

SIXTEENTH REPORT OF THE
UNITED STATES ADVISORY COMMISSION
" ON INFORMATION

LETTER

FROM

CHAIRMAN, UNITED STATES ADVISORY
COMMISSION ON INFORMATION

TRANSMITTING

THE SIXTEENTH REPORT OF THE UNITED STATES ADVISORY
COMMISSION ON INFORMATION, DATED JANUARY 1961,
PURSUANT TO PUBLIC LAW 402, 80TH CONGRESS



FEBRUARY 9, 1961.—Referred to the Committee on Foreign Affairs
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LETTER OF TRANSMITTAL

U.S. ADVISORY COMMISSION ON INFORMATION,
OFFICE OF THE CHAIRMAN,
Washington, D.C., February 9, 1961.

The Honorable SAM RAYBURN,
Speaker of the House of Representatives.

DEAR MR. SPEAKER: I transmit herewith copy of the 16th Report of the U.S. Advisory Commission on Information, dated January 1961. This report is required by section 603 of Public Law 402, 80th Congress.

A copy of this report also is being sent to the Senate.

Sincerely yours,

MARK A. MAY,
Chairman, U.S. Advisory Commission on Information.

(Enclosure: 16th Report of the U.S. Advisory Commission on Information.)



THE SIXTEENTH REPORT
OF THE
United States
Advisory Commission
on Information



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To the Congress of the United States

The U.S. Advisory Commission on Information was created by the U.S. Information and Educational Exchange Act (Public Law 402) enacted by the 80th Congress on January 27, 1948. It is pleased to submit herewith its Sixteenth Report to Congress.

During the calendar year 1960 the Commission met four times, twice in Washington, D.C., and twice in New York City. At one of its meetings in Washington, the Commission met with the U.S. Information Agency's (USIA) top staff and reviewed the major problems facing the Agency. The Agency's reply to the Commission's recommendations contained in the Commission's Fifteenth Report to Congress, issued in March 1960, will be found in the Appendix to this Report.

During the year, the Commission continued to study means and ways of further strengthening the U.S. Information Agency. The Commission reaffirmed its views that USIA should remain an independent agency of government but working in closest association and harmony with the Department of State.

Commission members who visited United States Information Service (USIS) offices abroad were Messrs. Douglas, Larmon, and Reed—Great Britain, Belgium, and France (Mr. Douglas), Great Britain, Switzerland, and Germany (Mr. Larmon), and Great Britain, Germany, and France (Mr. Reed).

Mr. Philip D. Reed served as one of three non-government members of the President's Committee on Information Activities Abroad (the Sprague Committee).

Mr. Erwin D. Canham served as Vice Chairman of the National Goals Commission.

Mr. George V. Allen, who served so ably as the Director of USIA for three years, resigned this position effective December 1, 1960. The Commission wishes to express its appreciation for his contributions and his distinguished performance in office.

The Agency's two Advisory Committees, the Broadcast Ad-

visory Committee and the Advisory Committee on Cultural Information, continued to offer suggestions and recommendations to the international broadcasting and television programs, the engineering and facilities projects undertaken by the Agency, and the art, music, exhibit, library, books, English teaching, and other cultural information programs.

During 1960 the Broadcast Advisory Committee held three 2-day meetings in Washington, D.C. This Committee added to its membership the services of John F. White, President, National Educational Television and Radio Center, New York City, and Robert Saudek, President, Robert Saudek Associates, Inc., New York City. The Director accepted with regret the resignations of Henry P. Johnston, J. R. Poppele, and Robert T. Colwell. Other members are:

JOSEPH A. McDONALD, *Chairman*
Smith, Hennessey and McDonald
1240 Nineteenth Street, NW.
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Productions of N.Y., Inc.
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Los Angeles 46, Calif.

SYLVESTER L. WEAVER, JR.
Chairman, McCann-Erickson
Corp. (Int.)
485 Lexington Avenue
New York 17, N.Y.

The Advisory Committee on Cultural Information also held three 2-day meetings in Washington, D.C., in 1960. The Director accepted with regret the resignation of George P. Brett, Jr. In the past year a Music Advisory Panel was estab-

lished under the Chairmanship of William H. Schuman, President, Juilliard School of Music, New York City. This Panel held one 1-day meeting and one 2-day meeting. Members of the Music Advisory Panel are:

WILLIAM H. SCHUMAN, <i>Chairman</i>	HAROLD SPIVACKE
DAVID R. ROBERTSON	Chief, Music Division
Director	The Library of Congress
The Conservatory of Music	Washington 25, D.C.
Oberlin College	JOHN S. WILSON
Oberlin, Ohio	R.F.D. #1
	Princeton, N.J.

Other members of the Advisory Committee on Cultural Information are:

MARK A. MAY, <i>Chairman</i>	FREEMAN LEWIS
HERBERT W. BAYER	Executive Vice President
Chairman, Department of Design	Pocket Books, Inc.
Container Corporation of	630 Fifth Avenue
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ROBERT L. CROWELL	Librarian
President	Mount Holyoke College
Thomas Y. Crowell Company	South Hadley, Mass.
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New York 16, N.Y.	Professor, Dept. of English
ROBERT B. DOWNS	Language and Literature
Director of Libraries	University of Michigan
University of Illinois	Ann Arbor, Mich.
Urbana, Ill.	PORTER A. McCRAY
CHARLES W. FERGUSON	Director of Circulating Exhibitions
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Cambridge 38, Mass.	

THE SIXTEENTH REPORT
OF THE
United States
Advisory Commission
on Information

This, the Sixteenth Report to Congress, was prepared on the eve of the convening of a new Congress, the inauguration of a new President and administration, and the appointment of a new Director of the U.S. Information Agency.

It is perhaps appropriate at this time for the Commission to express its hopes that there will be a continuation of the bipartisan support that must be accorded to our foreign information and communications program if it is to be successful.

During the past 15 years the compulsion of events has forced the people of the United States to abandon their traditional continentalism and their inclination to remain aloof from the problems and controversies of other lands. They have come to realize that events overseas vitally affect their own national interests. The problem they now acknowledge is to maintain national security and to fashion a relatively peaceful world in which the traditional characteristics of American economic, political, and social life may be preserved.

During this period, there has emerged what may be referred to as the "new dimensions of diplomacy" in which the traditional methods of conducting relations between governments are supplemented in an important degree by methods and techniques designed to appeal directly to the people of foreign countries.

Every important major power today considers this function as an indispensable part in the conduct of its foreign relations as distinguished from the conduct of its diplomacy. Great Britain, France, Germany, Japan, and India, among the free world, and the U.S.S.R., its Eastern European satellites, and Communist China, in the Communist world, all have major information programs.

During this period, too, the international contacts of the average American which includes the government official, the businessman, the American soldier, sailor or airman stationed abroad, exchange professors and students, tourists and visitors, multiplied enormously. No one has yet put together the phenomenal increase in foreign activities engaged in by the average American during the past 15 years of post-war life. Many of these activities, including the huge expenditures of funds for foreign aid and the assignment of U.S. troops on foreign soil in peacetime, were novel to Americans.

Equally novel were the government's activities in foreign information. For the first time it became a peacetime responsibility of government to disseminate information about the United States through short and medium wave broadcasts, motion pictures, press and publications placements, libraries—instruments and facilities which emerged out of our wartime experience. Added to them were the more recent developments in television, the construction of exhibits, greater participation in foreign trade fairs, the cultural presentations under the President's program, and the many activities of the President's People-to-People program.

If one recognizes that it is only during the last 15 years that the average American has become aware of our deep national interest in events beyond our borders, it is remarkable in retrospect that our country has been able to accept its obligations and responsibilities as well as it has.

This report will attempt to review the broad purposes of our foreign communications program, and to summarize the basic principles, objectives, and functions. It proposes to point out the

inherent limitations and the unrealistic expectations that characterize it, and to indicate optimum conditions for its future successful growth and development in advancing U.S. national interests.

I—THE PURPOSES OF USIA

In previous communications to the Congress, this Commission has identified four functions of the U.S. foreign information program. They are:

1. To counsel the executive branch on international public opinion by making available its specialized knowledge to the formulation and implementation of U.S. foreign policies.
2. To explain and interpret to people overseas the meaning and purpose of U.S. foreign policies.
3. To serve as a source of accurate, nonsensational news abroad without competing with U.S. private news sources.
4. To present the full sweep of American life and culture to the people of the world in order to correct misconceptions and to combat false or distorted pictures of the United States.

These functions illustrate the proposition that there are essentially two levels where the public relations factor enters into the consideration of U.S. foreign relations. The first is the advisory level and the other is the level of application.

On the advisory level, this Commission has expressed the view that the U.S. Information Agency's specialized capabilities and knowledge should be more utilized by officials of the government. Top policymakers should be aware of, understand and respect the attitudes and opinions of other people without permitting these opinions to dictate the course of U.S. policies. Some policymakers possess and project this sense of awareness of other peoples and other cultures. Others have remained blind to or only dimly aware of the importance of being cognizant and considerate of other people's opinions.

This kind of awareness of our relationships with other peoples can seldom be forced upon individuals. It has to be there. Nevertheless every top policy officer, whether gifted or relatively insensitive to this factor, should have at his elbow the advice and guidance of those who are especially and exclusively concerned with the state of foreign public opinion and with the probable reactions of the world to proposed and contemplated policies. The Commission believes that U.S. policies and programs of all departments and agencies which affect our relations with other countries would be benefited through careful consideration of the type of thinking and advice on foreign public opinion that USIA can provide.

Further, it is to be hoped that USIA might enjoy greater participation in policy making, and in the public presentation of policy, so that public reactions abroad may be considered before rather than after the fact.

Such counseling can prove fruitful at all levels of government. It can be especially important at the Cabinet and National Security Council levels, and for the Office of the President. The Commission believes that there should be direct communication between the President and the Director of USIA. The President should call on him for aid in developing programs of strategic significance in the vital area of U.S. foreign relations.

When it comes to the application of a foreign information program, this Commission has stated that the strategic, commercial, and political interests of the United States require an accurate presentation and explanation of U.S. policies, objectives, and actions. Information services can perform indispensable tasks for the diplomacy of a great power. And international communications are essential in the highly revolutionary period through which we are living.

Although private enterprise and the activities of numerous private individuals and groups remain the main source of information by which foreigners judge the United States, governmentally conducted operations are essential to supplement private effort. This is especially true in countries where private

channels of communication are weak, primitive or ineffectual, or where they are controlled or otherwise interfered with, censored or excluded.

Despite the initiative, energetic efforts and resourcefulness of private channels of communication, official foreign policy can be adequately explained abroad only through a governmental operation.

This operation must be dedicated and directed towards an eventual successful resolution of the Cold War. At the same time, it must work with our historic friends, our new as well as ancient allies, and deal with the sinister plans and efforts of potential enemies.

The total U.S. communications program must, because of the magnitude of its task, direct its programs at the influential in all countries. It must also devise imaginative means of informing, attracting and holding the interest and satisfying the curiosity of the many.

The achievement of these tasks requires personnel and media output which are of the highest order of excellence, which are reliable and honest, and which are as continuous as they can be.

Finally, the effects of these services are difficult to evaluate. They are seldom demonstrably conclusive in affecting the course of events. However by their continuous but not too obtrusive presence, they can help create climates of opinion, and develop backgrounds for subsequent policies and events. This may at times affect positively or negatively diplomatic negotiations and more often the attitudes and opinion of the average man in different parts of the world.

At this point, a word of warning is indicated. No amount or quality of "propaganda," "information," "culture," or "education" can be a substitute for U.S. foreign policies or for the domestic strength and stability of our country. Simply expanding our international public relations efforts will not offer us a panacea for all our problems throughout the world. Many ardent advocates of an expanded information, cultural and educational program have given the impression, unwittingly per-

haps, that all that is necessary is to expand our facilities and media in every country in the world. Huge sums have been suggested for these programs on the assumption that increasing the quantitative factor will immediately result in improved foreign relations.

On the other hand, opponents and hostile critics of these programs have insisted that this entire activity should be reduced or completely eliminated, that it is a boondoggle, that national prestige rises only as national power increases irrespective of public relations, cultural or educational programs, and that the problems in Cuba, the Congo, Berlin, Laos, the Sino-Soviet empire, among many, cannot be materially affected by information and cultural services.

The Commission rejects both extremes. Often too much is expected of USIA in the short run. A policy that is right for the United States may prove unpopular abroad and no sudden increase of effort will change the picture. The USIA should not be expected to perform short run miracles. It cannot hope to make some policies palatable in some countries even in the long run no matter how valid the policy, and it cannot make a bad policy palatable anywhere at any time.

Furthermore, our free and open society, combined with the vastness of our country and our geographical differences, are bound to produce conflicting opinions which are one of our basic strengths. Yet these differences are magnified and exploited by Communists and others wishing to portray the United States in its most unfavorable light. Sensational reporting has also tended to distort the image of America and to limit the impact and acceptance of USIA activities.

Finally, the biggest limitation is simply time. People's opinions cannot be altered overnight. To change and correct inaccurate opinions about us requires steady, repetitive effort over a long period of time.

The Commission believes that the American people too often fail to understand the need for and the long range objectives of USIA's activities.

In its previous evaluations of the program the Commission has called attention to inadequacies and weaknesses and has made recommendations for improvement. But the Commission has also pointed out the successes and gains that have been made which strengthened our national interest, national posture, and national respect in many countries of the world. Hard evidence has been submitted to document these conclusions.

Certainly it can be agreed that there are short-term needs which USIA has met, but the major objectives are long term in nature. Avoidance of extremes in expectation—both favorable and unfavorable—will lead to a more realistic appreciation of the U.S. information program.

II—SOME RECOMMENDATIONS FOR USIA

Having reviewed the purposes of a U.S. information program, it may be helpful at this time to summarize for the new Congress and administration some of the major recommendations which have developed from the Commission's 12 years of experience with the program.

A. Consolidated Agency With Cabinet Status

In its Fifteenth Report to Congress, issued in April 1960, this Commission recommended the consolidation of the Government's information, cultural, and general (as distinguished from technical) educational activities into one independent agency with Cabinet status. The Commission had in mind that the Director and Agency be clothed with a high enough stature to have immediate access to the President and the members of the Cabinet. The use of "Cabinet status" in this report should be understood in this sense.

Briefly stated, the main reasons for this recommendation were as follows: Information, cultural, and educational programs are all concerned with communicating with the people of other countries. Consolidation of all such foreign communications into one agency should result in more unified planning for programs which are similar in purpose and method, though this

may necessarily be modified to suit the sensitivities of different countries. There should also be more efficient use of limited resources, including manpower.

These programs all require country by country variation, administration, and planning. They should be centrally directed and coordinated by a qualified administrator with knowledge of foreign affairs, sensitive antennae, administrative experience, and also with direct access to the President and his Cabinet.

The Commission believes that Cabinet status is needed for such combined operations. Regular attendance at Cabinet meetings by the Director of this Agency would ensure greater familiarity with and access to other departments which deal with foreign affairs and with domestic issues that have foreign ramifications. It would also assure to the President direct access to the Director of USIA who would function as his chief counsel and adviser on foreign public opinion.

In addition, high stature of the Director and the Agency in the hierarchy of Government departments should help to avoid many of the contradictory statements made by personnel in the many departments of government that either directly or indirectly are concerned with foreign affairs. These contradictory statements are a cause of confusion and perplexity among foreign governments and peoples.

Finally, high level status for the position of Director will make it possible to attract men of ability and experience who would not accept subordinate posts. And the same effect will make itself felt in the easier recruiting of able personnel at other levels of the Agency organization.

The Commission further believes that USIA should remain independent, separate from the Department of State.

The Department of State is responsible for foreign policy formulation and guidance. However, experience over the past years has proved that operations are more effectively administered, more imaginative and dynamic when separated from the policy forming agency.

Experience has also demonstrated that separation gives the Agency's program a greater chance for objectivity; it protects the nonpartisan character of the program; and it makes management of the Agency more efficient.

In addition, adding a large operational program to the other duties of the Secretary of State would tend to increase unnecessarily the burdens of that office as it faced the complexities of operating a completely different far-flung service.

The important functions of the Department of State and USIA can best be achieved separately, but there should and must be an intimate relationship between the two including a planned and extensive exchange of personnel.

B. The Importance of Constructive and Comprehensive Planning

The Commission also has recommended, and wishes to repeat its recommendation, that there be improvement in the planning functions of the Agency.

There should be more adequate and more realistic forward planning to meet the opportunities and the challenges that will arise in the years ahead. This type of planning must be based on a strong research and analysis program capable of determining emerging trends throughout the world. Only by planning ahead will the United States have the personnel and the facilities, the policies and programs—that will enable it to be ready for new situations as they develop. Long range planning also will make it possible for the United States to review and modify programs as needs change and to expand where opportunities exist or the challenge is greatest.

Such forward planning should be directed both to target areas and to target groups. In Africa, in Latin America, in the Near East, South and Southeast Asia and other areas, indeed in all areas including Western Europe, the most careful planning is required if the United States is to approach the future well prepared for all contingencies.

As an example of forward planning for target groups, special programs to the youth of the world deserve consideration. The

Agency already has demonstrated competence in approaching this group, but there may be a need to focus more attention and resources on the younger generation. In many of the newer countries of the world, the emerging rulers are relatively young men and women who should be made fully acquainted with the practices and procedures of democratic societies.

Better planning can also help to improve current operations. The information, education, and cultural programs for each country should be planned and developed in unison, not as unrelated activities.

There are obviously different needs and opportunities to be planned for in different countries. For example, communications techniques and approaches have to be adapted to differing needs and literacy levels. Since the USIA is dealing with essentially scarce resources of both money and manpower, care must be taken to plan for their present use in a manner to achieve the best results.

The Commission believes that a consolidation and shifting of resources and programs from areas of lower priority to those of greater priority are needed at once, without neglecting or appearing to be indifferent to the attitudes of those who are our natural friends.

It is essential for the Agency to make careful plans and hard judgments on these matters in order to conserve available funds and personnel and to operate all programs in the most economical manner possible. Not every country requires all media or all cultural facilities or the same educational assistance. If after thorough examination and review, additional funds for expansion are necessary on the basis of critical situations and trends, the Agency should be encouraged to seek assistance from the Congress for supplemental funds and increased regular appropriations.

C. Strengthening the Field Structure

The integrated structure in the field whereby the Public Affairs Officer is a responsible and responsive member of the

Ambassador's country team should be retained and strengthened.

The Commission pointed out in its Fifteenth Report to Congress, and wishes to repeat, that the 1950's witnessed a change in the requirements of USIA's foreign service personnel. The emphasis today appears to be less on technical skills, more on broader education and training and the ability to communicate with foreign audiences on a direct personal basis. These are requirements for representing the United States abroad with foreign citizens from all walks of life. In the opinion of the Commission, appointments ranging from Ambassadors and Ministers to the newly recruited Foreign Service Officers should consider these talents of personal communication. This may often be the most important function performed by Foreign Service Information Officers as a supplement to the Ambassador and his staff.

This requirement for foreign duty among Information Service personnel should not be taken to mean that the Ambassador, the Diplomatic Corps, and members of the Foreign Service are relieved of their fundamental responsibilities which (in collaboration with USIS) include not only the explanation of American policies, but the explanation of American culture and society. The Commission believes that the Ambassador in the final analysis is the most important of all the overseas personnel associated with dissemination of information about our country and the explanation of our foreign policy. It is the duty of the Public Affairs Officer to assist him in every way in accomplishing these objectives.

In view of the importance of such collaboration and cooperation between the Diplomatic Corps and the USIS in the field, the Commission believes it would be an error to break up the harmonious working relationships that have developed among Cultural Affairs Officers (CAO), Public Affairs Officers (PAO), and Ambassadors. To remove the CAO from under the jurisdiction of the PAO, as some have suggested, could not help but have a divisive effect. The attempt to separate "information" from "culture" is neither realistic nor practical. It

could lead only to two sets of communications programs, unrelated to each other in operation yet overlapping in many areas of content and audience.

Neither would such a step automatically improve the caliber of our cultural representatives. There is no reason why distinguished men of cultural accomplishments may not be persuaded to serve their country abroad for a number of years without impairing the valuable day-to-day work of the regular CAO. It would be folly, however, to expect such culturally distinguished individuals to encumber themselves with the tasks of running libraries, supervising exhibits, or making arrangements for musical extravaganzas—functions which must be the responsibility of the CAO.

For these reasons the Commission believes that the proper course is not to divide the present field structure, but to strengthen and develop it.

Other recommendations made to the Agency previously by the Commission have included the following:

- a. It should remain nonpartisan in character.
- b. It should strive constantly to develop closer relations with Congress.
- c. It should be given the necessary legislative authority for a Foreign Service Corps in order to strengthen its foreign service.
- d. It should encourage the development of top executive ability and talent by selecting and training good managers for all of USIA's high level executive positions and important overseas posts.
- e. Its officers overseas should be provided with more substantial representation funds in order to defray the heavy expense incurred in the ordinary discharge of duty and public obligations.
- f. It should continue to seek more effective working relations with private enterprises which operate in international communications. It should also coordinate and integrate more effectively the President's People-to-

People program with the appropriate parts of the Agency.

- g. It should emphasize and develop further those bi-national or multinational information activities which have been found to be most productive in achieving international understanding.
- h. It should work toward reducing the amount of rotation in overseas assignments so that experienced officers will not be pulled out of a country just as they are reaching full effectiveness.
- i. It should examine the number of and the need for requested reports, reducing paper work where possible so that there will be more time available for productive endeavors.
- j. It should lay special stress on and support for the United Nations (UN) as an instrument for resolving world problems and mitigating major areas of conflict.
- k. It should be encouraged to devise special events and activities such as international meetings, exhibitions, and visitations which will provide opportunities for specific information and education programs.
- l. It should continue to play an important role at international conferences by making available its specialized communications skills, facilities and knowledge to those who are responsible for presenting the U.S. position and purposes at these meetings.

An elaboration of most of these recommendations may be found in earlier Commission Reports to Congress (see especially Nos. 7 and 12 to 15). They are itemized here in order to provide the new Congress, the new administration, and the new Director with the accumulated experience gained from the past. They represent the considered judgment of this Commission after having observed, appraised, and reflected upon the experiences of the United States in this vital area of our foreign relations from the beginnings of the foreign information and

educational programs authorized by Public Law 402 and passed by the 80th Congress, January 27, 1948.

From the above enumeration, it is clear that the many tasks that face the Agency require men and women who have character, integrity, knowledge, a variety of skills, sensitivity, personality, energy, and adaptability. It is equally clear that these are complex and difficult demands and requirements for this difficult yet important field. They require our finest talents. And those who do persevere and succeed, sometimes at the risk of life to self and family, should earn their country's gratitude and receive the plaudits of their countrymen.

In addition to its recommendations for the United States Information Agency, the Commission would also like to express its concern in a somewhat broader area. The foreign relations of the United States are affected by the policies, programs, statements, and activities of many departments and agencies of the government. This multidepartmental aspect of our international relations creates problems for an information program charged with the responsibility of speaking for the United States as a whole, and with promoting better understanding of the United States among the peoples of the world.

The Commission would like to call attention to three areas where there might be improvement in the inter-departmental coordination of policies, programs, and information operations.

1. There appears to be a need for closer coordination at the executive level of statements with respect to foreign affairs issued by all government departments. If department heads and their responsible subordinates were required to clear policy statements affecting directly or indirectly the conduct of U.S. foreign affairs before issuing them, there would be greater assurance that the United States Government would be speaking with one voice.
2. Domestic policies, too, often have foreign implications and are of interest to people in other countries. Closer coordination at the highest level between the Depart-

ment of State, USIA, and domestic departments and agencies would provide information in advance that could prove helpful in formulating information programs which explain our policies to people overseas.

3. Effective forward planning in the information area—as in other areas—calls for the deepest, broadest possible knowledge of Communist cold war moves. Here, too, closer coordination at the top level among departments and agencies concerned with the Cold War could lead to more effective information programs. And not just programs in reaction to Communist activity, but new, positive, dramatic plans and programs of our own that will move the United States still further ahead on the information offensive.

III—CONCLUSION

In summary, this Sixteenth Report to the Congress of the United States has reviewed briefly the purposes and principles of our foreign information program. The Commission has recommended certain steps which it believes will strengthen USIA, with particular emphasis in three areas.

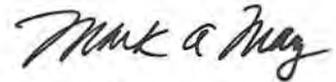
1. The consolidation of the government's foreign information, cultural, and general educational activities into one independent agency with high level status.
2. The need for more constructive and comprehensive planning, especially long range planning.
3. The maintenance and strengthening of the harmonious working relationships in the field between USIS and the Ambassadors and their staffs.

In addition, the Commission has stated its belief in the need for closer coordination among the many departments and agencies of the government whose policies, activities, and statements affect, directly or indirectly, the course of U.S. foreign affairs.

With firm support and wise guidance from the new administration, and with the continued advice and help of the Congress, this Commission is confident that the United States Information

Agency will continue its steady progress in advancing our national interests.

Respectfully submitted,



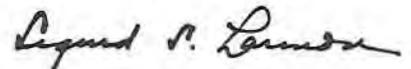
MARK A. MAY,
Chairman.



ERWIN D. CANHAM



LEWIS W. DOUGLAS



SIGURD S. LARMON



PHILIP D. REED

JANUARY 18, 1961

APPENDIX



UNITED STATES INFORMATION AGENCY
WASHINGTON

DECEMBER 5, 1960

MR. LOUIS T. OLOM
Staff Director
U.S. Advisory Commission on Information
Washington 25, D.C.

DEAR MR. OLOM:

This is in reply to your letter of October 7, inquiring with regard to actions taken by the Agency to put into effect the recommendations of the Advisory Commission, and the status of forward planning in the Agency.

In general, the Agency has taken action in the directions recommended by the Commission in its 15th Report to Congress, as indicated in our comments on the latter report, in Mr. Allen's letter to you, dated July 7, 1960. However, the scope of the actions we have taken has been severely restricted by the paucity of resources available to cope with rapidly multiplying demands upon the Agency. For example, the adjustments which we have been able to accomplish in disposition of resources to meet critical requirements in Africa were made primarily by sacrificing important operations elsewhere.

The Agency has benefited, since July, in the liberalization of provisions governing use of Public Law 480 funds, particularly in India and Nepal. We have learned, however, that such local currencies cannot be used effectively unless a post has an adequate staff and enough general operating funds to meet dollar costs incidental to local currency programs.

The Agency has obtained authorization from the Bureau of the Budget to request an additional \$2 million Congressional appropriation for fiscal year 1962, over and above the amount originally allowed. The Agency would devote about a third of such additional funds to meeting some of the most pressing requirements of the situation in Africa. Various elements of the Agency are currently engaged in preparation of contingency plans for an intensified information program, in order to be prepared for any action in this direction which the new administration might decide to take, possibly on the basis of recommendations of the President's Committee on Information Activities Abroad.

Within the limitations of budgetary austerity indicated in the foregoing, the Agency has taken a considerable number of steps to put the Commission's recommendations into effect.

Quality of Output

We have continued to stress in our guidance to all areas and media the importance of maintaining highest standards of quality in output, recognizing at the same time that this alone is not enough to cope with a constantly increasing volume and scope of Sino-Soviet propaganda effort. However we still are trying to achieve in every item of output the highest standard of quality which should characterize the United States' effort in the foreign information field. It is our judgment that to reach the desired level of quality requires still further efforts in the fields of training, research, and greater attention to the fine points of media production.

The Less-Developed Areas

We have continued to concentrate on meeting problems in the less developed areas. In Africa, the Agency is bending every effort to establish its programs on a solid footing. The establishment of posts and attendant administrative problems have first priority. More attention is being given to the use of audio-visual materials and to the development of simplified materials. A flexible approach to target audiences is being followed, without exclusive concentration on either elite or masses.

Plans have been made for a French-language supplement to the Wireless File, for French speaking segments of Africa. English-teaching programs, now operating in eight countries, are being expanded to other countries in Africa as rapidly as resources permit. Posts in Guinea, Cameroun and Mali started classes within weeks of the posts' establishment. Less than a month after his arrival in Bamako (Mali) the Acting Public Affairs Officer began teaching English to the President and other high officials. Showings of the Agency's monthly film magazine, *Today*, have steadily expanded. On November 1, the Agency launched publication of a French-language newspaper in Leopoldville for distribution in West Africa. The Voice of America has initiated a 10-minute weekly radio feed in French to *Radio Mali*. Elsewhere in the Continent the Agency's adjustment to a changing Africa continues at a rapid pace.

In the Far East, emphasis is being given to reaching the newly educated, with somewhat greater attention being given to American studies and English teaching programs. Shortage of funds restricts development of audio-visual materials for mass audiences in that area.

In Latin America the Agency is planning a series of new projects to meet the special needs of that area. These include: the development of experimental "community centers" for promotion of understanding of dem-

ocratic practices; the assignment of specially trained grantees to Binational Centers in cities where Communists are active; production of additional package radio programs for the lower social-economic levels; production of several new films on U.S. aims in Latin America.

In the Near East, the availability of PL 480 funds has enabled the Area to undertake or plan certain programs such as: a major expansion of book translation and textbook publishing activity in India and the United Arab Republic; expansion of publications in India and Nepal; an increase in exhibit and motion picture activity in India; development of a television center in the UAR.

Communications Advances

With regard to technical advances in the communications field, the Agency has followed closely the great strides recently made in space communications and we believe that satisfactory international channels will eventually be established by this medium. We are participating actively in the work of an inter-agency long range planning program on space communications now being conducted jointly by the Office of Civil and Defense Mobilization and the Federal Communications Commission in preparation for a projected International Space Communications Conference. We have recommended that channels for international radio and television broadcasts by means of space communications be allocated on a regional basis. Both the Television and Broadcasting services are keeping abreast of technical communications developments affecting those media.

Binational Approach

The main focus of binational activity has continued to rest in the Agency's Binational Centers program which has been strengthened in the Near East, Far East and Latin America since our report of July in large measure through the availability of PL 480 funds. Substantial grants have been made for capital improvements to binational centers in Thailand, Brazil, Austria, Pakistan, Greece and other countries. Several of the media services have continued to carry on projects and operations involving binational cooperation. The Agency has continued to encourage American business organizations overseas to participate in community affairs. Binational business groups in the Business Council for International Understanding and in the Inter-American Council are now operating or are being organized to undertake local community relations programs.

Although the Agency has given substantial support to the Organization of American States, and other multi-national bodies, projects involving multi-national cooperation are still fairly uncommon in Agency operations. The forthcoming meeting of Cultural Affairs Officers in Brazil will have as a major point of discussion the feasibility of area-wide projects for semi-

nars by leading American scholars and distinguished Latin Americans from several countries. Considerable thought is now being given to the concept of the "two-way street" and this subject will be given further attention.

International Contacts

There have been a number of developments which may be of interest in regard to the subject of international contacts on which the Commission made several recommendations. The Agency's Community Affiliation program and the newly developing People-to-People Community Council program are daily disclosing new potentials for organizing exchange programs and knowledge-sharing projects between all elements of the community and their overseas counterparts in business, professional, labor, student, women, youth, and cultural relations.

With particular references to youth, the Agency is advancing its private cooperation affiliation programs in universities, secondary schools and youth groups. Business organizations are being encouraged to sponsor youth programs through their foreign subsidiaries.

The Agency's study of potentialities in youth activities and programs directed to youth has been initiated, and consideration is now being given to the assignment of responsibility for general planning in this field as a functional specialty requiring continuous attention at the policy and planning level.

The United States has continued to pursue implementation of the exchange of exhibits clause of the U.S.-U.S.S.R. Cultural Exchange Agreement for 1960-61 and has recently sent a negotiating team to the Soviet Union to discuss the terms of the exchange and to inspect possible display sites. Prospects appear good for an exchange of three exhibits with the Soviets next year. Agreement has been reached in principle for the showing of three USIA exhibits in a total of seven Soviet cities. The exhibits will cover the subjects of plastics, medicine, and transportation. Financing of the exhibits now presents a major problem and illustrates the difficulty of meeting opportunities which arise at an awkward point in the budget cycle but which present major opportunities for the Agency. The Agency has requested, in its fiscal year 1962 budget, that a fund be provided to meet such contingencies.

It is also anticipated that efforts to resolve difficulties in implementing the radio/TV exchange clause will bear fruit in the near future. The American Embassy in Moscow recently released the first number of a bi-weekly cultural bulletin which, if our plans are successful, will provide regular information to Soviet readers on cultural events in the United States.

In the past six months, talks have been concluded between Rumanian and U.S. officials concerning a bilateral arrangement for a cultural exchange

program of modest proportions. When this arrangement is concluded, USIA will support the program as far as possible in the fields of exhibits, films, radio and TV, and other media of communication.

USIA also cooperated with the Office of International Trade Fairs of the Department of Commerce, and with the State Department, in the preparation of the U.S. exhibit at the Plovdiv International Trade Fair in Bulgaria. This marked the first U.S. participation in the Plovdiv Fair and the first major American presentation since the resumption of diplomatic relations between the two countries. Incorporating a previously prepared USIA exhibit, "Medicine USA," the U.S. exhibit proved a popular success with the Bulgarian visitors to the Fair.

Personal Contacts

The Agency has always placed a high premium on the device of personal contact. We believe that the measures we are now taking in personnel recruitment will, even more than in the past, assist us to obtain officers particularly adept in this skill. (1) We are increasing the weight given to the oral examination in the selection of candidates for our Foreign Service since we believe that this personal interview type of test provides a greater opportunity to evaluate a candidate's capacity in the field of personal contact. (2) For over a year we have been giving psychological and psychiatric tests to new candidates for Agency Foreign Service employment. We are now refining these tests and are planning to expand their application to persons obtained under contract for special services abroad and eventually to domestic employees of the Agency entering the Foreign Service for the first time. (3) We are expanding our training efforts. Particularly, we are increasing the opportunities for both bi-national center grantees and USIA officers to undergo training in courses dealing with American Civilization. In the case of bi-national center grantees who have been especially selected to deal with student and intellectual groups, we have provided training courses in the techniques and ideology of Communism and means of combating these techniques and philosophies in personal arguments. (4) Finally, we have adopted substantially the same procedures of recruitment for entry into the lowest officer grade of our Foreign Service as are employed by the Department of State in the selection of their FSO-8 officer personnel, with certain modifications, aimed at testing the applicant's capacity in the communications fields. We have simultaneously intensified recruiting methods, with the result that this year we have nearly 2,000 applicants for approximately 60 vacancies. We believe that this greater field of selection will enable us to improve even further upon the quality of our junior officers. We have also increased our efforts in the recruitment of a comparatively small but capable group of officers for our intermediate and higher grades, who come directly from the fields of journalism, radio, tele-

vision, and other media, as well as from the cultural and academic world. The Agency needs these skills and needs to keep the supply of officers possessing them fresh. Lest there be any misunderstanding, we wish to emphasize that persons capable of excellent media output are not necessarily any less skilled in the art of personal contact. In its recruitment, the Agency makes every effort to obtain personnel who combine the skills of media capability and facility in personal contact. In fact we believe that the continued practice of most media activities tends to cultivate capabilities in the personal contact side.

Recruitment Requirements

In discussing the efforts undertaken to assure the recruitment of individuals with skill in the art of personal contact, we have already discussed extensively the matter of recruitment procedures.

As indicated above, our junior officers will now be recruited through much the same examination procedure as applied by the Department of State. The written examination will require evidence of a wide variety of knowledge in American culture, international relations, U.S. and foreign governmental organization, economics, history, and foreign affairs. A special section will be included in our examination to cover knowledge of communications techniques and media practices.

The oral examination will provide an opportunity to evaluate the candidate's personal bearing, intellectual capacity, ability to react intelligently and quickly to unexpected turns in conversation and personal argument, as well as precise knowledge and technical skills.

This year, we have expanded our efforts to recruit from multiple sources. We maintain contact with over 1,300 universities and colleges, with special emphasis placed on a selected list of about 240. We have intensified in recent months our contacts with faculty advisors and with the regional offices of the Civil Service Commission. To the extent permissible under law, we have engaged in limited advertising for specialized needs and have produced a small booklet on the requirements and opportunities in the U.S. Information Agency Foreign Service, for distribution to colleges and recruitment offices throughout the country.

Training

The subject of training has in part been covered in the discussion above concerning our efforts to enhance the capabilities of our officer personnel in personal contact work. Certain additional points merit attention.

First, we have stepped up our efforts in language training. Even before the recent amendment to the Foreign Service Act had placed new emphasis on language capability, we had prepared in draft a new circular on language requirements. The circular establishes new requirements for the possession

or attainment of capability in the language of the post to which an officer is proceeding for duty, and sets forth new requirements as well as new opportunities for language study by USIA Foreign Service personnel.

Secondly, we have made progress in efforts to make our training more specialized, depending upon the assignment to which the officer is proceeding. Under the personal contact heading above, we mentioned briefly the course of training recently provided for binational center grantees who have been selected for work with students and intelligentsia abroad. Since large segments of student movements and academic communities in foreign nations are Marxist oriented, we have designed a special training course which we believe will assist these grantees in dealing with the type of thinking and arguments that they will encounter abroad. We are gradually improving our training in administrative practices and simultaneously are developing handbooks on this subject. Every program officer is required to perform a certain number of administrative chores in the course of his assignment. Knowledge of how to cope with them will not only facilitate accomplishment of his job but will save him time for attention to substantive program activities.

The results of our Career Reserve examination revealed certain gaps among our officers in knowledge about American culture, traditions, and governmental procedures. We have subsequently made a quick survey of the number of higher ranking officers who have undergone instruction in our basic training course on American civilization and have found some gaps here also. Accordingly, we are increasing the opportunities for study in this course and are making efforts to enroll officers who have not in recent years undergone such study. Finally, we have revamped our course in Communications Techniques and are trying to increase the number of times this course is given in a year.

We are, however, handicapped in our training facilities. The purchasing power of our limited and almost stable annual budget figure is constantly being depleted by inflation both in the United States and abroad. We have had to make a choice between expanding our training services and providing program capabilities overseas, including those necessary to meet the burgeoning requirements in Africa and Latin America. The result has been a reluctant decision to curtail desirable training activities. We hope that a renewed recognition of USIA's role may result in additional financial capability, which will permit us also to provide the more varied training required as we augment personnel to handle our greater obligations.

Foreign Service Rotation

We are still making every effort to keep officers at the same post abroad either for two successive two year tours or for single tours of three years. When the officer is willing and circumstances permit, we attempt to extend

tours for even longer periods. Examples of three successive tours at the same post are not unusual.

We are considering a circular or regulation which will formalize these policies. There are, however, several considerations which make strict adherence to such rules difficult.

Stabilization of Employment

The Agency is taking the following steps to accomplish stabilization of employment at headquarters:

A review of all headquarters positions currently occupied by, or held for, Foreign Service personnel has been conducted to determine which positions can most advantageously be filled by assignment of Foreign Service employees. Identification of these positions should tend to localize rotation of Foreign Service personnel to a smaller number of Domestic Service positions, and thereby be less disruptive to headquarters operations. It is expected that this list of identified positions will take care of about half of the Agency's rotation needs for Foreign Service personnel to have tours of duty at headquarters. The remainder will be taken care of by assigning quotas to headquarters elements for use of Foreign Service personnel in positions which, although not requiring field experience, can adequately accommodate Foreign Service employees for single tours of duty.

Our second approach to minimizing headquarters rotation problems has been to lengthen headquarters tours of assigned Foreign Service personnel. Tours of three years or longer are authorized when justified by the Agency's needs.

Foreign Service Act

On December 16, 1958, the Agency notified the Bureau of the Budget that it supported the purposes and provisions of the Foreign Service Act Amendments which the Department of State proposed for submission to the 86th Congress. On January 26, 1960, shortly before hearings on S. 2633 were scheduled before the House Committee on Foreign Affairs, the Agency informed the Department of State that the Agency regarded the proposed amendments as important improvements in the Foreign Service personnel system and repeated its endorsement of the legislation. The Agency was concerned about the wording of certain sections of the proposed amendments, and requested the Department to find a way to establish in the legislative history of the bill that, regardless of the precise wording of these sections, it is intended that the authorities of these sections be available to the Agency. The Agency heartily endorses the policy included in Section 9 of the Bill, stating that officers should have to the maximum practical extent a knowledge of the language, culture, history, and institutions of the countries in which they serve. The Agency also agrees with the objec-

tives of Section 18 which would require that certain positions be kept filled with officers who have a useful knowledge of language of the country of assignment. However, the Agency has certain reservations concerning the feasibility of designating specific positions which should be kept filled with such officers, coupled with the possibilities of assuring that the exact number of officers needed can be trained and kept available at the times needed to keep such positions filled. It may prove impractical to specify these precise requirements by law.

In addition, as mentioned briefly above in the discussion concerning personal contacts, we have issued the above-mentioned language circular, implementation of which will go a long way toward enabling the Agency to assure language competence of officers assigned to positions designated as requiring language ability.

We have also been cognizant of the need to reassess periodically our officer and position classifications. We are currently engaged in a complete reassessment of position classification abroad, which we hope will bring our staffing patterns more in line with the individual classifications of officers assigned to them.

Finally, we have now fully established our Career Reserve system and are working on refinements which will provide ultimately for separate lines of advancement for officers who are qualified in a specialty and those who are qualified in broader fields of activity within the program.

Career Officer System

The Agency appreciates the Commission's support for a Foreign Service Career System. As we pointed out in our July 7 response, the Agency has submitted legislative proposals for such a career service to the 84th, 85th, and 86th Congresses. Thus far, Congress has not enacted any of the proposals into law. The Agency plans to submit similar legislation to the 87th Congress.

Meanwhile, the Agency by administrative action established in July of this year the Career Reserve Officer system. The system is being further refined, and a second examination will be given on March 4, 1961, for those who either did not initially qualify, or who for a variety of reasons, did not take the first examination. This Career Reserve will never be an adequate substitute for a statutory career system, including among other things a selection-out procedure and an adequate retirement program. It is, however, the best that can be devised within existing authority.

Executive Development

In support of the program for development of executive managers, the Agency is taking the following steps:

The Agency has analyzed the ages of incumbents of Domestic Service positions GS-15 through GS-18, to determine the effect of retirements upon

needs for replacements. Qualification standards are currently being prepared for these positions.

The Agency is developing plans for identification of officers in the mid-career groups who demonstrate capabilities for executive assignments in the Domestic and Overseas Services of the Agency. The Agency will then tailor future assignments of these officers to assure that they have proper experience for later executive use and, through its formal training programs, will arrange appropriate training as needed for their development.

Forward Planning

The Commission has focused attention on the question of forward planning. For several years every country plan has included a statement of long-term objectives. An important section of each country plan is that in which each Public Affairs Officer is required to "submit his judgment of the potential of USIS as a part of the U.S. Government effort in the country in the years ahead." All overseas posts have been informed that the country plan is intended to elicit the "broadest long range thinking" of field officers. It is our frank opinion, however, that the seriousness with which Public Affairs Officers have approached the task of planning for future programs has been adversely affected by their recognition of budgetary realities.

Within the past year the Agency developed a five-year budgetary projection of its program planning, which was submitted to the Bureau of the Budget. There have been no appreciable results to date. As mentioned earlier in this report, all elements of the Agency have been examining on a "no-year" basis their needs for more adequately fulfilling their present responsibilities. The results of these studies are now being assembled and refined.

In support of long range planning the Agency has devoted a very substantial amount of attention to the work of the President's Committee on Information Activities Abroad. The Acting Director has participated actively in the Committee's work and has devoted much time to it. The Agency called in one of its most senior field officers to assist in the work of the Committee's staff. After several months that officer was relieved by another high ranking foreign service officer. Those two officers together have contributed nearly one year of virtually full-time effort to the project. The Agency's total contribution to the Committee's work, including the preparation and compilation of numerous background papers and the submission of many views from Washington and field officers, represents many man-years of effort.

Finally, consideration is now being given to ways of strengthening the long range planning functions of the Agency's Office of Plans.

In connection with forward planning, the Commission referred to the

desirability of anticipating rather than reacting to events. The Agency has anticipated most major world developments but the ability to shift resources to the degree required by circumstances has been limited by budget and personnel considerations.

The Commission inquired concerning delays in moving ahead in Africa. The Agency has been hard pressed to keep up with the rush toward independence in Africa in the past two years. We have been generally well-informed on developments in Africa and forward planning has not been an important problem for the Agency in meeting problems in that continent. For several years we have projected an orderly development of Agency programs in Africa, but budget and personnel limitations have made it difficult to reach goals we had planned. Other factors have contributed to delay in establishing posts. Most colonial regimes have been reluctant to permit the establishment of foreign information programs in colonies under their direct control. The requirement to proceed in parallel with the establishment of diplomatic missions has of course continued to prevail. The Agency has very recently diverted an additional sum of \$375,000 to the African program in fiscal year 1961. The proposed budget for fiscal year 1962 for African programs represents a 100 percent increase over resources allocated to that area in fiscal year 1960. The establishment of new posts is proceeding as rapidly as circumstances permit.

The Commission inquired concerning the possibility of speeding up the timetable of the radio construction project in Liberia.

We are very much aware of the need for the new broadcasting facility in Africa. We have taken and are continuing to take every reasonable step to expedite its completion. We have set some new records in getting the project underway at a fast pace. Prior to the final Congressional approval of the project on August 31, we initiated the site boundary survey, issued and evaluated bids for the major equipment, and conducted preliminary negotiations with qualified architectural and engineering firms. All contracts for the major equipment and the architectural and engineering design were signed within 30 days after Congress approved the project; the land sites were secured by exchange of notes with the Liberian Government August 15. We are continuing to seek out and take advantage of every means of further accelerating the work.

We sincerely appreciate the Commission's sympathetic interest in the various subjects discussed above, and we appreciate its continual support of our efforts to overcome obstacles to the improvement of the information program.

Sincerely,



ABBOTT WASHBURN,
Acting Director.

UNITED STATES
ADVISORY COMMISSION ON INFORMATION
OFFICE OF THE CHAIRMAN

WASHINGTON 25, D.C.
October 7, 1960.

Mr. GEORGE V. ALLEN, *Director*
U.S. Information Agency
Washington, D.C.

DEAR Mr. ALLEN:

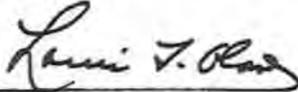
At the last meeting of the Advisory Commission, I was instructed to request the following information from you:

1. "What steps have actually been taken by the Agency to put the Commission's recommendations into effect?" The Commission has read your letter of July 7, 1960, which contains the Agency's detailed comments on the Commission's specific recommendations. The Commission therefore is interested in learning what action has been taken.
2. "What is the status of forward planning in the Agency? What progress has been made in forward planning during the past year?" In its discussion of this subject, the Commission wondered why the Agency's forward planning has been unable to anticipate certain events rather than act after the events have occurred. For example, the Commission inquired into the reasons for the long delays in moving ahead in Africa. The Commission was especially concerned at the long time period that has been projected for the construction of our radio facilities. In the latter connection the question was raised as to whether there was any possibility of speeding up the timetable.

If further clarification or elaboration of these questions is desired, please let me know.

Sincerely yours,

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LOUIS T. OLOM,
Staff Director.

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