

# A Cautious Hope at State

## Kissinger Could Help Agency He Overshadowed

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State Department officials yesterday expressed the cautious hope that Henry A. Kissinger's leadership would help to restore the department's role as originator and executor of foreign policy.

But a lingering concern that the Kissinger style of one-man operation could crush the department even further taints the optimism. For the man from the National Security Council to bring glory to the department that he overshadowed for more than four years, he would have to:

- Become a full-time Secretary of State rather than a full-time national security affairs adviser with Cabinet status.

- Grapple with and bring under control the massive administrative problems of the department.

And if he does opt for the role as full-time secretary, how will he operate?

"The question," said one former high-ranking official, "is whether Henry will use the department, like Dean Acheson, or whether he will ignore it, like (John) Foster Dulles."

The signals from Kissinger are not yet clear. At his press conference yesterday he spoke of transferring some of his National Security Council staff members to State, and some State Department officials to the NSC staff, which he continues to head. If the NSC remains his chief back-up staff, this will mean State again will be bypassed, as it

was in the era of the departing William P. Rogers.

"Henry is going to find out that the State Department is better than he thinks," said one high official. "The department is in a mood to show Henry Kissinger in particular what it can do."

The advent of Kissinger is seen, in the words of one enthusiast, as "good for the

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country, good for the State Department." Said this official: "Henry has the two requisites: He knows substance and he's close to the President."

But what Kissinger lacks, according to just about anybody who has ever worked with him, is the ability to administer, or even the taste for administration. And administration may be just the thing the department needs more than anything else.

"The organization needs modernization; it needs strong handling," said one senior Foreign Service officer. "Nobody's paid much attention to the thing." Another official suggested that "any secretary needs a strong chief of staff to get things moving . . . The bureaucracy has become comatose from years in which hundreds of pieces of paper were sent to the White House and which no one ever heard of again."

But if foreign policy papers "disappeared" at the White House, it was probably in Kissinger's NSC oper-

ation where disdain for State was rampant.

There are as many recipes for curing the ailments of State as there are officers, it seems.

One Foreign Service officer said the main problem is that the department was set up for a world of the '50s when U.S. power was expanding, and operating in the world of the '70s, when the U.S. role in the world is shrinking. "There are too many bodies for too few jobs," said this official. His suggestion: trim the size and build a dedicated career service.

There have been numerous studies made of the department but, according to one official, "nobody's paid much attention." Another said: "Studies always fall by the wayside under the pressure of more urgent business . . . If I were the secretary I'd take first things first, too, and the repair of the bureaucracy isn't first."

Another suggestion is to get an outsider, like a management consultant, to come up with a solution — "Somebody who advises corporations about how to run themselves," suggested one official.

"The department is built on the kind of operation in which people play the role of their clients," said one top official. "Policy is worked out on a kind of adversary basis, for example with 'Africans' against 'Europeans' fighting it out and coming up with a policy on Portugal. I don't think that's the right way. I'd rather see a collegium prin-

ciple in which bureau heads are responsible not only for their own specialty but for all foreign policy."

It is anticipated that much of the administrative work will fall to Deputy Secretary Kenneth Rush, the man who was known to have wanted the job that Kissinger got. But Rush is staying on. "Henry and I are old friends," said Rush. "I've always had a pleasant, and I think useful, relationship with him."

In addition to handling much of the administrative work, and providing bureaucratic leadership which he is known to believe is the most necessary ingredient, Rush will probably handle many of the protocol tasks that are part of the job of the secretary.

Said Rush, explaining why these tasks might naturally fall to him: "Henry has no wife; he will have a lot of demands on his time; he will have to be up on the Hill cultivating relationships with the people in Congress."

But one official noted that Kissinger will not be able to handle it all if he is going to continue to want to be at the beck and call of the President, as he was when he sat in the White House, yards away from the Oval Office.

"It's going to be a hard mold to break," said this official.

Commented one aide: "Henry can make a great contribution here or he can do a lot of harm. The department is clearly on his side; the hope is that he is on theirs."