

THE FOREIGN SERVICE SCHOOL

On September first the Foreign Service School of the Department of State graduated its first class of seventeen, including one woman. Fourteen have received field assignments as vice-consuls in portions of the world and to posts selected in almost every instance upon the ground of the interest and peculiar aptitude of the individual. The three remaining members of the class will remain for the present at the Department of State. The course of study has been under the guidance and direction of Hon. William Dawson, who is especially well qualified to assume this important responsibility after a long service in the field in many important posts. Mr. Dawson was one of a small group, which included Mr. Gibson, our present Minister at Berne, who many years ago prepared themselves for a career in our foreign service by travel in Europe and study in the Diplomatic Section of the *Ecole Libre des Sciences Politiques* at Paris. This school includes among its graduates the present British Secretary for Foreign Affairs and a host of other European statesmen and diplomatists.

By the terms of President Coolidge's executive order of June 7, 1924, issued under the authority given by the Rogers Act of May 22, 1924, the training of prospective foreign service officers has been placed under the direction of a Foreign Service School Board composed of the Under Secretary of State, an Assistant Secretary of State to be designated by the Secretary of State, the Assistant Secretary in charge of the Consular Service, the Chairman of the Executive Committee of the Foreign Service Personnel Board, and the Chief Instructor of the Foreign Service School. The order indicates that this School Board is to act in all matters with the approval of the Secretary of State. Notwithstanding this hierarchy of superimposed responsibility, Mr. Dawson as Chief Instructor has of course had the burden and principal responsibility of organizing and directing the work of the school. The Presidential order which is the organic act of the school, requires that the Chief Instructor be himself a Foreign Service Officer, and his selection is left to the Foreign School Board with the approval of the Secretary of State, but the board is free to select other instructors from among the qualified officers of the Department of State, the Foreign Service, the other executive departments of the government, and other available sources in the discretion of the School Board.

"The term of instruction in the Foreign Service School," so the executive order provides, "is one year, which shall be considered a period of probation during which the new appointees are to be judged as to their qualifications for advancement and assignment to duty. At the end of the term, recommendations shall be made to the Secretary of State by the Personnel Board for the dismissal of any who may have failed to meet the required standard of the Service."

In the case of this first class, the period of training and probation was barely five months, because of the pressing need of recruits for the foreign

service. Future classes will conform to the terms of the executive order and be given a year's time as a period of instruction and probation. During this period each prospective Foreign Service officer will become known to his responsible superiors in the Department of State, who will guide him when he is at his destined post. Through personal contact in the Department it will be possible to size up the real nature and capacity of the picked group of men who are destined to hold such responsible positions. Any probationer who shows personal traits which render him unsuited for a foreign service career can be eliminated, and the peculiar aptitudes of those needed for the most difficult posts can be discovered.

The following extract from an article which appeared in the *Foreign Service Journal* for April outlines the curriculum or plan of work for the school:

The work of the Foreign Service pupils will be divided into two main groups, namely, lectures and practical work in the various divisions of the Department.

The practical or, as it were, laboratory work in the different divisions of the Department will comprise the detail of each member of the class in rotation to the Visa Office, the Division of Passport Control, the Division of Foreign Service Administration, the Commercial Office, the Bureau of Accounts, the Bureau of Indexes and Archives, and finally to the Geographical Division covering the particular country to which the new Foreign Service Officer is to be assigned. Except during lecture hours, the pupils will be in constant attendance in the division to which they are temporarily detailed and where under the supervision of the chief of the division and his assistants they will be given an opportunity to observe the operation of the division and to take part in its work. In so far as the work and organization of a division may permit such training, a special effort will be made to give the pupils practice in drafting.

Lecture work will consist of two hours daily, namely, from 9 to 10 A. M. and from 2 to 3 P. M. The courses will cover a very wide range of subjects for, in addition to lectures dealing with the different phases of Foreign Service work, the pupils will have the benefit of series of talks on current political problems, foreign commerce, exchange and banking, the work and operation of the various Departments of the Government, etc., etc. In most instances, lectures will be given by officials of the Department of State and Foreign Service Officers on detail in Washington. Special subjects will, however, be covered by experts from other Departments or such institutions as the United States Chamber of Commerce. Inasmuch as the pupils enter the School following the successful completion of their examinations, no general courses are contemplated covering the subjects included in the examinations, such as international law, political economy, history, geography, etc. Special phases of these subjects will of course be dealt with in most of the lecture courses and particularly those devoted to current political problems, international commerce, and certain aspects of Foreign Service field work.

The lectures dealing with the different phases of Foreign Service field work will include among others the following subjects: Political report-

ing, commercial work, alien visas and immigration, passport work and citizenship, Foreign Service administration, allowances and estimates, accounts, efficiency records, diplomatic regulations, consular regulations, filing, indexing and coding, extradition, shipping and seamen, quarantine, invoices, landing certificates, animal quarantine, welfare and whereabouts cases, inventories, estates, representation of foreign governments, protection of interests, diplomatic procedure, etc., etc. These lectures will in all cases be given by experts in the Department of State and will in numerous instances be supplemented by lectures by officials of other Departments with which Foreign Service Officers cooperate in the enforcement of law or the promotion of American interests. Among these supplementary lectures will be those of representatives of the Bureau of Foreign and Domestic Commerce, Public Health Service, Shipping Board, Bureau of Immigration, etc., etc. Certain Departments and other Government agencies will be visited by the class in a body and, if time permits, it is hoped that the pupils may be given an opportunity to observe the actual operations of the offices of such officials as Collectors of Customs, Shipping Commissioners, and Inspectors of Immigration.

It is further planned to provide facilities for conversational work in French and other foreign languages and to give courses and practical training in the preparation of reports and other official correspondence.

The lectures and work of the School, will, however, by no means be confined to what may be termed the technical preparation of the pupils for their immediate field duties. It is the aim of the School Board to give them in addition an insight into the operation of the Government and some of the major problems confronting it and in general to stimulate their interest in the study of international relations and politico-economic questions. The general courses contemplated will include a study of the American Government with particular reference to the conduct of foreign relations, the history and organization of the Department of State, and the organization and work of the various other Executive Departments and agencies of the Government; an exposé of a number of international questions of peculiar interest such as the League of Nations, reparations, the Monroe Doctrine, Pan-American relations, disarmament, the Washington Conference, oil concessions, submarine cables, etc., etc.; and lectures on foreign trade, including such subjects as exchange, international banking, shipping and trade routes, chambers of commerce, market analysis, etc., etc.

The common training of the students, whether intended for diplomatic or consular assignments, will do much to eliminate the unfortunate rivalry and jealousy now existing between the two branches of the field service. It might still be useful to apply a similar medicine as regards preparation for the no less important career of those who remain permanently at Washington and aspire to reach important executive positions in the Department of State. Because of this common training in the State Department the public should not be misled into the belief that the two careers are identical, or that consuls and diplomats can be freely changed about without detriment to the service.

This careful and expensive training of a score of officers-to-be would not be worth the time and expense unless they were as carefully selected as they are

afterwards thoroughly trained. After the Rogers Act had transformed into legislative enactment certain provisions of President Roosevelt's order of June 27, 1906, applying to the consular service, and President Taft's order of November 26, 1909, applying to the diplomatic service, and given a legislative status to the regulations which the President was authorized to issue, President Coolidge in his executive order of June 7, 1924, made provision that: "All admission to the Service shall be to the grade of Foreign Service Officer, Unclassified," and he has established a Board of Examiners "to formulate rules for and hold examinations of applicants for commission to the Foreign Service and to determine from among the persons designated by the President for examination those who are fitted for appointment."

The executive order itself lays down, among others, the following requirements in regard to admission to the Foreign Service:

14. The scope and method of the examinations shall be determined by the Board of Examiners, but among the subjects shall be included the following: at least one modern language other than English (French, Spanish, or German by preference), elements of international law, geography, the natural, industrial, and commercial resources and the commerce of the United States; American history, government and institutions; the history since 1850 of Europe, Latin America and the Far East; elements of political economy, commercial and maritime law.

15. The examinations shall be both written and oral.

16. Examinations shall be rated on a scale of 100, and no person rated at less than 80 shall be eligible for certification.

17. No one shall be certified as eligible who is under twenty-one or over thirty-five years of age, or who is not a citizen of the United States, or who is not of good character and habits and physically, mentally, and temperamentally qualified for the proper performance of the duties of the Foreign Service, or who has not been specially designated by the President for appointment subject to examination and to the occurrence of an appropriate vacancy.

18. Upon the conclusion of the examinations, the names of the candidates who shall have attained upon the whole examination the required rating will be certified by the Board to the Secretary of State as eligible for appointment.

19. The names of the candidates will remain on the eligible list for two years, except in the case of such candidates as shall within that period be appointed or shall withdraw their names. Names which have been on the eligible list for two years will be dropped therefrom and the candidates concerned will not again be eligible for appointment unless fresh application, designation anew for examination, and the successful passing of such examination.

20. Applicants for appointment who are designated to take an examination and who fail to report therefor, shall not be entitled to take a subsequent examination unless they shall have been specifically designated to take such subsequent examination.

21. In designations for appointment subject to examination and in appointments after examination, due regard will be had to the principle that as between candidates of equal merit, appointments should be made so as to tend to secure proportional representation of all the States

and Territories in the foreign service; and neither in the designation for examination nor certification nor appointment after examination will the political affiliations of the candidates be considered.

22. The Board of Examiners is authorized to issue such notices and to make all such rules as it may deem necessary to accomplish the object of this regulation.

23. New appointments to the service shall be to the grade of Foreign Service Officer, unclassified, and no promotions to a higher grade shall be made except on the recommendation of the Foreign Service Personnel Board, with the approval of the Secretary of State, after the completion of one full term of instruction, or the equivalent thereof in the Foreign Service School hereinafter established.

These carefully worked-out provisions for the selection of Foreign Service officers would fail to attract were it not that the other provisions of the Rogers Act and the supplemental executive order hold out to future Foreign Service Officers, not only a living salary and a retirement allowance, but also the assurance of promotion for merit up through the grades of the classified service. It would seem from the practice under Secretaries Hughes and Kellogg that Foreign Service officers of the highest grade who have the requisite ability may expect to be promoted also to the rank of Minister and in some cases to that of Ambassador. Upon this basis between one and two hundred candidates were judged worthy of designation for examination, and of this number twenty succeeded in passing and were admitted to the probationary course of training.

All diplomatic secretaries and consuls will henceforth receive their salaries and promotions in grade as Foreign Service Officers of a unified service. They will nevertheless in practice, and as a rule, continue in the diplomatic or consular branch, as the case may be. Occasionally, however, as the qualifications of an officer or the needs of the service may dictate, a change from the consular to the diplomatic branch, or *vice versa*, will be made, and it is to be hoped that consuls may be promoted to the grade of Minister with sufficient frequency to make every consul realize that the very highest positions are open to those who possess the requisite qualifications. No doubt the wisdom of Secretary Kellogg in recommending the appointment of Consul General Eberhardt to be Minister to Nicaragua will have a very beneficial effect on both branches of the service.

When we turn back the pages of the volumes of the Statutes to the Act of 1856 which made the first ineffectual attempt at a systematic training for our Foreign Service by establishing in the consular branch of the service twenty-five Consular pupils, then down through the great reforms introduced upon the somewhat precarious foundation of the executive orders above referred to, we must breathe a sigh of relief that Congressman Rogers and those who worked with him at last secured legislative enactment to place the Foreign Service careers on a merit basis. It only remains now to extend the reform to cover the important officers of the Department of State, especially in regard to

the salary scale for this country to have a comprehensive and adequate service in all its branches.

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THE HAGUE ACADEMY OF INTERNATIONAL LAW¹

The Academy of International Law at The Hague opened its doors during the summer of 1925 to some 379 students, including 60 women, coming from no less than 35 countries (26 European, 5 American, 3 Asiatic and 1 African); and the 24 courses (12 in each period) were given by professors drawn from 11 different and widely separated countries—Belgium, France, Germany, Great Britain, Greece, Holland, Italy, Russia, Spain, the United States and Uruguay.

The program of the courses offered by the Academy of International Law and the names of the professors actually giving them are set forth in the following table:

FIRST PERIOD: JULY 13 TO AUGUST 7, 1925

The historical development of international law since Grotius (8 lessons).

Mr. van der Vlugt, former Professor and Dean of Faculty of Law at University of Leyden.

The influence of the Reformation upon the development of international law (4 lessons). Mr. Boegner, Pastor of the Reformed Church.

The codification of international law (12 lessons). Mr. Ch. de Visscher, Professor at University of Ghent.

General theory of public order (6 lessons). Mr. Thomas H. Healy, Assistant Dean of the School of Foreign Service, Georgetown.

Effects and execution of foreign judgments (6 lessons). Mr. M. de Cock, Professor at *Institut Supérieur de Commerce* at Antwerp.

General theory of international unions (6 lessons). Mr. Rapisardi Mirabelli, Professor at University of Sassari.

Effects of commerce in international law (6 lessons). Mr. Arthur K. Kuhn, Member of the American Bar.

Guaranty of the State in financial matters (6 lessons). Mr. G. Jèze, Professor at University of Paris.

Extradition (6 lessons). Mr. Al. Pilenco, former Professor at University of St. Petersburg.

Geneva Protocol (6 lessons). Mr. Wehberg, Member of the Institute of International Law, Editor-in-chief of *Die Friedenswarte*.

Immunity of States in matters of jurisdiction and forced execution (6 lessons). Mr. George Grenville Phillimore, Registrar of the High Court of Justice at London.

International solidarity in Latin America (6 lessons). Mr. Guani, Member of the Council of the League of Nations, Minister of Uruguay at Paris.

SECOND PERIOD: AUGUST 10 TO SEPTEMBER 4, 1925

Influence of Christianity on the development of international law (6 lessons).

Mr. Georges Goyau, Member of the French Academy.

¹ For previous comments on this subject, see the JOURNAL, Vol. 17 (1923), pp. 536, 746, and Vol. 19 (1925), p. 172.