdepartmental responsibilities of the total program. It is recommended that a special assistant to the Assistant Secretary for International Organization Affairs be appointed, whose function would be to develop and direct the execution of a single U.S. recruiting policy, to assure the utilization of all appropriate Government resources and available private resources, to coordinate relations with U.S. missions, to serve as a central information and record point, and to evaluate the effectiveness of U.S. recruiting efforts. [Deletion.]

Some case can be made for a central U.S. mechanism for finding, evaluating, and indexing highly competent candidates for international service. Such a mechanism functions effectively and efficiently in [many] European countries. The Committee believes, however, that the structure of the Federal Government, the vastness of the country's manpower pool, and the need for relating recruiting to program needs argue convincingly for decentralization. Actual recruiting activities [then,] should be the responsibility of the Government agencies which are the domestic counterparts of international organizations. These agencies have substantial elements concerned with the programs of international organizations. They have access to the sources of specialist personnel. They have the experience with which to evaluate the quality of professional competence. The [only] real problem is to gain acceptance at the top levels of the agencies of the importance of making available our ablest professional people for international service.

In those cases where counterpart U.S. agencies do not exist, responsibility for recruitment should rest with an International Recruiting Service within the State Department. The experience of the present unit indicates that [given adequate support] this Service can successfully accomplish recruiting for positions which do not lend themselves to assignment to other agencies.

Adequate support in terms of status and resources must be given the recruiting units, particularly the Department's unit, which will carry the heaviest workload. Whether these recruiting operations are placed within the substantive or administrative orbits of the respective agencies is a matter to be decided by the heads of the agencies, but both [areas] must cooperate freely if our goal is to be achieved. It would seem wise also, lest energy and manpower be diverted, that units responsible for recruiting be charged only with that specific task. The Department [s] unit, for example, [should not be expected to perform the] staff functions with respect to personnel management policy in international organizations [which have gradually been added to its recruitment workload, to the advantage of neither. These staff functions will become increasingly important in a program to support the

Some case can be made for a central U.S. mechanism for finding, evaluating, and indexing highly competent candidates for international service. Such a mechanism functions effectively and efficiently in [deletion] some European countries. The Committee believes, however, that the structure of the Federal Government, the vastness of the country's manpower pool, and the need for relating recruiting to program needs argue convincingly for decentralization. Actual recruiting activities [deletion] should be the responsibility of the Government agencies which are the domestic counterparts of international organizations. These agencies have substantial elements concerned with the programs of international organizations. They have access to the sources of specialist personnel. They have the experience with which to evaluate the quality of professional competence. The [deletion] real problem is to gain acceptance at the top levels of the agencies of the importance of making available some of our ablest professional people for international service, and of seeking out qualified specialists from business and industry.

In those cases where counterpart U.S. agencies do not exist, responsibility for recruitment should rest with an International Recruiting Service within the State Department. The experience of the present unit indicates that [deletion] with proper backing this Service can successfully accomplish recruiting for positions which do not lend themselves to assignment to other agencies.

Adequate support in terms of status and resources must be given the recruiting units, particularly the Department of State's unit, which will carry the heaviest workload. Whether these recruiting operations are placed within the substantive or administrative orbits of the respective domestic agencies is a matter to be decided by the heads of the agencies, but both [deletion] must cooperate freely if our goal is to be achieved. It would seem wise also, lest energy and manpower be diverted, that units responsible for recruiting be charged only with that specific task. The Department [deletion] of State's unit, for example, [deletion] presently performs staff functions with respect to the U.S. position on personnel management policy in international organizations [deletion]. This responsibility should be handled elsewhere in the Office of International Administration. In this connection, the Committee sug-

improvement of] personnel management in international organizations [and thus should justify specific attention within the Office of International Administration.]

[It is suggested that a coordinating committee be formed, with representatives from the agencies which are performing recruiting functions, for the purpose of reviewing progress in aiding international organizations to secure qualified personnel. This committee could be a subgroup of the Interagency Advisory Committee in order to facilitate access to the total personnel operations of the Government as needed. Or it could be an adaptation of the national committee device used in many countries to bring the expertise of the various government ministries together under one roof for a collective recruiting effort.]

[The present freedom which international organizations enjoy or direct recruitment in the United States should, of course, be continued.] Not only do the organizations desire and find useful the opportunity to [themselves look] for American candidates, but this procedure also precludes the development of a Government monopoly on recruiting for international organizations.

[In considering the organization of the Federal Government to make the best qualified candidates available to international organizations, the important role of U.S. missions overseas must not be overlooked. (This subject is discussed below.)]

gests that greater attention be given to the encouragement of improved personnel management in international organizations [deletion] as an integral part of a U.S. effort to assist in strengthening the staffing of those organizations.

[Deletion.] Some form of coordinating mechanism will necessarily have to be developed to include the many Government bodies participating in the staffing effort, in order to provide both for the exchange of pertinent information and experience and for a joint review of the progress being made. The Committee has considered three major possibilities. One, an interdepartmental committee, under the Special Assistant in International Organization Affairs, might be established by the Department of State; two, the Interagency Advisory Group² might create a subgroup for this particular purpose; three, the Special Assistant might convene ad hoc meetings of the agency officials with whom he works. Since interdepartmental committees tend to become petrified with time, and since in the Special Assistant there will be a fixed and continuing responsibility for guiding this recruiting effort, the Committee tends to look most favorably on the third possibility. But it also recognizes that the Interagency Advisory Group can be useful in facilitating access to the total personnel operations of the Government and believes that the attention of this body should from time to time be directed to the Government-wide effort to assist international organizations to obtain highly qualified personnel as they may be needed.

The Committee calls particular attention to its belief that irrespective of the nature of the organizational pattern which is developed to strengthen the Federal recruiting effort, the present freedom which international organizations enjoy to recruit directly anywhere in the United States should be preserved. Not only do the organizations desire and find useful the opportunity to [deletion] look themselves for American candidates, but this procedure also precludes the development of a Government monopoly on recruiting for international organizations.

[Deletion.]

² The IAG is composed of the personnel directors of the Federal departments and major independent agencies, and serves in an advisory capacity to the Civil Service Commission on a wide variety of Federal personnel management matters.

5. Recruiting for international organizations versus recruiting for bilateral programs

Some competition for specialist personnel is reported between AID programs and U.N. technical assistance programs to the disadvantage of both the United States and the various international organizations. Moreover, since essentially identical skills and competencies are required, recruiting [facilities] of both programs are in effect [duplicatory] and tend to draw on the same manpower sources. This problem is apparently compounded by the decentralized AID organizational pattern, under which [geographic] branches recruit independently for a full range of technical skills.

Staffing activity with respect to both AID and international organization programs should be coordinated as fully as possible. This may require a considerable amount of imagination and cooperation in view of the number of agencies involved, but it should result in the utilization of our ablest manpower in the best interest of [the] country. At a minimum, arrangements should be made whereby those in the State Department and other Government agencies who are concerned with finding suitable candidates for international organizations may have full access to the various candidate files maintained in AID. A further step which could be taken at an early date is the development of a Government policy [providing for] the free mobility of U.S. personnel between U.S. bilateral technical assistance programs and those of the international organizations. From time to time skills available but not needed in one program are [unavailable and] needed in the other. There are occasions also when an AID technician, for various reasons, is precluded from the further development of a project [which is of interest to and could be advanced by an] international agency, and vice versa. [Not to be overlooked, moreover, is the fact that the headquarters program officers of AID and of the other Government agencies tend to look for their own candidates for field posts and may not know the personnel working in the other's technical assistance vineyard.]

(EDITOR'S NOTE.—This material was designated as section 6 in the April 22 draft of the document.)

6 (5). Recruiting for international organizations versus recruiting for bilateral programs

Some competition for specialist personnel is reported between AID programs and U.N. technical assistance programs, to the disadvantage of both the United States and the various international organizations. Moreover, since essentially identical skills and competencies are required, recruiting [deletion] efforts of both programs are in effect [deletion] duplicated and tend to draw on the same manpower sources. This problem is apparently compounded by the decentralized AID organizational pattern, under which [deletion] headquarters branches set up on a geographical basis recruit independently for a full range of technical skills.

Staffing activity with respect to both AID and international organization programs should be coordinated as fully as possible. This may require a considerable amount of imagination and cooperation in view of the number of agencies involved, but it should result in the utilization of our ablest manpower in the best interests of [deletion] our country and the international organizations. At a minimum, arrangements should be made whereby those in the State Department and other Government agencies who are concerned with finding suitable candidates for international organizations may have full access to the various candidate files maintained in AID. A further step which could be taken at an early date is the development of a Government policy [deletion] to encourage the free mobility of U.S. personnel between U.S. bilateral technical assistance programs and those of the international organizations. From time to time skills available but not needed in one program are [deletion] needed in the other. There are occasions also when an AID technician, for various reasons, is precluded from the further development of a project [deletion] under AID auspices, but might, if available, carry it on under the auspices of an international agency, and vice versa. [Deletion.]

A valuable consequence of greater coordination between the recruiting activity of AID and of that conducted in behalf of multilateral programs may well be the development of a more or less formalized and accepted system for moving specialist personnel, particularly the scarcer skills, between AID and international organization service in accordance with the respective priority needs of both—bringing about, in effect, a technical assistance career opportunity for the highly qualified American specialist personnel who might not otherwise be interested in service abroad.

Further, the program for staffing international organizations should be reviewed in the light of action taken on the program for meshing the Foreign Service, AID, and USIA recruitment and personnel operations as envisaged in the Herter Committee report. In due course, it may be that all of these efforts can be merged.

6. Government clearance of candidates for international organization employment

[Under Executive orders a loyalty clearance on the basis of a full field investigation is required for all U.S. citizens considered for employment by international organizations. Investigations are made by the Civil Service Commission with referral to the FBI when loyalty information is uncovered. Findings are reviewed by a Loyalty Board in the Commission and advisory opinions are furnished the international organizations through the State Department. Started in 1953, the program has cost \$5.2 million. It has resulted in the denial of employment to 5 persons and in the termination of 11 persons employed at the outset of the program because of adverse loyalty findings. In addition, suitability information secured during investigations which might affect employment is called to the attention of the organizations, although this is not provided for by the Executive order. The number of candidates not selected for suitability reasons is unknown.]

A valuable consequence of greater coordination between the recruiting activity of AID and of that conducted in behalf of multilateral programs may well be the development of a more or less formalized and accepted system for moving specialist personnel, particularly the scarcer skills, between AID and international organization service in accordance with the respective priority needs of both—bringing about, in effect, a technical assistance career opportunity for the highly qualified American specialist personnel who might not otherwise be interested in service abroad.

Further, the program for staffing international organizations should be reviewed in the light of action taken on the program for meshing the Foreign Service, AID, and USIA recruitment and personnel operations as envisaged in the Herter Committee report. In due course, it may be that all of these efforts can be merged.

(EDITOR'S NOTE.—This section was designated as section 8 in the April 22 draft.)

8 (6). Government clearance of candidates for international organization employment

[Deletion.] (EDITOR'S NOTE—This section was rewritten in its entirety in the April 22 draft.)

The Government now requires a loyalty clearance on the basis of a full field investigation for all U.S. citizens considered for employment by international organizations. The Committee recognizes that the problem of clearance is a difficult one and believes that it should be given careful consideration in the immediate future. Simplified procedures should be developed that will properly protect Government interests and still make it possible for international organizations to appoint qualified Americans when they are needed.

【The Committee has taken note of the fact that this domestic clearance requirement is operating to prevent the selection of well-qualified Americans for international organization posts. Time is the most important factor. Faced with a choice, for example, an international organization is likely to select an immediately available foreigner in preference to an American who perhaps will be given a clearance by his Government after an investigation of several months. Many Americans, moreover, cannot remain candidates for an indefinite period while the clearance process takes place. The Committee believes a screening program should be continued, but that it should be put on a par with that now in effect for Government employees. It must be recognized, moreover, that the sensitivity aspects of U.S. agencies are not present in the case of international organizations, that international organizations generally require a probationary period of service for extended appointments and that employment may be terminated for cause.】

【The Committee recommends that the Executive order be amended to require a national agency check only (not a full field investigation) for persons considered for nonprofessional employment, for the P-1 grade, and for persons at any grade being considered for employment for a period of 2 years or less.】

【There would be a full investigation for those in the professional categories above the P-1 level being considered for extended employment, but it could be made after employment. The record checks, however, would be completed before the persons were recommended for employment. No clearance procedure should be required in the case of a Federal Government employee who has been investigated and cleared and is in good standing in his agency.】

【The substantial savings that will result from these modifications of the clearance process should be used to permit advance national agency and reference checks of potential candidates.】

【The Committee also believes that it should be possible to use whatever Federal investigative agency can most expeditiously make a full field investigation at a particular time, rather than relying solely on the Civil Service Commission, and that the method of funding should be changed so that the State Department obtains funds and reimburses the investigative agency.】

7. Financial incentives for international organization service

Those concerned with the matter of finding Americans qualified and interested in international organization service report that [many] potential candidacies flounder [on the rocks of] financial incentive. [In this connection the Committee has noted the lack of comparative information on the totality of salary, allowances, and benefits provided by international organizations; by the basic pay systems in the Federal Government, and by private American organizations which operate overseas.]

The Committee tends to believe that the emoluments provided by international [organizations] are reasonably comparable with those of the Federal Government [; but sees a need for adequate information and comparisons. In particular, the information developed could be used in brochures which would be of assistance in recruiting. Part of the financial incentive problem seems to be an inability to advise persons interested in international employment of exactly what benefits they will receive.]

[Special attention needs to be paid to the retirement systems of international organizations in relation to U.S. public and private systems. The possibility of a private U.S. retirement system to supplement the U.N. system might well be explored with foundations which have some interest in this field.]

The Committee also believes that this Government should strengthen its efforts to [effect coordinated] policy [under the U.N.] on emoluments of all the international organizations. In the case of the Monetary Fund and World Bank, there appears to have been little or no serious U.S. effort to

(EDITOR'S NOTE.—This section was designated as section 11 in the April 22 draft of the document.)

11 (7). Financial incentives for international organization service

Those concerned with the matter of finding Americans qualified, available, and interested in international organization service report that [deletion] some potential candidacies flounder [deletion] because of inadequate financial incentive. [Deletion.] The proportions of the problem, however, are not known.

The Committee tends to believe that the total emoluments provided by international [deletion] agencies are reasonably comparable with those of the Federal Government. [Deletion.] It would probably be helpful for recruiting purposes, however, if the staffs of the various Government agencies engaged in the effort to recruit qualified Americans had a clearer understanding of the U.N. system of pay, allowances, and benefits. A simple explanation of this system in brochure form for prospective candidates would also be desirable.

It must be recognized that the problem of emoluments is highly complex and technical, and the Committee suggests that special study is required. As a first step, it would be desirable for the Department of State to give every possible assistance to the U.N. Technical Assistance Board, which, it is understood, is about to make a comparison of emoluments provided personnel employed on multilateral and bilateral technical assistance programs.

In some instances the inability to recruit Americans for international service because the financial incentive is not sufficiently attractive undoubtedly also reflects a reluctance of many Americans to serve abroad. The Committee believes that Government, industry, and private institutions can help overcome this reluctance by giving greater recognition to oversea experience as a qualification asset for career advancement.

The Committee also believes that this Government should strengthen its efforts to [deletion] have [deletion] policy [deletion] on emoluments of all the international organizations coordinated under the U.N. In the case of the Monetary Fund and World Bank, there appears to have been little or no

[maintain a reasonable relationship] the U.N. system, and salaries and allowances of these agencies are [materially] larger than those of the U.N.

8. Information concerning vacancies and job qualifications

One of the more troublesome problems which confronts U.S. agencies attempting to assist international organizations in recruiting able personnel is that of obtaining adequate information about the existence of vacancies, the duties to be performed, the qualifications required and, in some cases, the salary to be paid. [Generally speaking, too little information is made available about actual or upcoming vacancies to enable a quality recruiting effort. International organizations, moreover, frequently do not release information about vacancies in time to permit such an effort. The reasons for this situation are not all apparent. To some extent it may reflect a commendatory desire to promote from within, and a consequent withholding of vacancy information until the possibility of internal promotion is explored. Again, it may reflect a lack of communications channels.]

[Currently international organizations appear to be reluctant to change their practices with respect to vacancy information. The alternative insofar as the United States is concerned is to do a better job of obtaining information through its own resources. The Committee believes that this country] should take all appropriate steps to see that the channels of communication available to it are kept open, so that prompt notice is received of the existence of vacancies, together with adequate data about them. This information is essential if the United States is to be of the greatest assistance to the international organizations in securing competent personnel [for them]. It would be desirable, further, for the U.S. missions to international organizations systematically and regularly to anticipate upcoming vacancies, in order that qualified, available replacements can be proposed at the time when a proposal can be most helpful. This is particularly important in cases where Americans have been incumbents but should be done to the extent possible across the board in the interest of encouraging the candidacies of the most competent persons regardless of nationality.

serious U.S. effort to [deletion] *work for uniformity with* the U.N. system, and salaries and allowances of these agencies are [deletion] larger than those of the U.N.

(EDITOR'S NOTE.—This section was designated as section 9 in the April 22 draft of the document.)

9 (8). Information concerning vacancies and job qualifications

One of the more troublesome problems which confronts U.S. agencies attempting to assist international organizations in recruiting able personnel is that of obtaining adequate information about the existence of vacancies, the duties to be performed, the qualifications required, and, in some cases, the salary to be paid. [Deletion.]

[Deletion.] *The United States* should take all appropriate steps to see that the channels of communication available to it are kept open, so that prompt notice is received of the existence of vacancies, together with adequate data about them. This information is essential if the United States is to be of the greatest assistance to the international organizations in securing competent personnel. [Deletion.] It would be desirable, further, for the U.S. missions to international organizations systematically and regularly to anticipate upcoming vacancies, in order that qualified available replacements can be proposed at the time when a proposal can be most helpful. This is particularly important in cases where Americans have been incumbents, but should be done to the extent possible across the board in the interest of encouraging the candidacies of the most competent persons regardless of nationality.

9. Language requirement

A great majority of international organization posts require a foreign language facility [~~;~~ ~~often~~] the French language. This requirement is necessary and proper, yet it acts as a serious deterrent to the recruitment of Americans. No immediate solution to the problem is seen, but the committee recommends that any public information program to encourage interest in international organization service should emphasize the need for foreign language fluency and should urge interested persons to take the necessary training. Recruiting contacts should also be established with the significant foreign nationality groups in this country.

10. Americans serving in international organizations

The Committee [~~is concerned about an apparent~~] lack of current knowledge [~~of~~] Americans serving international organizations in professional positions at all levels. It urges that the State Department, utilizing the U.S. missions overseas, provide for a [~~continuing~~] inventory in some easily accessible form. Such an inventory would include name, position, appointment date, qualifications, the manner in which persons were recruited and such other pertinent information [~~as will assist the Department, and appropriate U.S. functional agencies, to make the most effective use of their skills and overseas experience.~~] The inventory, by indicating approximate retirement dates, would enable the United States to take advance steps to locate the best possible candidates [~~which can be recommended~~] for consideration as replacements when this was determined to be desirable. It would also be a roster that could be used as a source for [~~re-recruiting~~] future needs and as a resource for AID [~~requirements.~~]

Persons leaving international service should be given an exit interview by an appropriate U.S. official for the purpose of obtaining information on problems connected with international employment and on ways by which the United States could improve its staffing effort.

(EDITOR'S NOTE.—This section was designated as section 10 in the April 22 draft of the document.)

10 (9). Language requirements

A great majority of international organization posts require a foreign language facility [~~deletion~~] *other than, or in addition to, English.* *Often it is the French language.* This requirement is necessary and proper, yet it acts as a serious deterrent to the recruitment of Americans. No immediate solution to the problem is seen, but the Committee recommends that any public information program to encourage interest in international organization service should emphasize the need for foreign language fluency and should urge interested persons to take the necessary training. Recruiting contacts should also be established with the significant foreign nationality groups in this country.

(EDITOR'S NOTE.—Section 10 was designated as section 15 in the April 22 draft of the document.)

15 (10). Americans serving in international organizations

The Committee [~~deletion~~] *notes with concern the lack of current knowledge [~~deletion~~] about Americans serving international organizations in professional positions at all levels. This situation apparently has come about because Americans are recruited directly by the international organizations as well as by a number of Federal agencies.* It urges that the State Department utilizing the U.S. missions overseas, provide for a [~~deletion~~] *continuous* inventory in some easily accessible form. Such an inventory would include name, position, appointment date, qualifications, the manner in which persons were recruited, and other pertinent information. [~~Deletion.~~] The inventory, by indicating approximate retirement dates, would enable the United States to take advance steps to locate the best possible candidates [~~deletion~~] for consideration as replacements when this was determined to be desirable. It would also be a roster that could be used as a source for [~~deletion~~] *meeting* future needs and as a resource for AID [~~deletion~~].

Persons leaving international service should be given an exit interview by an appropriate U.S. official for the purpose of obtaining information on problems connected with international employment and on ways by which the United States could improve its staffing effort *and its help to international organizations.*

(EDITOR'S NOTE.—Section 11 was designated as section 12 in the April 22 draft of the document.)

11. Release of employees

A practical problem exists with respect to securing the release of Federal employees and, indeed, of employees of any public or private organization, industry, or institution for fixed-term international service. On the one hand, the organization is generally reluctant to release its best people for 2 or 3 years. On the other hand, employees, realize, in spite of assurances to the contrary, that on return to their jobs they are likely to find it necessary to [re]compete with a new group to regain their previous status.

The problem of securing the release of Federal employees might best be handled by Presidential directive [with emphasis at meetings of the Interagency Advisory Group on the importance of such assignments]. The career development aspects of such assignments could be stressed and the fact that [mobility] is an important factor in a person's forward progress in the Federal service. Further, in the light of a Presidential directive, the State Department could encourage leadership groups within the private sector to place this problem before their respective constituencies.

12. Recruitment for junior officer positions

The recruitment of Americans for international organization service understandably has been directed largely toward senior positions, since these have been the posts which the organizations had to fill in order to keep pace with developing programs. A certain amount of stability has now been achieved, and, further, many organizations quite properly are tending to promote from within whenever possible. It would now be desirable, therefore, to pay more attention to the recruitment for junior officer positions of young people of outstanding ability who have a genuine career interest in international service. The possibility of using the Federal service entrance

12 (11). Release of employees

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The problem of securing the release of Federal employees might best be handled by Presidential directive [deletion]. The career development aspects of such assignments could be stressed and the fact that [deletion] adaptability is an important factor in a person's forward progress in the Federal service. Further, in the light of a Presidential directive, the State Department could encourage leadership groups within the private sector to place this problem before their respective constituencies.

(EDITOR'S NOTE.—Section 12 was designated as section 7 in the April 22 draft of the document.)

7. (12). Recruitment for junior officer positions

The recruitment of Americans for international organization service understandably has been directed largely toward senior positions, since these have been the posts which the organizations have had to fill in order to keep pace with developing programs. A certain amount of stability has now been achieved, and, further, many organizations quite properly are tending to promote from within whenever possible. It would now be desirable, therefore, to pay more attention to the recruitment for junior officer positions of young people of outstanding ability who have a genuine career interest in international service. The possibility of using the Federal service entrance

examinations and the Foreign Service officer examinations as candidate sources should be explored. **[Caution must be exercised,]** however, in view of the limited number of junior positions and the impact of geographic distribution policies on personnel selection.

13. Limitation on period of international organization service by Federal employees

Under Public Law 85-795, Federal employees, with certain exceptions, may serve in international organizations for a period up to 3 years while retaining all rights and privileges of Federal service. **[The Committee recognizes that there may be some advantage to extending this period to 5 years but suggests that the importance of the present time period as a deterrent to recruiting be examined more thoroughly in order to develop a sound justification.]**

The possibility of the enactment **[of similar State laws should also be explored, since]** many State programs could be a source of experienced specialists in technical assistance areas. **[Conceivably, moreover, such specialists from certain states where]** foreign language groups **[have settled might have a desirable]** foreign language competence.

examinations and the Foreign Service officer examinations as candidate sources should be explored. **[Deletion.]** *A likely future source should be the growing group of successful Peace Corps appointees.* **[Deletion.]** *Care must be taken, however, in view of the limited number of junior positions and the impact of geographic distribution policies on personnel selection, not to arouse excessive expectations concerning the number of posts that may become available.*

13. Limitation on period of international organization service by Federal employees

Public Law 85-795 provides that Federal employees, with certain exceptions, may serve in international organizations for a period up to 3 years while retaining all rights and privileges of Federal service. **[Deletion.]** *This legislation has made it possible for many able Americans to undertake short-term assignments for international organizations, and the Committee suggests that an amendment now be sought to permit assignments up to 5 years.*

A 5-year period has definite advantages. At the end of this time, for example, a Federal employee willing to enter the international civil service on a career basis would be eligible for participation in the U.N. retirement system. Further, some international organizations are now tending to fill certain important fixed-term posts on a 5-year basis. And, particularly in an international organization's secretariat, a year or more of experience must take place before one can become effectively influential.

The possibility of the enactment **[deletion]** by the several States of legislation similar to Public Law 85-795 should be explored, perhaps in conjunction with such professional bodies as the Council of State Governments. Many State programs could become a continuing source of experienced specialists in technical assistance areas, **[deletion]** and personnel from States where there are foreign language groups **[deletion]** may have a natural foreign language competence.

14. Service of Presidential appointees in international organizations

Present legislation provides for the detail of Presidential appointees to international organizations but does not provide for secondment or temporary transfer. This problem centers around Foreign Service officers, who, in effect, are not available as international civil servants. Reportedly, also, there is some reluctance within the Foreign Service to serve in this capacity. The experience of Foreign Service officers could be valuable to international organizations and, in turn, such service should contribute to Foreign Service career training. The committee believes that an amendment to Public Law 85-795 might be sought to permit secondment of Foreign Service officers when appropriate, and that administrative steps should be taken to facilitate assignments as possible.

15. Orientation of U.S. nationals for international organization service

Currently American nationals—from either the public or the private sector—who accept an assignment in an international organization normally report for duty without the benefit of any **[special]** orientation from a Government source. The Committee believes **[it highly desirable that there be some official contact with these persons and some effort to point up both the importance which the United States attaches to their assignments and the favorable influence which effective international service can have on this country's posture in the international scene.]**

Although there are definite obstacles in the way of **[such orientation]**, it would seem probable that a program can be initiated at least for those who travel through Washington or New York en route to their post of duty. At a **[very]** minimum written material could be developed which would provide helpful information **[concerning the responsibilities of an American in]** the international civil service.

[The U.S. missions overseas should be able to contribute materially to the nature and content of the required orientation program; on the basis of their observation of the performance of American personnel in international organization posts.]

14. Service of Presidential appointees in international organizations

Present legislation provides for the detail of Presidential appointees to international organizations but does not provide for secondment or temporary transfer. This problem centers around Foreign Service officers, who, in effect, are not available as international civil servants. Reportedly, also, there is some reluctance within the Foreign Service to serve in this capacity. The experience of Foreign Service officers could be valuable to international organizations and, in turn, such service should contribute to Foreign Service career training. The Committee believes that an amendment to Public Law 87-795 might be sought to permit secondment of Foreign Service officers when appropriate, and that administrative steps should be taken to facilitate assignments as possible. *In this regard, consideration should also be given to the question of promotion.*

(EDITOR'S NOTE.—Section 15 was designated as section 17 in the April 22 draft of the document.)

17. (15). Orientation of U.S. nationals for international organization service

Currently American nationals—from either the public or the private sector—who accept an assignment in an international organization normally report for duty without the benefit of any **[deletion]** orientation from a Government source. The Committee believes **[deletion]** *that it would be helpful both to those about to undertake an assignment, and to the international organizations themselves, if basic orientation was made available to these persons. The purpose would be to assist them in making quick adjustment to the conditions of service, and to point up the importance which the United States attaches to their assignments.*

Although there are definite obstacles in the way of **[deletion]** *an orientation program, such as scheduling and providing for necessary travel, it would seem desirable that one be initiated for those who could take advantage of it, particularly those traveling to their post of assignment through Washington or New York. For others, the U.S. mission in the country to which they were assigned could, at least, on their arrival, provide information about living and working conditions in that country. At a [deletion] minimum, written material could be developed which would provide helpful information [deletion] to Americans who become members of the international civil service.*

[Deletion.]

16. Recognition of U.S. citizens employed in international organizations

During its study the Committee [has noted with distress] that some American nationals serving in international organizations find themselves to be virtually forgotten persons so far as this Government—in particular the U.S. missions—is concerned. This situation apparently is in sharp contrast to that of nationals of most other countries. The latter appear to have access to senior officials of their country missions, are included in occasional mission activities, and when possible on home leave are made welcome in the ministry concerned with the program of the organization in which they are employed.

Employees of an international organization, whether they serve under long- or short-term contracts, owe their loyalty to that organization for the duration of their service, and their countries in accepting membership in the organization have accepted a solemn obligation to respect their status as international civil servants. It is important that the United States maintain in the future, as it has in the past, its position of integrity with respect to that obligation. The Committee suggests, however, that it is entirely proper for, and a responsibility of, the U.S. missions overseas and in New York to accord appropriate recognition to American nationals who are contributing to international amity through service in international organizations, and to maintain a normal relationship with them under the criteria of the U.N. Charter and the regulations of the organizations in which they are employed. By contributing to individual morale and prestige for international civil service, these steps can aid in creating a working environment which may help attract the type of personnel whose services are in wide demand.

16. Recognition of U.S. citizens employed in international organizations

During its study the Committee [deletion] found that some American nationals serving in international organizations find themselves to be virtually forgotten persons so far as this Government—in particular the U.S. missions—is concerned. This situation apparently is in sharp contrast to that of nationals of most other countries. The latter appear to have access to senior officials of their country missions, are included in occasional mission social activities, and when possible on home leave are made welcome in the ministry concerned with the program of the organization in which they are employed.

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17. Identification of [important] positions

Consideration of ways and means of assisting international organizations to improve the quality of their staffs inevitably raises the question of identifying the posts which [particularly require persons of the highest competence]. This question, however, essentially is one of identifying those posts which, as a matter of top priority, must be filled with persons of great professional competence

In general, [these] priority posts are those which [involve] the development of policy and program, superior technical capacity and initiative, [and] ability to contribute to the solution of complex problems of general administration. They are not necessarily the highest level posts, and the need for particular types of skill will vary from time to time, depending upon a variety of factors, [including such things as loss of expert personnel and the need to offset the drag of incompetent personnel].

All agencies concerned with the activities of international organizations can contribute to the identification of these important posts, but a special responsibility devolves upon the U.S. missions [abroad] to advise the Government about priority posts on a continuing basis. The missions should also keep themselves informed about the important posts which [are not filled with competent personnel].

[In connection with the identification of individual positions there is a tendency in some quarters to look for key positions. The Committee strongly holds that any attempt to develop a concept of such positions is inimical to the best interests of multilateral organizations and that the very term implies outside control which is not in harmony with the U.N. Charter.]

(EDITOR'S NOTE.—Section 17 was designated as section 20 in the April 22 draft of the document.)

20 (17). Identification of [deletion] (priority) positions

Consideration of ways and means of assisting international organizations to improve the quality of their staffs inevitably raises the question of identifying the posts which [deletion] seem to be particularly important. This question, however, essentially is one of identifying those posts which, as a matter of top priority, must be filled with persons of great professional competence.

In general, [deletion] the priority posts are those which [deletion] require expertise in the development of policy and program, superior technical capacity and initiative, [deletion] or ability to contribute to the solution of complex problems of general administration. They are not necessarily the highest level posts, and the need for particular types of skill will vary from time to time depending upon a variety of factors [deletion].

All agencies concerned with the activities of international organizations can contribute to the identification of these important posts, but a special responsibility devolves upon the U.S. missions [deletion] to advise the Government about priority posts on a continuing basis, *in order that recruiting efforts in behalf of international organizations may be most helpful.* The missions should also keep themselves informed about the important posts which [deletion] have been filled with personnel proven not to be competent in the positions.

[Deletion.]

18. Role of the U.S. missions ~~overseas~~ in respect to staffing and personnel administration

It is clear to the Committee that if the United States is to make a serious effort to aid international organizations in improving staffing and personnel administration, full and effective utilization must be made of our missions to international organizations. To some extent this will add a new dimension to the work of the missions, since hitherto matters relating to the administration of the organizations, particularly in the field of staffing, have generally been given attention only on an ad hoc basis. From time to time, circumstances or an appreciation of the importance of the subject on the part of an alert mission officer have ~~been reflected~~ in real contributions to the staffing problem, but the situation ~~in the main may be pointed up~~ by the fact that the Foreign Affairs Manual is silent on the responsibility of missions with respect to the staffing of international organizations.

This responsibility primarily involves an interest in and a concern about the quality, utilization, and management of the personnel of the organizations. It should include a familiarity with the personnel structure, an understanding of job requirements, an evaluation of job performance and an appreciation of personnel management problems. In the case of American personnel, moreover, the missions should have an informed knowledge about their competence, their ~~production,~~ their adaptability to foreign life and culture, and their ability to work successfully with colleagues from other countries.

The Committee urges the Department of State ~~to~~ revise the standing instructions to missions to international organizations to include an assignment of responsibility in the area of staffing and personnel administration, and to ~~provide~~ that the responsibility is placed with a single top-level officer in each mission. It also suggests that officer personnel assigned to the missions be given appropriate prior training. This training need not be long or elaborate, but it should at least make clear the importance of staffing to the effective operation of international organiza-

(EDITOR'S NOTE.—This material was designated section 5 in the April 22 draft of the document.)

5 (18). Role of the U.S. missions ~~deletion~~ in respect to staffing and personnel administration

It is clear to the Committee that if the United States is to make a serious effort to aid international organizations in improving staffing and personnel administration, full and effective utilization must be made of our missions to international organizations. To some extent this will add a new dimension to the work of the missions, since hitherto matters relating to the administration of the organizations, particularly in the field of staffing, have generally been given attention only on an ad hoc basis. From time to time circumstances or an appreciation of the importance of the subject on the part of an alert mission officer have ~~deletion~~ resulted in real contributions to the staffing problem. But the general situation ~~deletion~~ is suggested by the fact that the Foreign Affairs Manual is silent on the responsibility of missions with respect to the staffing of international organizations.

This responsibility primarily involves an interest in and a concern about the quality, utilization, and management of the personnel of the organizations. It should include a familiarity with the personnel structure, an understanding of job requirements, an evaluation of job performance and an appreciation of personnel management problems. In the case of American personnel, moreover, the missions should have an informed knowledge about their competence, their ~~deletion~~ output, their adaptability to foreign life and culture, and their ability to work successfully with colleagues from other countries.

The Committee urges that the Department of State ~~deletion~~ revise the standing instructions to missions to international organizations to include an assignment of responsibility in the area of staffing and personnel administration, and to ~~deletion~~ assure that the responsibility is placed with a single top-level officer in each mission. It also suggests that officer personnel assigned to the missions be given appropriate prior training. This training need not be long or elaborate, but it should at least make clear the importance of staffing to the effective operation of international organiza-

tions, provide an understanding of the principles of personnel management particularly applicable in the case of these organizations, outline their personnel structure, and, on the basis of accumulated experience, suggest ways and means by which officers can be most effective. In this regard, the Committee understands that the Foreign Service Institute would endorse the desirability of developing such training.

The U.S. missions to foreign countries, as well as those to international organizations, can play a significant part in the total staffing effort. Since the goal of this country, and of other countries, [is] to accomplish the best possible staffing of multilateral bodies, the U.S. country missions should constantly be on the alert to identify foreign nationals whose service can strengthen and enhance the work of these bodies. It would seem advisable, indeed, to include this reporting function among the normal duties of the country missions.

At several points in this report, specific and continuing mission functions have been suggested. These the Committee believes are *sine qua non* of a worthwhile U.S. staffing effort. Full mobilization of the resources and abilities of the respective missions, [however], undoubtedly will bring about the development of additional techniques of assistance and particular contributions which cannot at the moment be anticipated.

19. Training of American candidates for international civil service

The possibility of training for American nationals who are interested in service with international organizations is a recurrent consideration among those concerned with strengthening the staffs of these organizations. The Committee doubts, however, that a Government training program is within the realm of practicality at this time. [International organizations require few generalists. Their need is for specialists and technicians, whose skills have been learned in subject matter institutions and sharpened by experience. A training program for such personnel, at various levels, would clearly be complex and expensive.]

tions, provide an understanding of the principles of personnel management particularly applicable in the case of these organizations, outline their personnel structure, and, on the basis of accumulated experience, suggest ways and means by which officers can be most effective. In this regard, the Committee understands that the Foreign Service Institute would endorse the desirability of developing such training.

The U.S. missions to foreign countries, as well as those to international organizations, can play a significant part in the total staffing effort. Since the goal of this country, and of other countries, [deletion] *should be* to accomplish the best possible staffing of multilateral bodies, the U.S. country missions should constantly be on the alert to identify foreign nationals whose service can strengthen and enhance the work of these bodies. It would seem advisable, indeed, to include this reporting function among the normal duties of the country missions.

At several points in this report, specific and continuing mission functions have been suggested. These the Committee believes are the *sine qua non* of a worthwhile U.S. staffing effort. Full mobilization of the resources and abilities of the respective missions, [deletion] *moreover*, undoubtedly will bring about the development of additional techniques of assistance and particular contributions which cannot at the moment be anticipated.

(EDITOR'S NOTE.—Section 19 was designated as section 18 in the April 22 draft of the document.)

18 (19). Training of American candidates for international civil service

The possibility of training for American nationals who are interested in *preparing themselves* for service with international organizations is a recurrent consideration among those concerned with strengthening the staffs of these organizations. The Committee doubts, however, that a Government training program is within the realm of practicability at this time. [Deletion.]

At the same time the Committee recognizes the advantages to be derived from training, in view [especially] of today's rapid developments in technical fields, and would hope that new ideas for training mechanisms will be explored carefully. If, for example, a "hard core" career staff of technical assistance personnel, serving in U.S. bilateral and in multilateral programs as their particular skills are needed, can be developed, a program of refresher training would be essential. Further, the prospect of a Foreign Affairs Academy offers interesting possibilities for training [Americans for international service, including particularly a formal orientation course for those entering that service for the first time.]

20. National attitude toward employment in international organizations

If there is to be effective recruiting throughout the United States for service in international organizations, there must be public awareness of the importance of these assignments. An appropriate public information program should be initiated for this purpose by the State Department. To the maximum extent possible, however, the operational activities of the program should be carried on by existing private organizations in the field of international relations.

The possibility of capitalizing on the success of the Peace Corps in building public interest might be explored, with a view, also, to directing the most qualified Peace Corps graduates into international organization employment.

There is [probably] a need to make it easier for the public to obtain timely information on employment opportunities and on how to apply for employment in international organizations. Considerable caution must be exercised in this regard, however, lest expectations be developed which cannot be fulfilled. As a practical matter, the number of posts which can be filled by Americans, or by nationals of any one country, is limited. Most posts, moreover, require a considerable amount of technical experience.

At the same time, the Committee recognizes the advantages to be derived from training, especially in view [deletion] of today's rapid developments in technical fields, and would hope that new ideas for training mechanisms will be explored carefully. If, for example, a "hard core" career staff of technical assistance personnel, serving in U.S. bilateral and in multilateral programs as their particular skills are needed, can be developed, a program of refresher training would be essential. Further, the prospect of a Foreign Affairs Academy offers interesting possibilities for training [deletion] a limited number of Americans for junior officer posts in the international civil service, and for the development of a formal orientation course for American nationals entering that service in other capacities.

(EDITOR'S NOTE.—Section 20 was designated as section 19 in the April 22 draft of the document.)

19 (20). National attitude toward employment in international organizations

If there is to be effective recruiting throughout the United States for service in international organizations, there must be public awareness of the importance of these assignments. An appropriate public information program should be initiated for this purpose by the State Department. To the maximum extent possible, however, the operational activities of the program should be carried on by existing private organizations in the field of international relations.

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21. The Herter Committee report

The Committee has considered the Herter Committee report in the light of its own responsibility and has found no [contradiction] between the two. As actions are taken on the [Herter Committee report,] however, their implications with respect to a U.S. effort to improve the quality of staffs of international organizations should be [kept in mind] by the Bureau of International Organization Affairs.

Conclusion

The Committee, in conclusion, reiterates its conviction that the United States, in its own interest and for the purpose of strengthening the multi-lateral machinery of today's complex international relationships, must make a determined effort to [improve] the quality of personnel [and of personnel management] in [the] international organizations.

One thing above all else has been clear in considering how best to accomplish this objective—there must be an early determination and announcement in Washington that the staffing of international organizations with the best qualified personnel is a matter of national priority and significance. Once this step is taken we believe other necessary action steps will follow [naturally].

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2/19/63

21. The Herter Committee report

This Committee has considered the Herter Committee report ("*Personnel for the New Diplomacy*," December 1962) in the light of its own responsibility and has found no [deletion] conflict between the two. As actions are taken on the [deletion] former, however, their implications with respect to a U.S. effort to improve the quality of staffs of international organizations should be [deletion] studied by the Department of State's Bureau of International Organization Affairs.

Conclusion

The Committee, in conclusion, reiterates its conviction that the United States, in its own interest and for the purpose of strengthening the multi-lateral machinery of today's complex international relationships, must make a determined effort to [deletion] do its share in improving the quality of personnel [deletion] in [deletion] international organizations.

One thing above all else has been clear in considering how best to accomplish this objective—there must be an early determination and announcement in Washington, that the staffing of international organizations with the best qualified personnel is a matter of national priority and significance. Once this step is taken we believe other necessary action steps will readily follow [deletion].

**APPENDIX I. EXCERPTS FROM
THE UNITED NATIONS
CHARTER**

Article 100

"1. In the performance of their duties the Secretary General and the Staff shall not seek or receive instructions from any government or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization.

"2. Each member of the United Nations undertakes to respect the exclusively international character of the responsibilities of the Secretary General and the staff and not to seek to influence them in the discharge of their responsibilities."

Article 101

"1. The staff shall be appointed by the Secretary General under regulations established by the General Assembly.

"2. Appropriate staffs shall be permanently assigned to the Economic and Social Council, the Trusteeship Council and, as required, to other organs of the United Nations. These staffs shall form a part of the Secretariat.

"3. The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence, and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible."

Mr. SOURWINE. Thank you, Mr. Chairman.

TESTIMONY OF JOHN F. REILLY

TUESDAY, MAY 21, 1963

The subcommittee met, pursuant to recess, at 10:45 a.m., in room 2300, New Senate Office Building, Senator Thomas J. Dodd, vice chairman, presiding.

Also present: J. G. Sourwine, chief counsel; Benjamin Mandel, research director; and Frank W. Schroeder, chief investigator.

For the Department: John S. Leahy, Jr., observer.

Senator DODD. We will go right ahead.

Mr. SOURWINE. All right, sir.

Mr. Reilly, you will remember when you appeared on April 30 we gave you a copy of the February 19 edition of the report of the Advisory Committee on International Organizations Staffing, and you agreed to find out if what we had given you was in fact a true copy of the report circulated at that time. What did you find out?

Mr. REILLY. It was a true copy, yes.

Mr. SOURWINE. Can you return the copy that we gave you?

Mr. REILLY. I neglected to put it in my bag. I will be more than happy to send it up through Mr. Leahy.

Mr. SOURWINE. I wanted that copy, so authenticated, in the record.

Senator DODD. It can go in when Mr. Reilly returns it.

Mr. SOURWINE. If it may go in at that time?

Senator DODD. Yes.

Mr. SOURWINE. And may the record show, Mr. Chairman, that this is the same document that was ordered into the record during the April 30 hearing?

Senator DODD. Yes. Is that a fact?

Mr. SOURWINE. Perhaps we won't need to reprint it here if the record can show it is the identical document that was ordered in the record at that time and we can have a reference here to that place.

Senator DODD. All right.¹

¹ See p. 1216.

Mr. SOURWINE. You had seen, I think you told us, a previous copy of this report or a copy of the February 19 edition of the report?

Mr. REILLY. Yes, that is correct.

Mr. SOURWINE. At what levels in the Department was that report being circulated, if you know?

Mr. REILLY. It was being circulated within the Bureau of International Organizations. It had gone up to Mr. Orrick's office and it was from his office it came down to me for comment.

Mr. SOURWINE. Do you know whether the members of that Advisory Committee had any sort of clearance?

Mr. REILLY. Yes, they did. They had clearance as consultants for this particular purpose.

Mr. SOURWINE. Did they need access to classified information?

Mr. REILLY. It is my understanding that they did not.

Mr. SOURWINE. What form of clearance was granted to them, do you know?

Mr. REILLY. A consultant's clearance.

Mr. SOURWINE. Does that have degrees? Do you give a consultant's clearance for access to secret or top secret or is that separately done or is a consultant's clearance just a kind or a degree of clearance?

Mr. REILLY. Well, first, the degree of level of access would be determined by the need for a particular purpose. A consultant clearance is not a clearance for full-time employment but rather a clearance which, by its terms, is limited to the particular assignment.

Mr. SOURWINE. Well, is it necessary in granting a consultant clearance to specify the level or the top level to which such clearance reaches?

Mr. REILLY. We do. If we know, for example, there is no need to have beyond the level of secret, we so limit it.

Mr. SOURWINE. How were the clearances to this Advisory Committee limited?

Mr. REILLY. It is my recollection that they were limited to the level of secret, not beyond secret.

Mr. SOURWINE. Did you have an opportunity in connection with the granting of these clearances to see the files on these men, the security files?

Mr. REILLY. I saw the files subsequent—

Mr. SOURWINE. To the clearance?

Mr. REILLY. Right. But not prior because, under my instructions, where there is not deemed to be substantial derogatory information, the Office of Evaluations may grant clearances of this type.

Mr. SOURWINE. I see. And these clearances I take it from what you say, were granted by the Office of Evaluations.

Mr. REILLY. That is correct.

Mr. SOURWINE. The Division of Evaluations?

Mr. REILLY. Division of Evaluations, yes.

Mr. SOURWINE. Because in the judgment of that Division, is that what you are saying, there was no substantial derogatory information?

Mr. REILLY. That is correct, yes.

Mr. SOURWINE. When you saw them, did you consider that their records involved any unresolved security questions that you wanted more information about, or would have wanted more information about any of them before you acted?

Mr. REILLY. No. I was satisfied that these clearances had been granted within the framework of our rules.

* * * * *

Mr. SOURWINE. Back on the record.

Mr. Reilly, do you know who selected the members of this Advisory Committee that filed the report on "International Organizations Staffing"?

Mr. REILLY. I would assume that either the Assistant Secretary, Harlan Cleveland, or some ranking member of his organization.

Mr. SOURWINE. You don't really know, then?

Mr. REILLY. I do not have personal knowledge; yes.

Senator DODD. That is his best answer, as far as he knows.

How can we find out?

Mr. REILLY. I can undertake to inquire, Senator, and would be happy to do so.

Senator DODD. I think that would be wise, don't you, Mr. Sourwine?

Mr. SOURWINE. Yes, sir. I would like to see this information solidly in the record, if it is known.

Senator DODD. I think it is pertinent to find out who did select them.

Mr. SOURWINE. Yes, sir.

Senator DODD. And then maybe that is the individual who should be asked how he came to select them.

Mr. SOURWINE. Yes.

(The following information was supplied by Acting Assistant Secretary Lee in his letter of February 18, 1965, to Chairman Eastland:)

The members of the Advisory Committee on International Organizations were selected by the Assistant Secretary of State for International Organizations.³ He was personally acquainted with all but two of the selected members. The two members with whom the Assistant Secretary was not personally acquainted were experts in the financial and budget fields. Both of these gentlemen were well recommended. One had been a special assistant to President John F. Kennedy and the other was a recognized financial and budget expert in the government of his home State. Before final selection was made by the Assistant Secretary he consulted with members of his staff and other interested offices within the Department.

Mr. SOURWINE. What investigation, if any, was made with respect to these individuals before they were granted security clearances?

Mr. REILLY. Our security file on each of these individuals was examined, was reviewed by a professional evaluator who had knowledge of the fact that this was for a limited consultant advisory purpose.

Mr. SOURWINE. And were the findings of the evaluator in all of these cases approved by the Chief of the Division of Evaluations?

Mr. REILLY. My recollection is that only a few of them went forward to Mr. Otepka; that, under the current practice, an initial evaluator examined the file, made his analysis and recommendation, and that this went forward to a supervisor. In some of them it may have gone forward to a second supervisor.

Mr. SOURWINE. You mean that the first evaluator can clear a man without taking it any further and that, in some of these cases, that was done?

³ At the time, Mr. Harlan Cleveland.

Mr. REILLY. No, no. It always went forward to at least one reviewing evaluator.

Mr. SOURWINE. The reviewing evaluator can then clear a man without taking it higher?

Mr. REILLY. If he deems that the information there is not—that there is not in the files substantial derogatory information. If there is, then it must come all the way forward through Evaluations and into my office.

Mr. SOURWINE. Well, even when he clears it, doesn't that clearance go up through the Chief of the Division of Evaluations?

Mr. REILLY. Not in every instance.

Mr. SOURWINE. It leaves the Evaluations Division at the lower level? Where does it go?

Mr. REILLY. It can go to Mr. Traband for applicant-type cases. He is the Chief of the Applicant Section under Mr. Otepka.

Mr. SOURWINE. And where does it go from there? Outside the division, outside the Office of Security?

Mr. REILLY. Then it goes back through our records-management area and then down to personnel.

Senator DODD. In these hypothetical cases, I didn't hear anything that in itself would warrant the absolute turndown of the applicant. I gather that what you are driving at is whether or not one would want to look further after having these cases brought to his attention.

Mr. SOURWINE. Yes, sir. However, perhaps it is not fair to leave the implication that this was the case in Mr. Reilly's situation, because, if I understand you correctly, they were not brought to your attention.

Mr. REILLY. There was only one case, Mr. Sourwine, that was brought to my attention.

Senator DODD. It is a fact that men's minds change and their attitudes change over a period of time.

Mr. SOURWINE. Oh, yes.

Well, I don't want to belabor that, sir.

* * * * *

TESTIMONY OF JOHN F. REILLY

WEDNESDAY, MAY 22, 1963

The subcommittee met, pursuant to call, at 11:15 a.m., in room 2300, New Senate Office Building, Senator Everett McKinley Dirksen presiding.

Present: Senators Dirksen and Thomas J. Dodd.

Also present: J. G. Sourwine, chief counsel; Warren Iittman, associate counsel; Benjamin Mandel, research director; and Frank W. Schroeder, chief investigator.

For the Department: John S. Leahy, Jr., observer.

Senator DIRKSEN (presiding). Mr. Reilly, have you been sworn?

Mr. REILLY. Yes, sir; I have.

Senator DIRKSEN. You may proceed.

Mr. SOURWINE. Mr. Chairman, Mr. Reilly has just handed me the photocopy of the February 19, 1963, edition or version of the Report of the Advisory Committee With Respect to the Staffing of Interna-

tional Organizations. We had given this to him for authentication as to whether it was a true copy.

You told us that it was, I believe?

Mr. REILLY. That is correct; yes.

Mr. SOURWINE. And it was at that time identified and ordered cross-referenced to the point in the record where it had been ordered entered into the record. So if we might have another reference in the record here to the same point, then we will have it all tied up.

Senator DIRKSEN. Then without objection and by agreement, this copy which has been authenticated by Mr. Reilly will be made a part of the record, as previously ordered.

Mr. SOURWINE. Thank you, Senator.

(Editor's note: The document referred to above is a report (with a foreword) of the Advisory Committee on Management Improvement, dated March 1963, on the subject of "Staffing of International Organizations," which bears the date of February 19, 1963. At the beginning of this report is a short "Foreword" apparently signed by 12 members of the Advisory Committee. The cover page bears the date of March 1963. On top of this were three pages captioned "Staffing International Organizations Summary of Recommendations," and bearing the date of February 25, 1963. All portions of the document, in the order in which they were stapled together when received by the subcommittee, are reproduced here.)

STAFFING INTERNATIONAL ORGANIZATIONS

SUMMARY OF RECOMMENDATIONS

1. The United States should alter its attitude toward the staffing of international organizations which has been, during a period of time, somewhat *laissez faire* to one of objective alertness. It has an obligation under the U.N. Charter to seek to improve the quality of personnel and of personnel administration in the international agencies.

2. The President should announce a policy in respect to staffing of international organizations which envisions much fuller use of all U.S. Government departments and private organizations in this effort. The policy statement should be accompanied by a move to set up a U.S. Government Advisory Council composed of representatives of private agencies in the fields of international relations, education, business, labor, and agriculture to support Government efforts to nominate highly qualified personnel for this purpose.

3. It is recommended that the position of Special Assistant to the Assistant Secretary for International Organization Affairs be set up with the function of developing and directing the execution of a single U.S. recruiting policy utilizing all appropriate Government resources and available private resources. The incumbent of this position would serve as a central information and record point, would evaluate the effectiveness of U.S. recruiting efforts, and would coordinate the efforts of U.S. missions abroad. Actual recruitment would be decentralized to U.S. Government agencies which are counterparts of the U.N. agencies. In those cases where counterpart U.S. agencies do not exist, responsibility for recruitment should rest with an international recruiting service within the State Department. A U.S. Government coordinating committee for international recruitment should be formed to facilitate access to the total personnel operations of the Government, as needed.

4. To serve total U.S. purposes, arrangements should be made to facilitate the cooperative use of AID and State of the U.S. AID recruiting and placement mechanisms for bilateral aid and the counterpart U.S. mechanisms for multilateral aid. The needs of both organizations can be met more expeditiously by full cooperation and there should be a definite U.S. policy that promotes the idea that service in either multilateral or bilateral aid organizations is a part of the career ladder for all U.S. technical assistance personnel.

5. It is recommended that Executive Order 10422 be amended to eliminate the requirement for a full field investigation for U.S. citizens recommended for employment through the P-1 grade and for all persons of any grade being considered for employment for a period of 2 years or less and that only a national agency check be used for those people. A full field investigation after employment is recommended for those above the P-1 level being considered for extended employment. The national agency checks would be completed, however, before U.S. citizens are recommended for employment by international agencies. No clearance procedure should be required for U.S. Federal Government employees who have been cleared and are in good standing in their agencies. Funds for all such checks and investigations should be appropriated to the Department of State and it should be permitted to use any investigative agency it chooses.

6. The United States should sponsor a study of emoluments for U.S. and U.N. personnel serving in headquarters overseas and in technical assistance positions in order to establish comparability of information for employment purposes. In addition, the United States should sponsor a coordinated policy for emoluments for all U.N. agency personnel, including the International Monetary Fund and the World Bank.

7. In order to perform the job of staffing international organizations more expeditiously, the United States needs regular and nearly uniform information on the vacancy situation. The obtaining of vacancy information should be incorporated in the reporting instructions to be issued to U.S. missions to international agency headquarters.

8. It is recommended that a current directory of U.S. personnel serving in international organizations be maintained by the International Recruitment Service in the Department of State. The maintenance of such a directory will serve a variety of useful purposes.

9. In its general recruitment procedure the U.S. Government should pay particular attention to the recruitment of junior officers to the extent that career opportunities for them in international service are known to exist.

10. It is recommended that amendment to Public Law 85-795 be sought to permit secondment of Foreign Service officers to international organizations when appropriate, and that the necessary administrative steps be taken to facilitate assignments.

11. The United States should adopt a program of orientation for U.S. personnel selected for service in international organizations. This program should deal with the importance which the United States attaches to their assignments and with the favorable influence which effective international service can have on the U.S. posture in the international scene.

12. It is both desirable and proper that U.S. missions overseas and in New York accord appropriate recognition to American nationals who are contributing to international amity through service in international organizations.

13. There is need for all U.S. agencies concerned with the activities of international organizations to contribute to the identification of major posts. Those are not necessarily the highest ranking positions but include those posts which are concerned with the development of policy and program, which require superior technical capacity and initiative, and which require ability to contribute to the solution of complex problems of general administration. A special responsibility devolves upon U.S. missions to headquarters of the U.N. agencies to give this advice on a continuing basis.

14. It is recommended that the Department revise standing instructions to missions to international organizations to include an assignment of responsibility in the area of staffing and personnel administration and to provide that the responsibility be placed with a single top level officer in the mission. In connection with this role, the U.S. mission should be given the responsibility for identifying well-qualified foreign nationals for service in international organizations.

15. Appropriate efforts should be made from time to time to inform the American public of the importance the U.S. Government attaches to service in international organizations.

A REPORT OF THE ADVISORY COMMITTEE ON MANAGEMENT IMPROVEMENT TO THE
ASSISTANT SECRETARY OF STATE FOR INTERNATIONAL ORGANIZATION AFFAIRS

MARCH 1963

FOREWORD

In his report of June 25, 1962, to the 87th Congress on U.S. contributions to international organizations, estimated at about \$312 million for the 1962 fiscal year, the Acting Secretary of State pointed out that:

"The United Nations and the other organizations and programs to which the United States contributes carry out activities which support one or both of the basic aims of U.S. foreign policy: First, the promotion of peace and security; second, the promotion of economic and social growth, which may well be one of the best ways to achieve peace and security in the long run.

"The concept of multilateral cooperation and action has been actively supported by the United States as one of several means of achieving a better world in which to live. These international organizations, most of which were established after World War II, are emerging from their infancy and are gradually gaining the capability to handle international tasks of greater dimensions. Their capacity to act benefits both the United States and the rest of the world."

It is against this background of the traditional and whole-hearted U.S. support of international organizations and of the potentiality of these organizations that the Advisory Committee on Management Improvement makes this report on staffing.

As the responsibilities of the international organizations increase in quantity, complexity, and significance, the greater becomes the need for an active concern about improving the human resources which the organizations require to carry out their tasks. How can the best qualified and best trained persons be obtained? How can the most effective personnel management be accomplished? Such a concern, motivated by a genuine desire for effective multilateral machinery, must be worldwide, and those member states which are committed in fact to making it possible for international organizations to meet the challenge they face, should lead the way. The Advisory Committee, therefore, believes that the United States must extend its historic policy of political and financial support to include support for improving the quality and management of the staffs of international organizations. It believes, also, that this country can and should do more to discharge its own responsibility to make available highly qualified candidates as they may be required and to encourage specific improvements in personnel administration. The following report is directed toward these ends.

Harding F. Bancroft, Karney Brasfield, Andrew Cordier, Lawrence S. Finkelstein, Ernest A. Gross, Arthur Larson, Sol M. Linowitz, Joseph Pois, Marshall D. Shulman, Francis O. Wilcox, John W. Macy, Jr., Robert Amory.

STAFFING INTERNATIONAL ORGANIZATIONS

1. The scope of the task

The United States is a member of 51 multilateral organizations. The full story of our participation in international activities, however, is better told by the fact that in the 1961 fiscal year the country contributed over \$261 million to 73 international activities, including these organizations and 22 special programs associated with them.

Some of the international activities are relatively small, local in nature, nongovernmental or unique in administrative setup. In terms of staffing, therefore, attention is normally directed to 45 organizations and programs, which, at the end of 1962, employed an estimated 40,000 persons, excluding military personnel. Of this total, approximately 10,400 were professional personnel subject to international recruiting. Nearly 96 percent of the professional employment can be accounted for by 23 major international activities.

Specific information as to personnel turnover is not available. In most organizations, however, the turnover in permanent professional headquarters positions is probably very small. On the other hand, a percentage of these positions in some organizations is set aside for rotating fixed term appointments. In the United Nations Secretariat, for example, about 25 percent of the roughly 1,500

professional posts are filled with fixed term appointments of from 2 to 5 years; the percentage rises to about 40 percent in the United Nations Educational, Scientific, and Cultural Organization (UNESCO).

It must also be remembered that geographic distribution policies and political pressures act as limiting factors on the number of appointments from any one country to central and regional headquarters professional positions. In some instances a reasonably equitable situation is near achievement. In other cases the United States under the strictest interpretation of distribution policies is under-represented. This country contributes 25 percent of the International Labor Organization budget, for example, yet less than 8 percent of the professional staff is American. Our contribution to the budget of UNESCO and to that of the Food and Agriculture Organization approximates 32 percent, yet only about 10 percent and 15 percent, respectively, of the professional staffs of these organizations are Americans.

With respect to technical assistance projects, since a large number of specialists are required only for short terms, an employment figure at any one time is not particularly meaningful. In general, however, in contrast to Secretariat positions, the problem is one of obtaining experts in sufficient number, and a recent U.S. official report states that the Western countries are failing "again and again to put forward qualified candidates."

The total number of international organization professional positions for which highly qualified Americans are needed will vary from year to year. As has been indicated, the basis for an estimate does not now exist, but the potential range might be 700-1,400, the bulk of which would be relatively short term. Neither the United States nor the international organizations, however, can afford a quantitative approach to the staffing problem. Only a qualitative approach offers a hope of more effective world machinery for peace and security.

Finally, with respect to the scope of the staffing problem, the Committee calls attention to the difficulties involved in recruiting top quality personnel and to the fact that staffing international organizations is complicated by many variables, such as language, geographic representation, technical requirements, adaptability to cross-cultural pursuits and, frequently, living conditions. Thus the filling of a single position can in itself constitute a formidable problem, one of considerably greater dimensions than would be present in filling a comparable post in domestic government. Obviously, also, it is necessary to recruit for many more positions than will be filled, since candidates from many countries are in competition for selection.

2. The United States and the international civil service

At the heart of the personnel systems of the United Nations and its associated bodies is the concept of an international civil service to which the member states committed themselves in their acceptance of membership. This concept finds expression in Articles 100 and 101 of the United Nations Charter, which provide *inter alia* that member states undertake "to respect the exclusively international character of the responsibilities of the Secretary-General and the staff" and that "the paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competency and integrity."

U.S. policy from the San Francisco Conference to the present has been one of firm adherence to the principle of independence for the international civil service as essential to the effective functioning of international organizations. No nation has been more scrupulous in respecting the integrity of Articles 100 and 101, nor more forthright in playing the game according to the agreed-upon rules. This policy must continue and the United States must encourage by every appropriate means the universal acceptance of the spirit as well as the letter of these Articles.

The United States must recognize also that the international civil service, like the merit system in Federal employment, is constantly subject to the abrasive action of self-serving political influence, and that something more than a policy of adherence to a principle is necessary if the integrity of the service is to be maintained and its purpose served. Over a period of time somewhat of a *laissez-faire* attitude toward the staffing of international organizations seems to have developed in the United States. The Committee believes that this attitude must give way to one of objective alertness—that the United States has an obligation under the Charter to seek to improve the quality of personnel and of personnel administration in the international organizations.

There is no question but that the responsibility for staffing rests with international organization leadership. The question is, rather, what the United States can properly do to assist this leadership, how it can contribute to the development of an international civil service adequate to the needs of the day.

3. *U.S. policy position on staffing international organizations*

The latest expressions of Government concern on the matter of assisting international organizations to obtain top quality personnel in this country are in the form of a Public Law and a White House Memorandum. The former, The Federal Employees International Organization Service Act, was enacted August 28, 1958, as Public Law 85-795. It provides material benefits for Federal employees who are detailed or transferred to international organizations under its provisions for periods up to 3 years. The White House Memorandum, dated June 9, 1959, was from the Special Assistant to the President for Personnel Management to the heads of all Federal departments and agencies, and requested support of a policy to aid international governmental organizations seeking qualified American personnel.

The impact of these policy indicators appears to have substantially diminished. Indeed, it is not at all clear that there is now a positive Government position with respect to the staffing of these organizations. On the contrary, an examination of current recruitment programs of U.S. Government agencies concerned with the staffing of international organizations suggests that such staffing is now a matter of minor concern within the Government. In the case of top drawer positions, those of Director General and Assistant Director General, a generally successful effort to propose able American candidates may be noted. There has also been some success in recruiting for specific vacancies in administrative and technical positions in the various professional categories. In summary, however, the resources of the Federal Government for manpower procurement could be far more effectively utilized to assist international organizations in staffing both headquarters and field posts appropriately with competent American personnel than is now the case. The present picture is one of a somewhat routine approach to the staffing of these organizations, a lack of positive executive branch leadership, no centering of basic responsibilities, ineffective coordination between Federal agencies, and inadequate staff and funds for sustained and systematic recruitment.

The United States has an impressive record of political support of international organizations with respect both to structure and program. It has contributed substantially to their financial support, on occasion in amounts exceeding 40 percent of an annual budget. This political and financial support should be supplemented, if not protected, by a systematic effort to provide international organizations with competent people of integrity and responsibility. Specifically, the Committee believes that it should be an integral part of U.S. foreign policy that the country is committed to make available high quality personnel as they are required to meet the developing needs of the international organizations.

The staffing assistance should be for all levels of employment in the international organizations, and for both short-term or long-term assignments. It should involve recruiting from inside the Federal service with the full endorsement of Federal departments and agencies. It should also involve recruiting from the private sector. Further, as is urged subsequently, the staffing effort should extend beyond the borders of this country to include, through the assistance of the U.S. missions abroad, highly qualified personnel wherever they may be found.

A positive U.S. Government policy with regard to assisting international organizations to find qualified staff is overdue. The promulgation of such a policy, which is in line with our historic and continuing position of taking all possible steps to further the objectives of international organizations, is a responsibility of the executive branch and should be set by Executive direction. The President may wish to use, to the fullest, the channels available to him to make the policy clear to all Government departments and agencies. At an appropriate time and occasion, he may also wish to enunciate the policy publicly so that the public is aware of the importance the United States attaches to service in international agencies.

In furthering this policy, the State Department should make use of citizen interest already in being by seeking the assistance of appropriate private organizations in such fields as international relations, education, business, labor, and agriculture. This would emphasize the fact that the problem is of country-

wide concern and could greatly expand recruitment sources. To keep attention focused on the subject, and to provide for the coordination of private organization assistance, an advisory council should be set up, composed of representatives of these organizations. Because of the large number of such organizations, attendance could be on a rotating basis in order to keep the body of manageable size yet responsive to the variety of interests that can be tapped.

4. Organization of the Federal Government for recruitment for service with international organizations

An effective U.S. effort to find the most highly qualified and available persons for international organization posts, whether in headquarters secretariats, regional offices, or local technical assistance projects, requires an adequate recruiting mechanism as well as strong, consistent policy direction. Neither exists today. The recruitment effort is perhaps best described as a hit or miss affair, with various Federal agencies determining, often at a bureau level, the extent to which they wish to be involved. Even within the Department of State the status of the international organization recruiting unit (which deserves commendation for excellent performance) is indicated by the Department's willingness to make funds available only for three professionals and two secretaries, and by the organizational interment of this unit.

The present situation seems to be primarily a reflection of the fact that no priority tag has been attached to a recruiting effort for international organizations. The basic tools with which to work are available, however, and a rudimentary but generally accepted organizational pattern may be observed. Basically this pattern looks to the policy level of the State Department for direction, to the various Federal agencies whose functions parallel those of international organizations for recruiting operations, and to an International Recruiting Service in the State Department for recruiting operations when there is no domestic counterpart of an international organization. The Committee believes this pattern should be developed to meet today's need for an effective U.S. staffing effort.

With respect to policy direction, responsibility for overall coordination and guidance of a positive U.S. recruiting program necessarily rests with the agency of Government responsible for the conduct of foreign affairs. This responsibility, moreover, should be placed at a high enough level in the Department of State to enable effective administration of the broad, interdepartmental responsibilities of this total program. It is recommended that a special assistant to the Assistant Secretary for International Organization Affairs be appointed, whose function would be to develop and direct the execution of a single U.S. recruiting policy to assure the utilization of all appropriate Government resources and available private resources, to coordinate relations with U.S. missions, to serve as a central information and record point, and to evaluate the effectiveness of U.S. recruiting efforts. No matter how great the temptation, he should not become involved in recruiting operations.

Some case can be made for a central U.S. mechanism for finding, evaluating, and indexing highly competent candidates for international service. Such a mechanism functions effectively and efficiently in many European countries. The committee believes, however, that the structure of the Federal Government, the vastness of the country's manpower pool, and the need for relating recruiting to program needs argue convincingly for decentralization. Actual recruiting activities, then, should be the responsibility of the Government agencies which are the domestic counterparts of international organizations. These agencies have substantial elements concerned with the programs of international organizations. They have access to the sources of specialist personnel. They have the experience with which to evaluate the quality of professional competence. The only real problem is to gain acceptance at the top levels of the agencies of the importance of making available our ablest profession people for international service.

In those cases where counterpart U.S. agencies do not exist, responsibility for recruitment should rest with an International Recruiting Service within the State Department. The experience of the present unit indicates that given adequate support this Service can successfully accomplish recruiting for positions which do not lend themselves to assignment to other agencies.

Adequate support in terms of status and resources must be given the recruiting units, particularly the Department's unit which will carry the heaviest workload. Whether these recruiting operations are placed within the substantive or

administrative orbits of the respective agencies is a matter to be decided by the heads of the agencies, but both areas must cooperate freely if our goal is to be achieved. It would seem wise also, lest energy and manpower be diverted, that units responsible for recruiting be charged only with that specific task. The Department's unit, for example, should not be expected to perform the staff functions with respect to personnel management policy in international organizations which have gradually been added to its recruitment workload, to the advantage of neither. These staff functions will become increasingly important in a program to support the improvement of personnel management in international organizations and thus should justify specific attention within the Office of International Administration.

It is suggested that a coordinating committee be formed, with representatives from the agencies which are performing recruiting functions, for the purpose of reviewing progress in aiding international organizations to secure qualified personnel. This committee could be a subgroup of the Interagency Advisory Committee in order to facilitate access to the total personnel operations of the Government as needed. Or it could be an adaptation of the national committee device used in many countries to bring the expertise of the various government ministries together under one roof for a collective recruiting effort.

The present freedom which international organizations enjoy of direct recruitment in the United States should, of course, be continued. Not only do the organizations desire and find useful the opportunity to themselves look for American candidates, but this procedure also precludes the development of a Government monopoly on recruiting for international organizations.

In considering the organization of the Federal Government to make the best qualified candidates available to international organizations, the important role of U.S. missions overseas must not be overlooked (this subject is discussed below).

5. Recruiting for international organizations versus recruiting for bilateral programs

Some competition for specialist personnel is reported between AID programs and U.N. technical assistance programs, to the disadvantage of both the United States and the various international organizations. Moreover, since essentially identical skills and competencies are required, recruiting facilities of both programs are in effect duplicatory and tend to draw on the same manpower sources. This problem is apparently compounded by the decentralized AID organizational pattern, under which geographic branches recruit independently for a full range of technical skills.

Staffing activity with respect to both AID and international organization programs should be coordinated as fully as possible. This may require a considerable amount of imagination and cooperation in view of the number of agencies involved, but it should result in the utilization of our ablest manpower in the best interest of the country. At a minimum, arrangements should be made whereby those in the State Department and other Government agencies who are concerned with finding suitable candidates for international organizations may have full access to the various candidate files maintained in AID. A further step which could be taken at an early date is the development of a Government policy providing for the free mobility of U.S. personnel between U.S. bilateral technical assistance programs and those of the international organizations. From time to time skills available but not needed in one program are unavailable and needed in the other. There are occasions also when an AID technician, for various reasons, is precluded from the further development of a project which is of interest to and could be advanced by an international agency, and vice versa. Not to be overlooked, moreover, is the fact that the headquarters program officers of AID and of the other Government agencies tend to look for their own candidates for field posts and may not know the personnel working in the other's technical assistance vineyard.

A valuable consequence of greater coordination between the recruiting activity of AID and of that conducted in behalf of multilateral programs may well be the development of a more or less formalized and accepted system for moving specialist personnel, particularly the scarcer skills, between AID and international organization service in accordance with the respective priority needs of both, bringing about, in effect, a technical assistance career opportunity for the highly qualified American specialist personnel who might not otherwise be interested in service abroad.

Further, the program for staffing international organizations should be reviewed in the light of action taken on the program for meshing the Foreign Service, AID, and USIA recruitment and personnel operations as envisaged in the Herter Committee report. In due course, it may be that all of these efforts can be merged.

6. Government clearance of candidates for international organization employment

Under Executive orders a loyalty clearance on the basis of a full field investigation is required for all U.S. citizens considered for employment by international organizations. Investigations are made by the Civil Service Commission with referral to the FBI when loyalty information is uncovered. Findings are reviewed by a loyalty board in the Commission and advisory opinions are furnished the international organizations through the State Department. Started in 1953 the program has cost \$5.2 million. It has resulted in the denial of employment to 5 persons and in the termination of 11 persons employed at the outset of the program because of adverse loyalty findings. In addition, suitability information secured during investigations which might affect employment is called to the attention of the organizations, although this is not provided for by the Executive order. The number of candidates not selected for suitability reasons is unknown.

The Committee has taken note of the fact that this domestic clearance requirement is operating to prevent the selection of well-qualified Americans for international organization posts. Time is the most important factor. Faced with a choice, for example, an international organization is likely to select an immediately available foreigner in preference to an American who perhaps will be given a clearance by his Government after an investigation of several months. Many Americans, moreover, cannot remain candidates for an indefinite period while the clearance process takes place. The Committee believes a screening program should be continued, but that it should be put on a par with that now in effect for Government employees. It must be recognized, moreover, that the sensitivity aspects of U.S. agencies are not present in the case of international organizations, that international organizations generally require a probationary period of service for extended appointments and that employment may be terminated for cause.

The Committee recommends that the Executive order be amended to require a national agency check only (not a full field investigation) for persons considered for nonprofessional employment, for the P-1 grade, and for persons at any grade being considered for employment for a period of 2 years or less.

There would be a full investigation for those in the professional categories above the P-1 level being considered for extended employment, but it could be made after employment. The record checks, however, would be completed before the persons were recommended for employment. No clearance procedure should be required in the case of a Federal Government employee who has been investigated and cleared and is in good standing in his agency.

The substantial savings that will result from these modifications of the clearance process should be used to permit advance national agency and reference checks of potential candidates.

The Committee also believes that it should be possible to use whatever Federal investigative agency can most expeditiously make a full field investigation at a particular time, rather than relying solely on the Civil Service Commission, and that the method of funding should be changed so that the State Department obtains funds and reimburses the investigative agency.

7. Financial incentives for international organization service

Those concerned with the matter of finding Americans qualified and interested in international organization service report that many potential candidates flounder on the rocks of financial incentive. In this connection the Committee has noted the lack of comparative information on the totality of salary, allowances, and benefits provided by international organizations, by the basic pay systems in the Federal Government, and by private American organizations which operate overseas.

The Committee tends to believe that the emoluments provided by international organizations are reasonably comparable with those of the Federal Government, but sees a need for adequate information and comparisons. In particular, the information developed could be used in brochures which would be of assistance

in recruiting. Part of the financial incentive problem seems to be an inability to advise persons interested in international employment of exactly what benefits they will receive.

Special attention needs to be paid to the retirement systems of international organizations in relation to U.S. public and private systems. The possibility of a private U.S. retirement system to supplement the U.N. system might well be explored with foundations which have some interest in this field.

The Committee also believes that this Government should strengthen its efforts to effect coordinated policy under the U.N. on emoluments of all the international organizations. In the case of the Monetary Fund and World Bank, there appears to have been little or no serious U.S. effort to maintain a reasonable relationship to the U.N. system, and salaries and allowances of these agencies are materially larger than those of the U.N.

8. *Information concerning vacancies and job qualifications*

One of the more troublesome problems which confronts U.S. agencies attempting to assist international organizations in recruiting able personnel is that of obtaining adequate information about the existence of vacancies, the duties to be performed, the qualifications required and, in some cases, the salary to be paid. Generally speaking, too little information is made available about actual or upcoming vacancies to enable a quantity recruiting effort. International organizations, moreover, frequently do not release information about vacancies in time to permit such an effort. The reasons for this situation are not all apparent. To some extent it may reflect a commendatory desire to promote from within, and a consequent withholding of vacancy information until the possibility of internal promotion is explored. Again, it may reflect a lack of communications channels.

Currently international organizations appear to be reluctant to change their practices with respect to vacancy information. The alternative insofar as the United States is concerned is to do a better job of obtaining information through its own resources. The Committee believes that this country should take all appropriate steps to see that the channels of communication available to it are kept open, so that prompt notice is received of the existence of vacancies together with adequate data about them. This information is essential if the United States is to be of the greatest assistance to the international organizations in securing competent personnel for them. It would be desirable, further, for the U.S. missions to international organizations systematically and regularly to anticipate upcoming vacancies, in order that qualified, available replacements can be proposed at the time when a proposal can be most helpful. This is particularly important in cases where Americans have been incumbents, but should be done to the extent possible across the board in the interest of encouraging the candidacies of the most competent persons regardless of nationality.

9. *Language requirement*

A great majority of international organization posts require a foreign language facility, often the French language. This requirement is necessary and proper, yet it acts as a serious deterrent to the recruitment of Americans. No immediate solution to the problem is seen, but the Committee recommends that any public information program to encourage interest in international organization service should emphasize the need for foreign language fluency and should urge interested persons to take the necessary training. Recruiting contacts should also be established with the significant foreign nationality groups in this country.

10. *Americans serving in international organizations*

The Committee is concerned about an apparent lack of current knowledge of Americans serving international organizations in professional positions at all levels. It urges that the State Department, utilizing the U.S. missions overseas, provide for a continuing inventory in some easily accessible form. Such an inventory would include name, position, appointment date, qualifications, the manner in which persons were recruited, and such other pertinent information as will assist the Department, and appropriate U.S. functional agencies, to make the most effective use of their skills and oversea experience. The inventory, by indicating approximate retirement dates, would enable the United States to take advance steps to locate the best possible candidates which can be recommended for consideration as replacements when this was determined to be desirable. It would also be a roster that could be used as a source for re-recruiting future needs and as a resource for AID requirements.

Persons leaving international service should be given an exit interview by an appropriate U.S. official for the purpose of obtaining information on problems connected with international employment and on ways by which the United States could improve its staffing effort.

11. Release of employees

A practical problem exists with respect to securing the release of Federal employees and, indeed, of employees of any public or private organization, industry, or institution for fixed term international service. On the one hand, the organization is generally reluctant to release its best people for 2 or 3 years. On the other hand, employees realize, in spite of assurances to the contrary, that on return to their jobs they are likely to find it necessary to recompute with a new group to regain their previous status.

The problem of securing the release of Federal employees might best be handled by Presidential directive, with emphasis at meetings of the Interagency Advisory Group on the importance of such assignments. The career development aspects of such assignments could be stressed and the fact that mobility is an important factor in a person's forward progress in the Federal service. Further, in the light of a Presidential directive, the State Department could encourage leadership groups within the private sector to place this problem before their respective constituencies.

12. Recruitment for junior officer positions

The recruitment of Americans for international organization service understandably has been directed largely toward senior positions, since these have been the posts which the organizations had to fill in order to keep pace with developing programs. A certain amount of stability has now been achieved, and, further, many organizations quite properly are tending to promote from within whenever possible. It would now be desirable, therefore, to pay more attention to the recruitment for junior officer positions of young people of outstanding ability who have a genuine career interest in international service. The possibility of using the Federal service entrance examinations and the Foreign Service officer examinations as candidate sources should be explored. Caution must be exercised, however, in view of the limited number of junior positions and the impact of geographic distribution policies on personnel selection.

13. Limitation on period of international organization service by Federal employees

Under Public Law 85-795, Federal employees, with certain exceptions, may serve in international organizations for a period up to 3 years while retaining all rights and privileges of Federal service. The Committee recognizes that there may be some advantage to extending this period to 5 years, but suggests that the importance of the present time period as a deterrent to recruiting be examined more thoroughly in order to develop a sound justification.

The possibility of the enactment of similar State laws should also be explored, since many State programs could be a source of experienced specialists in technical assistance areas. Conceivably, moreover, such specialists from certain States where foreign language groups have settled might have a desirable foreign language competence.

14. Service of Presidential appointees in international organizations

Present legislation provides for the detail of Presidential appointees to international organizations, but does not provide for secondment, or temporary transfer. This problem centers around Foreign Service officers, who, in effect, are not available as international civil servants. Reportedly, also, there is some reluctance within the Foreign Service to serve in this capacity. The experience of Foreign Service officers could be valuable to international organizations and, in turn, such service should contribute to Foreign Service career training. The committee believes that an amendment to Public Law 85-795 might be sought to permit secondment of Foreign Service officers when appropriate, and that administrative steps should be taken to facilitate assignments as possible.

15. Orientation of U.S. nationals for international organization service

Currently American nationals, from either the public or the private sector, who accept an assignment in an international organization normally report for duty without the benefit of any special orientation from a Government source. The Committee believes it highly desirable that there be some official contact with these persons and some effort to point up both the importance which the United States

attaches to their assignments and the favorable influence which effective international service can have on this country's posture in the international scene. Although there are definite obstacles in the way of such orientation, it would seem probable that a program can be initiated at least for those who travel through Washington or New York en route to their post of duty. At a very minimum, written material could be developed which would provide helpful information concerning the responsibilities of an American in the international civil service.

The U.S. missions overseas should be able to contribute materially to the nature and content of the required orientation program, on the basis of their observation of the performance of American personnel in international organization posts.

16. Recognition of U.S. citizens employed in international organizations

During its study the Committee has noted with distress that some American nationals serving in international organizations find themselves to be virtually forgotten persons so far as this Government, in particular the U.S. missions, is concerned. This situation apparently is in sharp contrast to that of nationals of most other countries. The latter appear to have access to senior officials of their country missions, are included in occasional mission activities, and when possible on home leave are made welcome in the ministry concerned with the program of the organization in which they are employed.

Employees of an international organization, whether they serve under long- or short-term contracts, owe their loyalty to that organization for the duration of their service, and their countries in accepting membership in the organization have accepted a solemn obligation to respect their status as international civil servants. It is important that the United States maintain in the future, as it has in the past, its position of integrity with respect to that obligation. The Committee suggests, however, that it is entirely proper for, and a responsibility of, the U.S. missions overseas and in New York to accord appropriate recognition to American nationals who are contributing to international amity through service in international organizations, and to maintain a normal relationship with them under the criteria of the U.N. Charter and the regulations of the organizations in which they are employed. By contributing to individual morale and prestige for international civil service, these steps can aid in creating a working environment which may help attract the type of personnel whose services are in wide demand.

17. Identification of important positions

Consideration of ways and means of assisting international organizations to improve the quality of their staffs inevitably raises the question of identifying the posts which particularly require persons of the highest competency. This question, however, essentially is one of identifying those posts which as a matter of top priority must be filled with persons of great professional competence.

In general these priority posts are those which involve the development of policy and program, superior technical capacity and initiative, and ability to contribute to the solution of complex problems of general administration. They are not necessarily the highest level posts, and the need for particular types of skill will vary from time to time depending upon a variety of factors, including such things as loss of expert personnel and the need to offset the drag of incompetent personnel.

All agencies concerned with the activities of international organizations can contribute to the identification of these important posts, but a special responsibility devolves upon the U.S. missions abroad to advise the Government about priority posts on a continuing basis. The missions should also keep themselves informed about the important posts which are not filled with competent personnel.

In connection with the identification of individual positions there is a tendency in some quarters to look for key positions. The Committee strongly holds that any attempt to develop a concept of such positions is inimical to the best interests of multilateral organizations and that the very term implies outside control which is not in harmony with the U.N. Charter.

18. Role of the U.S. missions overseas in respect to staffing and personnel administration

It is clear to the Committee that if the United States is to make a serious effort to aid international organizations in improving staffing and personnel administration, full and effective utilization must be made of our missions to international organizations. To some extent this will add a new dimension to the work of the missions, since hitherto matters relating to the administration of the organizations, particularly in the field of staffing, have generally been given attention only

on an ad hoc basis. From time to time, circumstances or an appreciation of the importance of the subject on the part of an alert mission officer have been reflected in real contributions to the staffing problem, but the situation in the main may be pointed up by the fact that the Foreign Affairs Manual is silent on the responsibility of Missions with respect to the staffing of international organizations.

This responsibility primarily involves an interest in and a concern about the quality, utilization, and management of the personnel of the organizations. It should include a familiarity with the personnel structure, an understanding of job requirements, an evaluation of job performance and an appreciation of personnel management problems. In the case of American personnel, moreover, the missions should have an informed knowledge about their competence, their production, their adaptability to foreign life and culture, and their ability to work successfully with colleagues from other countries.

The Committee urges the Department of State to revise the standing instructions to missions to international organizations to include an assignment of responsibility in the area of staffing and personnel administration, and to provide that the responsibility is placed with a single top level officer in each mission. It also suggests that officer personnel assigned to the missions be given appropriate prior training. This training need not be long nor elaborate, but it should at least make clear the importance of staffing to the effective operations of international organizations, provide an understanding of the principles of personnel management particularly applicable in the case of these organizations, outline their personnel structure, and, on the basis of accumulated experience, suggest ways and means by which officers can be most effective. In this regard, the Committee understands that the Foreign Service Institute would endorse the desirability of developing such training.

The U.S. missions to foreign countries, as well as those to international organizations, can play a significant part in the total staffing effort. Since the goal of this country, and of other countries, is to accomplish the best possible staffing of multilateral bodies, the U.S. country missions should constantly be on the alert to identify foreign nationals whose service can strengthen and enhance the work of these bodies. It would seem advisable, indeed, to include this reporting function among the normal duties of the country missions.

At several points in this report, specific and continuing mission functions have been suggested. These the Committee believes are sine qua non of a worthwhile U.S. staffing effort. Full mobilization of the resources and abilities of the respective missions, however, undoubtedly will bring about the development of additional techniques of assistance and particular contributions which cannot at the moment be anticipated.

19. Training of American candidates for international civil service

The possibility of training for American nationals who are interested in service with international organizations is a recurrent consideration among those concerned with strengthening the staffs of these organizations. The Committee doubts, however, that a Government training program is within the realm of practicality at this time. International organizations require few generalists. Their need is for specialists and technicians, whose skills have been learned in subject matter institutions and sharpened by experience. A training program for such personnel, at various levels, would clearly be complex and expensive.

At the same time the Committee recognizes the advantages to be derived from training, in view especially of today's rapid developments in technical fields, and would hope that new ideas for training mechanisms will be explored carefully. If, for example, a hard core career staff of technical assistance personnel, serving in U.S. bilateral and in multilateral programs as their particular skills are needed, can be developed, a program of refresher training would be essential. Further, the prospect of a Foreign Affairs Academy offers interesting possibilities for training Americans for international service, including particularly a formal orientation course for those entering that service for the first time.

20. National attitude toward employment in international organizations

If there is to be effective recruiting throughout the United States for service in international organizations, there must be public awareness of the importance of these assignments. An appropriate public information program should be initiated for this purpose by the State Department. To the maximum extent possible, however, the operational activities of the program should be carried on by existing private organizations in the field of international relations.

The possibility of capitalizing on the success of the Peace Corps in building public interest might be explored, with a view also to directing the most qualified Peace Corps graduates into international organization employment.

There is probably a need to make it easier for the public to obtain timely information on employment opportunities and on how to apply for employment in international organizations. Considerable caution must be exercised in this regard, however, lest expectations be developed which cannot be fulfilled. As a practical matter, the number of posts which can be filled by Americans, or by nationals of any one country, is limited. Most posts, moreover, require a considerable amount of technical experience.

21. The Herter Committee report

The Committee has considered the Herter Committee report in the light of its own responsibility and has found no contradiction between the two. As actions are taken on the Herter Committee report, however, their implications with respect to a U.S. effort to improve the quality of staffs of international organizations should be kept in mind by the Bureau of International Organization Affairs.

CONCLUSION

The Committee, in conclusion, reiterates its conviction that the United States, in its own interest and for the purpose of strengthening the multilateral machinery of today's complex international relationships, must make a determined effort to improve the quality of personnel and of personnel management in the international organizations.

One thing above all else has been clear in considering how best to accomplish this objective—there must be an early determination and announcement in Washington that the staffing of international organizations with the best qualified personnel is a matter of national priority and significance. Once this step is taken we believe other necessary action steps will follow naturally.

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2/19/63

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TESTIMONY OF DAVID I. BELISLE, SPECIAL ASSISTANT TO DEPUTY ASSISTANT SECRETARY FOR SECURITY, DEPARTMENT OF STATE

MONDAY, JULY 29, 1963

Senator Roman L. Hruska presiding.

Also present: J. G. Sourwine, chief counsel; Alan McArthur, associate counsel; and Frank W. Schroeder, chief investigator.

(Mr. Belisle was previously sworn.)

* * * * *

Mr. SOURWINE. Mr. Belisle, did you see the memorandum drafted by Mr. Otepka for Mr. Reilly's signature containing comments on the report of the Advisory Committee on the Staffing of International Organizations?

Mr. BELISLE. I guess I must have.

Mr. SOURWINE. Do you remember what you did with it?

Mr. BELISLE. That was some time ago. I don't remember.

Mr. SOURWINE. Could you say whether you forwarded it to Mr. Reilly?

Mr. BELISLE. I would have to check the records. I really don't know.

Mr. SOURWINE. Well, here is something that came in some time ago—drafted at Mr. Reilly's request, for his signature—and it came to you. You say you would have to check the records to find out if you forwarded it to Mr. Reilly?

Mr. BELISLE. Well, I am sure I forwarded it to Mr. Reilly.

Mr. SOURWINE. Did you agree or disagree with that memorandum?

Mr. BELISLE. I don't know how I could be expected to answer that. I don't know how long ago it was and I don't know whether I did or I didn't.

Mr. SOURWINE. Well, that is as good an answer as a man could give under those circumstances, sir.

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TESTIMONY OF JOHN F. REILLY

TUESDAY, AUGUST 6, 1963

Senator Roman L. Hruska presiding.

Also present: J. G. Sourwine, chief counsel.

(Mr. Reilly was previously sworn.)

* * * * *

Mr. SOURWINE. Are you familiar with the security clearance of Mr. Seymour Janow?

Mr. REILLY. I am, sir.

Mr. SOURWINE. Did he have security clearance at the time he was nominated for his present position?

Mr. REILLY. I understand he had been cleared by the White House, sir.

Mr. SOURWINE. He didn't have a clearance from your office?

Mr. REILLY. That is my understanding. We are talking now of an event that antedates my being in the Department.

Mr. SOURWINE. All right, if it all antedates that, we won't ask you about Mr. Janow.

Did you have reason to know, Mr. Reilly, that the organization of the Advisory Committee on International Organizations Staffing, and the selection of appointees to that Committee, constituted a matter of primary concern to Assistant Secretary Harlan Cleveland?

Mr. REILLY. Yes. I believe I have previously testified on that.

Mr. SOURWINE. You testified on it, but as I read the record—of course it speaks for itself—you didn't tell us anything about this being a matter of importance to Mr. Cleveland when we were questioning you on the subject.

Mr. REILLY. I thought, and again, as you say, the record does speak for itself, I thought I had stated and definitely conveyed the impression that it was my understanding that Mr. Harlan Cleveland was the man who made the nominations.

Mr. SOURWINE. And you knew that it was a matter of importance to him?

Mr. REILLY. Yes. I don't recall ever having been asked one way or the other as to it being important.

Mr. SOURWINE. All right. In your testimony of May 25, at page 585 of the transcript—

Mr. REILLY. May 25?

Mr. SOURWINE. Am I in error about this date?

Mr. REILLY. I think so. May 25 was a Saturday.

Mr. SOURWINE. You didn't testify on that date?

Mr. REILLY. The reason I recall is my wedding anniversary is May 22.

Mr. SOURWINE. I will stand corrected if the date is, in fact, in error.

I refer then merely to page 585 of the transcript⁴ at which you stated the report of the Advisory Committee on International Organizations Staffing had come down to you from Mr. Orrick's office.

Mr. REILLY. I have had an opportunity, since reading the transcript, to refresh my recollection and with that preface, would state that what came down to me from Mr. Orrick's office through Mr. Crockett was a memorandum indicating the existence of this draft report, and it had the simple observation, notation at the top, "O/SY"—which is our organization designator—"Comments WJC"—which are the initials of William J. Crockett.

It was that that I took into Mr. Otepka's office, and as a result of that, he then obtained a copy of the draft report.

Mr. SOURWINE. You know this now?

Mr. REILLY. Yes.

Mr. SOURWINE. How did you learn this?

Mr. REILLY. I refreshed my recollection, sir.

Mr. SOURWINE. How?

Mr. REILLY. By looking at the document which came down to me.

Mr. SOURWINE. I see. In your testimony—I believe it was May 21—you told us that revisions of subchapter 1050 of departmental regulations, relating to the authority to sign congressional correspondence, antedated by a month your arrival in the Department. Do you remember that?

Mr. REILLY. I remember that. It seems to me that you gave me the date of March of 1963, for the date of the revision, is that not correct?

Mr. SOURWINE. Yes. Now, the fact is you took your oath of office as Director of Security in April of 1962, didn't you?

Mr. REILLY. Oh, wait. I certainly didn't mean—yes, it was 1962, of course.

Mr. SOURWINE. Then the document we are talking about was issued some 11 months after you entered on duty.

Mr. REILLY. Well, then, it was an honest confusion of years.

Mr. SOURWINE. All right, sir.

Mr. REILLY. As I think I did indicate, I had read the particular document.

Mr. SOURWINE. Mr. Reilly, on the occasion of one of your previous appearances, do you remember being asked about Mr. Herbert Emmerich?

Mr. REILLY. Yes.

Mr. SOURWINE. Do you recall Mr. Emmerich?

Mr. REILLY. No, sir. The name, as I have indicated then—and I have done nothing since to further refresh my recollection.

Mr. SOURWINE. You were asked if you knew whether Emmerich had anything to do with the Advisory Committee on International Organizations Staffing.

Mr. REILLY. I was?

Mr. SOURWINE. You don't remember that?

⁴ See p. 1179 of this volume.

Mr. REILLY. I don't recall that, no.

Mr. SOURWINE. You told us you didn't know. I take it you still don't know.

Mr. REILLY. I don't have the list of the members of the organization in front of me.

Mr. SOURWINE. But do you know now?

Mr. REILLY. It just starts to refresh my recollection; yes.

I believe I can see that name on the list.

Mr. SOURWINE. Weren't you asked at the hearing to find out the answer to that question about Mr. Emmerich, whether he was connected with the Advisory Committee on International—

Mr. REILLY. I have not had the opportunity, sir, to comply with that request. It is still outstanding.

Mr. SOURWINE. Isn't it a fact that Herbert Emmerich was a consultant in the office of Assistant Secretary of State for International Organizations Affairs?

Mr. REILLY. I would again have to check into that and will do so.

(The following information was supplied by Acting Assistant Secretary Lee in a letter dated December 31, 1963, to Chairman Eastland:)

Mr. Herbert Emmerich was employed on February 5, 1963, as a consultant (WAE) in the Office of the Assistant Secretary of State for International Organization Affairs, and was in a consultant status on May 21, 1963.

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TESTIMONY OF OTTO F. OTEPKA

MONDAY, AUGUST 12, 1963

Senator Hugh Scott presiding.

Also present: J. G. Sourwine, chief counsel.

(Mr. Otepka was previously sworn.)

* * * * *

Mr. SOURWINE. Mr. Otepka, is a clearance by the International Organizations Employees Loyalty Board required before an American national can be employed by an international organization?

Mr. OTEPKA. Yes, sir. A clearance under the loyalty standards.

Mr. SOURWINE. Now, is that a matter of law or departmental regulation or is it just an understanding with the United Nations?

Mr. OTEPKA. It is a matter of an Executive order.

Mr. SOURWINE. And the Executive order says that no American national may be employed by an international organization without such a clearance?

Mr. OTEPKA. That is right; that is correct.

Senator SCOTT. There have been occasions when Americans were employed—and I recall around 1954, with UNESCO—who were Communist sympathizers, Communist coworkers.

Mr. SOURWINE. This committee exposed a good many of them, some of whom were ordered discharged, but the decisions were reversed and they got large sums of money as compensation.

Senator SCOTT. They went to The International Court on appeal and got quite large sums as compensation. I was one of those who threatened to boycott the UNESCO meeting in Montevideo, Uruguay, publicly, together with the rest of the members of our delegation, if the American director of the association did not fire them. The American director was quite concerned about the Russians and his concern about the Russians was greater than our concern about the Americans until we indicated that perhaps his salary was also at stake, and then the motivation changed.

You can leave that in the record.

Mr. SOURWINE. What investigations, Mr. Otepka, are made of U.S. nationals being considered for appointment to positions with international organizations?

Mr. OTEPKA. At the present time, full background investigations, which are conducted either by the Civil Service Commission or by the FBI.

Mr. SOURWINE. Do State Department investigators ever make such investigations?

Mr. OTEPKA. Only abroad, when requested to do so by the Civil Service Commission or the FBI.

Mr. SOURWINE. Now, are there any exceptions to this rule about clearances by the International Organizations Employees Loyalty Board before an American national could be employed by an international organization?

Mr. OTEPKA. The only exception I know of, Mr. Sourwine, pertains to executive heads of the international organizations who may be Americans.

Mr. SOURWINE. Now, these clearances are given by the Civil Service Commission?

Mr. OTEPKA. Yes.

Mr. SOURWINE. Not by the State Department?

Mr. OTEPKA. Not by the State Department. With the exception of executive heads.

Mr. SOURWINE. Yes. But how about the case of Americans who are employees of the State Department or other American executive branch agencies who are seconded to the United Nations, which means we go on paying them but they work up there? They escape this clearance order, don't they?

Mr. OTEPKA. They may, if they are employees of agencies other than the Department of State. I can't see how State employees could escape it because, if they have been employed by the Department of State and are seconded over there, they will have been investigated by the Department of State for their employment in the Department.

Mr. SOURWINE. They would not have been cleared by the Civil Service Commission—International Organizations Employees Loyalty Board?

Mr. OTEPKA. They would not have been so cleared.

Senator SCOTT. If they are State Department employees, do they also escape our income tax laws?

Mr. OTEPKA. If they do, they are guilty of evading the law.

Mr. SOURWINE. May we go off the record for a moment?

Senator SCOTT. Yes.

(Discussion off the record.)

Mr. SOURWINE. Mr. Otepka, did you, on a recent occasion, disagree with Mr. Reilly on whether an effort should be made to speed up clearances by the International Organizations Employees Loyalty Board by giving additional funds to the Civil Service Commission?

Mr. OTEPKA. I wrote a paper on the subject, recommending that the Commission be given funds for this purpose, and Mr. Reilly disagreed with me.¹

Mr. SOURWINE. Are funds for the Board appropriated to the Civil Service Commission?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. Was your paper in that respect a classified document?

Mr. OTEPKA. No, sir.

Mr. SOURWINE. Do you have a copy of it?

Mr. OTEPKA. The document was drafted by me and was prepared for Mr. Reilly's signature.

Mr. SOURWINE. It is not classified?

Mr. OTEPKA. No, sir.

Mr. SOURWINE. May this go in the record, Mr. Chairman?

Senator SCOTT. Yes. Without objection it may be so received.

(The document referred to reads as follows:)

O—Mr. William J. Orrick, Jr.

O/SY—John F. Reilly

LOYALTY INVESTIGATIONS OF U.S. CITIZENS EMPLOYED BY INTERNATIONAL ORGANIZATIONS

By a handwritten notation on a copy of a memorandum dated January 27, 1963 (received February 4, 1963), from IO—Mr. Cleveland to OIA—Mr. Hefner, SY was requested for its views on the above subject matter.

Our reply has been delayed pending receipt from IO of the formal written report of the Advisory Committee on Management Improvement to the Assistant Secretary of State for International Organization Affairs (dated March 1963).

The following comments of SY with respect to the Committee's findings relate to section 6, page 16 of the Committee's report. As necessary for clarification SY has expanded on the Committee's observations.

1. In general it is observed by the Committee:

(a) Full field investigations have been required and are conducted by the Civil Service or the FBI pursuant to Executive Order 10422 (as amended) since 1953 regarding U.S. citizens employed by or considered for employment by international organizations.

(b) The International Organization Employees Loyalty Board of the Civil Service Commission adjudicates the results of the investigations under the standard "reasonable doubt as to the loyalty of the person involved to the Government of the United States."

(c) The Civil Service Commission furnishes its findings to the Department of State for transmission to the executive head of the international organization.

(d) Since its inception the program has cost \$5.2 million; 11 employees have been terminated because of adverse findings; 5 applicants have been denied employment for the same reason.

(e) Suitability information (i.e., data not related to the loyalty oriented factors listed in Executive Order 10422) also obtained by the investigations is furnished to the international organizations although this is not specifically provided for by Executive Order 10422.

(f) The delays occurring in the processing to completion of the investigations and clearances have resulted in the loss of the services of qualified Americans. Foreign nationals were then recruited for the vacant positions.

(g) Positions in international agencies are not as sensitive in the terms of the national security as are those in the U.S. departments and agencies.

¹ See Reilly testimony on p. 1173.

2. The Committee recommends:

(a) The screening program should be continued but it should be on par with the Federal employees security program (Executive Order 10450). Under that program the scope of the investigation is determined depending on the relationship of the position occupied to the national security.

(b) Appointees to nonprofessional positions (P-1 grade) or appointees to any position of 2 years or less duration should be cleared on the basis of a national agency check rather than a full field investigation.

(c) Appointees to professional positions (above P-1) of more than 2 years duration should be investigated after appointment rather than before but should be subject to a preappointment national agency check.

(d) Employees of U.S. departments and agencies in good standing who have been investigated and cleared for such employment need not be further investigated and cleared for employment by an international organization.

(e) Investigations conducted by other agencies, in addition to those made by the Commission and the FBI should be accepted for the clearance purposes.

(f) Full field investigations of Americans employed or to be employed by international agencies should be conducted by whatever agency has resources available at the time and the Department should be authorized to obtain funds to reimburse the investigative agency for the costs of the investigation.

3. Except where a lesser investigation is now provided in Executive Order 10422, as amended, SY is opposed to a further lessening of the scope of investigations in the cases of any U.S. citizen to be employed in international agencies. SY also is opposed to the substitution of postappointment full field investigation for the present requirement of a preappointment full field investigation, collectively for these reasons:

(a) A special Federal grand jury found on December 3, 1952, that there were disloyal Americans in the United Nations and its constituent agencies.

(b) The grand jury said that these disloyal Americans were employed because the Department of State "failed miserably" in the screening of such persons prior to employment through a system of mere record checks in security agencies.

(c) The grand jury recommended the eliciting of various detailed information from applicants in written applications including nonloyalty oriented facts. In SY's experience this information may be verified or substantiated only by appropriate background investigations.

(d) The Senate Judiciary Committee issued a report on January 2, 1953, following an investigation by its Internal Security Subcommittee into the activities of U.S. citizens employed by the United Nations. Like the grand jury this committee criticized the Department for evaluating adverse information that is based only on record checks and especially criticized it because the Department had acted so belatedly after receiving adverse information. Of 33 Americans employed by the U.N. agencies who had appeared before the subcommittee 26 invoked the constitutional privilege of self incrimination when asked about Communist membership. The committee noted that three persons who invoked the privilege were not officials but stenographers or reporters. The rest were officials or high officers.

(e) A special subcommittee of the House Committee on the Judiciary conducted hearings in 1952 concerning the Department's role in screening U.N. personnel on the basis of record checks. In explaining the Department's belated actions on adverse data, a key Department official who had participated in the clearance process, conceded that the original "name check" might not have produced derogatory information but that later information might have led to an adverse opinion by the Department. According to SY's experience some such later information was obtained by inquiries extended beyond mere "name checks."

The House subcommittee found that the Department was "gravely remiss" in not recognizing and dealing with the situation in the U.N. long before the grand jury brought it to light.

(f) On January 9, 1953, President Truman issued Executive Order 10422 which provided for a full background investigation by the Civil Service Commission of all "locally" recruited American staff members while the FBI would make a full field investigation of all "internationally" recruited American staff members and any other American nationals concerning whom derogatory information was disclosed by the Commission's inquiries.

(g) On June 2, 1953, President Eisenhower amended Executive Order 10422 by Executive Order 10459 to provide that American employees whose terms of appointment did not exceed 90 days could undergo only a national agency check. This order left unchanged the other provisions for full field investigations.

(h) In a report dated June 21, 1957 to the President of the United States, the President of the Senate, and the Speaker of the House, the Commission on Government Security recommended that the standard of Executive Order 10422 be broadened to include nonloyalty oriented criteria appearing in Executive Order 10450, commonly referred as suitability criteria, on the basis of which employment in U.N. agencies could be denied. In SY's experience the development of information under these new criteria may be satisfactorily accomplished only by investigations greater in scope than the national agency checks. (Somewhat paradoxically the Commission recommended that applicants be cleared for employment on the basis of a clear national agency check, pending the completion of the full field investigation if recommended by the Department of State, provided, however, the Department could withdraw its recommendation if the full field investigation was not completed within 3 months.)

The Commission on Government Security concluded in its report that the present program under Executive Order 10422 is acceptable and effective and legislation is not needed to improve it.

(i) On April 23, 1959, President Eisenhower further amended Executive Order 10422 by Executive Order 10763 transferring the responsibility for all full field investigations to the Civil Service Commission except where certain derogatory data was revealed then the full field investigation would be conducted by the FBI. Also the amendment provided that persons receiving appointments not to exceed 90 days may receive a record check in the files of various agencies as the maximum, and a full field investigation if derogatory data was revealed.

4. SY disagrees with the committee's recommendation that any Federal agency having available investigative resources be asked to conduct special full field investigations for the purposes of Executive Order 10422, as amended. Consequently SY also disagrees that the Department should obtain funds to reimburse the investigating agency. SY believes that the investigations now made by the Commission are, on the whole, the most economical, comprehensive, and timely to satisfy the requirements of the order. No economic advantage would be gained by asking the FBI, for example, to conduct special type full field investigations. The current unit cost of a special FBI investigation is well over \$900 as compared to the Commission's current unit cost of \$350. The Department's Office of Security would find it difficult to undertake Executive Order 10422 type investigations in the fiscal year 1963 because of the budget situation. As for the fiscal year 1964, SY would have to revise upward its submitted appropriation estimates for salaries and expenses were SY to be asked to do a substantial number of investigations for employment of Americans by the U.N.

The centralization of investigative responsibility in the Executive Order 10422 process results in needed uniformity and hence a better application of the prescribed standards for clearance or refusal of clearance.

5. However, SY agrees that the Civil Service Commission should accept, for purpose of a clearance under Executive Order 10422, a full field investigation on the loyalty, security, or suitability of an individual made by other Government agencies conducting personnel security investigations as well as investigations made by the Commission and the FBI, provided that a clearance for Federal employment or for access to classified defense information had been granted to such individual based on this investigation. It is to be noted in this regard that provisions have been made in recent legislation pertaining to the Atomic Energy Commission and the Department of State which have eliminated multiple investigations of the same individuals. The Office of Security recommended such legislation. The Commission has not conducted further investigations under Executive Order 10422 in these instances unless deemed warranted by the Commission because of the age or incompleteness of the previous investigation.

6. SY recommends as a solution to the problem of delayed investigations that the Department consider endorsing Commission requests to add more investigators to its staff. Additional personnel should accelerate the rate of completed case production by the Commission.

7. Regarding the committee's comment about the usefulness or validity of presenting information on "suitability" to the executive head of an international organization, it is SY's view that no American should receive this Government's

endorsement for a position in an international agency if he may not be employable under the standards of fitness prescribed for the U.S. Government. If an investigation conducted under Executive Order 10422 should develop information that may be disqualifying for U.S. employment such as evidence of sexual perversion, criminal conduct, or other serious deficiencies in character it should be in the U.S. interest not to support the person for U.N. employment. It is noted that in August 1953 the Director of the Department's Office of International Administration advised SY that the Secretary General of each international organization appreciated receiving suitability information.

8. Finally, SY believes that the Department should consider the validity and policy implications of postappointment investigations with respect to Americans. It is recalled in regard to the controversy surrounding the dismissals of certain disloyal Americans then employed by the U.N. that despite the seriousness of the derogatory information developed by postappointment investigations it was contended by the U.N. that no member government could give instructions to the Secretary General in respect to his function of dismissing U.N. personnel nor would the Secretary General make decisions in the absence of convincing evidence. When in 1950 he did terminate several of those regarding whom he felt he had convincing evidence appeals were taken to the administrative tribunal to consider charges of breach of contract. The tribunal held in 1951 that the specific reasons for termination had to be given even in the case of temporary employees. The Secretary General could not give much [sic] reasons in many instances without breach of confidence with the source. The results were that some persons were retained while several of those dismissed received large cash awards (despite evidence of their disloyalty) for breach of contract.

TESTIMONY OF OTTO F. OTEPKA

FRIDAY, AUGUST 16, 1963

Senator Hugh Scott presiding.

Also present: J. G. Sourwine, chief counsel, and Warren Littman, associate counsel.

(Mr. Otepka was previously sworn.)

* * * * *

Mr. SOURWINE. Mr. Otepka, what is the difference between a consultant's clearance and mere access clearance, if any?

Mr. OTEPKA. Well, whoever used those terms is confusing something.

He simply doesn't understand. It is loose language. We call an access clearance a clearance which is granted to an individual who may be employed by the Department only for a very short time, such as a consultant. But it is not always a consultant. It may be some individual who gratuitously is giving services to the Department and he may be authorized to have access to a certain document, which is classified.

As far as I am concerned, there is no such thing as a consultant's clearance. It is somebody's loose terminology.

Mr. SOURWINE. They are employees?

Mr. OTEPKA. They are employees, and again I repeat that the clearance depends on the relationship of the position occupied to the national security.

Mr. SOURWINE. Is it true that members of the Advisory Committee on International Organizations got only access clearance, meeting by meeting?

Mr. OTEPKA. That is right.

Mr. SOURWINE. Was any effort made to secure regular clearances for them?

Mr. OTEPKA. Oh, yes.

Mr. SOURWINE. By whom?

Mr. OTEPKA. Well, initially, of course, they sought to obtain regular clearances for them, using the emergency clearance provision.

Mr. SOURWINE. Who sought to obtain this?

Mr. OTEPKA. This was Mr. Cleveland's office.

Mr. SOURWINE. International Organizations?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. Did any of the members of this Advisory Committee eventually get actual clearances?

Mr. OTEPKA. Yes.

Mr. SOURWINE. Did all of them get clearances?

Mr. OTEPKA. There were some incomplete cases at the time of my transfer.

Mr. SOURWINE. Your transfer?

Mr. OTEPKA. To other duties.

Mr. SOURWINE. Your detail?

Mr. OTEPKA. My detail.

Mr. SOURWINE. Well, it makes a difference. You couldn't have been transferred without a personnel action, could you?

Mr. OTEPKA. Well, I was detailed with a personnel action.

Mr. SOURWINE. All right.

What information did Mr. Reilly have, to your knowledge, respecting the security files of members of this Advisory Committee?

Mr. OTEPKA. I submitted to him a résumé with respect to each of the individuals who were proposed for appointment in September 1962.

Mr. SOURWINE. Was that a classified memorandum?

Mr. OTEPKA. This was a transmittal memorandum which outlined procedural problems involved, and briefly related some substantive information on some of the individuals.

Underlying that was a document consisting of about four summaries of information on four individuals.

These were detailed summaries. That document was classified "secret."

Mr. SOURWINE. The summaries?

Mr. OTEPKA. Yes. The covering memorandum I put a "confidential" stamp on. I feel that I probably was a little generous in that classification.

Mr. SOURWINE. It had a "secret" classification only so long as it was accompanied by—

Mr. OTEPKA. That is right.

Mr. SOURWINE. By the secret document, to wit, the summaries?

Mr. OTEPKA. Right.

Mr. SOURWINE. Did you write any other memoranda on this subject?

Mr. OTEPKA. Well, I wrote, yes, several other memorandums. I wrote another memorandum several days after my first one.

Mr. SOURWINE. To whom did you write this second memorandum?

Mr. OTEPKA. This one I drafted for Mr. Reilly's signature. It was addressed to a Mr. George M. Czayo, who was the Executive Director of the Bureau of International Organizations.

Mr. SOURWINE. Did you transmit this to Mr. Reilly?

Mr. OTEPKA. Yes, I did.

Mr. SOURWINE. Do you know if it went on forward to Mr. Czayo?

Mr. OTEPKA. No, it did not.

Mr. SOURWINE. What happened to it?

Mr. OTEPKA. Well, Mr. Belisle sent a note to Mr. Reilly—penciled note—stating that I used “A hell of a lot of words” and he was going to start knocking down memorandums of this kind, to make them short and concise.

Mr. SOURWINE. Did he shorten your memorandum?

Mr. OTEPKA. He shortened my memorandum.

Mr. SOURWINE. Materially?

Mr. OTEPKA. In my opinion, materially.

Mr. SOURWINE. How much did he cut it?

Mr. OTEPKA. He cut out about a page and a half of things I thought were necessary to convince the Bureau of International Organizations that they should not be using emergency clearances—using this device.

I indicated in my memorandum that we have had already a considerable amount of problems with the excessive use of waivers.

Mr. SOURWINE. Are these memorandums—the original or Mr. Belisle’s version or either of them—classified?

Mr. OTEPKA. Yes; I put a “Confidential” stamp on my original memorandum which was not sent. And Mr. Belisle put a “Confidential” stamp on the memorandum which was sent as a substitution for mine.

Mr. SOURWINE. At the time the matter of clearances of any kind for members of this Advisory Committee first came up, did you look at the security files of these men?

Mr. OTEPKA. Yes.

Mr. SOURWINE. Were there then any unresolved questions about which you wanted further information before acting?

Mr. OTEPKA. Yes.

Mr. SOURWINE. Do you know if Mr. Reilly ever saw the security files on these individuals?

Mr. OTEPKA. He saw the security files on three of the individuals because they were sent to him.

Mr. SOURWINE. By whom?

Mr. OTEPKA. By me.

Mr. SOURWINE. Do you know they reached him?

Mr. OTEPKA. Of course they did.

Mr. SOURWINE. How do you know that?

Mr. OTEPKA. He made specific comment in regard to my transmittal memorandums or to my clearances or recommendations.

Mr. SOURWINE. Which accompanied the files?

Mr. OTEPKA. Determined clearances on these individuals which accompanied the files.

Mr. SOURWINE. All right.

Mr. Reilly told us on May 21, 1963, that in the judgment of the Evaluations Division, there was no substantial derogatory information respecting any of the members of this Advisory Committee. Is that correct?

Mr. OTEPKA. No.

Mr. SOURWINE. Were full field investigations made in these Advisory Committee cases?

Mr. OTEPKA. Yes; in all cases of members of the Committee who were to continue in duties beyond the ad hoc meetings which were held at the outset.

Mr. SOURWINE. And that meant all the members of the Committee?

Mr. OTEPKA. That eventually constituted all the members of the Committee.

Mr. SOURWINE. When these investigations had been completed did you evaluate these cases?

Mr. OTEPKA. They were evaluated by members of my staff.

Mr. SOURWINE. Did you review these evaluations?

Mr. OTEPKA. I did.

Mr. SOURWINE. Did any of these cases contain unresolved security questions that you wanted more information about?

Mr. OTEPKA. Yes.

Mr. SOURWINE. How many?

Mr. OTEPKA. There was one case where I specifically recommended further investigation.

Mr. SOURWINE. Was your recommendation acted upon?

Mr. OTEPKA. It was overruled.

Mr. SOURWINE. By whom?

Mr. OTEPKA. By Mr. Belisle.

Mr. SOURWINE. Can you tell us the name of that case, the individual, or are you prohibited from doing that?

Mr. OTEPKA. Mr. Sourwine, it is a matter of record and as a part of exhibit material which I submitted during my testimony of last Monday.⁷ That one case we are talking about is Andrew Cordier.⁸

Mr. SOURWINE. Mr. Oteпка, when you were asked to prepare comment for the Office of Security on the report of the Advisory Committee with regard to United Nations staffing, how did that request come to you?

Mr. OTEPKA. With a note from Mr. Reilly.

Mr. SOURWINE. Mr. Reilly didn't send you a copy of that report?

Mr. OTEPKA. There was no report with his note.

Mr. SOURWINE. How did you get the Advisory Committee's report?

Mr. OTEPKA. First of all, I should like to indicate that Mr. Reilly's note to me was dated February 4. The report of the Advisory Committee is dated February 19, 1963. So there was no report as of the time Mr. Reilly referred the case to me.

Mr. SOURWINE. How did it happen Mr. Reilly was asking you to prepare comment on a report which didn't exist?

Mr. OTEPKA. He was asking me to prepare comment on a memorandum dated January 27, 1963, which was appended to his note of February 4.

Mr. SOURWINE. All right. Now to the question of how you got the Advisory Committee's report. If you didn't get it from Mr. Reilly, how did you get it?

⁷ Aug. 12, 1963. This portion of the hearing has not been printed as yet.

⁸ The Oteпка rebuttal memorandum includes this statement: "In the case of Cordier, Oteпка recommended to Reilly that additional investigation be conducted before further consideration was given to the granting or denial of a clearance. Belisle overruled Oteпка and Reilly concurred with Belisle. As the result, Cordier was granted a full clearance for appointment to the Department."

Mr. OTEPKA. I did not get it from Mr. Reilly. I obtained that from a Paul Byrnes in the Bureau of International Organizations.

Mr. SOURWINE. And you sent that forward to Mr. Reilly?

Mr. OTEPKA. I sent that forward to Mr. Reilly.

Mr. SOURWINE. All right.

Mr. OTEPKA. With my written comments to him as of March 18, 1963.

Mr. SOURWINE. At meetings of this Advisory Committee was classified material discussed—to your knowledge?

Mr. OTEPKA. I was initially informed that there would be a limited amount of classified, but not highly sensitive material discussed, and that it would be carefully controlled.

Mr. SOURWINE. Was the nature of the committee's work such that it was necessary that some classified material should be discussed?

Mr. OTEPKA. Yes.

Mr. SOURWINE. Was this made clear to Mr. Reilly's office?

Mr. OTEPKA. Yes.

Mr. SOURWINE. Mr. Reilly told us that, if there had been a question with respect to access by any of the members of this Advisory Committee to classified information, he felt sure you would have brought it to his attention, but that you did not do so except in one single case and, therefore, he assumed there was no such question in the other cases.

Did you, in fact, have any questions about access of members of this Advisory Committee to classified information?

Mr. OTEPKA. Yes.

Mr. SOURWINE. It is obvious from the record that you did. Did you raise these questions with Mr. Reilly?

Mr. OTEPKA. Yes.

Mr. SOURWINE. All right. After the field investigations had been completed on these Advisory Committee members or prospective members did you then raise questions about specific individuals?

Mr. OTEPKA. Three of them.

Mr. SOURWINE. You raised these questions with Mr. Reilly?

Mr. OTEPKA. Yes.

Mr. SOURWINE. Were they suitability questions or security questions?

Mr. OTEPKA. They were suitability questions in two. The third case which I mentioned before, I felt should have more investigation before any question of clearance could be determined.

Mr. SOURWINE. In his testimony on May 21, 1963, Mr. Reilly told us he assumed that members of this Advisory Committee were selected by either Assistant Secretary Harlan Cleveland or some ranking member of his organization.

Do you have any knowledge as to who selected these appointees?

Mr. OTEPKA. It was initially indicated to me in correspondence dated August 1962, that Assistant Secretary Harlan Cleveland had initiated the management study and that he was considering an advisory group of private citizens to come in from time to time for consultations on U.S. strategy with respect to the United Nations, that is, staffing of the United Nations.

Mr. SOURWINE. Did you have any other knowledge respecting Mr. Cleveland's interest in the selection of these appointees?

Mr. OTEPKA. Yes. In the course of my discussions with Mr. Byrnes it was apparent to me that this was a matter within Mr. Cleveland's personal interest.

Mr. SOURWINE. Was this communicated to Mr. Reilly?

Mr. OTEPKA. Oh, yes.

Mr. SOURWINE. How?

Mr. OTEPKA. By a memorandum sent to him, made available to him.

Mr. SOURWINE. All right.

You told us a little while ago that you had reviewed the action in each of these cases before it went beyond the Division of Evaluations; is that right?

Mr. OTEPKA. The derogatory cases.

Mr. SOURWINE. Yes.

How many of the cases were derogatory? Approximately is all right if you don't know the exact number.

Mr. OTEPKA. I hesitate, sir, because there were, in the final analysis, some names added whose cases I was not familiar with.

But there were five with which I was concerned.

* * * * *

TESTIMONY OF OTTO F. OTEPKA

MONDAY, AUGUST 17, 1964

Senator Roman L. Hruska presiding.

Also present: J. G. Sourwine, chief counsel.

(Mr. Oteпка was previously sworn.)

* * * * *

Mr. SOURWINE. Mr. Oteпка, I call your attention to a copy of a report entitled "Staffing International Organizations, Summary of Recommendations." This is in our record at the present time, and I ask, Mr. Chairman, that a reference to the point at which this appears in our record may go at this point in the record.

Senator HRUSKA. It may, and it is so ordered.¹

Mr. SOURWINE. Now, I call your attention to the date February 19, 1963, and to the date February 25, 1963, and to the date March 1963, no day named, which appear in connection with this report. The February 19 date is on the last page. The February 25 date is on the last page of the summary. The 19 date is on the last page of a report of the Advisory Committee on Management Improvement to the Assistant Secretary of State for International Organization Affairs on staffing international organizations, and the March 1963 date appears on the cover sheet of that report.

Now, can you tell us when you first saw this report?

Mr. OTEPKA. Yes, sir. I first saw this report sometime during the early part of February 1963.

Mr. SOURWINE. At that time was it being circulated within the Department?

¹ The report on "Staffing of International Organizations," and the "Summary of Recommendation" appeared in the testimony of John F. Reilly on May 22, 1963. See p. 1216.

Mr. OTEPKA. Yes, it was.

Mr. SOURWINE. And it came to you in connection with that circulation.

Mr. OTEPKA. That is correct.

Mr. SOURWINE. Where did it come to you from, if you know?

Mr. OTEPKA. My recollection is that the Office of the Deputy Assistant Secretary for Security had received a request for comment on the substance of this report.

Mr. SOURWINE. And had then referred it to you to provide the comment?

Mr. OTEPKA. The full report was not submitted with the request for comment, and I asked for the full report, and I obtained it myself.

Mr. SOURWINE. What was submitted at the time, just the summary?

Mr. OTEPKA. I believe, sir, there was submitted at that time just an extract of the report commenting on the security provisions.

Mr. SOURWINE. Will you look at section 6 of the report which is recommendation 5 of the summary, security factors? Is that what you refer to as—

Mr. OTEPKA. Yes.

Mr. SOURWINE (continuing). —the portion you got originally?

Mr. OTEPKA. That is my recollection, sir.

Mr. SOURWINE. Now, will you look at recommendation No. 10?

Mr. OTEPKA. Yes, sir.

Mr. SOURWINE. Is that also in that same area?

Mr. OTEPKA. Yes.

Mr. SOURWINE. Now, did you see a later version or reworked or rewritten or revised copy of that report involving dates in April?

Mr. OTEPKA. Yes; I did.

Mr. SOURWINE. You have testified about this at length earlier in appearing before the committee, have you not?

Mr. OTEPKA. Yes; I have, sir.

Mr. SOURWINE. Do you, to your own knowledge, know that the report which was circulating in February, which is this one, was withdrawn and changed in material respects after it had been referred to in the hearings of this subcommittee?

Mr. OTEPKA. Yes.

Mr. SOURWINE. And what was the principal change that was made?

Mr. OTEPKA. With respect to the security provisions in section 6.

Mr. SOURWINE. They were deleted in the new report?

Mr. OTEPKA. Yes.

Mr. SOURWINE. And the report as finally issued did not contain those provisions?

Mr. OTEPKA. That is correct.

Mr. SOURWINE. Did you prepare comments on the original report?

Mr. OTEPKA. Yes, I did.

Mr. SOURWINE. Was this your own comments or a draft intended to represent the comments of the Office of Security?

Mr. OTEPKA. I prepared both. I prepared two memorandums.

Mr. SOURWINE. And to whom did you send your memorandums?

Mr. OTEPKA. To Mr. Reilly. The first memorandum was intended to serve as the official comments of the Office of Security, and therefore it was prepared in the name of the Deputy Assistant Secretary for Security.

Mr. SOURWINE. Go ahead.

Mr. ОТЕРКА. The second memorandum was addressed by me to Mr. Reilly calling his attention to the fact that the recommendations in the report seemed to coincide with the views of Leonard Boudin which Boudin had expressed in a letter he sent to the New York Times.¹

Mr. SOURWINE. Were your comments as prepared and forwarded to Mr. Reilly ever returned to you?

Mr. ОТЕРКА. No, sir.

Mr. SOURWINE. Did anyone ever criticize your comments to you?

Mr. ОТЕРКА. No, sir.

Mr. SOURWINE. Did anyone talk with you about your comments after you forwarded them? I mean anyone in the Office of Security?

Mr. ОТЕРКА. I spoke with Mr. Reilly on at least two occasions concerning the delay in his review of my comments.

Mr. SOURWINE. What did he say?

Mr. ОТЕРКА. He simply pointed out to me that he had not had time to look over these comments.

Mr. SOURWINE. Do you know whether the Office of Security did in fact send forward any comments on this report?

Mr. ОТЕРКА. I do not know that, sir.

Mr. SOURWINE. Did you have a discussion with Mr. Reilly, on either of the two occasions you referred to, as to what the views of the memorandum to comments on the advisory committee's report should reflect?

Mr. ОТЕРКА. Yes, sir.

Mr. SOURWINE. Did he indicate whether he disagreed in any way with your views in that regard?

Mr. ОТЕРКА. No; he did not.

* * * * *

TESTIMONY OF WILLIAM J. CROCKETT, DEPUTY UNDER SECRETARY FOR ADMINISTRATION, DEPARTMENT OF STATE

TUESDAY, MAY 4, 1965

Senator Thomas J. Dodd, vice chairman, presiding.

Present: Senators Dodd and Birch Bayh.

Also present: J. G. Sourwine, chief counsel; Benjamin Mandel, director of research; and Frank W. Schroeder, chief investigator.

(Mr. Crockett was previously sworn.)

* * * * *

Mr. SOURWINE. Mr. Chairman, this is a State Department notice, and I offer for inclusion in the record only the item at the bottom reading: "Subject: Office of International Scientific Affairs."

May that go in the record, Mr. Chairman?

Senator DODD. I do not know what it is all about.

Mr. SOURWINE. I want to ask some questions about the people mentioned there.

Senator DODD. All right, it may go in.

(The document referred to reads as follows:)

¹ See Boudin letter at p. 1171.

EXHIBIT No. CR-29

DEPARTMENT NOTICE, AUGUST 31, 1964

STATE DEPARTMENT EMPLOYEES ONLY

Subject: Office of International Scientific Affairs.

Dr. R. Rollefson, Director, Office of International Scientific Affairs, will be absent from the Department beginning August 31 until September 9 attending the Third United Nations International Conference on the Peaceful Uses of Atomic Energy in Geneva. He will be terminating his assignment as Director of the Office on September 9 to return to the University of Wisconsin.

During Dr. Rollefson's absence in Geneva and after the completion of his tour with the Department, Edwin M. J. Kretzmann will be Acting Director. Mr. Kretzmann will be located in room 4212 and can be reached on extension 5141.

Effective August 31, Mr. Herman Pollack will succeed Mr. Kretzmann as Deputy Director of the Office of International Scientific Affairs. He will be located in room 4206 and can be reached on extension 4201.

Mr. SOURWINE. Did Mr. Rollefson return to the University of Wisconsin as this notice indicated he would?

Mr. CROCKETT. No.

Mr. SOURWINE. Does Mr. Kretzmann still hold the job of Acting Director in Dr. Rollefson's place?

Mr. CROCKETT. No, sir; he has retired.

Mr. SOURWINE. Does Herman Pollack still hold the job as Deputy Director of the Office of International Scientific Affairs?

Mr. CROCKETT. I believe that is his title; yes, sir.

Mr. SOURWINE. And he is Acting Director also?

Mr. CROCKETT. Yes, sir.

Mr. SOURWINE. Is Beatrice Freida Ober still in that Office?

Mr. CROCKETT. Yes, sir.

Mr. SOURWINE. What is her position there?

Mr. CROCKETT. Secretary.

Mr. SOURWINE. She was formerly a sort of special assistant to Dr. Rollefson; was she not?

Mr. CROCKETT. Not exactly, she was his personal secretary.

Mr. SOURWINE. Is she now working with Mr. Pardee?*

Mr. CROCKETT. Yes, sir, she does some work for Mr. Pardee.

Mr. SOURWINE. Has her position been increased in importance since 1957?

Mr. CROCKETT. I don't know about her position being increased in importance; however, on February 17, 1963, she was promoted from GS-9 to GS-10.

Mr. SOURWINE. Has her security clearance been updated in the last 10 or 12 years?

Mr. CROCKETT. Miss Ober was granted a "Q" clearance by the Atomic Energy Commission on August 8, 1961. At that time, the Federal Bureau of Investigation was doing the investigative work for the Atomic Energy Commission.

Mr. SOURWINE. Are you aware that Beatrice Freida Ober was recommended for suspension and termination on security grounds by Scott McLeod in February 1954 because she was a member of the American Peace Mobilization and other Communist fronts, and be-

*Arthur E. Pardee, Jr., Executive Director, Office of International Scientific Affairs.

cause she lied about the extent of her association with her sister, Ruth Ober Lewis-Comas, a self-admitted Communist Party member?

Mr. CROCKETT. The Acting Deputy Under Secretary for Administration determined on May 7, 1954, that the information presented to him was insufficient to adjudge Miss Ober as a security risk under the criteria of Executive Order 10450.

Mr. SOURWINE. Did you know she had been granted a clearance in May 1954 notwithstanding Mr. McLeod's recommendation?

Mr. CROCKETT. I believe my earlier answer is applicable here, too.

Mr. SOURWINE. Are you aware that another sister, Esther Ober, is employed in the Office of International Training of the Agency for International Development?

Mr. CROCKETT. Records of the Office of Personnel, AID, checked on May 7, 1965, indicate that Esther Ober is employed by AID in the Office of International Training, as a writer (training publications) GS-1082-12.

Mr. SOURWINE. Do you know if Esther Ober has ever been the subject of a security investigation?

Mr. CROCKETT. Esther Ober was investigated by the FBI in 1948 and 1954, and overseas by the Office of Security of the Department in 1954.

* * * * *

The first part of the book is devoted to a general history of the United States from its discovery to the present time. It is divided into three volumes, each of which contains a complete history of the country from its discovery to the present time. The first volume covers the period from the discovery of the continent to the establishment of the first colonies. The second volume covers the period from the establishment of the first colonies to the Declaration of Independence. The third volume covers the period from the Declaration of Independence to the present time.

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