

SMITHSONIAN MISCELLANEOUS COLLECTIONS

VOLUME 107, NUMBER 1

THE  
ETHNOGEOGRAPHIC BOARD

BY

WENDELL CLARK BENNETT



(PUBLICATION 3889)

CITY OF WASHINGTON  
PUBLISHED BY THE SMITHSONIAN INSTITUTION  
APRIL 14, 1947



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## PREFACE

The Ethnogeographic Board was established in June 1942 by the National Research Council, the American Council of Learned Societies, the Social Science Research Council, and the Smithsonian Institution. A printed brochure stated the primary purpose: "to make readily accessible to Washington military and war agencies such specific regional information and evaluated personnel data as may be available to the sponsoring institutions and the numerous other governmental and outside scientific organizations with which they are affiliated or in contact." The Board consists of a policy and advisory body, the members of which are selected by the four sponsoring institutions, and a Director and staff with offices in the Smithsonian Institution, Washington, D. C.

The Ethnogeographic Board is now entering its fourth year of activity and will continue as long as its services are needed in the war emergency. The Sponsors have requested that the Board prepare, while still in operation, a historical account of the work, an appraisal of the experience, and constructive suggestions for the consideration of the Sponsors as to the most effective ways of organizing the scholarly and scientific resources, which they represent, for public service.

Such an assignment presents its difficulties in spite of the short time span and relative simplicity of the organization. Obviously, the history is not intended as an apology. In fact, the preparation of the pocket booklet "Survival on Land and Sea," of which almost one million copies were distributed to the armed forces, would in itself justify the Ethnogeographic Board's existence. Furthermore, neither the Sponsors nor the Board members consider the organization one of unique importance since they are well aware that it was but one of many efforts to make the country's scholarly and scientific resources available for emergency use. However, in this lies the importance of a historical analysis, since the Board can be considered, in a very real sense, a sample of broader activities.

The Ethnogeographic Board is an example of a service organization, a clearinghouse for Government needs and academic knowledge. Service was the keynote, both by mandate and by practice, and consequently, the major emphasis in this analysis will be placed on that aspect. Before a proper evaluation of this service can be made, it is necessary to review the setting, the intellectual and physical environment, in which the Board operated. Washington in wartime was in itself a factor of major importance.

The body of this report consists of a somewhat detailed account of the activities of the Ethnogeographic Board. No attempt has been made to follow a chronological order, except when sequence is needed to explain some action, or to illustrate speed. The approach is frankly topical and, after each topic is described, an analysis and evaluation is added. Were the techniques and accomplishments effective or ineffective? What techniques were not employed and why? Such a detailed presentation is justified on the grounds that the actual actions of the Board form the documentation on which this study is based. If minimized, the report becomes little more than the personal reflections and prejudices of its author.

An over-all appraisal follows the topical description. The service and research features, as well as some of the specific techniques and materials, are reviewed in the light of their general usefulness for future emergencies and for other than wartime situations. For example, dinner conferences, problem conferences, liaison officers, surveys, and interviews are all techniques which have wide application. Likewise, certain materials such as the Area Roster, the area bibliographies, the survival library, and the area reports might be worth while preserving and elaborating.

The Board is more than an illustration of an emergency service organization. For example, it was also a joint committee of the three Councils, cooperating, in this case, with the Smithsonian Institution. Implicit in this review is, then, an evaluation of the effectiveness of joint committees. The Ethnogeographic Board was characterized, as its name implies, by the area approach. Since area versus discipline is a question of considerable interest, it seems worth while to emphasize the area techniques and materials assembled by the Board.

Finally, the future, both immediate and distant, must be faced. This can be treated in three ways. First, the experience of this Board should serve as a basis for determining the nature and function of a similar organization in the next emergency. Second, the efforts of the Board to supply needed information to the Government war agencies pointed up many lacunae in area materials, organized knowledge, and trained personnel. These demand serious consideration by both academic institutions and Government agencies. Third, the usefulness of an organization similar to this one in the immediate postwar period merits discussion. Insofar as suggestions about the future are derived from this analysis, they are placed in the final chapters. Other suggestions, formulated independently by the author, have been submitted directly to the Board and the Sponsors.

The task of going through the extensive files, reviewing the record, and what lay behind it, evaluating the successes and the failures, has been possible only because of the whole-hearted cooperation of the staff, the Board members, and the Sponsors. As a Board member myself, and a personal friend of everyone involved, the problem of maintaining an objective attitude has not always been easy. However, every participant has insisted that artificial courtesy should not spoil the usefulness of the report. If then, I speak of the Board largely in the past tense, it is only because that is the period covered, and not for any lack of appreciation of the continuing activities. Likewise, if I seem to judge harshly at times, the victim's consent is implied, although the opinion is wholly my own.

WENDELL C. BENNETT,  
*New Haven, Connecticut,*  
*August 1, 1945.*

#### ADDENDUM

This history when first submitted covered the activities of the Ethnogeographic Board up to June 1945. Since that time the Board has been formally disbanded, as of December 31, 1945, although certain unfinished commitments are still to be completed. The first 3 years were those of greatest activity, and consequently a complete revision of the history does not seem necessary. However, revisions have been made where needed to bring the activities up to date.

## BOARD ORGANIZATION

SPONSORS .....	American Council of Learned Societies. National Research Council. Smithsonian Institution. Social Science Research Council.
COOPERATING WITH .....	Committee on African Anthropology. Committee on the Anthropology of Oceania. Committee on Asiatic Geography. Intensive Language Program. Joint Committee on Latin American Studies. Smithsonian War Committee.
DIRECTORS .....	William Duncan Strong. Henry B. Collins, Jr.
RESEARCH ASSOCIATES .....	Elizabeth Bacon. Homer Barnett. Henry B. Collins, Jr. William N. Fenton. Frank H. H. Roberts, Jr.
RESEARCH CONSULTANT .....	Raymond Kennedy.
CONSULTANTS .....	J. M. Cowan. Robert B. Hall. Melville J. Herskovits. George Peter Murdock. Douglas Whitaker.
BOARD MEMBERS .....	Carl E. Guthe (chairman). Wendell C. Bennett. Isaiah Bowman. Carter Goodrich. John E. Graf. Mortimer Graves. Robert B. Hall. Wilbur A. Sawyer. William Duncan Strong.
SPONSORS' REPRESENTATIVES .....	Charles G. Abbot. Robert Crane. Ross G. Harrison. Waldo G. Leland. Alexander Wetmore. Donald Young.

# THE ETHNOGEOGRAPHIC BOARD

By WENDELL CLARK BENNETT

*Yale University*

## BACKGROUND PROBLEMS

### WARTIME WASHINGTON

For the millions who milled around Washington in the first half of 1942 no statement about the fabulous confusion could ever be adequate and would never be necessary. In judging many of the service activities of the Ethnogeographic Board, however, the chaotic environment must be kept in mind. This was not a period of calm deliberation. Everyone rushed first, and questioned where he was going afterward. The sudden mass increase of population created a housing shortage, a restaurant shortage, a transportation shortage, a service shortage. All this was added to a day of office frustration.

New agencies were created overnight and old ones were expanded beyond capacity. Mandates were vague and overlapping. Competition was keen between agencies and within agencies. Experts were rushed from their calm academic security into the maelstrom. The process of "leveling" was elaborated, so that a man in one agency, in order to communicate with a colleague in another, had to send his message up to his top-ranking official, who transferred it to a correspondingly high official in the other agency who in turn let it "level" down to the man who should have received it directly. In the war fervor each agency started a system of classifying its documents—any document—as confidential, secret, supersecret. The mad scene was popularly labeled the "War of Washington" and doubtless will become the subject matter of many a roving reporter's personal reminiscences. It was both ironic and pathetic. There were many opportunists, but there were a vastly greater number of the genuinely sincere who wanted to be of service in the prosecution of a war in which V-day was not yet visible on the horizon.

The Ethnogeographic Board, unlike many other agencies, found operation in wartime Washington a stimulating challenge. Fortunately, it had certain concrete advantages over the others. Though a new organization, it was housed in the Smithsonian Institution build-

ing and staffed by Smithsonian personnel familiar with the Washington scene. Being non-Governmental it was outside most of the competition and suspicion. Its services were open to all agencies. Since it had no fixed place in the Government hierarchy, it could receive a general or a private, the chief of an agency or a junior research assistant. Withal, however, many of its actions and methods seem meaningless if the Washington environment is forgotten.

#### RESEARCH VERSUS ACTION

The Ethnogeographic Board, as an intermediary between academic institutions and Government agencies, faced a second general problem, that of research versus action programs. In general, the emphasis of universities, foundations, councils and scholarly institutions is on research, or training for research. Government agencies, on the other hand, are engaged in the execution of action programs. Undoubtedly the careful investigation and ordering of facts carried on in many a Government agency is as much entitled to the term "research" as is the most pedantic university program, but that the two differ in orientation seems clear. The Government interests lie in the applied field; academic scholars prefer placing application in a secondary category, if they recognize it at all.

The Board was, theoretically, supposed to adjust these two approaches. Although not in itself a research organization, it was an agency for the procurement of such information. In order to do this it had the dual task of translating the Government action needs into terms which the academic researcher could understand, and likewise, of presenting the research materials in a form which would make them useful for the Government agencies. In part this also involved anticipating Government needs, and following up "quick" reports with others of a more considered nature. Actually, little was ever done about this last point, but the need is nonetheless real. Hasty reports produced in the heat of an emergency have the tendency of gaining prestige by the mere virtue of remaining unreplaced by anything better in somebody's file.

The Ethnogeographic Board is but a junior member of the corps of agencies, Governmental and non-Governmental, which have been struggling with this vitally important question of the integration of non-Federal research and Government needs. The three Councils and their numerous committees, the National Resources Planning Board, the Office of Scientific Research and Development, and many another agency have worked out some techniques. Many Government bureaus

have appointed professional committees and consultants, and hired professional personnel for this purpose. The Government's role in the support of academic research is still a much debated issue.

#### AREA APPROACH

"Ethnogeography," according to the Board's own definition of its somewhat cumbersome name, "is the study of human and natural resources of world areas." In its application for financial support, the Board restated its function ". . . to furnish to Governmental war agencies, military and civilian, needed information of all sorts relating to any areas outside the United States where military, economic, or other action is carried on or planned." This brings up another major problem faced by the Board, namely, that Government agencies, particularly the military, operate in terms of areas, while universities, councils, and foundations are organized by disciplines. Again it was necessary to translate the discipline knowledge into the geographic categories used by the Government.

Since the beginning of the war there has been a marked increase in area consciousness on the part of academic institutions, but at the time of the founding of the Board the problem was really acute. Before 1940, only the American Council of Learned Societies, among the three research Councils, had area committees. These were concerned largely with language and literature, although some, like the Committee on Latin American Studies, were truly cross-disciplinary bodies united by an area interest.

Some disciplines, such as history and government, have long recognized area subdivisions, even though these tend to be fixed by tradition and rarely achieve world coverage. Likewise, some fields of study are by their very nature more aware of areas than others. Most of the natural historians, particularly those in museums, have an area approach. Among the social sciences, geography is the most logical leader for the area approach in spite of the fact that it has so far failed to develop many specialists. Because of its interest in "primitive" peoples, anthropology has had many specialists with foreign-area experience. Previous to the area programs in the universities, sociology, political science, and economics largely ignored the area approach.

On the other hand, many of the Government departments, like Commerce, Agriculture, and State, have long maintained foreign-area divisions and staffed them with area experts. In fact for future discussions, it is interesting to remember that the foreign-service personnel of the Department of State has debated the issue of area versus pro-

essional specialty for years—a problem which is only now being considered by universities.

Since 1940 most of the war-emergency agencies have had area subdivisions. The Office of the Coordinator of Inter-American Affairs is the only one devoted exclusively to one area, but others, like the Office of Strategic Services, the Foreign Economic Administration, and the Office of War Information, attempt a world-wide coverage. The results of this increased area emphasis, added to the demands of the armed forces, placed a real strain on the supply of area specialists and made the work of the Ethnogeographic Board even more difficult by removing many of its chief sources of information.

Wartime Washington, research versus action, and area versus discipline are three of the broad background problems which confronted the Ethnogeographic Board. The more local and immediate problems are taken up in the detailed review of the actual operations of the Board.

#### FOUNDING OF THE BOARD

The founding of the Ethnogeographic Board was not the result of a sudden flash of inspiration in the minds of the Sponsors. Instead, the idea germinated in a number of divergent sources, all of which contributed to the formation of the final organization. The immediate roots of the Board reach back to prewar days, and probably the intellectual concept could be traced into the deep past. For the present purpose, the history can be confined to a brief review of the eight groups which made the most substantial contribution. The eight organizations do not form a pyramid capped by the Ethnogeographic Board, nor can their contributions be aligned in a strictly chronological order. Some of the eight no longer exist, others are still flourishing.

#### COMMITTEE ON LATIN AMERICAN ANTHROPOLOGY

In December 1940 a group of anthropologists interested in the Latin American field held a conference which resulted in establishing a committee of the National Research Council. Although prewar, the committee's activities reflected not only the increased interest in Latin America but also a desire to integrate professional research and personnel with Government programs.

The committee at once began to assemble a personnel file of professional anthropologists in the United States who had worked in Latin America. Each individual was rated, by each committee member, on linguistic ability, teaching ability, and suitability for a number

of type jobs which the committee's survey had indicated as potential outlets for trained personnel. (See Appendix B1 for a sample.) This file was confidential, by its very nature, but was used to furnish selected lists of specialized personnel in answer to requests from many Government agencies. A somewhat similar roster of Latin Americans interested in anthropology was also assembled, but in this the rating formula was not applied.

Other activities of this committee were more academic, such as a survey of research activities, and two reports on research needs. The chief contributions to the formation of the Ethnogeographic Board were the concept of area committees in anthropology, the rated personnel roster, the idea of service to Government, and the usefulness of liaison representatives. Shortly after the formation of the committee its activities were eclipsed, although not entirely eliminated, by the Joint Committee on Latin American Studies.

#### JOINT COMMITTEE ON LATIN AMERICAN STUDIES

In March 1942 the National Research Council, the American Council of Learned Societies, and the Social Science Research Council coordinated their Latin American interests by establishing a Joint Committee. This was the first joint committee of the three Councils, although the Latin Americanists had been organized since 1935 as a committee of one, and later of two, of the Councils. The old committee, among other things, had published the Handbook of Latin American Studies, a cross-disciplinary bibliographical guide. The Joint Committee continued the cross-disciplinary tradition as demonstrated by its first membership which represented anthropology, psychology, sociology, history, economics, geography, language and literature, and the arts.

The Joint Committee had many of the traditional academic interests in research, publication, tools of research, education and specialized personnel. However it was also given a special mandate as follows:

The Joint Committee is prepared and willing to serve as an advisory agency, within its competence, to the various agencies of the Government, and to assist such agencies in the promotion of inter-American intellectual and cultural relations and in the planning and execution of projects.

This mandate led the committee rather deeply into certain Government departments where its advice was offered seriously, although not always accepted in the same spirit.

The Joint Committee cooperated with the Ethnogeographic Board without losing its independence. It initiated the pattern of committees of the three Councils, and showed the practicality of uniting disciplines by their area interests. Its Government experiment served as a warning to the Board that proffered advice, be it ever so sound, is seldom accepted or appreciated, and leads to suspicion and resentment not only from the receivers, but also from the professional colleagues of the advisory body.

#### INTENSIVE LANGUAGE PROGRAM

The American Council of Learned Societies, since it represents the humanities, has a natural interest in language and literature, both area subjects. The Council has long supported such regional committees as those on Chinese, Japanese, Indic and Iranian, Near Eastern, Arabic and Islamic, and Slavic studies. The Intensive Language Program was directed toward the intensive teaching of many languages in anticipation of a real Government need. University programs were organized for teaching officers of the armed forces such languages as Russian, Chinese, Japanese, Malayan, Burmese, Thai, and Swahili. The great success of this program forms one of the outstanding achievements of scholarly efforts in wartime.

The existence of the Intensive Language Program allowed the Ethnogeographic Board to concentrate on the geographical and cultural aspects of area and to transfer language questions to its collaborator. This was more than just a practical working arrangement which developed with time. The complementary relationship of the two programs was clearly considered at a meeting in March 1942, before the Board was actually established.

#### COMMITTEE ON THE ANTHROPOLOGY OF OCEANIA

In January 1942 a group of anthropologists interested in Oceania, inspired by the Committee on Latin American Anthropology and fully cognizant of an opportunity to be of service to the war, established a committee of the National Research Council. This group was aware of the need for integrated studies of world areas, and their application to the National Research Council actually requested that a special committee on anthropological areas be established, with an immediate subcommittee on Oceania. The over-all committee was not accepted at this time, but the idea was fermenting.

The Oceania committee immediately started a personnel file. This was not modeled on the Latin American committee's limited and highly

evaluated list of anthropologists, but was extended to include other disciplines as well as nonprofessionals. A mimeographed form was devised (Appendix B2) which emphasized the specific Pacific Islands with which the individual was familiar, the documentary or illustrative materials which he possessed, the languages which he knew, and his proficiency in them. Each individual was asked whether he would be willing to fill out a follow-up, specific-knowledge report, or be willing to be interviewed. He was also asked to supply the names of others who might have valuable experience and knowledge of the Pacific. This questionnaire form, considerably simplified, was adopted later by the Ethnogeographic Board in building up its own roster.

The assembled personnel data were mimeographed in six installments entitled: "Personnel List of Oceania," and turned over to the Ethnogeographic Board for distribution. Later, the committee sent out a follow-up questionnaire asking for detailed information on geography and peoples of the Pacific (Appendix B3).

The chairman of the Oceania committee, George Peter Murdock, was also the director of the Cross-Cultural Survey at Yale so that the activities of the two organizations were linked. The Survey had been engaged for many years in getting published data on the primitive tribes of the world, and in processing and filing them systematically. When the war started the Survey approach was enlarged to include more than the primitive and strictly anthropological, and the efforts of the staff were concentrated on the Pacific Islands, particularly Micronesia. Together, the committee and the Survey prepared a number of factual accounts about specific islands and island groups which again were distributed by the Ethnogeographic Board and this collaboration continued even after the Survey was taken over by the Navy. On the whole, the Oceania committee deserves great credit in furnishing materials and setting patterns of procedure for the Board.

#### COMMITTEE ON AFRICAN ANTHROPOLOGY

Shortly after the Oceania committee was established a similar one on Africa was appointed by the National Research Council. This group built up "The Personnel List of Africa" which was mimeographed in six installments and distributed by the Ethnogeographic Board. The Africa committee worked on a tribal bibliography, a tribal location index, and sought out native informants in this country for use in an intensive language study. The Africa committee was also an important contributor to the Board.

## ETHNOGRAPHIC BOARD

With three anthropological area committees already operating in the National Research Council, and a fourth on Japan, China, and India contemplated, the idea of over-all coordination, first proposed by the Oceania group, was again brought forth. Carl E. Guthe, vice chairman of the Division of Anthropology and Psychology, called an organizational conference to consider the formation of an "Ethnographic Board." This body was to consist only of anthropologists and be located at the National Research Council. It was to act as an over-all organization for the regional subcommittees, so as to systematize procedures and prevent unnecessary duplication of records and efforts. It was also to serve as a clearinghouse for inquiries upon ethnographic subjects referred to the Council.

The organizational meeting was held in March 1942 and was attended by nine anthropologists, including the chairmen of the established area committees. The functions of an Ethnographic Board were discussed at length, and there seemed little doubt that activity would not be wanting. Three important requirements were faced. First, the need for adequate financing, preferably from a non-Federal source. Second, the need for an executive secretary who would establish the necessary connections in Washington in order that the work of the Ethnographic Board would not be confined to the four walls of the Council. Third, the need for integrating the activities of the three Councils, since anthropology is represented in each. William Duncan Strong was recommended for Executive Secretary, and Carl E. Guthe was elected Chairman. They became, later, the Director and Chairman, respectively, of the Ethnogeographic Board.

The Ethnographic Board was duly appointed by the National Research Council but never functioned because of that all-important question of financing. Getting funds from foundations needs backing. Two Councils are better than one, and three are better than two, at least, it was so reasoned at the organizational meeting. Since the Directors of the three Councils were accustomed to meet informally from time to time, it was decided to discuss the monetary problem with them. But three Councils also have bigger ideas than one, so, as can be anticipated, ethnography (the study of peoples) was laid on the flaming altar and ethnogeography (peoples plus land) emerged from its ashes. However, one other organization must first be considered before the history goes on, since it furnished the fuel for the burning flames.

## SMITHSONIAN WAR COMMITTEE

On the last day of March 1942 the Smithsonian Institution called a meeting of the staff for a discussion of the role of the Smithsonian in the war effort. Out of this meeting came the Smithsonian War Committee. One of its first acts was to assemble a roster which recorded the world travel and the special abilities of the Smithsonian's staff. A second action started a series called "War Background Studies" of which 21 well-illustrated and popularly, although accurately, written numbers have appeared which cover many areas of the world. Official liaison was established with Army Intelligence. In fact, the committee started out to do many of the things later taken over by the Ethnogeographic Board.

At one of the formative meetings of this committee a report was made on the proposed Ethnographic Board of the National Research Council. The Smithsonian considered the advantages of cooperating with this body and decided to offer it office space as well as a salary for the Director, particularly if it were Dr. Strong who had for many years worked for the Bureau of American Ethnology. Dr. Strong was consulted and agreed to accept provided the merger could be effected.

## CONFERENCE BOARD OF ASSOCIATED RESEARCH COUNCILS

The Conference Board did not become a formal organization until March 1944, but previous to that date informal meetings of the Directors of the three Councils were held frequently to discuss problems of mutual interest, and to keep informed on each other's activities. In June 1942 the Directors, together with the Secretary of the Smithsonian Institution, met to discuss the financial problem of the Ethnographic Board. The discussion was not so confined.

The objection was raised to limiting such a Board to one discipline, namely anthropology. If it were to be interdisciplinary, then the sponsorship of all three Councils would be logical, since collectively they represented the earth and biological sciences, the historical and social sciences, and the humanities. There would be an advantage, particularly from the point of view of the Government, in having a single agency to which queries and requests for assistance could be addressed. All agreed that the enlarged concept was definitely superior.

The offer of the Smithsonian Institution to provide the salary of the Director, office space, and other technical assistance, made the establishment of the Board an immediate reality. The Councils

agreed to provide a sum of \$6,000 for the initial operating costs, and to take up the question of applying for Foundation support after a short trial period. In brief, the following agreements were reached:

1. That the Board was a joint committee of the three Councils and the Smithsonian Institution.
2. That the name was to be the Ethnogeographic Board.
3. That the National Research Council was to act as fiscal agent.
4. That the old Ethnographic Board was to be discontinued, and the jurisdiction of the Ethnogeographic Board shifted from the Division of Anthropology and Psychology to the Executive Board of the National Research Council.
5. That the Joint Committee on Latin American Studies, the committees on the anthropology of Oceania and Africa, the Intensive Language Program, and the Smithsonian War Committee should not be discontinued or reduced to subcommittees of the Board, but should be considered as cooperating organizations and so listed on the letterhead.
6. That William Duncan Strong was to be Director of the Ethnogeographic Board, with offices located in the Smithsonian Institution.
7. That the Board itself would be interdisciplinary in character and would act as an advisory and policy-making body for the Directorate.
8. That the Directors of the four sponsoring institutions would serve as *ex officio* members of the Board and that other Board members would be chosen jointly by the four Sponsors as "representatives of varied important human disciplines, on the basis of their familiarity with one or more geographical regions and their experience and associations." (From the brochure of the Ethnogeographic Board.)

Thus on June 16, 1942, the Ethnogeographic Board was settled in its Washington offices and ready to begin business.

#### ETHNOGEOGRAPHIC BOARD

The true need for an organization of this type is implicit in the historical summary of its development. That the Board performed many useful services and more than justified its existence has been stated previously and will be repeated frequently in this account. The question raised here is merely whether the same results might have been accomplished in a simpler way, and whether, in a future emergency, a board with similar organizational structure would be needed.

The Board had an impressive paper backing. The myriad resources of the Smithsonian Institution, the experience of the three Councils plus their varied committees, the activities of the cooperating committees, and an active group of Board members, theoretically selected for their versatility and ingenuity, were all at its command. Was such an array necessary for a service job?

The answer to this question must be in the affirmative. It will be pointed out later that some of the Board's connections never got beyond the paper stage, and that the Board itself failed to utilize, for one reason or another, its full potential backing. Many of the accomplishments of the Board could have been realized by the Smithsonian, one Council, or a simple combination of the cooperating committees. In fact, for the sake of discussion, it could be admitted that the total work of the Board might have been performed with comparable success with a less elaborate background structure. In spite of all this, the total paper organization was needed at the time, and would be necessary in the future, for three principal reasons.

First, the Board needed the prestige. Government agencies are hard to impress, and this appearance of a united front was effective. Furthermore, the Director of the Board needed *entrée* into offices and departments of Government so that the many established connections of the sponsoring organizations were invaluable. Both of the points apply equally well to the academic societies and institutions on which the Board theoretically depended for its information. The Councils are the known and trusted representatives of most of these organizations, and without their endorsement the Board would have been under suspicion.

Second, the Board needed financial support. The three Councils jointly are an effective combination in applying for support of an organization of this kind. Their unity is a convincing argument that the program is needed, that it will be well supervised, and that it is not competing with other projects. This would be equally true whether the sources of funds were Federal or non-Federal. In the case of the Ethnogeographic Board, the organizations most likely to compete had been incorporated, partly in this historical development, but also by the joint Council action.

Third, and most important, is the fact that no one knows in advance the direction that the activities of a Board of this kind will take. The Ethnogeographic Board was given a broad mandate, summed up under the term "service." The ramifications of service in this connection are almost unlimited. The review of the actual procedures shows that many of the sources of service were not utilized. How-

ever, part of the intention of this analysis is to show where sources could have been more widely and more effectively utilized, and in a future situation many unforeseen opportunities for service might well arise.

### ORGANIZATION

The Ethnogeographic Board is a conglomerate organization, involving four sponsoring groups, Board members, a Directorate with a Washington office and staff, six cooperating committees, and a loosely assigned group of consultants. The historical account of the founding explains how some of these became united. The interrelationships, however, were not too clear at the beginning, and at the end of 3 years of operation this situation had not changed. The components are examined individually and then mixed.

### SPONSORS

"The Ethnogeographic Board is in effect a joint committee of the three research councils (National Research Council, American Council of Learned Societies, Social Science Research Council) with which the Smithsonian Institution cooperates to furnish a secretariat and office accommodations." (From the mimeographed statement submitted to the Foundations in the application for financial support.) Actually, the Smithsonian Institution was a full-fledged fourth Sponsor. The four sponsoring groups were represented on the Board by their Directors, jointly appointed the other members, and jointly applied for and received grants for the Board's support from the Rockefeller Foundation and the Carnegie Institution.

The Sponsors took an active interest in the Board, and controlled many of its policies, sometimes by concrete statements, sometimes by the negative technique of making no commitments. The prestige of the Sponsors was a great boon for the Ethnogeographic Board, but, also, so many masters had its drawbacks when quick decisions were required.

### BOARD

The interdisciplinary character of the Ethnogeographic Board accounts for the sponsorship of three Councils instead of one, and also for the selection of the members. These were appointed jointly by the four Sponsors which was supposed to eliminate any idea of representation, although it is not difficult to guess which Sponsor proposed each member. In effect, however, the Board consisted of a group of independent scholars, and not of a body of representatives.

The Board met twice a year as an advisory and policy-making body. Beyond this it had no continuing function.

The original Board consisted of six members: Carl E. Guthe, anthropologist, University of Michigan, now Director of the New York State Museum, Chairman; Wendell C. Bennett, anthropologist, Yale University; Carter Goodrich, economist, Columbia University; John E. Graf, entomologist and Assistant Secretary of the Smithsonian Institution; Robert B. Hall, geographer, University of Michigan; and Wilbur A. Sawyer, medicine and public health, Rockefeller Foundation. Later the membership was increased to seven by the addition of Mortimer Graves, language and literature, American Council of Learned Societies. In the course of time, two members, Drs. Hall and Sawyer, resigned and were replaced by Isaiah Bowman, geographer, Johns Hopkins University; and William Duncan Strong, anthropologist and ex-Director of the Board, Columbia University. In general the Board had sufficient backing to allow selection of members for interest and action, rather than front or prestige.

The Board membership was kept small by deliberate policy. At one point the Board asked the Sponsors to add three more members, preferably in or near Washington, so as to give representation to such fields as history, political science, sociology and psychology. The Sponsors declined, on the grounds that the group was already working harmoniously and new additions might disturb this. In effect, this was true in that the members cooperated well and took a sincere interest in the work. That is, with the exception of the geographers, who, through lack of interest and because of other obligations, never appeared at a Board meeting.

Until 1945 the Board met twice a year, and the mimeographed minutes of the five meetings have been important documents for the present history. At each meeting, the Board reviewed the activities of its Directorate, discussed questions of policy, suggested new procedures, considered appointments to the staff, and approved the budget. The Sponsors thought of the Board as an advisory body to guide and aid the Directorate. However, no seven scholars are content to limit their discussions to advice, and consequently each meeting brought forth many suggestions on broad problems, techniques, and needs. Frequently these resulted in recommending new action for the Washington office, which harassed the poor Director, although seldom were such mandates clearly enough framed to guide his course of activity.

The Board appointed the professional staff members, consultants,

research associates, and the like. It also set up a few subcommittees, such as the ill-fated ones on research and on the Pacific survey to be described later. At the request of the Director, the Board named an executive committee, composed of members permanently or frequently in Washington, who could be called on short notice for advice and approval. This committee, of four members, held some six official meetings at which minutes were kept, but served the Directorate with far greater frequency than this would imply. Insofar as the Board was intended to be merely an advisory group, all-Washington membership would have been desirable.

#### DIRECTORATE

The Ethnogeographic Board's Washington office, the only one it had, was located in the Smithsonian Institution. From two rooms at the start, four more were added as business increased. All these were supplied, serviced, and partly equipped by the Smithsonian Institution. The first Director, William Duncan Strong, served from June 15, 1942, to July 31, 1944, on leave of absence from Columbia University, and since his resignation, Henry B. Collins, Jr., of the Bureau of American Ethnology, Smithsonian Institution, has been Director. The salaries of both were paid by the Smithsonian.

The professional staff consisted of a Director and several "research associates," defined as full-time workers, with or without compensation from the Ethnogeographic Board. Without was more common than with, since only Miss Elizabeth Bacon received compensation from the Board's funds. The others, William N. Fenton, Frank H. H. Roberts, Jr., Homer Barnett, and Henry B. Collins, Jr. (later entitled Assistant Director), were all on loan from the Bureau of American Ethnology. The Smithsonian provided some secretarial assistance, in particular the service of Miss Mae W. Tucker, but the Washington office also had one or two full-time secretaries of its own. These include, for the period covered, Mrs. Ethel C. Ford, Miss Anne Fromme, Miss Elizabeth P. Clark, and Mrs. Mary Jane Miller.

All members of the professional staff assisted in the information service, and many of the reports show their collaboration. However, each research associate had a particular assignment. Dr. Collins was in charge of "research," by which was meant bibliography and other sources used in preparing reports and supplying information. Dr. Fenton was first in charge of the area roster, and later of the survey of area studies in American universities. Dr. Roberts was editor of the Board's survival reports, including the booklet "Survival on Land and Sea." Miss Bacon assembled the area (and language)

notes, and participated in the survey of area programs in the universities. Dr. Barnett served as the executive secretary on the Pacific Survey Project, and later as director of the War Document Survey.

The staff worked together with remarkable harmony. Only in the case of the survey of area programs did the lack of positive directives cause some confusion. Four of the six staff members were regular employees of the Smithsonian, which, under the circumstances of being in the home building, might have led to divided loyalties. That this was not too disruptive is due in large part to the fact that the Directorate itself was practically a part of the Smithsonian, and certainly took over many of the functions of the Smithsonian War Committee.

The staff was competent, but too limited in number to handle many of the wider aims of the Board, particularly the establishment of sound academic relationships and the development of research promotion. At one point, the Director received permission to appoint a new man, who could relieve him of some of the routine, and at the same time undertake new projects. It proved impossible to find anyone, although many were considered, and some offers were made. This was only partially a question of salary, since the Ethnogeographic Board had reasonable funds. It can be attributed in part to the disagreement among the Sponsors on almost every man suggested, and in part because the job was necessarily of a temporary nature. Those seeking jobs preferred to go to one of the Government war agencies; those with jobs could not be persuaded to take a leave of absence for the purpose.

The question can be raised as to whether part-time personnel might not have been one solution. The Director claimed that the Board could not take on many large projects nor build up sufficient contacts with scholars because there was no staff member to assume such responsibilities. The attitude was that the man must be found first, and then the project or program built around him. If the approach had been reversed, and the project placed first, then it might have been possible to find the people to carry it out. This is merely conjecture, and might not have been possible during the drastic shortage of trained personnel in the war period.

#### COOPERATING COMMITTEES

Five committees were associated with the Ethnogeographic Board even in its prenatal days: the Joint Committee on Latin American

Studies, the Committee on the Anthropology of Oceania, the Committee on African Anthropology, the Smithsonian War Committee, and the Intensive Language Program. A sixth, the Committee on Asiatic Geography, was formed as a result of a Board-sponsored conference. Its relationship to the Board was the same as the others, except that for fiscal reasons its finances were administered through the Board. In theory the Board was supposed to integrate the work of all these committees, although actually each remained an independent entity.

#### CONSULTANTS

Two categories of consultants were defined: "Consultants," who were representatives of committees and other organizations and who cooperated with the Board on a part-time basis; and "research consultants," who worked part-time for the Board without compensation. Both categories were appointed by the Board upon the recommendation of the Director. It was never clear whether the consultants were attached to the Board or to the Directorate. This was not very important because only a few were appointed. Raymond Kennedy, of Yale University, was the only one honored by the title of "research consultant." Five others were named as "consultants": George Peter Murdock, of the Oceania committee; Melville J. Herskovits, of the Africa committee; J. M. Cowan, of the Intensive Language Program; Douglas Whitaker, of the National Research Council; and Robert B. Hall, following his resignation as a Board member on account of war-service obligations.

The consultants were in no way organized in any formal fashion. At the one meeting held for the consultants only two attended. Probably closer affiliation and a greater number of consultants would have been helpful. At one meeting an extension of this type of relationship was proposed in the form of a committee of collaborators, but nothing was done about it.

#### INTERRELATIONSHIPS

The Board and the Directorate were differentiated in fiction but not in reality. Theoretically, the Washington office represented but one activity of the Board, albeit that of major immediate importance. The Board could have set up other Directorates, or conducted a program independently of its Washington staff. But it never did, which makes the distinction between the two difficult to maintain. In actual practice, and in the eyes of all who used its services, the Washington

office of the Directorate was "the Board." Throughout this report the term "Board" is used to refer to the advisory body, the Directorate, or to both combined. Where activities are described, the term usually means the Directorate; elsewhere, as in discussions of policy, it more often refers to total organization. As the emergency activities of the Directorate diminished the question of its relationship to the Board was sharpened. Should the closing of the Washington office automatically dissolve the Board? We now know that the Board expired when its right arm was amputated, but a skilled surgeon could theoretically have kept it alive.

In operation the Board and the Directorate were thoroughly interlocked. The Director attended every Board meeting, made his report of progress, and received advice and suggestions. The Chairman of the Board made frequent visits to Washington, and the executive committee also kept in close touch with the Director. The Washington office had liberal authority to initiate its own activities and was never merely an executive branch of the Board. In fact the minutes of the Board meetings when compared to the accompanying Director's reports sometimes show an amazing gulf between theory and practice. Had the Board ever shown any inclination to assert its independence by a show of action, the issue of relationship to the Directorate would have been raised. However, it never did.

The Board kept in touch with the cooperating committees by having the Director attend their committee meetings, by appointing the committee heads as consultants, by having the Directorate mimeograph and distribute the committees' personnel lists and reports. The Area Roster in the Washington office was the master file for all the committees' specialized personnel data. Only the Committee on Asiatic Geography expressed a slight resentment of the role of the Board as a central distributing agency. In general the cooperation with all committees was effective, although best with those on Oceania and Africa, not only because they were two basic creators of the Board, but also because they were composed of anthropologists, all of whom were old personal friends of the Director.

Representatives of the sponsoring institutions attended every Board meeting and the Director of the Board went to each annual meeting of the Sponsors. The National Research Council, the fiscal agent of the Board, received bimonthly reports, and all four Sponsors got the minutes of every meeting as well as special progress reports:

The Ethnogeographic Board, June 16 to October 16, 1942. A Report to the Sponsoring Institutions.

Director's Report of Progress, January 14 to August 1, 1943.

Brief Summary of the Activities of the Ethnogeographic Board, August 1, 1943, to July 31, 1944.

Report of Progress, Ethnogeographic Board, 1942-1945.

The Conference Board of Associated Research Councils discussed the Ethnogeographic Board at each meeting and sent copies of its minutes to the Director and the Board members.

#### GENERAL

The accomplishments of the Board, to be described in detail, reflect the organization. The Directorate determined the pattern and geared its staff for the various types of services to the Army, Navy, and war agencies. Judging by the quantity and quality of these services, the Board and the Directorate were successful. However, the total organization was inadequate for many needed research activities because the staff lacked the necessary personnel, the Director was too occupied by the immediate urgencies, and the Board itself was too remote and passive.

The Board was supposed to be interdisciplinary, but it is clear from this review of the organization that it was dominated by anthropologists. The Director and the five professionals on his staff, three out of the six consultants, the Chairman and one member (later two) of the Board, and four out of the seven official liaison officers with the Army and Navy were all anthropologists. The Board was created by the anthropological committees of the National Research Councils, and continued to be dominated by the one profession, in spite of attempts to branch out. This overemphasis may possibly have handicapped the full potential development of the Ethnogeographic Board.

#### BUDGET

The idea of an Ethnogeographic Board became a reality when the Smithsonian Institution offered to provide salaries for the Director and one assistant, office space and service, and some clerical assistance. The three Councils at once agreed to add a sum for other expenses during the initial trial period and to consider making an application for further financial support. The Ethnogeographic Board was launched, then, on a budget for the first 6 months of \$3,000, plus the Smithsonian's contribution. Another \$1,000 was added to this as a special item for the Committee on Asiatic Geography. The geographers spent about one-half of their fund, and the Board itself operated successfully on slightly less than its \$3,000.

Before the close of this trial period the three Councils and the

Smithsonian made joint application to both the Rockefeller Foundation and the Carnegie Corporation for annual grants of \$20,000 each. A budget of \$55,000 to \$60,000 for the calendar year 1943 was drawn up, partially on the basis of the first 6 months, but largely on forecasts of heavily increased demands. The Foundations would provide \$40,000 of this and the Sponsors, principally the Smithsonian, would take care of the rest. Fortunately, the Foundations in making their grants did not insist on the calendar limit, but allowed any unexpended balances to carry over, since, at the end of the third year of operation, less than half of the \$40,000 had been spent. This unusual situation requires an examination of the actual expenditures. Table 1 shows these by 6-month periods for the first 2 years.

The budgeted items for each 6 months refer only to Foundation grants and do not include the Smithsonian's contributions. Each estimated budget is about three times the actual expenditures for the same period, as is shown graphically in the chart (fig. 1). The estimates reflect the Ethnogeographic Board's enthusiastic notion of its own potentialities. The actual expenditures show both the Board's ability to get the jobs paid for elsewhere (namely, by the Smithsonian), and its inability to execute many projects. The totals for this 2-year period are:

Estimated budgets from grants.....	\$47,364.94
Expended from grants.....	16,501.00
Smithsonian contributions .....	48,563.98
Total expenditures .....	65,064.98

It is obvious that the Smithsonian Institution has borne the lion's share of the cost. At the end of 3 years the Smithsonian's contribution had amounted to something over \$60,000. This sum went largely for staff salaries, which, it must be noted, except for the Director's stipend would normally have appeared in the Smithsonian's budget. The estimate of \$2,500 a year for office space and service is frankly a guess. The Board could not have rented equivalent space and service for this sum, but, on the other hand, the Smithsonian would have had to maintain it in any case. This is not intended to belittle the Smithsonian's contribution, which, on the contrary, made the work of the Board possible at remarkably low budgetary cost. If the Foundations consider matching funds desirable, they certainly received it in this case. In 3 years the Sponsors matched the grants at a ratio of three to one.

The grossly overestimated budgets reflect in part the Directorate's concentration on low-cost war service in contrast to the Board's wish-

TABLE 1.—*Ethnogeographic Board: Budgets, expenditures, and Smithsonian contributions by 6-month periods for the first 2 years*

	1942B Budget	1942B Spent	1943A Budget	1943A Spent	1943B Budget	1943B Spent	1944A Budget	1944A Spent
A. Board .....	\$685.00	\$199.52	\$3,000.00	\$871.35	\$900.00	\$432.40	\$600.00	\$297.35
B. Directorate:								
1. Salaries .....	1,065.00	980.00	4,080.00	1,772.97	5,580.00	2,026.30	8,880.00	3,734.82
2. General .....	450.00	245.85	4,000.00	458.71	600.00	.....	300.00	.....
3. Office .....	425.00	415.47	1,200.00	559.18	600.00	424.56	600.00	514.59
4. Equipment .....	375.00	255.31	800.00	351.69	500.00	145.00	500.00	244.85
5. Asiatic Geog. ....	1,000.00	451.98	708.90	240.88	468.02	.....	468.02	23.20
6. Pacific Survey .....	.....	.....	.....	.....	1,200.00	.....	1,200.00	51.03
7. Area Study Survey.....	.....	.....	.....	.....	1,200.00	84.57	1,500.00	924.42
8. Contingent .....	.....	.....	1,920.00	545.00	1,120.00	.....	1,120.00	.....
Totals .....	4,000.00	2,798.13	15,708.90	4,799.78	12,168.02	3,112.83	15,468.02	5,790.26
C. Smithsonian:								
1. Salaries .....	.....	9,300.00	.....	10,750.00	.....	10,250.00	.....	12,050.00
2. Rent .....	.....	1,250.00	.....	1,250.00	.....	1,250.00	.....	1,250.00
3. Construction .....	.....	1,213.98	.....	.....	.....	.....	.....	.....
Totals .....	.....	11,763.98	.....	12,000.00	.....	11,500.00	.....	13,300.00
Grand Totals .....	.....	14,562.11	.....	16,799.78	.....	14,612.83	.....	19,090.26

ful hopes for more "research" projects and planning. In the application to the Foundations, for example, the \$55,000 annual budget estimated six Board meetings a year, although no more than two a year were ever held, nor would they have been practical. An item for five consultants a month at \$100 each was not explained in the application nor ever clarified in practice. Six to ten projects at \$500 were itemized by a Board which later restricted grants by policy and seldom considered the employment of part-time personnel. On the basis of 5 successful dinner conferences in 1942, the Directorate es-

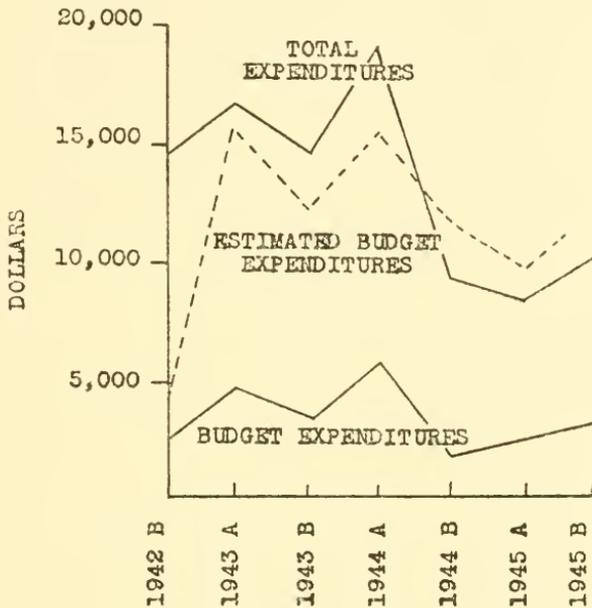


FIG. 1.—Graph of Ethnogeographic Board's budget.

timated 20 in 1943 at a total cost of \$5,000 (\$75 per conference dinner, plus \$3,500 for traveling expenses), but owing to war restrictions only 5 more were held.

In estimating its budgets the Director made allowances for hiring additional staff members. However, this was not necessary for many projects because the Smithsonian loaned members of its staff, which increased its contribution but did not deplete the Board's operational budget. For illustration, the Pacific Survey Project cost the budget only \$51.03. If outside personnel had been hired the Board's expenses would have increased proportionately. The concentration on war service rather than research promotion cut down the costs enormously,

since it took little expenditure to answer questions, distribute materials, and write brief reports. For future consideration, however, it must be remembered that the total costs amounted to about \$30,000 a year which would have to be met by grants if no convenient Smithsonian Institution were available and willing.

#### BOARD ACTIVITIES

The chapters which follow present a description and analysis of the actual activities of the Ethnogeographic Board. No attempt has been made to arrange these in chronological order, a procedure which would be exceedingly difficult and of little general significance. Instead the treatment is a topical one, with an emphasis on techniques and the different types of service.

Service is a multifarious concept, but for the purpose of this description it has been limited to those aspects which actually are demonstrated by the Board's endeavors. Convenient labels have been attached, such as Information, Distributions, Reports, Conferences, and Projects. Each of these covers a rather wide range of activities, as will be illustrated. The caption "Dead Ends" covers the projects and techniques which the Board discussed or initiated, and then abandoned for one reason or another.

It must always be remembered that the Ethnogeographic Board was primarily an emergency body intent on using academic knowledge for the successful execution of the war. There was, to be sure, a secondary purpose, as stated in the published brochure, "to encourage the promulgation . . . of more extensive research projects along the lines of applicable social science, linguistics and human geography." It was the primary purpose, however, that motivated the Director and his staff, and that colored the activities of the Board throughout the first 2 years of its existence. Requests from the Army, Navy, and other war agencies were given precedence above all others. Longer term and more academic projects were consistently postponed in favor of the immediate. It is natural then that the category "Information" stands out most prominently in this history.

Information includes the spot questions about areas or personnel which could be answered by phone or short letter. It includes short reports in answer to requests that required a certain amount of investigation. It includes long reports involving one or more staff members, or the most competent outsiders available. The promotion techniques of the Washington office were intended to spread the scope of this service. The principal files, such as the Area Roster,

area bibliographies, and the specialized library, were assembled and arranged in order to facilitate and improve the information sources.

As the Government agencies became more stabilized, war areas contracted, and foreign intelligence replaced the domestic, the demands on the Board's information service dwindled. The first year of operation was the period of greatest activity. By the end of 1943 requests were notably fewer in number and correspondingly of greater complexity. After 2 years the first Director felt that the Ethnogeographic Board's primary objective had been achieved, and tendered his resignation since, as he stated in a letter of June 21, 1944, ". . . I came to Washington primarily to be of service in the war effort. . . ." He felt that the nature of the activities would, and should, change. His prediction was correct, since the third year was marked by requests for other than pure information.

The Board received its initial direction from those cooperating committees which it, in part, represented. Once connections with War and Navy Departments were established, the nature of their requests controlled the efforts of the staff. At the semiannual Board meetings, the members offered guidance to the Directorate and suggested new action. Since these suggestions were frequently not of a strictly informational nature they were seldom practical for the small, overoccupied Washington staff. The Board members emphasized the dual function, to answer and to sell. The Director gave priority to answering. His office was perfectly willing to distribute and promote any pertinent materials, but did not have time, staff, nor techniques to stimulate the scholarly profession in the production of more salable documents.

The description and analysis starts with the Area Roster, the Information Files, and the Promotion Techniques. Unfortunately, the various activities of the Board cannot be neatly segregated. The roster was compiled largely during the first year, but the information service started the first day. A letter answering a query would often include data on personnel, photographs, bibliography, and a promotion pamphlet, so that any description which separates these activities must not only be somewhat artificial, but also involve some duplication. In some ways this topical approach may seem to oversimplify, but little clarity would be gained by a presentation of the Board's first year's rush of business.

#### AREA ROSTER

The Board built up a file of the area experiences and linguistic abilities of some 5,000 individuals which it entitled: "World File of

Area and Language Specialists." This roster, unique in many ways, was constantly used both by the Washington staff and by other agencies. The emergency value of the roster and its potential future importance justify a detailed description.

#### NEED

Rosters are no novelty. The American public seems to enjoy writing its name and experience on a questionnaire blank, and many an organization finds pleasure in assembling this information in files. Who's Who, American Men of Science, and other publications cover the field of up-to-date biographical references. Most professional societies keep records of the careers of members. All these lists allow some evaluation of the individuals. In wartime Washington, with personnel at a premium, almost every agency drew up its own list of experts or potential employees. These were classed as house documents, not for circulation. Others, like the Office of Strategic Services list of Near Eastern Authorities, bore the label: "Not for distribution to non-Governmental agencies."

Of all the rosters which the Board examined before starting its own, the most important was the National Roster of Scientific and Specialized Personnel (NRSSP). This is undoubtedly the most complete and significant registration of the country's scholarly personnel. Started well before the war, the National Roster makes every effort to record up-to-date information on all scientific fields. During the war it became an important part of the War Manpower Commission.

Before the Ethnogeographic Board was established, each of the area committees felt the need for specialized area rosters. The extant printed biographies and even the National Roster were not satisfactory from the area point of view. The personnel lists assembled by these committees formed the core of the Board's Area Roster and stimulated its expansion to cover the other areas and utilize other sources. A large volume of the Board's information service concerned personnel data, so that it was inevitable that a handy reference file would be needed.

Apart from the practical convenience of an office personnel file, there was a recognized need for a roster which placed the primary emphasis on area. The Board wanted to know who had been where, how long, doing what. The experience of the Oceania committee had shown that if such a list were limited to professionals it would be pitifully small. Furthermore, it was reasonable to assume that significant knowledge and materials on an area could be acquired by

nonprofessionals, particularly those with extended residence. The roster was built up to meet this area requirement.

There was little question of duplication or conflict between the Ethnogeographic Board and its cooperating committees, since, in effect, the Board's roster served as the master file. There was, however, the question of competition with the National Roster. This was carefully considered and amicably discussed by the two organizations. The National Roster was limited to professional scholars of the United States, arranged primarily by discipline and profession, and not evaluated. It placed area and language familiarity in a secondary category. The Board's roster included professionals and nonprofessionals, citizens and foreigners. It emphasized area knowledge, length of residence, and linguistic ability. Instead of competing, the two rosters would complement each other. Actually the staff used the National Roster as a major source for its preliminary lists, which were then checked and sorted according to the area requirements. On the practical side the Board's information service required speed. The National Roster was so overburdened by requests at the beginning of the war that it could not have assumed responsibility for another major job.

The centralization of area personnel information at the Board received military sanction. The Intelligence Branch was worried about the miscellaneous distribution of special personnel lists and formally requested that the distribution of lists, and the master file, be controlled by the Board.

The laborious and painstaking task of building up the Area Roster was assigned to William N. Fenton, research associate. For the first year, as he discovered, this was no part-time job for one man and a secretary. The Smithsonian as usual lent its assistance in the form of clerical help and the services of its archivist, Miss Mae W. Tucker.

#### SOURCES

The cooperating committees furnished the basic personnel lists for the Area Roster. The Committee on Latin American Anthropology furnished an evaluated list of United States anthropologists with Latin American experience. The Committee on Asiatic Geography furnished a list of some professionals. The best evaluated language experts came from the Intensive Language Program's file. The Smithsonian War Committee provided information on the area experience of the Smithsonian staff. This was very useful because the individuals were available at all times. The lists from the com-

mittees on the Anthropology of Africa and Oceania formed the backbone of the roster since they had been built up on strictly area lines. Although the Board kept all these lists and had many of the original questionnaires, only the most promising names were included in the active card file. In some instances a new questionnaire form was sent to the individuals in order to fill out gaps in the information.

The Area Roster was built up for service rather than for complete coverage of the world. Consequently, names were sought for those areas of greatest immediate or anticipated importance. The first ones were the Mediterranean, Africa, and the Pacific Islands. The Board appealed to professional societies and institutions, such as the American Political Science Association, the Rockefeller Foundation, and the Library of Congress, whose members might have special knowledge of these regions. Others, like members of the American Association of Petroleum Geologists, and the American Malacologists Union, could be expected to have special knowledge of terrain and beaches. The offices of both Army and Navy Intelligence gave their assistance. Government agencies with foreign service divisions were not overlooked. The Department of Agriculture and the Board of Economic Warfare agreed to send the roster questionnaire to their experienced employees. The Archaeological Institute of America, the International Labour Office, the Explorers Club, and the International Committee of the Y. M. C. A. furnished names of nonprofessionals with area knowledge. Names of missionaries were obtained from the American Friends Service Committee, the Baptist Foreign Mission, the International Missionary Council, and others. The National Roster of Scientific and Specialized Personnel supplied basic lists of specialists with foreign travel or residence.

The Board members and the Sponsors suggested new sources and even persuaded some societies to send their lists to the roster. Such lists were filed for future reference if not pertinent to the immediate need. For example, the Board had access to the Intensive Language Program's list of language teachers and trainees. Similarly, the American Friends Service Committee deposited a complete set of curricula vitae of specialists on Central Europe who were teaching in the Language-Area programs at the universities. If the Board wanted to include names from these lists in its master file, the society itself was asked to send out the questionnaire, a technique which usually gained a wide response. However, only selected individuals with special knowledge of a strategic area or special linguistic ability were entered in the card file.

Some requests called for special efforts. In response to special requests, the Board obtained a list of Scandinavians in this country from the American Scandinavian Foundation; a list of citizens who returned from the Orient on the Gripsholm from the War Department and the Board of Economic Warfare; and a list of Russian residents from the Russian Students Relief Fund, Inc. Finally, the chain letter system was employed. Each questionnaire or circular which the Board sent to an individual asked for the names of others who might have useful knowledge or experience.

The sources of names were not formally rated, although in terms of a particular project some proved far more valuable than others. In general, the number of sources or card entries was purely pragmatic. If the information from one set proved inadequate, new ones were sought.

#### PRINCIPAL SOURCES

1. American Association of Petroleum Geologists.
2. American Council of Learned Societies.
3. American Friends Service Committee.
4. American Malacologists Union.
5. American Men of Science.
6. American Oriental Society.
7. American Political Science Association.
8. American Scandinavian Foundation.
9. Archaeological Institute of America.
10. Baptist Foreign Mission.
11. Board of Economic Warfare.
12. Chicago Technical Societies, Association Defense Committee.
13. College Art Association.
14. Committee on African Anthropology.
15. Committee on the Anthropology of Oceania.
16. Committee on Asiatic Geography.
17. Committee on Latin American Anthropology.
18. Committee for the Protection of Cultural Treasures in War Areas.
19. Directory of American Scholars.
20. East Indies Institute of America.
21. Explorers Club.
22. Federal Council of Churches of Christ in America.
23. Foreign Missions Conference of North America Committee.
24. Foreign Press Club.
25. Intensive Language Program.
26. International Committee, Y. M. C. A.
27. International Labour Office.
28. International Missionary Council.
29. Library of Congress.
30. Military Government, Provost Marshal General's Office.
31. Military Intelligence Service, U. S. Army.

32. National Roster of Scientific and Specialized Personnel.
33. Office of Navy Intelligence.
34. Rockefeller Foundation.
35. Russian Students Relief Fund, Inc.
36. Smithsonian War Committee.
37. United States Department of Agriculture.
38. United States Department of Commerce.
39. Who's Who in America.
40. Who's Who in Engineering.

#### FILES

The questionnaire blank used by the Ethnogeographic Board was intentionally modeled on the ones devised by the Oceania and Africa Committees. The form, to be sure, was generalized so as to be suitable for any world area, and it was also greatly simplified. (See Appendix B4 for an example.)

The questionnaire stresses the geographic region, the major area, subarea, and specific locality, with which the individual is familiar. He is asked to state the length of his residence in the area by years and months, and to indicate the number of photographs, motion pictures, maps, and other materials which he possesses for each region. The correspondent rates his facility in native or European languages. The occupation, address, phone, place and year of birth are standard questions, as well as professional experience and academic degrees. Finally, the individual is asked to add the "names and addresses of other important travelers." This simple, one-page blank, is accompanied by a sheet of instructions which explains the particular items.

The information on a selected number of individuals was transferred to a printed 5×8-inch card, a sample of which is shown in figure 2. All pertinent data were entered on one side of the card, and the reverse side recorded how, when, and to whom the data were supplied. If an individual was familiar with several areas, a separate card was made out for each. At first, the total information was entered only on the first card, and the others were cross-referenced. This proved so unsatisfactory that subsequent cards were filled in completely.

Each card had a key reference to the source which furnished the individual's name, so that an evaluation could be obtained if necessary. The original questionnaire blanks were filed in alphabetical order, together with a folder which contained pertinent correspondence, some additional information, and any supplementary reports which the individual may have sent in either voluntarily or by circularized request.

Major Area:	Name:				
Sub Area:	Pres. Occ.:				
Country or Island:	Rank:				
-----	Bus. Add.:				
Bus. Phone:	Home Add.:				
Home Phone:					
Place and Date of Birth:					
Profess. Exper.:					
Field Exper.:		from (mo./yr.)	to (mo./yr.)	No. Photos	Movics (feet)
					Maps
Spec. Qualities:					
Ling. Abil.:					
Native:					
European:					
Remarks					

FIG. 2.—Sample of Area Roster filing card. Actual size, 5 X 8 inches.

The information cards were filed by major area (Africa) and subdivision (Abyssinia). A separate alphabetical file of name cards contained no personal information, but noted all areas under which cards for that individual could be found. There was no cross-index by disciplines or linguistic abilities. To find the names of anthropologists who had worked in Africa required a half day's search; but then, this was not the purpose of the roster.

All rosters soon get out of date. The Board was mainly interested in the immediate utilization of its roster and consequently made only casual efforts to keep it current. If new information came in, it was duly recorded, but there was no systematic attempt to obtain it. The Army and Navy would have liked information on the draft status of the individuals, although in many cases such data were available through the National Roster's system of having each of its registrants mail in a card when classified as immediately draftable. At one point the Army proposed that the Board build up a selected roster of regional and language specialists and cooperate with Selective Service in getting them usefully placed in the armed forces. This request produced intense activity among the Staff but, fortunately for the peace of the Board, the Army completely forgot about this plan 3 weeks after it had first suggested it. At the time, however, the Board considered the problem as one of major importance; it is one which has not yet been solved.

The major efforts in building up the Area Roster continued for something over a year, since which time it has received only occasional attention. The December 1943 approximation of the size and coverage of the roster is adequate for illustrative purposes. Over 5,000 individual names were included with an area coverage, including duplications, as follows:

	Cards
Africa .....	2,450
Asia .....	1,300
(e.g., Japan, 200)	
(e.g., Burma, 75)	
Europe .....	2,550
(e.g., Germany proper, 200)	
Latin America .....	1,600
North America .....	300
Oceania .....	2,450
(e.g., Sumatra, 175)	
(e.g., Philippines, 500)	
Total .....	10,650

## EVALUATION OF INDIVIDUALS

Every compiler of a roster ultimately faces the problem of evaluating the individuals on his list. For example, when a man writes in "fluent" to describe his ability in speaking Malayan, what are the chances that he has more than a halting, 10-word vocabulary? This may seem far-fetched, but experience has shown otherwise, particularly when the rating is done by the individuals themselves.

Evaluation, except for such sweeping generalizations as "good" or "terrible," must be done in the framework of a particular request, job, or project. Attempts to evaluate in terms of hypothetical frameworks are time-consuming and of dubious value. For example, the Committee on Latin American Anthropology set up a jury of eight to rate the linguistic and professional qualifications of each anthropologist on its list, but even this simple technique broke down when the Joint Committee on Latin American Studies tried to apply it to historians, sociologists, language teachers, and others. These fields were so large that no jury could possibly be personally acquainted with any significant number of the individuals.

The Ethnogeographic Board made an over-all rating by inspection and selection. Each questionnaire was examined to see if the individual's experience and materials might be of service. If so, the entry was made on the filing card. Other evaluation techniques were utilized only when a particular request made them necessary.

The Board was frequently asked to recommend someone for a particular job or to furnish the names of individuals with specific area knowledge. In these cases the Board's obligation was defined by a memorandum from Military Intelligence Service: "In all cases, the qualifications of such scientific personnel will have been evaluated by the Ethnogeographic Board, and their loyalty and reliability been investigated by the Counterintelligence Branch, War Department, or equivalent agencies." For these evaluations, the Board used the standard biographical reference books, sought the opinions of others in the man's professions, and checked with the source which had furnished the man's name. Some evaluations were made by the cooperating committee which specialized on the area in question.

Many individuals in the Area Roster were sent requests for maps, photographs, and specific information on a particular area. Rough evaluations were used in selecting the individuals who would receive these requests. For example, the Oceania Committee had followed up its original questionnaire with a second one calling for details of resources, topography, and population of certain islands. A gen-

eralized judgment of the individual's real knowledge could be obtained from these answers. Likewise, a rough rule-of-thumb evaluation was based on the length of residence in an area, the particular interests, etc.

Most questions of linguistic abilities were turned over to the American Council of Learned Societies which was better equipped to make a judgment or administer a test. In some cases, however, the Directorate handled such requests. For example, a request came for a list of Russian-speaking personnel in this country who had professional training equivalent to the Ph.D., especially in engineering, medicine, dentistry, physics, and other technical sciences. The roster contained few such names, and sources like *Who's Who in Engineering* had equally few. The Board turned to the National Roster and got a list of scientists, many of Russian birth, who claimed to be familiar with the language. The Russian Medical Society, the Russian Student Fund, Inc., and Dr. Paul S. Galtsoff furnished other names. All these lists were turned over to a competent Russian scholar who rated each individual's claims on the basis of his education in Russia, the duration of his residence and his general background. Out of 251 names from the National Roster, 139 were accepted as competent.

For some requests, however, the Board used a shotgun technique in preference to time-consuming methods of evaluation. Five hundred or more selected names from the roster would be circularized, and if the salvo brought down a brace of fat ducks everyone was happy. It usually worked.

#### USES

The Area Roster received extensive use. It was consulted at some point by every war agency and by most of the prominent civilian agencies. At first the agencies concerned with military matters had the greatest interest in personnel information, but later the roster was consulted frequently by those interested in rehabilitation, relocation, and postwar planning. The Board encouraged direct consultation of its roster by distributing a mimeographed description of its nature and content to many Government agencies. To all who came, the staff offered personal assistance in order to obtain the most effective results.

The staff made constant use of the roster as part of its information service. A letter which furnished area information would also list the names of individuals who knew the region and consequently might be able to supply additional material. In this sense the use of

the roster definitely overlaps the information service category of this history.

#### I. LISTS OF SPECIALIZED PERSONNEL

The staff drew up lists of specialized area personnel both on request from an agency and in anticipation of needs. Some of these had a confidential, restricted distribution; others, considered to be of wide interest, were mimeographed. In a very real sense these lists served the purpose of a cross-index to the roster. Examples of such prepared lists are:

- Confidential personnel list of Thailand.
- Confidential personnel list of French Indo-China.
- Confidential personnel list of Malaya.
- List of Russian-speaking authorities.
- Partial list of Oceania experts in Washington.

Some of the lists contained rather detailed information, others were simple, depending on the purpose. The list of Oceania experts in Washington includes name, office address and phone number in Washington, profession, and the specific islands known. This was sent around with a note asking for additions and corrections, and many were submitted. Following this, the Board built up a more extensive file of scientists and regional specialists in or near Washington, which included over 1,000 names and was constantly revised. This file enabled the Board to bring questioner and expert together without delay.

Most requests were for the names of individuals who had lived or traveled in some area. Some were turned over to the cooperating committees for answers. For example, the Africa committee handled an Office of Strategic Services request for a short list of businessmen, government employees, and native leaders, resident in Liberia; and an Army request for individuals with experience in Africa who had served in any branch of the Armed Forces previous to 1935.

A reply to a simple request, such as a list of people who had lived or traveled in Gambia, included the name, address, business or profession, and months and years residence in the area. Sometimes the names of those who appeared to be most suitable in terms of the request were starred. Some requests were very specific. One called for an evaluated list of personnel having an intimate knowledge of coastal conditions in (1) Louisiade Archipelago; (2) South Papuan Coast, particularly east of 146° east longitude; (3) Bismarck Archipelago. At least one conchologist was wanted who knew each of the areas. The list was sent, shell specialists and all, within 6 days. Some

requests specified disciplines, for example, social anthropologists with field experience in social analysis. Others desired names of individuals who might have specific materials, such as large-scale maps of Greece. When this last request was answered, the accompanying letter pointed out that most of the individuals were archeologists and consequently it might be advisable to inquire about Balkan maps in general at the same time.

## 2. SOURCES OF PHOTOGRAPHS

More elaborate compilations utilized the detailed information contained in the roster. These are illustrated by the "Sources of Photographs" lists. The roster questionnaire included data on numbers of photographs, feet of motion picture film, maps, and other materials such as diaries, unpublished manuscripts, etc. Dr. Fenton compiled this information in terms of the areas which would most likely be of greatest interest to the Army and Navy, after considered consultation with the respective liaison officers. One compilation consisted of four parts and an index, entitled as follows:

- I. Sources of photographs on Netherlands East Indies; not already requested by the Navy Department; together with a map showing their distribution.
- II. Sources of photographs on Southeastern Asia (Burma, Thailand, Indo-China and Malaya).
- III. Sources of photographs on Japan (Chosen, Japan, and Formosa).
- IV. Sources of photographs on the Philippine Islands.

Index to sources of photographs of I-IV above.

These four sections and index made up a manuscript of 188 pages. After each individual name was the standard information on nationality, address, profession, years and months of residence in the area, and also the quantity of pictures, maps, and miscellaneous information which he claimed to possess. If any war agency had already requested the materials, this fact was noted together with the name of the agency. Those whom the Ethnogeographic Board had already circularized for the Navy were not included, as the document titles state.

The sources of photographs for each particular region were indicated by numbers on a large-scale map. In the index the names in the four reports were numbered consecutively so that a reference to the specific sources of photographs could also be indicated on the maps. The job of actually obtaining the photographs and other materials was left in the hands of the Army and Navy.

### 3. PERSONNEL INFORMATION

The Board's roster served as one source for employable personnel, particularly when cross-checked by one of the cooperating committees or Sponsors. Samples of such requests are: a man to write the Soldier's Handbook on Eritrea; a man to check a military phrase book in "Pidgin English"; a good cultural-relations officer for the Caribbean area. The Board was able to furnish the names of several individuals who spoke a specific Oceanic dialect, in spite of the fact that other informed sources had claimed that no such people were available. The Army, Navy, and other Government agencies used the roster to obtain names of prospective officers or employees with foreign experience. Some use was also made of the roster by universities seeking special teaching personnel for their foreign area and language courses.

### 4. FOLLOW-UP INTERVIEWS

At several Board meetings the possibility of interviewing people with extensive area travel or residence was discussed, but never tried out. However, this was done by some agencies such as the Office of War Information, the Army and the Navy. It is costly and difficult to interview a group of people scattered all over the United States. In order to simplify the procedure, the Navy, in 1944, asked for a special list of area experts arranged according to United States subregions represented by Naval District Offices. The Board selected 550 important card entries, made two photostats of each, and classified these by States and institutions. One set of photostats was for the Navy's central file, the other for the District Officers'.

### 5. CIRCULARIZING

At first the military departments handled all follow-up requests for photographs and information, but later the Board was entrusted with a good proportion of this work. The Army or the Navy designated the specific area, such as the Balkans, Japan, or a Pacific Island group, and the type of information desired. The Board then selected a long list of potential names from its roster and sent the request to each individual. An accompanying letter gave details about the type of information, photographs, and maps which were needed. (See Appendix C for samples.) If Army and Navy requests differed, this was explained. In order to avoid duplication the letter asked for the name of any other war agency which had solicited the same informa-

tion on materials. In some earlier individual requests, the correspondents had been asked to send their information directly to the Board, which would turn it over to the Army or Navy. This had sometimes aroused suspicion. Consequently, the later requests enclosed Navy or Army franks so that the materials could be sent directly. By this means it was unnecessary to give any elaborate explanation about the Ethnogeographic Board, although the printed brochure was enclosed for good measure. If the roster did not contain enough names, other sources were used. For example, good materials on the Mediterranean were obtained by circularizing the membership list of the Archaeological Institute of America and of the American School at Athens.

A recent illustration shows the results of this circularizing technique because it was handled entirely by the Board. The American Commission for the Protection and Salvage of Artistic and Historic Monuments in War Areas wanted Baedeker's Guides to Germany and Austria for its special Army officers. As the Commission had already canvassed the large art galleries and museums and the second-hand book dealers, supplies of Guides were exhausted and the Board was asked to assist. A mimeographed letter which explained the need and requested the sale or donation of such Guides, was sent out at the end of April 1945 (See Appendix C4). The statistics on June 15, 1945, were as follows:

Total requests mailed.....	473
Requests not answered to date.....	288
Negative answers with no new names suggested.....	92
Negative answers, but with new names suggested.....	58
Affirmative answers .....	35
Baedeker's Guides received.....	63

The Guides received in response to this request proved sufficient for the needs of the American Commission and circularization was stopped. The Director, however, offered to send out a new batch of letters if the situation changed. Many of the Guides were received from members of the Archaeological Institute of America of which William B. Dinsmoor, a member of the American Commission, is president.

#### APPRAISAL

It was inevitable that the Ethnogeographic Board with its emphasis on world areas would build up a roster of area specialists. From the point of view of technique of procedure the job was well done. The emphasis on area and language, the simplicity of the questionnaire and the filing system, the concept of usefulness rather than

completeness, were all consistent with the primary purpose of the Board. The roster was available to all agencies, both requests and consultants received personal attention, and the service was rapid and accurate—all important factors in wartime Washington.

The service was good, but a fair estimate of its effectiveness is impossible. What use was made of the many lists which the staff prepared, either on its own initiative or on request? Presumably the Navy, Army, or some other agency wrote to the individuals or interviewed them, but the quantity or quality of this follow-up is not available in the Board's records, and probably never will be. The letters of acknowledgment are polite enough. For example, the Sources of Photographs Reports I-IV were acknowledged as follows by a Rear Admiral: "The Navy Department is very appreciative of the time, work, and effort of the Ethnogeographic Board in preparing these valuable lists, compiled from your World File of Regional Specialists, and especially wishes to compliment you and Dr. Fenton for the excellent way the studies have been prepared." This shows genuine appreciation of the service, but gives no basis for evaluating the results. There is some indirect evidence that useful photographs were obtained, but it is not a matter of public record owing to the confidential nature of the material.

It is unfortunate, although understandable during the war, that the Ethnogeographic Board was not allowed to assist in the interviewing. The representatives delegated to examine the Area Roster were not always of the highest caliber, and it is probable that the interviewing was not always in the hands of those skilled in this technique. The Board might have been able to make a real contribution by selecting the interviewers. Few area specialists would be able to answer the questions about beaches as framed by the Army instructions: "Degree of slope, both above and below high tide level; nature of adjacent terrain . . . ; currents, tides and surf—seasonal variation; offshore obstructions. . . ." However, some of this information might well have been obtained by a trained interviewer who talked about sailing, fishing, swimming, and picnics.

Even in those cases where the Board sent out circular requests it is difficult to judge the results because the materials were sent directly to the Army and Navy. However, some of the replies are in the office files from which it can be ascertained that the quantity response was good, but that quality was often sketchy. Many of the individuals had already been approached by the Office of Strategic Services or some other war agency. From the small amount of material that the Board received directly, and from the liaison officers'

reports, it is certain that at least some important results were obtained. Furthermore, both the Army and Navy continued to request this service, which would not have happened if the results were all negative. If the request for the Baedeker's Guides is at all typical, the effective response could be estimated as between 7 and 8 percent, which is certainly creditable. In many cases the approach was somewhat hit or miss, but the over-all impression is that the hits were frequent enough to justify the procedure.

Although the Area Roster continued to be of some service until the closing of the Board, its future value is dubious. An ex-traveler or resident is seldom as good a source of information as the man on the spot, and unoccupied spots have diminished rapidly. The Board did not undertake the recording of all the new experience and training, so its files are largely outmoded. The 5,000 names now in the card file could probably be reduced to about one-tenth of that number, whose experience would be of postwar value. If this were done, the task of building an up-to-date file would be simplified. The Board's roster technique could be followed in a future emergency with about the same success. There will always be sources of names for questionnaires and follow-up requests or interviews. Perhaps, however, a more systematic registration of area experience and trained personnel will be devised in the interim.

Obvious lacunae in area knowledge and personnel influenced the building of the roster, but the files themselves do not permit any sound evaluation of the true situation. The greatest efforts were made to fill in the little-known regions. Areas outside the war theaters were intentionally neglected, and little attention was paid to the better-known countries of Europe. In other words, the roster does not serve as a yardstick for the specialized personnel of world areas. Some have considered the inclusion of so many nonprofessionals a deplorable situation, but it is equally valid to use this as an indication of the value of registering the experience and organizing the knowledge of "amateurs."

#### INFORMATION FILES

With the exception of the Area Roster and the Cross-Cultural Survey file, the Washington office had few systematic information files. The advisability of creating a backlog of information and sources in anticipation of needs was discussed at one of the first Board meetings, but relatively little was ever done about it. Instead, the Directorate depended on its own knowledge of sources and on the resourcefulness of its Sponsors. This was a deliberate policy.

The Director's diary records an interview with a Navy representative who came in to ask about motion picture films for area instruction. The Director agreed to locate and evaluate practically anything that was wanted but added that he was not interested in making more lists such as everybody else was doing.

#### BIBLIOGRAPHY

As an important part of its information service the Board supplied the agencies with bibliographical references, and often the books themselves, either upon direct request or as supplementary material to a report. Henry B. Collins, Jr., present Director of the Board, and formerly Assistant Director, was in charge of all "research" activities, including the bibliographical. A basic area bibliography resulted from his personal survey of the resources of the Library of Congress, the Smithsonian Library, and the Library of the Department of Agriculture. Like the roster, the bibliography was directed toward immediate needs rather than completeness. Additional references were sought in terms of specific requests. Since the bibliography followed the area pattern, geographic references were most frequent. Each item was evaluated in terms of maps, illustrations, and type content.

The bibliography was not arranged in any formal card catalog. Some of the references of general interest were included in a mimeographed report entitled "Area (and Language) Notes" and distributed to the universities with area study programs. It is possible that more of the bibliography might be worth organizing for a permanent record.

#### REFERENCE LIBRARY

The Washington office was in the building that houses the splendid Smithsonian Library, so the Board did not have to accumulate many books of its own. Standard biographical references, and books of a general nature on important regions, particularly ones with good bibliographies, were purchased, and some Government documents, both published and mimeographed, were acquired. All these books were acquired for their usefulness and convenience, but there was no intent of building up a specialized library.

#### SURVIVAL LIBRARY

From its inception, the Board took a special interest in survival literature. The staff's ethnologists were particularly irked by re-

ports of stranded aviators practically starving in tropical jungles which had plenty of edible resources if knowledge of their recognition and preparation were available. The Board stimulated the preparation of many reports on how to survive which received wide circulation in Army and Navy service publications. The Board also built up a special library and bibliography on the subject of survival. It acquired many manuals published by the Army and Navy, such as the War Department's Basic Field Manuals, and the Bulletins of the Arctic, Desert, and Tropic Information Center, as well as those published outside of the Government, such as "South Sea Lore," by the Bishop Museum, and "Food is Where You Find It," by the Auckland Institute and Museum. Military Intelligence Service furnished copies of many of its unpublished reports on the subject by regional officers.

This was probably the only survival library in Washington, in spite of the fact that most of the materials could have been acquired by any Government agency. A special committee appointed by the Joint Chiefs of Staff to assemble such books, curtailed its activities after seeing the Board's collection. The survival library was consulted frequently by the writers of many manuals and pocket guides, and contributed to the preparation of the Board's own booklet, "Survival on Land and Sea."

#### PHOTOGRAPHS

The staff handled many photographs but did not maintain any special files. Most photographs were turned over to the war agencies immediately, or returned to their owners. Exceptions were illustrations on the subject of survival and Dr. Collins' personal collection of Arctic photographs. Because many agencies were better equipped to copy and file photographs, the Board was able to concentrate on sources rather than actual prints.

#### CROSS-CULTURAL SURVEY FILE

The Cross-Cultural Survey was established in 1937 by the Institute of Human Relations, Yale University, under the supervision of George Peter Murdock, professor of anthropology. Its original purpose was to assemble and organize the literature on primitive peoples of the world. When the United States entered the war, the Survey was revised, and, after consultation with the Navy, concentrated on the literature on the Japanese mandated islands of Micronesia and other Japanese possessions. In 1943 the Navy took over the work

of the Survey, still under the supervision of Dr. Murdock, now a Commander, USNR. The Ethnogeographic Board, through arrangements with the Navy and the Institute of Human Relations, became the depository of a copy of the file in order that Government war agencies might have access to these valuable materials.

The Survey file contains full abstracts from over 1,000 books, reports, and articles on Micronesia, Formosa, the Ryukyu, Izu, and Kurile Islands. Foreign language materials are translated into English and everything is typed on 5×8-inch cards and filed by area, topic, and subtopic. The file contains approximately 70,000 cards, exclusive of reproductions of maps and illustrations. A simple printed guide makes it possible to assemble information on the 295 main topics with ease and rapidity.

The Cross-Cultural Survey's staff used the files to prepare a series of "Strategic Bulletins of Oceania" which were widely distributed by the Board. After 1943 similar bulletins were prepared for, and distributed by, the Navy Department.

The Director issued a mimeographed statement which described the files and invited all agencies to use them. The response has been continuous, particularly by the Army, Navy, Office of Strategic Services, and the Foreign Economic Administration. The first interest was predominantly military, but more recently the files have been consulted for information on forests, industries, peoples, diseases, and the like. These files will continue to be important as a source of background information, even in the postwar period. Although the Board assisted the Government representatives in their consultation of the survey, it made little use of the materials itself.

#### GENERAL

A few miscellaneous lists contain general information on the sources of regional motion pictures, and the letter files contain folders on many potential sources of information, such as professional societies, institutions, and individuals. In summation, the Board's experience shows that a rather extensive service operation can be conducted without any elaborate information files. Bibliographies, lists, and detailed files are not only time-consuming to assemble, but are apt to become ends in themselves. The Board preferred action to system. This was possible because of the close relationship of the "promotion" activities to other aspects of the Board. By keeping in close touch with what was needed, little time was wasted on side lines.

## PROMOTION TECHNIQUES

One of the first requirements of a new organization is to establish connections which will make its services known. Promotion was a major endeavor of the Washington office during its first 6 months of operation. Ways and means of establishing relationships were discussed at the Board meetings. It was agreed that the Director should have a free hand in his official and unofficial relations with representatives of Government agencies, on the ground that any rules and regulations would only hamper him. The point was a good one, because it is easily seen how complicated rules restrict the service activities of many Government agencies.

The Ethnogeographic Board faced a dual promotion problem, namely, the establishment of contacts both with the Government and war agencies, and with academic institutions and scholars. Some techniques cover both fields, but on the whole the approaches are distinct.

It is axiomatic that the best publicity is successful and significant performance. The Board's standard activities, such as distributing mimeographed lists, preparing area reports, and sponsoring dinner conferences, served the secondary purpose of advertising its services. The availability of the Area Roster and the information service was also good publicity. However, these were not techniques aimed primarily at establishing public relations and consequently will be discussed elsewhere.

## GOVERNMENT RELATIONS

The Directorate had considerable success in establishing the Board in war-confused Washington in spite of marked competition from Government agencies, both old and new, which were making every effort to get themselves known and heard. The backing by four powerful and well-known Sponsors was highly important, first in establishing connections, and second in allaying suspicion that the Ethnogeographic Board might not be what it seemed. Although the promotion techniques were not particularly unique, they deserve to be examined for the record.

## I. PERSONAL CONTACTS

The Director spent a large part of his time in the initial months meeting people in Government agencies and following up all leads. He was already widely acquainted with Washington from his previous post at the Bureau of American Ethnology from 1932 to 1937.

Being an anthropologist, he found colleagues in practically every Government agency. Members of that relatively small and intimate profession were in great demand because of their knowledge of areas outside the continental United States. The Director entertained at small lunches and at his home, and on each such occasion explained the nature of the Ethnogeographic Board and its services. He attended conferences arranged by the war agencies and the Sponsors, where he not only met new people, but also told how the Board might assist. The records show his attendance at 11 major conferences between December 1942 and February 1943. A name and address file listed those individuals known personally by the Director and considered to be potential customers or valuable sources of information. By 1943 the file contained over 400 names, representing every major military and Government agency.

## 2. LIAISON OFFICERS

The Board established formal liaison with the Army, Navy, and some of the war agencies. Although this was an old, established technique, it was still effective, as demonstrated by the cooperating committees. In May 1942 the Smithsonian War Committee had arranged with Military Intelligence Service for a formal representative and, when the Board was established, the services of this officer were immediately transferred to it. The Director made a similar arrangement with the Navy within the first 2 months. Liaison was also established with Air Intelligence, Army Map Service, the Office of Strategic Services, and the Surgeon General's Office and was discussed, at least, with several other agencies.

The technique of establishing such liaison with the Navy is an example. Following a visit by the Director, Naval Intelligence asked the Board to prepare a report on a Pacific area. The Navy was impressed by the quality of the report and the speed of the service. This gave the Director an opportunity to present an argument for the advantages of permanent liaison. Such appointments were more than gestures on the part of the Army and Navy Intelligence Branches. For example, the Army followed up with a memorandum "For the Chiefs, All Groups, Branches and Sections, MIS." This included a statement about the Ethnogeographic Board and the services it might render, and indicated the procedure for utilizing these. The liaison officers held frequent consultations with the staff, in which they presented requests from their offices and in turn took the Board's reports for distribution in their own branches. In this

way the Board was able to anticipate many needs, and the military agencies were kept informed about the Board's materials and the projects under way. The Director could ask whether the Military would be interested in such and such a project and receive a direct answer. Furthermore, the liaison officers drew up outlines for the Board of the type of information needed, the form of presentation, and the time available for its assemblage.

Although in theory liaison should be effective with any agency, in actual operation the best results were obtained with Naval and Military Intelligence, particularly the former owing to the personal interest of Capt. Ellis M. Zacharias, Deputy Director of ONI, and the ability of the officers assigned to the Board, Lt. (now Comdr.) C. M. Terry and Comdr. Richard F. S. Starr. Liaison with other war agencies was never too effective, and was apparently impossible with the civilian agencies. This may be because the armed forces had the most urgent need for this type of area information, or perhaps it could be explained in the words of one of the Director's reports: "Civilian Government agencies, in Washington as elsewhere, tend to become self-sufficient within the limitation of the Bureau of the Budget." One generalization stands out clearly. The most valuable liaison officers were not those who best understood the work of the Ethnogeographic Board, but rather those who were thoroughly familiar with the organization and operation of the office which they represented. The Army seemed to feel that it took one anthropologist to understand another, which is perhaps true, but does not lead to the most effective service liaison. (This is intended as a sound generalization, and not as a deprecatory comment on the merits and abilities of the three commissioned anthropologists who served successively as liaison officers to the Ethnogeographic Board. These three would, I believe, agree with me.)

The possibility of naming a Washington staff member as a liaison representative to some agency was never elaborated, although two were appointed at the request of the Office of the Provost Marshal General and of the Emergency Rescue Agency of the Navy Department. The Board felt that it was amply represented elsewhere by its Board members and Sponsors.

### 3. PROPAGANDA

Once established, the Board prepared a mimeographed statement about its organization, membership, and purpose, and this was printed later as a small brochure. This statement was widely

circulated in Washington and helped to make the Board known, if anyone in pamphlet-showered Washington found time to read it. The distribution outside of Washington was more limited. It was customary to include the brochure in each of the circular letter requests for area photographs or information, but there was no systematic coverage of the universities and scholars.

Two supplementary statements about the Board's services were also sent to many Washington agencies. One was a "List of Mimeographed Materials Available to National War Agencies upon Official Request to the Ethnogeographic Board." The other was a description of the World File of Area and Language Specialists, and the Cross-Cultural Survey file on the Japanese Mandated Islands in the Pacific. The true effectiveness of these is demonstrated by the numerous requests for the mimeographed materials, and the many representatives who appeared to consult the two files.

The publicity in newspapers and journals was limited. An article was prepared for *Science*, October 23, 1942, one for *The Scientific Monthly*, August 1943, and a general review was included in an article on "Smithsonian Enterprises" which appeared in *Science*, November 6, 1942. A news release through the Smithsonian press service reached many local papers in abbreviated form. This brought in a number of letters from world travelers, some of whom were sent questionnaires and added to the Area Roster. Periodic statements of progress were sent to the Sponsors who made summaries for their annual reports.

Two admirable qualities of the Ethnogeographic Board are that it did not seek flashy publicity (although some of the queries were tempting, e. g., "Are there snowshoes for horses?" and "What are the results of eating bearded seal liver?"), and that it was not jealous about credit. Many of its reports were published, in part or in whole, in Army and Navy service journals. The Board placed no restrictions on the use of these materials, although it did ask for the courtesy of a credit line. However, when this was not given, as was usually the case, no complaints were registered.

In over-all appraisal, the Board was successful in establishing wide and effective relationships with Government agencies, particularly those most likely to use its information services. However, if the Board had decided to undertake projects of a longer term, and more academic nature, once its information service had largely ceased, new promotion efforts would have been needed.

## ACADEMIC RELATIONS

The Ethnogeographic Board did not devise any special promotion techniques for establishing relationships with the academic institutions, but depended on its Board members, consultants, cooperating committees, and Sponsors. The articles in *Science* and *The Scientific Monthly* and the summaries in the annual reports of the Councils reached many scholars, and most of the leading professional societies were reached by correspondence, particularly in connection with the Area Roster. The brochure and some of the mimeographed materials were sent to a few institutions and scholars, although without systematic coverage.

Although a sizeable number of scholars learned about the Ethnogeographic Board, either directly or indirectly, the relationships were inadequate in that few appreciated the potentialities of this direct channel to Government for their scholarly programs and research. The Director was aware that the academic relations were unsatisfactory and brought up this subject at practically every Board meeting. The analysis of this problem involves much more than promotion techniques and, consequently, is reserved for a later discussion.

## INFORMATION

One of the major functions of the Washington office during the first year and a half consisted of answering questions. The Area Roster and the information files were assembled for this purpose. The promotion techniques encouraged Government agencies to ask questions, and the staff even assisted in phrasing these so that they could be answered more effectively. Judging by the quantity of inquiries received, these services were amply utilized. Queries came in by telephone, official visitors, and by mail. The liaison officers forwarded others from many branches of the Army and Navy.

Some questions could be answered immediately, others involved several hours or days of search. The more substantial questions, and their answers, were kept in a card file, but there is no record of all the ones answered quickly. All letter requests and copies of answers were available, so that these, plus the card file, allow a general description of the nature, source, and variety of the questions, as well as the Board's technique and effectiveness in answering. The questions can be grouped into several major categories, although these are not always mutually exclusive, owing partly to the complex

nature of some of the questions and partly to the fact that the categories themselves are somewhat artificial. However, the groups serve to illustrate the nature of the information service.

### PERSONNEL

The majority of the questions were, either directly or indirectly, about people. One-third of the requests listed in the card file were concerned exclusively with personnel, and many of the others asked indirectly about individuals with special knowledge or training. Some examples of these questions and answers have already been given in the description of the Area Roster. Some of the queries, however, could not be handled by quick reference to the roster, particularly if the qualifications involved went beyond the limited information included in the roster questionnaire. Various types of personnel inquiries are illustrated:

#### I. SPECIALISTS

Requests came in for people who could speak little-known languages like Motuan (Southeast Papuan dialect), or Fijian, and for individuals able to read Amharic, Japanese, or Hebrew script. One agency wanted a man who could check a phrase book in Pidgin English for West Africa. Most of the questions which involved linguistic abilities were answered by the Intensive Language Program staff or others at the American Council of Learned Societies.

#### 2. REGIONALISTS

Who were the travelers who had recently been to the Gilbert Islands, to the Japanese Mandated Islands, to Marcus Island, to Bora Bora in the Society Islands? Who might have motion pictures of the Arctic? What were the names of some individuals in Oceania who could be used as native informants? Most questions of this simple regional type could be answered by consulting the Area Roster.

#### 3. SPECIALISTS AND REGIONALISTS

Some inquiries were for professional or specialized personnel who also knew particular regions. Some of these were general requests for geographers who knew the Arctic, Asia, or Latin America, or regional botanists who could aid in preparing the Army and Navy manuals. Others were for men with specific knowledge on the weather conditions in Alaska or navigation conditions in the Arctic. One

call was for anthropologists who knew the peculiar forms of tattooing in the Casablanca area. Other examples: a Washington dermatologist familiar with tropical skin diseases; an expert on crocodiles in the Southwest Pacific; agriculturalists familiar with types of containers used for shipping out of North Africa; businessmen and engineers familiar with Japanese industries. Some wanted specialists who could check a manuscript on Arctic instruction for aviators; check the accuracy of regional films; assist in writing soldier's handbooks. Answers to most of these questions involved consultation with the Sponsors, the Smithsonian staff, and other professionals in Washington.

#### 4. EMPLOYMENT

Many questions concerned qualified people for employment: A curator for the enemy-weapons section of the Quartermaster's Corps; civilian experts on the Arctic, desert, and Tropics for commissions in the Army Air Forces; people who could be sent to Portuguese East and West Africa by the Board of Economic Warfare; an editor of Latin American materials for the Joint Chiefs of Staff; a research analyst for the Balkans and East Section of Navy Intelligence. Some universities turned to the Board for names of teachers in the area-language programs.

#### 5. EVALUATION

Besides suggesting candidates for certain jobs, the Directorate was called upon to evaluate the abilities and scientific standing of individuals being considered for jobs. Through the roster, the cooperating committees, the Sponsors, and many other sources of information, the Board was able in almost every case to furnish names and evaluations.

#### SOURCES

A second large category of questions is characterized by requests for sources of information. In general, the personnel category clusters around the question "Who?", the source category around "Where?". The Board's principal sources were individuals, committees, institutions, Government agencies, and, most important of all, bibliography. Dr. Collins' work of ferreting out significant area references has already been described and the usefulness of this bibliography is illustrated by the information service.

## I. BIBLIOGRAPHY

The bibliographical references furnished by the Board cover a wide range of regions and topics. Both general and specific references were supplied for such diverse regions as Nunivak, the Aleutians, Honduras, Gambia, Formosa, Spitzbergen, Burma, Sokotra, Mauritius, Albania, Italian Somaliland, Dutch Timor, Nicobar, Gough, Celebes, and Tripoli. Most requests were for geographical titles, but a few involved specific programs, for example: Sources on the Aleutians for instruction of Army engineers; sources on Albania to aid in planning a child-care program; list of basic sources for establishing a foreign-area library at an Army Staff College.

Common requests were for books with regional maps, such as a map of Copenhagen showing the location of art galleries and museums, or large-scale maps of Germany which marked county and city boundaries. The Board did more than wait passively for requests. For example, Dr. Collins compiled a list of publications containing large-scale maps of the Netherlands New Guinea, New Britain, and other South Pacific islands, and presented this list to the liaison officers. This was also done whenever a book with unusually good maps or pictures of some little-known region was encountered. Many agencies asked for books with illustrations. Not all were limited to topography and beaches, as demonstrated by requests for good pictures of the Ainus of Japan and for illustrations of common insect parasites. Some requests were for both regional and discipline bibliographies, for example, on Siamese botany, on race, on African agriculture, and on the *Conus* genus of poisonous mollusks. Others wanted linguistic references on the Lingua Geral of Brazil, on Tibetan dialects, on Eskimo vocabularies, on Pidgin English, or on the distribution of languages in Europe.

In a few instances the inquiries were for rather specialized bibliographies. Some of these include: Publications with information on the financial organization of Japanese companies exploiting the mandated islands; bibliography on rocks and rock coloration for camouflage in the South Pacific; references on the food, clothing, and culture patterns of North Africa, particularly Tunisia, for making relief pictorial maps; books with information on Greenland's hospital facilities, educational facilities, police systems, and religious organizations; titles for data on acculturation through medicine men in Central America.

The Board was able to supply references for a large number of these varied topics from its files, or from its constant perusal of

Washington libraries. Some, however, were prepared for the Board by the cooperating committees and by individuals. Leila F. Clark, Smithsonian Librarian, prepared an extensive bibliography on Tripolitania, and Raymond Kennedy, of Yale University, furnished one on disease and health conditions in Netherlands East Indies.

Although the Board did its best, under the circumstances, to get satisfactory references in terms of the particular request, it is almost impossible to make any adequate judgment of the quality of the coverage. To say the least, no complaints were received, and there were many notes of thanks. However, some features distinguished the bibliographical service. Practically every request was answered with at least one reference and usually with several. Furthermore, the replies were sent with minimum delay. An example is seen in a letter from Dr. Collins to Lieutenant Starr dated June 25, 1943: "In response to your request of yesterday for literature on Italian Somaliland and adjacent territories, we are sending you nine issues of the Bulletin of the Royal Geographical Society of Italy containing articles on this area." This not only illustrates speed, but also another feature, namely, that the books themselves were often sent. If it were not possible to send the books, or if they were not wanted immediately, the Board indicated their location in Washington libraries and gave the call numbers.

As an aid to the requester, the bibliographies were annotated to indicate illustrations, maps, and general quality. When necessary, titles of pictures and sometimes significant passages were translated into English. As a general example, a list of publications on the Nicobar Islands was sent with the comment that the first four were best. A week later another reference was sent which was "even better than any of the first list." Good books would be called to the attention of the liaison officers. Finally the staff's area interest and knowledge provided a true understanding of the nature of such requests. In March 1943, Dr. Collins sent Lieutenant Terry eight numbers of "Mocambique Documentario Trimestral." These were selected because they illustrated and described cities, harbor installations, shipping, aviation fields, road construction, railroads, bridges, military maneuvers, etc. It was also noted that other numbers of the same review while containing some materials, were not so well illustrated. There is no doubt that this type of service was deeply appreciated by the Army and Navy.

## 2. INDIVIDUALS

The Board depended on specialized personnel as sources of information. Naming individuals who might have additional information has already been mentioned as a standard practice in answering requests. In some cases the Board got in touch with the specialists, in others this was left up to the requester. When the Army Air Corps asked for information on the topography and soil conditions of one of the Aleutian islands where a new air base might be constructed, the names of the few individuals who knew the island were furnished, so that the Air Corps could consult them directly. On the other hand, the Board itself got in touch with Mr. Cornelius Crane in answer to a request for his maps of the South Seas.

Three cases illustrate further how individuals were used as sources. Dr. Collins, in his library survey, came across a reference to a certain Japanese bulletin known to contain valuable material, but which was not to be found in any of the larger American libraries. He sent this information to the Military Intelligence together with a list of specialized libraries and individual scholars who might possess copies. A map of Iceland which showed political subdivisions smaller than counties was needed to complete the publication of a map on that area by the Army Map Service. The Board, through its connections, recommended Prof. Stefan Einarsson, professor of Icelandic at Johns Hopkins, and the map was obtained. A rush call for a picture of a Yangtze River steamer was answered in an hour by sending the name of a captain of the Marines in Washington who had been in charge of the Yangtze River Patrol.

## 3. COOPERATING COMMITTEES

Some requests for information were answered by referring to the cooperating committees as sources. For example, requests for a tribal ethnic map of Africa and for data on language distribution in Africa were handled by the Committee on African Anthropology.

## 4. INSTITUTIONS

In surprisingly few cases the scholarly institutions were cited as sources of information. Some requests were about institutions, for example, which universities were interested in the study of French Canadians, or which institutions specialized in Roman, Anglo-Saxon, Mohammedan, Russian, or Indic law. Requests for information on atabrine, or on color transparencies for training films on New Cal-

edonia and the Solomons, were answered by reference to special institutions. On the whole, however, few requests were of such a nature as to require the services of the academic centers.

### FACTS

In some cases the Board furnished factual answers to questions. Apparently most of this type of information service was done by telephone, because the recorded questions and factual answers are neither numerous nor too impressive. To be sure, all factual questions about personnel and sources are excluded from this category.

The types of factual information supplied reflect the interests and specialties of the staff of the Washington Office and of the Smithsonian Institution. Questions about the North fell into Dr. Collins' special field. Those on anthropology could be answered by everyone in the Directorate. The Smithsonian's staff handled the questions on natural history and, through the linguist, J. P. Harrington, some questions on pronunciations of place names and words. A few factual answers came from the information files.

The Arctic group includes some strategic questions, such as the identification of the St. Lawrence Island coast line from air photographs, and the suitability of a certain island in the Bering Sea for an air field. Others are more ethnological: The linguistic, cultural, and physical relationships of the Kodiak and Aleutian Islanders; Arctic fishing; the construction of sod houses in the north; the dividing line between various Eskimo dialects; and what is the weight of a dressed caribou carcass.

The anthropological questions have the range and world coverage of a preliminary Ph.D. examination. How are blow guns made? Did the Northwest Coast Indians use fish or fish products in trade? What are the Indian methods of screening or other protection against mosquitoes? What tribes of Indians were in Iowa? What dialects are spoken in North Mexico? What are the tribes and languages of Angola, West Africa? Only one is still unanswered: the identification of the supposed ethnic or linguistic groups called Granish and Litvich.

The Smithsonian staff answered a variety of questions such as the distribution of wild hemp; the scientific name of the Australian bandicoot; the Baobab tree; and vampire bats and rabies in Trinidad.

Dr. Harrington and others aided in furnishing pronunciations of names in the Caroline, Marshall, and other Oceanic islands. Other questions about meanings, spellings, origins, and pronunciations were

answered with the aid of a dictionary or published vocabulary—sources of information apparently unknown to the requesters.

A few miscellaneous questions were answered after a bit of search and consultation. Are the cotton warehouses in Alexandria fireproof? Are there any stamps or paper currency of the Formosan government which existed for 3 weeks in 1895?

#### MATERIALS

Many of the requests could be answered by sending materials which the Board had accumulated or prepared. The types of lists and materials distributed by the Board are discussed elsewhere, so that here it is merely mentioned that the circulation was enlarged on the basis of special requests. The staff answered some inquiries by sending a copy of a report prepared for some other agency. Unless the requesting agency specifically restricted distribution, the Board considered all its reports available to any agency.

No special effort was made to accumulate files of maps and photographs, but, by the very nature of its activities, the Board came into possession of such materials. Through personal contacts the Board received from Amos Burg and Junius Bird a large series of South American pictures, all carefully labeled, which were turned over to the Army and Navy. Raymond Kennedy sent in a gazetteer and maps of the Southwest Pacific, and E. M. Loeb turned over photostats of his maps of the west coast of Sumatra. Archeologists sent in photographs of the Dodecanese and other Aegean Islands which were gratefully received by the Navy, and Dr. Mary Swindler of Bryn Mawr loaned a set of Greek maps which the Army Map Service for a long time had been trying to locate.

In some cases the photographs and maps received by the Board were reproduced in the Smithsonian photographic laboratory and copies sent to the Army, Navy, or Map Service. Usually, however, the originals were sent to the Army or Navy where copies were made. The correspondence involved in these transactions, the necessity of keeping track of the materials, collecting and returning them to the owners, proved too much for the small staff to handle conveniently. This difficulty was solved by the later arrangement, already described, of enclosing Army and Navy franks and asking the owners of such materials to send them in directly to the offices of Military or Naval Intelligence.

The Board also filled a number of requests for the originals of illustrations used in its own and in the Smithsonian publications.

## ORIENTATION

As a byproduct of the information service, the Board was able to assist in the orientation of individuals and agencies, an important function in the Washington confusion. In answering a specific question it was often possible to point out other agencies or individuals with similar interests. Some of the orientation was even more direct. The Federal Communications Commission was referred to the Office of the Coordinator of Inter-American Affairs and to the Latin American Division of the Office of Strategic Services for information on the distribution of Germans and Italians in Latin America. Dr. Collins explained to Navy Intelligence that he had not looked for the book *Java from the Air* since all the pictures had already been copied by the Navy, Army, and Office of Strategic Services. A man from the Board of Economic Warfare was told where he could find a copy of his own agency's African personnel list.

The Board was able to eliminate some duplications by timely information. A conference, which allowed examination of the Area Roster, convinced the Department of Commerce to cooperate rather than start a roster of its own. A Naval Training Division lieutenant who inquired about motion picture strips to use in training flyers, was informed of identical work being done by another lieutenant in the same Division. Many agencies were told to consult the Intensive Language Program, particularly when they were considering starting one of their own. The Board, on special request, furnished the Joint Editing Board of the U. S. N. and U. S. A. a list of all agencies working on the problem of survival. In one case the Arctic, Desert, Tropic Information Center brought in a list of proposed projects and asked the Board to check it for duplication of effort.

Individuals were assisted in going about their jobs. A man from the Office of the Coordinator of Inter-American Affairs was told how to go about getting a permit to allow Army Engineers to make some maps of Costa Rica. One officer, before going to West Africa was not only given pertinent mimeographed materials, but also introduced to several Government employees who knew the particular region. The Director commonly told Army and Navy officers about the services available to them through their own liaison.

The Board brought together people with similar interests, and thus stimulated new and useful work. The dinner conferences were most effective in this and important enough as a technique to merit separate description. However, there are other illustrations of this service. For example, the Board learned of the coordinated manuals

on Arctic plants which were being prepared for the Canadian Army. Arrangements were made for a military officer to attend a conference on this subject in order to ascertain whether such manuals could not be prepared at the same time for our own army.

#### PLACEMENT

Inevitably the Ethnogeographic Board became a placement bureau for area specialists, particularly unemployed anthropologists. This service was conducted largely on a personal basis and not formally recorded. Undoubtedly many individuals received appointments through the good offices of the Board. However, this was not considered as a primary function, and it was recognized that the Councils, especially the Washington office of the Social Science Research Council, were in a much better position to handle this type of activity.

#### ADVICE

The Board sometimes assisted individuals and agencies in formulating or executing projects. This is exemplified by the advice on how to build up a comprehensive bibliography of agriculture in the Central Pacific islands; the best means for obtaining meteorological information for the Bering Sea region; and the methods of compiling sources of information on topography, that is, such things as questionnaires, analysis of published data, and the like. The Board also suggested ways and means of locating rare Japanese geological and geographical publications, and a complete set of Shibaura Review (of the Shibaura Engineering Works, Ltd., Tokyo).

Some sought the Board's opinion on such things as to whether a manuscript was worth publishing, whether it was possible to prepare anthropology books for pre-flight (high-school level) training, whether outlines for scientific study of such things as botany and geology would have morale value in remote army posts. The State Department even asked for a list of places which a Chinese scholar should visit in the Midwest.

In some instances the Board offered assistance as well as advice. Operation Intelligence wanted certain detailed information and photographs on foreign areas. The Director not only suggested that the American Museum of Natural History might be willing to undertake the assignment, but also confirmed this by a consultation with the Museum. The Weather Bureau wanted advice

on how to get information on weather conditions in certain remote areas. Dr. Collins sent a sample of observations on Alaska taken from his own diary and added a list of names of others who might have similar data on many parts of the world.

One case illustrates advice followed by the actual execution of the project. Military Intelligence came to the Board for advice on how to test the linguistic proficiency of several officers before selecting them as Russian translators. The problem was complicated by the need for speed and by the fact that the testing would have to be done in the vicinities of Seattle, Camp Wallace, Tex., Rapid City, S. Dak., and Las Vegas, N. Mex. The Board undertook to do this. Names of competent testers in these four regions were supplied by the American Council of Learned Societies. The Assistant Director telegraphed the testers, stating the request, the dates, the hours. The tests were given and the reports made by telegram. The original request was received on November 28, 1942, and a letter thanking the Board for the job is dated December 2, 1942.

#### ANALYSIS

The volume of the Board's information service is reasonably impressive. Some 460 question and answer records are on file, and it is estimated by the staff that the unrecorded questions would more than double this total. Furthermore, the great volume of this service was concentrated in the first year and a half. A simple graph of the recorded "spot" requests by 6-month periods shows a steady downward trend from the second half of 1942 to the first half of 1945. During the first six months recorded questions averaged about 28 a month, as against 5 a month in 1945.

Following the categories under which the information service was described, an analysis shows that personnel and source requests were the most popular (about 30 percent each), requests for facts and materials were next (about 15 percent each), and the categories of orientation and advice split the remaining 10 percent. It is impossible to estimate the amount of placement service owing to the lack of records. Some shift in emphasis can be noted in the 3 years under observation. In the first half of this period, questions about personnel definitely dominate. In the second half, sources lead, personnel is less important, and materials are more in demand. A shift is also noted in the nature of the questions, from immediate knowledge about war areas to interest in postwar planning.

A review of the agencies which submitted the requests for infor-

mation shows immediately that the most extensive use of the service was made by the Navy and the Army, particularly the Intelligence Divisions. This can probably be attributed to the facts that the Board itself was most eager to serve these organizations, that the War and Navy Departments had the greatest needs for the area information, and that effective liaison was established from the beginning. All the emergency agencies made some use of the Board, principally in respect to personnel. Some of the civilian agencies did likewise but with less frequency. Outside of Government there were occasional requests from the Councils and the universities, and, rarely, an individual scholar. Again the outside requests were generally about personnel. On the whole the academic institutions had their own facilities for seeking bibliographical and factual information, and it is doubtful that the Board would have cared to handle many such requests for them.

The staff itself, with its Area Roster and information files, answered most of the questions. The Smithsonian's staff was second as a source of answers. In fact, many of the questions that were channeled through the Board would probably have reached the Smithsonian in any event. The Sponsors, particularly the American Council of Learned Societies, furnished the answers to some questions, and the cooperating committees handled a few. Only rarely was the Board forced to seek an answer outside of Washington. This can be interpreted either as a tribute to the versatility of the staff or as a reflection on the complexity of the questions. The former is naturally more flattering.

#### EVALUATION

This description of the information service seems in many ways like an account of the 3 years' experience of a group of good reference librarians. In fact, some of the large museums might match the quality, quantity, and variety of the requests, and show an equally good record of obtaining answers. In over-all review, some of the questions were petty, some vague, and some a reflection of laziness on the part of the asker. Few questions really taxed the resources of the Board and its Sponsors. A majority of the questions could undoubtedly have been answered with equal competence in a dozen other places, particularly with the aid of an Area Roster similar to the Board's. Was there, then, a need for this service?

The answer lies again in wartime Washington. To be sure there were a dozen places where a question might be answered, and the

Board offered to find these rather than let it absorb the time of every Government agency and division. To be sure answers to many questions were more or less common knowledge to the sciences concerned (a factor which made the Board's job relatively easy), but the sciences have seldom summed up their knowledge in simple and convenient form.

The Board offered a central location for obtaining answers to questions on areas and area personnel. It placed no restrictions on the use of its services for any Government agency, or any individual within it. Almost every question was answered with comprehension and speed, and with a competence comparable, at least, to any other quick source of reply. Furthermore, the Board did not question the validity of the request. Instead, it followed the old army policy, theirs not to reason why, theirs but to seek reply. The burden of proving the validity of the questions was deliberately handed back to the agency. Finally, the Directorate with its sponsorship was in a key position to evaluate sources, an advantage not shared by other information centers.

The effectiveness of the various categories of the information service can be roughly rated. The personnel service seems by far the most important. No other area roster was available, and through its use the Board was able to secure valuable materials, as well as supply the names of important consultants. The bibliographical service was certainly a convenience, and the particular merits of the way in which this was handled have been mentioned previously. The factual information, if we are forced to judge by the recorded examples, was not too impressive. Orientation was useful, although limited. It would take more than an Ethnogeographic Board to eliminate duplication of effort in Washington. The requests for advice were the most interesting, in that they presented the best opportunity for utilizing the scholarly attributes of the Board. Unpopular as advice is apt to become, it is unfortunate that the Board was not able to play a greater role in guiding the formulation of projects and procedures within its competence.

The information service made good publicity, and helps to account for the wide recognition which the Board received in relatively little time. Considered in this way, it is an effective technique which would be useful in a future emergency. The question of whether the information service was really worth while is left open. It certainly cannot be judged on its own merits, but should be considered in relation to the total activity of the Board.

## DISTRIBUTIONS

The Board acted as a center for distributing mimeographed and printed materials to interested agencies in Washington. It has already been mentioned that duplicate reports were sent to more than one agency unless specifically restricted. Aside from these, in which the distribution was at best limited, the Board gave wide circulation to certain materials prepared by its staff or by its affiliated organizations. These items are described briefly by sources of origin.

## PREPARED BY THE ETHNOGEOGRAPHIC BOARD

1. "Survival on Land and Sea." The preparation of this pocket-size, waterproof manual on survival was one of the major projects undertaken by the Board and will be described in greater detail later. The Board also gave some assistance to the Navy in its distribution.

2. Area (and Language) Notes. This mimeographed statement on area materials was sent to the teachers of area programs in the universities.

3. Partial List of Oceania Experts in Washington. The list was made at the request of one agency and then mimeographed for wider consumption.

4. List of Mimeographed Materials Available to National War Agencies upon Official Request to the Ethnogeographic Board.

5. I. Cross-Cultural Survey File on the Japanese Mandated Islands of the Pacific. II. World File of Area and Language Specialists. This statement describes the Board's two major files and invites Government agencies to consult them.

6. Reports on Area Studies in American Universities. The area studies survey is described in detail under Projects. Reports on six universities have been completed and distributed.

7. Conference on Bolivian Indians. The Board sponsored this problem conference, to be described as a Project, and mimeographed the resulting report.

## PREPARED BY THE COOPERATING COMMITTEES

1. Personnel List of Africa, Installments I-VI. A series of personnel lists were prepared by the Committee on African Anthropology, and distributed by the Board. These are compilations "of persons familiar with the colonies, territories and countries of Africa and adjacent islands, with their address and data on their experience." Each installment arranges the names of specialists first

by area division, then alphabetically. The information covers dates of travel, capacity, linguistic ability, area materials, address, age, and occupation. The sixth installment is an index to names, regions, languages, occupations, and materials.

2. Military Manpower of Africa. The Africa committee also prepared this special report on manpower resources.

3. Personnel List of Oceania, Installments I-VI. The Committee on the Anthropology of Oceania prepared a series of personnel lists similar to those on Africa but without the final index.

4. Personnel List of Asia. The Oceania committee assembled this partial list as a byproduct of its principal survey of Oceania.

5. Asiatic Geographers. The Committee on Asiatic Geography compiled a list of professional geographers with Asiatic field experience. The list gives name, address, age, degrees, and travel.

#### PREPARED BY INSTITUTIONS AND INDIVIDUALS

1. Strategic Bulletins of Oceania. These bulletins were compiled by the Cross-Cultural Survey, Institute of Human Relations, Yale University. Seven were completed and with one exception distributed through the Board. The titles of the seven bulletins are:

1. Gazetteer of the Marshall Islands.
2. Meteorology of the Marshall Islands.
3. Emergency Adaptations in Melanesia.
4. Seaplane Landings in Northern Dutch Guiana (not for distribution).
5. Food and Water Supply in the Marshall Islands.
6. Distribution of Diseases in Melanesia.
7. Meteorology of the Caroline Islands.

2. Resources of the Smithsonian Institution Library. A statement which describes the size, location, and general contents of the library.

3. "The Linguist as a Teacher of Languages," by Mary R. Haas, reprinted from *Language*, vol. 19, No. 3, 1943. The Board obtained reprints of this article for distribution to the teachers of area and language programs in the universities.

#### SERIES WHICH THE ETHNOGEOGRAPHIC BOARD ASSISTED IN DISTRIBUTING

1. Smithsonian Institution War Background Studies. Twenty-one numbers of this series appeared between 1942 and 1945. Since these are readily available in libraries the titles are not listed here. The accounts cover regions, peoples, and natural history of world areas. The Board transmitted many requests for numbers in this series to the Smithsonian, particularly from the Army and Navy.

2. Smithsonian Mimeographed Materials on the Southwest Pacific. A series of short statements about plants, mollusks, birds, butterflies, and the like, was brought to the attention of interested agencies by the Board.

In total the Board had 35 separate documents of its own for distribution and was allowed to assist in the distribution of some 35 others. These were sent out in sizable quantity to Government agencies and individuals in the Director's Washington card file. Other copies were supplied on written or oral request.

The distribution of some of these documents is tabulated in the accompanying table (No. 2). The Army and the Navy were the principal recipients of most of these, especially the Strategic Bulletins of Oceania. Other war agencies showed most interest in the personnel lists. The civilian agencies seldom asked for more than file copies of anything. The Sponsors received copies of everything, and outside of Washington a few individuals and libraries requested or were sent some of the materials, but the distribution was decidedly limited. Members of the cooperating committees naturally received copies of the lists which they had prepared but seldom any of the things prepared by others. More attention to extra-Washington distribution might have inspired the production of equally valuable materials.

TABLE 2.—Materials distributed by Ethnogeographic Board

June 1942—March 16, 1945

	Personnel Lists of Oceania						Personnel List of Asia
	1	2	3	4	5	6	
MIS .....	55	40	47	35	43	48	21
Army .....	9	9	9	9	9	9	5
ONI .....	43	44	41	48	46	50	27
Navy .....	11	11	11	1	2	2	10
Air Intelligence .....	10	13	5	3	3	3	5
Air Corps .....	2	2	2	2	2	2	
War Agencies:							
BEW (OEW) .....	12	12	12	12	12	11	10
FEA .....	1	1	1	1	1	2	5
OSS .....	37	32	32	24	23	26	32
OWI .....	1	1	1	1	1	1	3
WRA .....	1	1	1	1	1	1	1
Gov't agencies and departments..	6	6	6	7	8	7	5
Others:							
Sponsors .....	11	11	11	12	12	12	9
Individuals .....	15	13	13	15	15	15	10
Total .....	214	196	192	171	178	189	143

TABLE 2 (continued).—Materials distributed by Ethnogeographic Board  
June 1942–March 16, 1945

	Personnel Lists of Africa						Strategic Bulletins of Oceania						
	1	2	3	4	5	6	1	2	3	5	6	7	
MIS .....	50	51	53	62	65	73	89	95	93	86	73	110	
Army .....	9	7	7	6	8	6	9	6	4	4	3	2	
ONI .....	43	43	43	42	61	60	81	85	92	107	124	83	
Navy .....	..	..	..	..	..	..	6	6	4	3	6	3	
Air Intelligence .....	3	1	1	..	..	..	..	..	..	..	..	1	
Air Corps .....	..	..	..	..	..	..	2	16	2	..	..	..	
War Agencies:													
BEW (OEW) .....	7	7	8	6	6	3	5	5	6	3	3	3	
FEA .....	1	1	1	1	1	1	1	1	1	1	1	1	
OSS .....	32	28	30	3	13	27	17	16	4	8	8	9	
OWI .....	3	3	3	3	3	3	1	1	1	1	1	1	
Gov't agencies and departments .....	10	10	10	10	10	10	17	13	12	10	10	13	
Others:													
Sponsors .....	13	11	11	10	10	11	12	10	11	14	11	12	
Individuals .....	23	22	26	22	16	14	20	21	18	16	13	16	
Total .....	194	184	193	165	193	208	260	275	248	253	253	254	

TABLE 2 (continued).—Materials distributed by Ethnogeographic Board  
June 1942–March 16, 1945

	Bolivian Indian	Oceania Experts in Washington	Resources Smithsonian Library	Asiatic Geographers
MIS .....	2	56	35	3
Army .....	..	7	1	5
ONI .....	..	41	15	..
Navy .....	..	6	3	..
Air Intelligence .....	..	2	..	1
Air Corps .....	..	3	..	..
War Agencies:				
BEW (OEW) .....	10	12	5	6
CIAA .....	13	1	2	..
FCC .....	..	..	3	..
FEA .....	..	..	3	2
OSS .....	12	19	25	30
OWI .....	..	4	3	2
WPB .....	..	1	..	..
WRA .....	1	2	1	1
Gov't agencies and departments .....	6	30	28	7
Others:				
Sponsors .....	13	23	9	9
Individuals .....	37	29	9	17
Total .....	94	236	142	83
Grand total.....		4518		

To be sure, most of these lists and reports were prepared for the use of Government military and war agencies, and widespread distribution was discouraged by the FBI, which tried to insist on limiting distribution to official requests.

The Board's distribution service was well developed in the local sense, and interested agencies received everything that they could utilize. However, it is unfortunate that there was so little to distribute. Thirty-five items is certainly no sample of the scholarly resources of this country.

### REPORTS

Besides furnishing information of the kind described and distributing prepared mimeographed materials, the Board undertook certain assignments of a larger scale which called for the preparation of reports. The dual function of the Ethnogeographic Board, to answer and to sell, is again reflected here. Some reports were prepared on the basis of written requests from the Government agencies, and others were prepared by the Board on its own initiative and then presented to the agencies. Behind this service was the concept that while exigency called for brief and hurried answers, many of the problems were worthy of fuller and more exact treatment and should, consequently, be farmed out to scholars. Unfortunately this sound principle was seldom put into practice.

Some of the longer reports were prepared on the basis of written directives. Both the Army and Navy Intelligence presented outlines of the types of information which they desired for various regions, and the Bureau of Medicine and Surgery did the same. They are heavily weighted on information of a strictly military nature and take no account of the abilities and limitations of scholars. (See samples of these outlines in Appendix D.) Undoubtedly many more reports could have been handled if the division of labor had been adequately defined. During the first year and a half, 37 reports were completed. These fall rather clearly into four categories.

#### I. STRATEGIC AREAS

Thirteen items are described in one of the Director's statements as "confidential reports on areas of strategic importance." These refer to the Bering Strait region, Seward Peninsula, St. Lawrence and Nunivak Islands, Alaska, and Kamchatka; the eastern Nether-

lands East Indies, the Moluccas, and Netherlands New Guinea in the Pacific; Rodriguez Island in the Indian Ocean; and the Strait of Magellan.

All the Alaska reports and the one on Kamchatka were prepared by Dr. Collins, a specialist on the north. The first two Alaska reports were prepared at the request of the Navy shortly before the Ethnogeographic Board was established. Based largely on Dr. Collins' field observations, they describe and illustrate with photographs and maps parts of the still uncharted and little-known coast lines of the two islands. The reports were given to the Army Air Corps on June 30, 1942, when Dr. Collins was called to a conference in General Arnold's office. At the time there seemed a possibility that one of the islands had been occupied by the Japanese. The other two Alaska reports, accompanied by 209 photographs, describe the Bering Strait area, with primary emphasis on terrain suitable for airfields. All other known sources of information, both personnel and literature, are given in these reports.

The most impressive documents are the three on the eastern Netherlands East Indies. Military Intelligence asked the Board to furnish a detailed study of the topography and ethnography of Halma-hera and adjacent Islands, Ceram and Boeroe, Kei Islands, Aroe Islands, Timor, and the string of islands eastward of Timor. The request was made on June 13, 1942, and the final report was needed before August 1. The Director turned this assignment over to Raymond Kennedy, of Yale, one of the few in the country capable of handling it. The Army outline called for:

- I. Topography (with map-tracings or photostats):
  - a. General description.
  - b. Main ridges, elevations, and physical divisions.
  - c. Beaches—detailed descriptions, etc.
- II. Ethnography:
  - a. Linguistic and ethnic groups.
  - b. General living conditions.
  - c. Attitudes

Etc.

The first section (52 pages) was sent in by July 20, and the second section (50 pages) by August 11. The quality of these reports was so impressive that a follow-up request was made immediately for a more detailed description of the geographical features of the Aru, Tanimbar, Kei, and Banda Islands. This resulted in an additional report of 55 pages. This report, like the other two, utilized all available sources in the literature and described coast lines, anchor-

ages, possible landing beaches and sites for airplane landing, forests, swamps, trails, and other topographic features. Maps were not included, but sources were indicated. The staff obtained the books, had the maps reproduced by the Smithsonian and Military Intelligence, and attached them to the report.

Another important report was prepared by M. W. Stirling, Chief of the Bureau of American Ethnology, on the Moluccas and Netherlands New Guinea. This contains valuable geographical data, photographs, maps, and notes of a very practical nature based primarily on a field trip made by Dr. Stirling in 1926.

The remaining reports on strategic areas are composed of bibliographical references, pertinent quotations from the literature, general summaries without much detail, and photographs with titles for identification.

In résumé, 11 of the major reports total 275 pages, or an average of 25 pages each but with a range of from 4 to 55. Most of them are illustrated, and all have the virtue of being produced within short deadlines. If judged objectively instead of in terms of the immediate military need, only the Kennedy and Stirling reports have sufficient merit to warrant publication when declassified from the confidential list.

## 2. SURVIVAL

Ten of the items are described as "reports on survival in the Pacific region." The titles of some of these reveal their nature:

Sago Processing.

Seafood in the Indo-Pacific Area.

Birds and Animals as a Source of Food in the Indo-Pacific Area.

Tropicana ("Dangers of the Tropics").

Trematode Diseases and Their Molluscan Intermediate Hosts in the Islands of the Southwest Pacific (an important contribution).

Obtaining Water from Vines.

The Stingarees, Much Feared Demons of the Seas.

These were prepared by the Smithsonian staff or others outside the Board. They were illustrated by drawings or photographs and edited by Dr. Roberts into simple, direct English so as to be of service to the field forces. The 10 reports total 128 pages, with a range of from 2 to 21. Most of them were published in one or more service journals, such as Tactical and Technical Trends; Arctic, Desert and Tropic Information Center, Informational Bulletin; ONI Weekly; the Marine Corps Gazette; and the Air Pilot Manual of the Pacific Islands.

The Board placed no restrictions on the use of these articles, although it did ask to read galley proof and suggested that a credit line and the author's name would be courteous. In fact, the Director constantly had to struggle to keep these practical survival articles from being classified as restricted or confidential. For example, one article which the Army marked confidential was "How to Identify Stale Fish." Confidentially, it stinks, said the Director, and tried to get it declassified. The humor is tempered when the weeks of struggle to achieve this are recalled.

### 3. EDUCATIONAL

Five somewhat miscellaneous reports consist of outlines for quick identification, statements on how to do things, and the like, as the titles indicate:

Oceania, a Tabular Outline. (The races, languages, and attitudes of the natives in each of the Pacific Island groups, in tabular form.)

Memorandum Concerning the Possible Use of Wooden Signal Drums in Jungle Warfare. (All that remained of a general request on the value of primitive methods of warfare for modern jungle fighting.)

Quantitative Distribution of Chinese in Southeastern Asia (living outside China) with Numerical Tables Regarding Dialects Spoken.

Coral Reef Navigation. (Some practical notes.)

Japanese Physical Characteristics versus Other Orientals. (Some notes on identifications.)

### 4. PERSONNEL AND SOURCES OF MATERIALS

The remaining nine reports are lists of specialized personnel who might have photographs, maps, or other materials for various areas. All but one of these have already been mentioned in the discussion of the use of the Area Roster. The exception was a request for a list of American and British expeditions to the Southwest Pacific since 1920. This involved Dr. Collins in a bit of library review of Museum Director's reports and notes in scientific journals.

The following summary gives a clear picture of the sources of report requests:

Military Intelligence Division.....	6
Other Army Divisions.....	5
Office of Naval Intelligence.....	6
Other Navy Divisions.....	3
Air Intelligence .....	3
Originated by Ethnogeographic Board.....	14

In brief, only the Army and Navy made use of the Board's report service, although it was in no way so limited by policy. Apparently

the Government agencies were either unaware of, or not interested in, this function of the Board. Nor did the situation ever arise whereby a Council or academic institution asked the Ethnogeographic Board to prepare a report on some aspect of Government.

The Board was not forced to go far afield in preparing its reports. Fifteen were written by the staff itself. Another 12 were handled by the staff of the Smithsonian, 2 by committees of the National Research Council, and 1 by the Office of the Geographer of the Department of State. Only 6 were sent outside of Washington, and all of these to one place, namely, Yale.

The reports were sent to others besides the requester unless specifically restricted. In most cases everything was sent voluntarily to the Intelligence branches of both Army and Navy and to other war agencies on request. The published survival articles naturally received a wide distribution.

The Board's report service was well received. The Kennedy and Stirling manuscripts provoked a truly enthusiastic response and the letters of acknowledgment show that the other area reports were appreciated. The survival articles were considered significant enough for rather extensive publication. The remaining reports, about a fourth of the total, were of more limited value.

The chief criticism of the report service is its limitation. Thirty-seven reports, regardless of their individual merits, are but a small number. Furthermore, the staff of the Board and the Smithsonian, and a few professionals at Yale, competent as all of them may be, do not represent an adequate sampling of the scholarly resources of the country. The Board was, of course, faced with the problem of how many and how large jobs it could handle without becoming a small branch office of the Army or Navy. However, the report service should have been one of the most effective means of bringing the specialized talents of many scholars into focus on the war effort. The Board members did nothing to assist the Directorate to increase its report service.

#### CONFERENCES

The American Council of Learned Societies and the Social Science Research Council have for many years used the informal luncheon or dinner conference as a technique for making their activities known and for bringing together individuals with common interests. Some of these conferences are oriented around a discipline, or a specific problem, others are regional. For example, the Joint Committee on

Latin American Studies at each Washington meeting has arranged a luncheon with various Government officials interested in Latin America. This has served the dual purpose of enlarging the scope of the discussion and of making the work of the committee known to the Government.

When the Ethnogeographic Board was founded, the Councils urged that the conference technique be utilized as a means of cutting across departmental lines. The Director was invited to attend a number of conferences in order to learn the pattern, and also to speak for the Ethnogeographic Board. During its first year, the Board arranged 10 major conferences of its own, based specifically on regions. Individuals from various Government agencies and from academic institutions were invited to each. The primary purpose was orientation, that is, introducing Government people to each other and to scholars with corresponding interests. At each dinner some problem of a regional nature was presented for discussion. This conference technique proved particularly useful in a wartime setting but would certainly be equally useful in any period. Consequently, it seems worth while to describe the conferences sponsored by the Ethnogeographic Board as a basis for an over-all analysis. The description follows a chronological order.

#### I. AFRICAN SPECIALISTS (SEPTEMBER 21, 1942)

A dinner was held at the Cosmos Club for the purpose of bringing together representatives of Africa sections of different Government agencies. Sixteen people attended, representing, informally, the Board of Economic Warfare, Office of Strategic Services, Military Intelligence, Commerce, State, and the Councils. The invitations were issued by telephone, and no agenda was prepared. No records of the discussion were kept because the meeting was considered confidential. The Director made a few notes on the attitudes of the participants for future reference.

#### 2. FAR EASTERN GEOGRAPHERS (OCTOBER 5, 1942)

George B. Cressey, of Syracuse University, felt that there was a need for an Asiatic Geographical Institute. The Board offered to arrange a dinner conference to explore and discuss the possibilities. Twenty-four attended, representing the Office of Strategic Services, Board of Economic Warfare, State, Army, Navy, Lend Lease, the

Institute of Pacific Relations, the Councils, and several universities. Everyone invited received the following letter in advance:

DEAR SIR:

On Monday, October 5, 1942, the Ethnogeographic Board, at the suggestion of the American Council of Learned Societies, is holding a dinner conference of Far Eastern geographers. We hope to stimulate discussion around the following points:

1. What are the immediate needs in the field of Oriental geography?
2. Would it be worth while to make an attempt to establish a Central Institute of Oriental Geography?
3. Are there any specific tasks in this field which might be planned and administered from Washington but undertaken and carried through at various universities, libraries, and other institutions throughout the country?
4. Given the acute shortage of Oriental geographers, could a training program be devised for the emergency?
5. And any others which may seem worthy of discussion.

You are cordially invited to attend this dinner which will be at 7:00 o'clock at the Cosmos Club (cocktails at 6:30). We would appreciate hearing at the earliest possible opportunity whether it will be possible for you to attend. If you care to suggest any addition to the list of those invited which accompanies this letter, please do so.

Very sincerely yours,

WM. DUNCAN STRONG, *Director*.

As a direct outcome of this conference a Committee on Asiatic Geography was established in the National Research Council for continued exploration of the problems raised.

### 3. NETHERLANDS EAST INDIES DINNER (OCTOBER 12, 1942)

Following a preliminary discussion with Cora DuBois and others interested in the East Indies, the Director invited 15 people for a discussion dinner at the Cosmos Club. Among the attendants were representatives of the Army, Office of Strategic Services, Board of Economic Warfare, Tariff Commission, Library of Congress, Bureau of American Ethnology, Institute of Pacific Relations, East Indies Institute, Netherlands Embassy, Board of Economic and Financial Affairs in Netherlands Surinam and Curaçao, Chief Liaison for Netherlands East Indies in Australia and New Zealand, and the Councils. No record was kept of the informal discussion.

### 4. NEAR EAST DINNER (OCTOBER 19, 1942)

At the instigation of Philip W. Ireland, Department of State, the Board and the American Council of Learned Societies joined to give

a dinner at the Cosmos Club for 19. The purpose of the conference was to discuss such Near East problems as personnel lists, the value of a directory like the "Fairbank Directory of Organizations in America Concerned with China," and the possibility of an Institute for Oriental Studies. Guests represented the Army, Navy, State, Office of Strategic Services, Board of Economic Warfare, Agriculture, Library of Congress, and one university. Following this conference a group was formed to promote the establishment of an Institute for Oriental Studies.

5. DINNER FOR PROF. PAUL RIVET (DECEMBER 30, 1942)

The Board arranged a dinner in honor of Prof. Paul Rivet, noted French scholar and director of the Musée de l'Homme at the Trocadero. Eighteen individuals were invited representing Latin American and Free French interests. General problems were discussed.

6. ETHNOGEOGRAPHIC BOARD DINNER (JANUARY 9, 1943)

A dinner for the staff, liaison officers, and respective wives served to unite the organization of the Washington office.

7. LORD HAILEY DINNER (FEBRUARY 13, 1943)

The Washington visit of Lord Hailey, expert on Colonial Africa, gave occasion for an informal dinner conference to discuss colonial problems. Nineteen attended, representing the Navy, Army, State, Office of Strategic Services, Board of Economic Warfare, and the American Council of Learned Societies.

8. POSTWAR NEEDS IN ANTHROPOLOGY (APRIL 12, 1943)

The National Research Council asked the Board to call an informal conference of six anthropologists to discuss future needs in that field. This meeting resulted in two general statements for circulation among the profession.

9. LAND TENURE PROBLEMS (APRIL 28, 1943)

At the suggestion of Willard Z. Park, Office of the Coordinator of Inter-American Affairs, the Board and the Social Science Research Council held a dinner for a general discussion of land tenure problems, particularly in Latin America. Sixteen attended, representing the Army, Office of Strategic Services, Board of Economic Warfare,

Agriculture, Office of the Coordinator of Inter-American Affairs, Department of the Interior, Smithsonian, and the New School for Social Research. Dr. Park acted as chairman and kept informal minutes.

10. COLONIAL QUESTIONS CONFERENCES (APRIL 20, 1943;  
MAY 4, 1943; MAY 11, 1943)

This series of three conferences was arranged by the Board and the Analysis Section, Military Intelligence Division, G-2. These were all-day conferences, and at the close of one session the Board invited the group to be its dinner guests. The discussions were directed toward broad colonial problems. The first session was devoted to Oceania and Indo-China; the second, to West and Equatorial Africa; and the third to general problems. About 20 people attended each session, although the representatives were not identical at all three. The Army, Office of Strategic Services, Board of Economic Warfare, State, Tariff Commission, Commerce, and Archives, were always represented, and some special speakers from the universities were invited.

A detailed agenda for discussion was sent out in advance of each meeting. For example, the discussion outline for the second session was the following:

- I. Strategic importance of West Africa.
- II. Economic importance of West and Equatorial Africa.
  - A. Commerce.
  - B. Investments.
  - C. Aviation.
  - D. Access to raw materials.
- III. The question of nationalism.
- IV. The possibility of international controls.

At each meeting the major topics were first introduced by three speakers and then opened to general discussion. All discussion was considered confidential, but detailed minutes were kept. At the end these were summed up in a confidential document entitled "Political Possibilities in the Relation of the United States to the World's Colonial Systems."

The dinner conferences held by the Board were very successful in their primary purpose of bringing together people with mutual interests. Specialists in one agency met colleagues in another agency, and these introductions were frequently followed by personal meetings and discussions. Furthermore, the conferences were excellent publicity for the Board in its early days. Restrictions on food and res-

restaurant facilities made it impossible to continue the dinner conferences after the first year. However, the need for orientation is constant in Washington, even though a bit more obvious when the confusion is greatest. Regional problems are still abundant, and their solution depends on keeping the various specialists in touch with one another. Moreover, if the problem is considered the primary factor, there is even greater justification for renewing such conferences as soon as conditions permit.

Some general observations on the conference technique grow out of the Board's experience. A non-Governmental agency can arrange a conference without getting involved in the suspicions and rivalry of the agencies themselves. However, such a group must have sufficient prestige to be assured that its invitations will be accepted. The Board relied at first on the prestige of its Sponsors, although later it was able to operate independently.

An advanced statement about the purpose of the conference and the major topics for discussion has definite advantages. The outline should be kept broad and flexible but be serious enough to attract interest. If the problem is too limited, many of those invited may refuse because of lack of interest or because it lies outside of their specialty. The detailed problems should grow out of the conference as topics for follow-up discussions. It is advisable, especially for orientation, to send an advance list of the names and affiliations of those who plan to attend.

A good chairman is important. Although the Director of the Board was able to assist at all times, some of the conferences were on fields outside his special competence. It is usually possible to find some interested specialist who will assume the responsibility of leading the discussion. Special speakers are useful for introducing a topic, but conferences of this kind should avoid too many or too lengthy speakers, since the purpose is primarily exploratory. The guests should be chosen because of their abilities and interests, rather than because of their affiliation. If this is clearly understood the discussion is freer, since no one is constrained on the grounds that he must speak as an official representative of some agency.

The ideal number for such a dinner conference is around 18. Many less than that makes it too intimate and does not bring in enough new people. Many over that makes open discussion difficult. The number should be such that a guest can meet, identify, and remember everyone present, and if the number is too large, no one bothers to try.

Probably records, such as minutes, notes, or summaries, should not

be kept for the initial meetings. Discussion is freer among strangers if the meeting is closed, and if there is no fear of being held responsible for comments at a later time. In subsequent meetings the question of the type of record can be decided by the participants.

With the exception of the Colonial Problems Conferences, in which the Board was but a collaborator, no follow-up conferences were held. A single meeting is insufficient even for orientation, and in dealing with problems a series of conferences would be more advantageous than a single one. The follow-up conferences need more careful planning and selection of participants. It is not difficult to determine at the first meeting which guests are contributors and which essentially dead weight. A blanket invitation to reconvene at a later date blocks the possibility of eliminating participants and makes it difficult to add new guests without overloading the practical size of the group. Consequently even follow-up conferences should be by renewed individual invitations. The point may seem obvious, but the mistake is commonly made.

The above suggestions apply to dinner conferences aimed primarily at stimulation and exploration. The Ethnogeographic Board participated in some problem conferences, and called one of its own on the Bolivian Indians. This type of conference is described in a later section.

### PROJECTS

Five major undertakings were of sufficient magnitude to be designated as projects rather than reports in the sense used here. All these involved either the cooperation of a number of specialists or were assigned to one man for execution. Each project is a distinct unit: The preparation of a booklet on survival; a problem conference; two surveys; and an analytical history. Besides these, the Board participated in a few large projects sponsored by other groups.

#### “SURVIVAL ON LAND AND SEA”

At the request of the United States Navy the Ethnogeographic Board and the staff of the Smithsonian Institution prepared the 187-page, pocket-size manual “Survival on Land and Sea” (Publication Branch, Office of Naval Intelligence, United States Navy, cover map and 64 text figures, Washington, 1943. Not for sale). By December 1944, 970,000 copies had been printed on waterproof paper for distribution directly to the armed forces in the Pacific theater. The

first edition of 200,000 was revised on the basis of criticism and experience before the second edition was issued. The Bureau of Aeronautics brought out a special edition which added 16 additional pages of specific survival information for airmen. Many subsequent books and booklets on survival have utilized portions of the text and many of the illustrations of this manual. In brief, this was definitely the most important project undertaken by the Board.

The Board's special interest in the survival problem has been pointed out in the description of the survival library, the survival reports, and the many spot questions about this subject. To reiterate, ethnologists were stirred by accounts of airmen dying of hunger and thirst in jungles because of ignorance of the edible food plants. This feeling was expressed strongly in a letter from G. P. Murdock to the Director, who in turn sent it on to both Army and Navy Intelligence headquarters. As a result the Office of Naval Intelligence requested the Board to prepare a series of short articles on survival in the Pacific area. The articles, prepared by the Board and the Smithsonian staff, and edited by Frank H. H. Roberts, have already been described.

Meanwhile, over 38 distinct sections of the Army, Navy, and war agencies were working independently on the preparation of larger survival manuals. Many individuals came to the Smithsonian and to the Board's office seeking information. The staff assisted by making all their materials available and, of even greater importance, by introducing the various agency representatives to each other. For some time the Board could do no more than act as a center of orientation and assist the various projects wherever possible. Still the survival manuals themselves did not in many cases appear, owing to standard red tape and interagency complications.

In the first month of 1943 the Navy Department, through the Bureau of Medicine and Surgery, officially requested the Board to prepare as rapidly as possible three separate manuals on jungle, desert, and Arctic survival. The Bureau offered to lend its services for some of the technical sections. Certain items were considered to be "musts," from the Bureau's point of view, and for these Dr. Roberts would be given all possible aid, or, if necessary, the Bureau would write them itself. The need for speed is indicated by the Bureau's guarantee that when the manuscript was submitted for review it would not be held for more than 24 hours.

Complications still continued in spite of the good faith. Eventually the Office of the Chief of Naval Operations took charge of

the situation. After a number of conferences the following memorandum was dictated on June 8, 1943:

The Ethnogeographic Board is to start at once to prepare an orientation and survival manual for the Navy (and possibly the Marine Corps) covering adaptation to the ocean, tropic, desert and arctic environment. This is to be a straight, highly condensed text, with irony or natural humor if fitting, but primarily factual. It will refer to a concluding section on all matters of technical medical care, and as the text is written these questions will be segregated for transmission to . . . the Bureau of Medicine. The work will be farmed out between members of the Ethnogeographic Board and the Smithsonian Institution. It will also include an index and a brief bibliography referring to such specialized survival manuals as that of Merrill, etc. Illustrations will be prepared by the Navy Department, and a list of desired illustrations and maps (for the covers) should be submitted . . . as soon as possible. In addition to the concluding section on medical care, the Navy Department will provide a section on "Navigation Without Instruments."

With this clear-cut mandate, calling for one booklet rather than three, the Board was able to proceed freely. The memorandum was sent on June 8. On July 21, a bare 6 weeks later, the Board and the Smithsonian had completed their part of the manuscript. This is remarkable speed when it is remembered that 15 members of the Smithsonian staff were contributors (see Appendix E), and that many of the extant survival manuals had to be consulted.

The manuscript was submitted to various branches of the Navy and to a selected number of civilian scholars for criticism and suggestions. The Navy added its sections, illustrations were prepared, and the first edition was in print by December 1943. Six months for a finished job of this type is a remarkable record.

The manual was well received. A naval captain wrote from the Central Pacific (June 26, 1944): "All officers who have read it are enthusiastic about the book. It should be gotten in the hands of every enlisted man and officer, and one copy put in each life boat and raft." The Director of Naval Intelligence wrote as follows (November 30, 1943): "It is, I believe, the most successful treatment of this difficult subject which has appeared thus far in the war. As such it may well be a determining factor in saving the lives of many men."

#### CONFERENCE ON BOLIVIAN INDIANS

At the first meeting of the Ethnogeographic Board in August 1942 the research function was discussed at length. Among other things, it was felt that various universities might be willing to sponsor certain problem conferences and to prepare special summary reports. Although requests for such services might come from a Government

agency, this was not a vital necessity in that anticipation of needs was in itself important. Three trial projects were suggested at that meeting, and one was selected for immediate execution, namely, a conference on Bolivian Indians. This was not only considered to be important in itself, but would also serve as a model for other such projects.

The proposal was to assemble a number of scholars who had specialized knowledge of Bolivia in order to discuss those factors in the Indian's culture which were pertinent to the problems of (1) utilizing the Indians as industrial labor in the mines, (2) inducing the Indians to increase the agricultural output of Bolivia. The importance of the first problem was self-evident, particularly in 1942 when the production of tin was a paramount war necessity, when several groups were considering social insurance and security factors for the new tin contracts, and when the Indian laborers had still not expressed their own dissatisfaction with mining conditions by the series of strikes which followed later. Needless to say, it took merely an informal discussion to induce the Office of Strategic Services to request the project.

Since this project was to serve as a model, it was organized with overemphasis on formality. The Director wrote to the Provost of Yale University requesting sponsorship of the conference, the Ethnogeographic Board to cover all necessary expenditures. The Provost agreed. A letter of invitation was sent to five specialists (Bernard Mishkin, Weston LaBarre, Ernest Maes, Alfred Métraux, and Wendell Bennett), together with an outline of the purpose and of tentative points for discussion. The conference was held in New Haven in September 1942. Its chairman wrote up an account which included not only the concrete conclusions, but also a general résumé of Bolivian Indian culture as a background for nonprofessional readers. This was sent to the conference members for corrections and additions. The final report of 35 pages was mimeographed and distributed by the Board. Total time, 6 weeks; total cost, about \$100.

Even the final report was considered to be only a preliminary statement intended to provoke further discussion. A total of 94 copies were distributed, as shown in the table on page 62. The report went to Government agencies with Latin American divisions, to the Sponsors, and to a number of individuals representing such organizations as the International Labour Office, the National Planning Association, and the Inter-American Indian Institute. Although intended as a sample of the type of work which academic institutions might undertake, only the immediate sponsor, Yale University, received a copy.

A number of polite letters acknowledged the report. Two took exception to some points and made valuable suggestions for a follow-up statement. All United States' members of the Joint Bolivian-United States Labour Commission, who went to Bolivia following the tin miners' strikes, carried copies of the report and its influence is reflected in their publication: *Labour Problems in Bolivia* (International Labour Office, Montreal, 1943). Dr. Maes submitted a special statement, which emphasized the concrete proposals of the conference, to the National Indian Institute, Department of the Interior. In spite of all this publicity, no one suggested a follow-up meeting or further discussion. Even the Ethnogeographic Board showed no further interest, although here was an excellent opportunity for one of its famous dinner conferences.

The research technique, if such a conference can be so labeled, was successful in the sense that it produced a preliminary report on an important problem. In spite of this, no others were held. An abortive attempt to hold a conference on "Ethnic Conditions in the Amazon Basin" was abandoned because the various persons asked did not see how to organize it. The Provost of Yale, in commenting on the procedure in a letter to the Director, thought that the universities would be receptive to proposals of this kind, but that there would be difficulties in finding key men sufficiently free from other duties to give much energy to such enterprises.

#### SURVEY OF AREA STUDIES IN AMERICAN UNIVERSITIES

The Ethnogeographic Board, with its area interests and academic affiliations, was in an excellent position to undertake an objective survey and analysis of the foreign area courses offered at many universities. Historically speaking, however, it got involved in such a survey somewhat accidentally.

At the September 1943 meeting of the Board the Director pointed out the desirability of hiring a competent assistant who could organize the regional materials acquired by the Board, obtain additional information from the universities and the scientific world, and make all this available to the area training programs of both universities and the armed forces. This idea was approved, and Elizabeth Bacon was employed for the purpose. Since many universities would have to be visited Dr. Fenton, whose work on the Area Roster was no longer too demanding, was also assigned to this task. The survey was initiated in January 1944.

Dr. Fenton was delegated to represent the Ethnogeographic Board

at a 2-day conference in Pittsburgh at which the Provost Marshal General conferred with the university directors of the Civil Affairs Training Schools on the question of curricula for Europe. Later both the Director and Dr. Fenton conferred with the chief of the Army Specialized Training Division to inform him of their plans. He was far more interested in an appraisal of the area training aspects of the Army Specialized Training Programs and the Civil Affairs Training Schools. Although it would be difficult to give formal authorization for such a review, the Board's investigators would be given introductions and the other facilities to aid their work.

A list of the universities with important programs was drawn up, and the two surveyors started out with this dual concept in mind, namely, to offer concrete services in the way of materials and information, and to evaluate not only the programs but the whole concept of area training. This double purpose resulted in a certain amount of confusion about methods and objectives which was never adequately clarified by the Director.

In March 1944 the Rockefeller Foundation held a conference in Philadelphia on area studies in general, which was attended by the representatives of the Board and by individuals from a dozen universities. Because of the survey, the Board was asked to submit a report on the future possibilities of area studies. The confusion of objectives was clearly reflected in this report, and the need for reorganization was patent.

On June 1 Dr. Bacon accepted an appointment in one of the war agencies, and Dr. Fenton undertook the completion of the survey by himself. Under a new directive, the survey now aimed at an objective analysis of the way in which the universities operated their programs and of the thinking done by the faculties on the area approach. The reports were to be confidential and limited in distribution.

The survey has covered a total of 27 universities from the Pacific to the Atlantic coasts. Reports on about one-third of these have been completed, and six (California, Chicago, Cornell, Carnegie Institute of Technology, Grinnell College, and Harvard) have been mimeographed and are available for limited, not-to-be-published distribution. The information included has been gathered by personal visits, interviews, and participation, and by examination of the published articles, President's reports, and the like. The report on each university discusses the types of programs conducted; the faculty, both permanent and acquired; the resources of the institution, such as libraries and others; the planning and integration of courses; the administration of the programs; the teaching techniques; the actual curricula; and

other aspects of the programs. The attitudes of the participating faculty and the administration is discussed, both in relation to the programs operated, and to the future of area studies. Throughout, an objective appraisal is inserted. When a report is completed in first draft, it is sent to the universities for review. This has caused some outbursts but has also produced additional information. The final reports, even though not emasculated, have been well received.

The first four accounts average some 36 single-spaced mimeographed pages each and go into considerable detail. Probably all 27 universities will not be written up, since a sampling will be adequate for generalizations and for a final over-all statement. However, all the notes have been systematically filed at the Board and are available for future consideration of area training. One general report was drawn up for the Army Specialized Training Division on the basis of a series of questions which they presented. On the whole, this survey of area programs stands out as a major achievement of the Ethnogeographic Board, and one of the few directed essentially at the problems of the academic institutions.

Since the survey was completed, Dr. Fenton has continued his analysis of the materials. One article, "Integration of Geography and Anthropology in Army Area Study Curricula," appeared in the *Bulletin of the American Association of University Professors* (vol. 32, No. 4, pp. 696-706, 1946). A full report, "Area Studies in American Universities," will soon be published by the Commission on Implications of Armed Services Educational Programs under the auspices of the American Council on Education, Washington. This will be approximately 80 pages, and will cover the above-described survey, and present a final appraisal.

#### WAR DOCUMENT SURVEY

In June 1945 the executive committee considered a survey of war documents. During the war, Government agencies have accumulated valuable reports, special studies of foreign areas, photographic files, and useful research tools, such as dictionaries, maps, reprints, grammars, and the like. Many of these have already been declassified and others will be in the postwar period when the agencies are discontinued. The problem of the final disposal of such materials is of real concern to the scholars and academic institutions of the country. A copy of everything ultimately finds its way to the National Archives or the Library of Congress, but neither of these agencies is prepared to distribute the duplicates to academic institutions throughout the country. A preliminary survey of the quality and quantity of such

materials is needed before intelligent action on the over-all problem can be recommended.

The Board wanted to initiate this extensive survey by employing some individual for a preliminary period of some 3 months. Several offers were considered, and one individual was actually assigned to the job. However, before he really began work he was taken into the State Department on a more permanent assignment. The Board then assigned Homer Barnett to survey the documents which concerned the Pacific area. This work, initiated late in 1945, is one of the continuing commitments of the Board. It has the advantage of uniting the War Document Survey and the temporarily abandoned Pacific Survey Project to be described later.

#### HISTORY OF THE ETHNOGEOGRAPHIC BOARD

The present analytical account of the Ethnogeographic Board should be listed as a project, although one which needs little elaboration. At the fourth meeting of the Board in March 1944 the members discussed the desirability of an account which might guide the establishment of a similar organization in a future emergency. This proposal was accepted enthusiastically by the Sponsors who enlarged the concept of what such a history would cover. The Board debated at length the selection of an historian. The staff members felt too deeply involved to be objective about the Ethnogeographic Board. A person previously unfamiliar with the Board would have objectivity but might be overwhelmed by detail, meaningless if the framework were not appreciated. Whether the selection of a Board member solved the difficulties, remains an open question.

#### PARTICIPATION

Besides its own projects, the Board participated in a number of others, some of which have already been mentioned in other sections. The Board assisted in the preparation of the manual "Jungle and Desert Emergencies," which the Air Corps places in all emergency kits. The Quartermaster General's Office worked with the Board on a "Reconnaissance Report on Concentrated Rations of Primitive Peoples." The Board cooperated with the American Council of Learned Societies on a program for training personnel in the Russian language. There are many others in which the Board played a minor role.

#### GENERAL

An over-all evaluation of these projects can be little more than a summation of opinion about each individual one. The merits of a

project depend largely on the competence and integrity of the individual or group which undertakes it. The few projects sponsored by the Ethnogeographic Board have been competently handled and have resulted in contributions of long-term value. Only five were completed in a period of over 3 years, although several others were initiated and then discontinued. Most projects are expensive, and during a war competent personnel is difficult to find. Both factors help to explain why there were so few projects. If the formulation and direction of projects had been a function of the Board as a whole, more might have been carried out. The Washington office was too occupied by other activities to pay much attention to projects. The true need for a clearly defined division of labor between Board and Directorate is demonstrated in the next chapter which reviews the incomplete projects and the failures.

#### DEAD ENDS

The previous chapters have described the concrete activities of the Board; its files, materials, techniques, services, and projects. Some left-overs remain, some tag ends, miscellaneous in character, of projects and programs initiated but not completed, of research proposals neglected or rejected, of techniques considered but never actually tested. All these are brought together under the lugubrious title of "Dead Ends," because an examination of the contents of this figurative wastebasket is an important part of the analysis. Was anything thrown out that might have been of value? What were the blocks that killed some projects and made other proposals unacceptable? Some of the rejects are important enough for individual discussion; others can be grouped.

#### PACIFIC SURVEY PROJECT

The most ambitious project undertaken by the Ethnogeographic Board was the organization of a comprehensive survey of all branches of science in reference to the islands of the Western Pacific Ocean. The Board struggled with this for a year, during 6 months of which the full-time services of Homer Barnett, research associate, were assigned exclusively to the program. Then the Board withdrew, leaving the project still in the discussion stage. An explanation of this requires a brief historical summary.

The Committee on the Anthropology of Oceania had considered the need for a survey at several of its meetings. The interest in this

grew, so that the National Research Council called a conference on Pacific Scientific Problems in July 1943 to discuss the present and future needs of Government and scholars on the Pacific region. The conference included representatives of the Committee on Pacific Investigations, the Oceania Committee, the Ethnogeographic Board, and various Government agencies. The conference, after long deliberation, adopted a motion requesting the Ethnogeographic Board "to organize, implement, and make available a topical survey of the present state of scientific knowledge with respect to the various areas of the Pacific region for immediate practical use and as a basis for future scientific development in the study of the region."

This was no small order. The members of the Board admitted the importance of the project, but were careful to consider the limitations of responsibility which they could assume. It was finally agreed that the Board would act as a coordinating agency for the survey in the initial period, provided that a suitable executive could be found. It assumed no responsibility for publication, nor any financial obligation beyond the immediate administrative expenses.

The Board appointed a special committee on scientific research in the Pacific Island area, and secured the services of Dr. Barnett to act as the executive secretary. The first problem was to outline the scope and contents of the survey. It has not yet been solved. Some wanted a topical outline based on the earth, biological, and social sciences with suitable subdivisions. Others stressed the integration of data on cross-disciplinary lines. After several meetings, and numerous tentative outlines, the committee agreed that a scientific guide book, rather than an organized handbook, should be the first objective.

The executive secretary reorganized the outline according to instructions, wrote some sample sections, and set out to look for potential contributors. This was discouraging. Many of the best men were either in the Pacific or so engaged in war work that they had little time or interest. Others were frankly dubious about the value of a "guide," if its usefulness were measured against the time and energy necessary to produce it. On the other hand, everyone realized that a satisfactory "handbook" required years of preparation, considerable financial resources, and more extensive personnel than was then available. The problems of publication could not be avoided. Would it be one volume or one hundred? Would all sections have to be completed before any were published? Where was the money? The Board suggested that finished sections might be published in the scientific journals, and reprints obtained for final assemblage.

The executive secretary kept in touch with such organizations as

the Committee on Asiatic Geography, and the East Indies Institute, hoping not only to coordinate all activities, but likewise to obtain in some fashion a finished section or chapter which could be used as a model and an incentive for others.

At the end of 6 months Dr. Barnett reported the status of his frustrations to the Board. His committee members had either been scattered by war duties or had become too occupied to think about the project between meetings. The potential contributors were confused or indifferent. The Board tried once again to salvage the project. It proposed that the survey be divided up. The Board and the Smithsonian would work on an anthropological guide for Oceania under the supervision of Dr. Barnett, who would become a member of the committee rather than its executive secretary. The fields of biology, geology, and geography would be assigned to various interested groups. Unfortunately Dr. Barnett could not be persuaded to continue under the circumstances then prevailing.

The Board was still willing, however, to consider the allotment of limited supporting funds, although it decided not to reassume responsibility for the project as a whole. Actually certain funds were allotted in late 1945. The committee continues to struggle, virtually independent of the Board, and some work on the earth and biological sciences has been advanced. On the whole, however, the project is dormant.

The fate of the Pacific Survey Project can be attributed to war-time conditions, lack of personnel, and above all to the difficulty of definition. The sincerity and energy of the executive secretary cannot be questioned, and the Board, too, contributed considerable time and thought to the project. Still the fact remains that neither the Board nor the committee was able to define the problem with sufficient clarity to guide the formulation of an outline. With adequate definition and outline, progress might have been possible for those sections for which competent personnel was still available. Certainly a project as potentially valuable as this one should not be abandoned, but should be so reorganized that the new knowledge and experience resulting from the war can be properly recorded. This conviction has motivated the Board to assign Dr. Barnett to the Pacific section of the War Document Survey.

#### AREA (AND LANGUAGE) NOTES

In the description of one of the major projects, the Survey of Area Studies in American Universities, it was pointed out that the original concept was one of service for the teachers of the area courses. The

survey was completed as a factual appraisal of the programs themselves. It is the service aspect, initiated and then dropped, that is here discussed as a dead end.

Everyone who witnessed the inauguration of the foreign-area training programs in the universities shudders at the painful recollection. The Army and Navy were uncertain of what they wanted, and the universities, instead of uniting and agreeing on a sound program and an intelligent distribution of courses among themselves, competed eagerly for the chance to replace their diminishing student bodies with Government-financed trainees. Colleges of no great distinction suddenly blossomed forth with heretofore unknown experts on Central China and Timbuktu. The larger universities modestly claimed competence on any area of the world, given 24 hours' notice and the prospect of a reasonable number of tuitions paid in advance.

All this was on the administrative level of the business managers. Underneath were the harassed faculty members who had to make good these claims. English professors who had summered in Italy found themselves listed as regional specialists. Those who had cruised through the Pacific rushed to the libraries to refresh their knowledge. Others with solid claims as area experts, who through some great strength had resisted the rush to Washington, had seldom had the opportunity to organize regional courses in the discipline-dominated curricula.

This period of initial confusion in the area programs presented an exceptional opportunity for the Ethnogeographic Board to be of valuable service. The Ethnogeographic Board cannot be blamed for failing to assist in the organization of programs themselves, since universities, foundations, and councils had all tried without success, but it could have made a greater contribution to the integration of those programs. The Board was non-Governmental and unaffiliated with any university, but still its members and staff were the academic colleagues of the teachers of the area programs. At the beginning, every teacher would have welcomed information on regional bibliography, photographs, translations, films, course outlines, teaching methods, maps, mimeographed summaries, ad infinitum. The Board was in a position to act as a clearinghouse between universities on the teaching echelon. It tried, but unfortunately too late.

On September 26, 1942, the Provost Marshal General wrote to the Director about the problem of military government and the desirability of the Ethnogeographic Board's cooperation. To quote: "Accordingly, will you be good enough to designate some person in your organization to establish and maintain liaison for that purpose with the Military Government Division of my office, which is directly in charge of

the Military Government Program." The Assistant Director was so designated. Three weeks later, the Acting Chief of the Military Government Division called to discuss the problem of training specialized personnel. Likewise, the Chairman of the Board had urged a conference on the problem of area teaching in universities which the Sponsors had turned down. In other words, the Board might have had the opportunity to be in on the ground floor of the area training programs, in spite of the fact that the invitations were of a generalized nature.

By spring of 1943, when some of the programs had been started, the possibility of the Ethnogeographic Board's acting as a clearing-house on the teaching level was first discussed. However, further consideration was postponed until the next Board meeting in September of that year. At this meeting the Director was authorized to hire an assistant for this purpose. Dr. Bacon was employed, and with the collaboration of Dr. Fenton, the survey was initiated in January 1944 as previously described.

In February 1944 a mimeographed statement called "Area (and Language) Notes" was distributed to the universities. This contained special area bibliography, both general and specific; sources of maps, not only in publications but also those prepared by individual teachers who were willing to make them available on request; evaluations of regional films, and how to obtain them; and notes on the courses being given at the different universities. Reprints of an article by Mary R. Haas, "The Linguist as a Teacher of Languages," were distributed simultaneously. The Notes are excellent and illustrate what the service might have been. However, by February 1944 most of the programs had been running for some time, and many were on repeat cycles. The teachers had their own organization and their own materials, and were no longer as interested as they had been at the beginning. Even so the Notes were undoubtedly of enough benefit to warrant their continuation. The Board had promised to issue such notes "from time to time," but no more was done about them after the resignation of Dr. Bacon. In all justice, Notes were no longer needed since the area instruction itself collapsed shortly after the first issue.

This was a missed opportunity for greater service, attributable only to the fact that the Board and the staff were caught napping.

#### RESEARCH

Although the Ethnogeographic Board by definition was not a research organization, it was supposed to both stimulate and make re-

search results available to the war departments and agencies. At least, such a function was discussed at practically every Board meeting. Furthermore, various proposals of a general research nature were made to the Board, either as suggestions for useful activity or as applications for moral or financial support. These were of sufficient volume to occasion the appointment of a committee on research in September 1942. The history of that committee is easily written and is characteristic of the fate of the so-called research proposals in general. The committee was named but never convened. Carter Goodrich, in accepting the chairmanship, confessed that he was far too busy to assume active leadership but was willing if the staff would handle all routine. The committee was supposed to review proposals and make recommendations to the Board, but as it worked out no proposal got far enough even to warrant review.

The Board members felt that the staff should build up a backlog of information, consisting of carefully digested reports on current investigations, compilations on particular areas, and statements on the research needed to fill in the gaps of knowledge on ethnographic subjects. It was also thought that the quickly prepared reports should be followed up by sounder, more comprehensive studies. The Board members failed to point out how these would be done or who would do them. Some reports were prepared, as previously described, but all these reflect immediate demands rather than a systematic effort to anticipate needs or build up a backlog. The Director, through conferences with Army and Navy officials, obtained outlines of the types of area information desired. These outlines were obviously too comprehensive. For example, one called for organized statistical data on: Area population and its composition; Government revenues and expenditures; miles of railways, highways, telegraph lines; major agricultural crops, livestock, and forest products; and other features. Such an outline was impractical for any organization smaller than the Office of Strategic Services, but the Board might have used it as a basis for one of its own which would be adapted to the peculiar abilities of the academic scholars.

A brief description of a dozen proposals, which were considered by the Board, gives an idea of the variety, and serves as a basis for analyzing the neglect of research activities.

#### I. SURVEY OF NATIVE ECONOMIC AREAS IN NORTH AFRICA

Walter Cline, of the University of Minnesota and the Office of Strategic Services, asked for \$1,200 for secretarial services in com-

pleting a bibliography on North Africa, and a detailed account of various typical units of population. The Board declined, partially because of its policy restricting grants of money, but likewise because it felt the study was not only too late to be of practical war service, but also that the new data being acquired would outmode the value of the work.

## 2. AFRICA COMMITTEE PROJECTS

The Committee on African Anthropology applied for \$1,600 for completing its personnel lists, making a tribal map of Africa, and for miscellaneous expenses. The Board thought that the map project should be supported but that other sources of financial support would be more appropriate.

## 3. DIRECTORY OF ORGANIZATIONS IN AMERICA CONCERNED WITH OCEANIA AND SOUTHEAST ASIA

The East Indies Institute applied for \$500 for the compilation of a directory. The request was first turned over to the American Council of Learned Societies but was soon returned with the comment that it seemed to be a proper undertaking for the Board. It was also pointed out that a similar directory for China had recovered its subsidy by sales to Government agencies. The Director thought that the proposed directory would be of little service to his office, since he had not had great occasion to use the analogous one on China. The following decision was reached (Minutes of the Executive Committee Meeting, April 27, 1943):

The Executive Committee approved sponsoring the project only in case the Director is able to secure orders, paid in advance, from one or more government agencies, such as the B.E.W., the O.S.S., or the State Department.

This was a most effective dismissal, since to my knowledge the Government has never been known to pay for anything in advance.

## 4. THE STUDY OF MODERN CHINESE CIVILIZATION

Ralph Linton, of Columbia University, applied for financial support for compiling a bibliography on China's rural social and economic conditions and for working with local Chinese informants. The request was turned down because of the Board's policy of not making grants.

## 5. MAP OF INDIA

Helmuth de Terra applied for \$300 for assistance in making a map of India showing the racial distribution of peoples on the eastern

borders, in relationship to modern transportation. The request was turned down on policy.

6. THE ETHNOGEOGRAPHIC PROBLEMS OF THE WEST COAST  
OF SOUTH AMERICA

7. THE EFFECT OF THE CASTE SYSTEM IN INDIA UPON  
CURRENT POLITICAL PROBLEMS

At the first meeting of the Board in August 1942 three problem conferences were suggested for immediate promotion. The first, No. 6, above, was considered appropriate for the American Museum of Natural History, since members of its staff had visited practically every part of the west coast of South America from Panama to Tierra del Fuego. The second, No. 7 above, might be sponsored by the University of Chicago. The third was the Conference on Bolivian Indians, which was carried out at Yale University. Nothing more was ever done about the first two in spite of the apparent success of the one trial.

8. CHECK LIST OF JAPANESE JOURNALS

Comdr. George Peter Murdock asked the Board to compile a check list of Japanese journals with articles on Micronesia which should be abstracted for the Cross-Cultural Survey files on that area. The Board sent its regrets because no Japanese scholars were available for the job.

9. BIOLOGY OF THE JAPANESE

Paul Benedict proposed a series of research studies on the biology of the Japanese. The Board considered this to be outside of its field of activity.

10. RACE PROBLEMS

The Director proposed naming a committee of biological and social scientists to explore the broad implications of race questions, and prepare a report which would correct the current misstatements and emotional attitudes. The Board members felt that no change in emotional attitudes of the Nation would result from such a report.

11. CONFERENCE ON INSTRUCTION FOR POSTWAR ADMINISTRATION

The Chairman of the Board urged the calling of a conference of university administrators and Military Government officers to coordinate the instruction in postwar administration. The Board was

not enthusiastic about jumping into a field where foundations, councils, administrators, and angels tread with care. A follow-up request was answered by night letter: "Council executives think university conference premature re postwar administration. Wish to explore farther with Army and agency. Directives here not clear . . ." Apparently the directives remained cloudy since no more was done about this. It is important to note that in spite of the term "postwar" this request was submitted in November 1942 and might have aided the Ethnogeographic Board in assisting in the area training programs.

## 12. TRAINING OF ASIATIC GEOGRAPHERS

The Committee on Asiatic Geography, recognizing the need for more trained personnel in this field, proposed a series of upgrading and refresher courses. Geographers with advanced degrees would take special work at Chicago, Michigan, and Syracuse on India, Japan, and China. They proposed a series of scholarships for this purpose. The Board left the execution in the committee's hands.

The research promotion of the Ethnogeographic Board remained in a dormant state in spite of various attempted awakenings. The Board did not develop a stockpile of information reports, nor did it encourage others to do this job. This neglect is recognized in every Director's report together with suggestions for changing the situation. Six main blocks to research promotion can be formulated from the Director's statements and from an analysis of the reception of the proposals outlined above.

### I. PERSONNEL LIMITATIONS

The staff was too small and too occupied with what were considered more pressing duties to undertake the organization of area summaries or the supervision of projects. Various attempts were made to increase the staff for this purpose, but none proved successful for reasons already discussed under Board Organization. The Board members were not selected because of lack of other obligations, so that no one of them had time to assume responsibility for research promotion. Naming more Board members probably would not have remedied this, although increasing the number of scholars officially associated with the Board might have. Several suggestions for enlarging the number of consultants were rejected.

The use of part-time personnel was never developed by the Board, although for research reports and projects this has proved success-

ful elsewhere. In one sense service grants of small amounts would have made many a report possible, but the Board's policy was against this.

## 2. FRAMEWORK LIMITATIONS

Perhaps the greatest block in building up a backlog of valuable area summaries was the lack of a suitable outline. The few presented by the Army and Navy were broad enough to tax the *Encyclopedia Britannica*. If all branches of the Military are taken into account, the required area information covers every topic known to man, plus a few unknowns. The Ethnogeographic Board was unable to frame an outline which would be of maximum service to the Military and still appeal to the scholars. Unable may be too strong a word since only one effort was ever made to do this. This was an outline prepared by Solon Kimball for a book on an area. The Board made no use of this although a publishing firm seized it with interest.

## 3. POLICY RESTRICTIONS

Several applications for small grants of money led the Board into adopting the following policy at its second meeting: (1) The Board is not a fund-raising organization for projects, but limits its participation to implementation of small group meetings and secretarial assistance; (2) The Board is not a jury to pass on the importance of projects, but is willing to look them over, determine their interest to the Board's activities, and possibly suggest sources of funds. This was not a particularly clear statement of policy. For example, at the same meeting, a discussion of the Distribution Service brought forth the policy that although the Board cannot undertake the preparation of these materials for distribution it can make small assisting grants. The distinction between "materials" and "reports" was not considered.

This policy restricting the granting of funds for useful reports was most unfortunate. (At the time, the writer was the one who clamored the loudest for its adoption.) The financial resources of the Ethnogeographic Board were insufficient to allow too many or too large grants, and certainly the Board should not have usurped the standard functions of the Councils. Still, small assisting grants, under the heading of secretarial or clerical assistance if necessary, would have enabled many reports to be prepared, and, through part-time employment, more scholars could have been made active participants.

#### 4. EVALUATION

In spite of policy the Board was forced to evaluate the actual proposals which came before it. Some of these were not supported or encouraged because they were considered to be impractical, too vague, or not particularly valuable. Two restrictions seem excessive. One, that the proposal be of immediate war concern; two, that the proposal be of direct assistance to the Board. Neither of these limitations was imposed on requests coming from the Military or Government agencies, and both kept the Ethnogeographic Board from encouraging valuable contributions.

#### 5. ATTITUDES

The attitudes of the Board members, the staff, the Sponsors, and the scholars all handicapped the research function of the Board. The Board members thought the staff should do the work. The staff assumed that "research" jobs should be organized and supervised by someone else, anyone else. Their job was to distribute the reports and materials effectively, and to provide information and report services. The staff was engaged in war service, defined basically by requests from the Army, Navy, and war agencies. This was both important and time-consuming so that little consideration could be given to research reports, potentially of equally as great war service as anything else, as the Kennedy and Stirling reports illustrate.

The Sponsors, too, considered the Ethnogeographic Board to be an emergency service organization, and were constantly fearful that it might get entangled in some long-term commitment. The Washington office was frequently reminded of its limited life span, and the Board members were told to restrict themselves to advising the staff, and not get involved in planning or postwar problems. Research compilations and summaries are difficult to encourage when the guillotine is constantly in view.

The scholars, in general, did not volunteer their services or materials to the Board, although many wrote to inquire about the possibility of Government jobs. Those who applied for grants might have obtained the funds elsewhere and then called on the Board for assistance in placing the reports effectively, but, although some of the projects were completed, the Directorate heard no more about them.

#### 6. ACADEMIC RELATIONS

A final reason for the limited research activity reflects the failure to establish satisfactory relationship with the scholarly institutions. This deserves separate discussion in the following pages.

## TECHNIQUES

The Board utilized a series of techniques for answering questions and for promotion. These were directed almost entirely to Washington relationships. Several other techniques were proposed and discussed but never tried out. These referred largely to establishing relations with academic institutions and scholars, and to gathering information. In other words, the techniques most closely concerned with the problem of building up a research stock pile were never advanced.

## I. EXTRA-WASHINGTON PROMOTION

The Board was well aware of its deficiency in keeping in touch with research institutions and scholars. At each Board meeting new techniques were discussed which involved either more personal, direct contacts, or more indirect publicity.

The Director and his immediate staff were obviously so occupied in Washington that they could not pay visits to the universities. An additional staff member was recommended but none could be found. The Chairman was authorized both to spend more time in Washington keeping in touch with the Sponsors and their committees and to devote more time to visiting leading research centers. The Chairman, however, was already so occupied with other Washington duties that his university was wondering whether he worked for them or not. Other obligations also kept the Board members from assuming the responsibility of establishing academic contacts. Various proposals for increasing the number of consultants, organizing a committee of collaborators, or establishing formal liaison with research institutions were all tabled without being seriously considered. Research grants were denied by policy.

In fact, every proposal that involved increasing the size of the Board in any way was unfavorably received. This was due to the fear both that the organization might become too cumbersome to be effective, and that any increase might convey an impression of permanence and stability beyond the Sponsors' mandate. However justified these fears, a review of the Board's activities shows clearly that the only effective assistance from extra-Washington sources came through personal connections. Yale cooperated most effectively because of the presence of a Board member, a consultant, and a research consultant. Next in order were Columbia (the Director's employer), California (the Director's alma mater), Michigan (the Chairman's employer), and the Chicago Natural History Museum (the Director's former employer).

Some of the Board's publicity and letter requests to the area specialists established indirect contacts with the scholars of the country, but more was needed. The Director prepared a statement on the activities and needs for publication in the professional journals, but no systematic coverage was achieved, nor were follow-up accounts sent out. It was suggested that the Chairman acquaint the national scientific and educational societies with its activities prior to their annual meetings, and, if possible, suggest ethnogeographical subjects for discussion. This proved difficult because so many meetings were called off in view of travel restrictions.

At one meeting it was decided that the use of letters and questionnaires was both ineffective and unpopular. This is surprising in view of the Board's success in building a roster and gathering materials and information by circularizing the area specialists. Furthermore, the Committee on Latin American Anthropology had prepared a rather comprehensive statement on research in progress, based on answers to a circular letter. In fact, the Ethnogeographic Board had every reason to believe that, in terms of quantity at least, individuals enjoy recording their experience and publicizing their abilities.

Finally, it was suggested that the Board increase the distribution of its materials outside of Washington. However, the Board maintained its policy of distributing such materials to non-Government agencies only on request. This applied even to members of the collaborating committees. Wider distribution would certainly have been good publicity, and might have inspired other scholars to produce similar materials.

## 2. INTERVIEW

The interview technique is recognized as a highly specialized procedure. The Board considered the possibility of developing an organization of interviewers throughout the country who could be used by the staff and by the Military. In this way the Board might itself be responsible for interviewing, or, at least, the staff could assist the agencies in framing interview questions and in interpreting the results. All this remained in the never-never land of fine ideas. The Board furnished the names of people whom the Navy, Army, or war agency might interview, but its advice and activity stopped there.

Since interviewing is done within a specific framework, it is almost inconceivable that the Army or Navy would ever take a non-Governmental group sufficiently into its confidence to assign it the task. The only use that the Ethnogeographic Board might have made of this

technique was in connection with area reports, and since other factors blocked the production of these, there was little occasion for interviewing.

### 3. FOREIGN SCHOLARS

Residents in this country from other lands were not only an excellent source of much information, but also were, in many cases, anxious to be of service. For many reasons Government agencies were restricted in obtaining information directly from foreigners. It was suggested that the Ethnogeographic Board might undertake the organization of this vast source of knowledge. The Board agreed but did nothing. Government agencies, including the Military, would probably have been willing to disclose the types of information needed from these foreign scholars. The Board had no obligation to determine the loyalty of these individuals, since it could easily check their scholastic qualifications and the accuracy of their information. No reasons were stated for the neglect of this service, but presumably the old issue of personnel was the main cause.

### APPRAISAL

In the preceding chapters the organization, materials, techniques, and activities of the Ethnogeographic Board have been presented in some detail, and each topic has been examined both from the point of view of content and effectiveness. No résumé is required, but rather an over-all review of the accomplishments in terms of the potentialities. This is not intended to lead to any final conclusion on whether the Board was successful or unsuccessful, since obviously it was both, depending on the point of view. The Sponsors and the Foundations have no cause to worry about the return on their investment, and all those associated with the Board can justifiably point with pride to the achievement. However, an appraisal of the over-all experience is necessary, if for no other reason than to guide the next board in the next emergency.

### SERVICE ORGANIZATION

The Ethnogeographic Board was established primarily as a service organization for the war emergency. The coverage was broadly defined to include all areas of the world and all resources represented by the Sponsors. In practice the definition was soon reduced so that instead of covering the world, the activities were concentrated on those areas of most immediate concern to the Military, and instead of calling

on all academic resources, those most conveniently at hand were developed.

With a Washington office established and a skeleton staff assembled, the Board next had to determine what it meant by service. The mandate was conveniently vague on this, which allowed ample liberty. The general confusion and lack of orientation in Washington presented to the Board an opportunity to establish an important information center on regions and peoples. To achieve success in this, questions had to be answered satisfactorily and without great delay. The Washington staff started at once to equip itself for this function by assembling an Area Roster, bibliography files, notes on library resources, local personnel lists, and other sources of quick answers. Out of this grew an initial working definition of "service," namely, answering any question which the Army, Navy, and war agencies asked.

It was immediately apparent that information service, as well as any future contributions that the Ethnogeographic Board might consider, demanded widespread publicity of an effective kind in Washington. Promotion techniques were developed; a brochure was distributed, the Director built up his personal contacts, dinner conferences were held, liaison was officially established with the Intelligence divisions. The questions rolled in and were promptly answered by phone, mail, short reports, conferences, and rarely by more extensive projects. As the cooperating committees prepared their regional personnel lists, the Board distributed them widely, which increased its prestige and contacts. With but few exceptions, the activities of the Washington staff were focused on this question-and-answer definition of service. Some of the things which might have been exceptions are summed up in the chapter on "Dead Ends." Others, like the Strategic Bulletins of Oceania and the War Document Survey, were either prepared independently of the Board, or developed after the information service went into decline. In some cases the staff encouraged the preparation of reports like the survival articles, which, although not actually requested, were so clearly in line as to raise no doubt about their ready acceptance. The bulk of all this information service went to the Army and Navy, which was consistent with the definition, and the stated interests of the staff. Other Government agencies, although not ignored, made far less use of the facilities. However, the only effective liaison was with the Army and Navy, and their requests were given definite priority.

The service was highly successful. In spite of the pettiness of some of the questions, the superficiality of some of the reports, and the difficulty of judging the returns from the many circular letters, the

Board not only assisted in orientation but made positive contributions of facts and materials. The numerous letters of appreciation from officials of the armed services are convincing testimonials in themselves (see Appendix A for samples). The liaison officers were enthusiastic in their praise. A Military Intelligence report on eight Washington agencies and their potentialities states: "Of the agencies contacted, the Ethnogeographic Board is the most important for MID and greater use should be made of its services." In fact, everyone, who has had occasion to review this service, has agreed on its merits.

Various reasons for this success have already been mentioned in the discussion of particular topics. The service was open to all agencies, with no restrictions placed on the rank of the requester or on the validity of his question, provided it fell within the Board's wide field of competence. The members of the staff were of high caliber and familiar with area problems. Questions received rapid, carefully evaluated answers and were frequently followed up with additional information. The Board had good local sources of information, principally the Smithsonian Institution and its staff, and could theoretically tap the academic resources of the country.

In fact, the Ethnogeographic Board referred to itself as a clearinghouse between the Government and scholarly institutions. This it might well have been if it had not forgotten that a clearinghouse operates in two directions. The Board, however, received requests only from the Government and was seldom forced to seek answers from sources outside of Washington itself. Instead of a clearinghouse, the organization could be described as a loan, from the Sponsors, of the services of four to five professional anthropologists (the staff) plus a group of advisers (the Board) to the military departments.

This might seem too limited a judgment, but certainly the ideal chart which the Ethnogeographic Board included in its brochure could be simplified. Instead of feeding all agencies of Government with knowledge from the country's academic institutions, most requests came from the War and Navy Departments, and most answers, outside of those furnished by the staff itself, came from the National Research Council, the American Council of Learned Societies, and the Smithsonian in Washington, and mainly from Yale outside of that city.

The Board's pragmatic definition of service, valuable as it was at the beginning, was too limited. By the end of the first year and a half, the requests for spot information were markedly reduced. Orientation, or at least an adulterated substitute therefor, had been achieved. The wealthy, heavily staffed Government agencies caught up to the Board once they got organized. In the long run they were better

equipped to answer questions, gather materials, prepare reports, translate, copy photographs, and many other things that had been part of the Board's stock-in-trade.

The information service was of great initial value but should have led to even greater contributions. As the requests dwindled, the Board declined instead of using its strong position to bring the scholarly and academic resources, which it was supposed to represent, into true effectiveness. When it came to the point of assisting the Government in the planning and formulation of projects or of promoting the activities of the scholars, the Board found itself in the embarrassing position of having nothing to sell. The sales organization, in its enthusiasm, had put on a successful promotion campaign but neglected to stir the manufacturer into producing the goods.

The first Director recognized this situation in his letter of resignation, except that he made a sharp distinction between the two functions, namely, active service to the war effort versus long-term post-war projects. The Director felt that reorganization would be necessary if activities of another nature were undertaken. The Sponsors agreed, but did not authorize the changes at so late a date. However, from the present perspective, the great need for research promotion was during the first 2 years of the Board's existence and not after its service function had ceased.

#### RESEARCH PROMOTION

The reports, materials, and projects produced or stimulated by the Ethnogeographic Board have been described and evaluated, as well as those initiated or suggested but not completed. Together with the description, some reasons for the limited activities have been included, such as personnel, framing outlines, policy, techniques, and attitudes. Limited is the best descriptive word for the research-promotion activities. Those that were undertaken were well executed and valuable. There should have been more.

The staff of the Washington office should not be saddled with all the blame. It not only had its own job to do, but its whole organization was directed toward that end. At every meeting the need for more substantial academic relations and more outside reports was brought to the attention of the Board. It was the Board itself, then, that had no function. The Directorate could have carried on with a small advisory group, such as the executive committee became. The Board might well have assumed the responsibility for research promotion. Its field of activity was not limited to Washington. Ideas were abundant, and

funds were ample. However, the Board was satisfied to make suggestions to the Directorate, which were usually impractical for execution.

The Sponsors accepted this situation. Although fully informed of the activities of the Directorate and the Board, they made no suggestions or comments on the fact that the full potential of academic resources was not being tapped. Little use was made of the Board to bring the varied activities of the Sponsors' committees to the attention of the Government agencies, although the Board was admittedly in an excellent position to do this. Furthermore, the Sponsors and their organizations could have stimulated the production of many useful reports and summaries for the Board to distribute effectively. Perhaps the position of being a joint committee of three councils serves to trisect rather than triple support.

If the Ethnogeographic Board's experience is at all typical, the scholars and academic institutions are not too aware of their social responsibility. The few scholars who made use of the Board were already intimately involved in the organization. The Strategic Bulletins of Oceania, and the Cross-Cultural Survey files, both under the direction of George Peter Murdock, were given wide circulation and increased utilization through the Board. Was Dr. Murdock the only scholar in the country with valuable area materials? Could the Board have obtained more reports and materials for its purposes? The difficulties were enormous. Many scholars were in the armed services; others were busy to an extreme. Both scholars and institutions were apathetic about organizing materials on their own initiative. In spite of all this the situation was not impossible. Most of the materials which the board distributed had been prepared either before it came into existence or completely independently. If the Smithsonian Institution, the Institute of Human Relations, and the National Research Council committees had materials which the Board considered worth while, surely other institutions and academic groups in the country had the same. A well-worded letter might have revealed this.

A war situation creates confusion and overwork, but it also provides a motive for production unequalled by any crisis in peacetime. In wartime, the scholars would be apt to produce the requested report first and question its legitimacy afterward. In peacetime, the same scholars would have to be convinced of the necessity of the report and probably would be loathe to donate their services unless especially interested in the particular project. The Ethnogeographic Board had the prestige of its Sponsors and sufficient resources to allow for travel and secre-

tarial expenses, and perhaps a modest honorarium. These advantages should have made promotion of research relatively easy.

The question of scholars having time to produce such reports is hard to answer. The Board found that those who were still in their academic settings managed to find time for something within their competence which was directly concerned with the war. Once a scholar moved to Washington it was hard to get much extra out of him, and once he got into uniform, however sedentary the assignment, it was almost impossible. Raymond Kennedy, of Yale, when asked whether others could not have produced reports like his, suggested modestly that the others might not have had as much time as he did. He was only carrying his regular university schedule, plus a series of other obligations in connection with the Pacific area and the war. Still he produced three of the best area reports within a deadline limit of 30 days.

There was a real need for a true clearinghouse, an intermediary group that could discover and adapt the extant academic materials so as to suit them to Government use, and, in reverse, present the Government requirements, both immediate and anticipated, in a framework favorable for scholarly reports.

#### TECHNIQUES AND MATERIALS OF FUTURE USEFULNESS

Most of the Board's activities were directed toward immediate usefulness, but some of the materials have a permanent value as part of the academic record, and some of the techniques would be useful in other situations.

The Area Roster is a valuable record of the area specialists of the prewar period. Obviously selection is needed, and the roster should probably be cut down to about one-tenth of its present size. The selected file would serve as a base for the recording of new area experience gained during the war. On the other hand, the mimeographed personnel lists, built up both by the cooperating committees and by the Board have probably passed the peak of their maximum usefulness already.

The Board's source bibliography files were not built up systematically, but might furnish some evaluated lists of references to basic sources and to little-known areas. A statement on the area resources of Washington libraries would also be useful. The survival library would be of assistance to any agency continuing work on this subject, although the items are by no means unique. Most of the survival articles have been published, as have some of the reports. The

Kennedy and Stirling reports might be worth publishing once they are declassified. The Cross-Cultural Survey files are only on deposit at the Board's office so that the ultimate disposition of this valuable index will be determined by others. However, with the permission of the compilers, the extra copies of the Strategic Bulletins of Oceania should be made available to scholars and libraries throughout the country.

The booklet "Survival on Land and Sea" is a contribution of lasting value. It has already served as the basis for other survival books, and, in revised form may well be continued as a standard Navy publication. The manual would also be useful to scientific and lay travelers, particularly if a special edition could be brought out, which eliminated some of the hazards-of-war items, and added further travel information. Possibly an institution like the Smithsonian or the American Museum of Natural History would be interested in preparing such an edition.

The Reports on Area Studies in American Universities are a valuable documentation of the area programs and will serve as a basis for all future discussion of this important subject. Six of these have been mimeographed, and Dr. Fenton's report, previously mentioned, will put the results of the area survey on permanent record. The files of organized notes on programs at 27 universities are also an important record for the future.

The War Document Survey is directed at the problem of disposing intelligently of the valuable materials assembled by Government agencies during the war. It should furnish a basis for future legislation on this subject. The Board commissioned an analytical history of its activities in the hope that this would be of use to scholars and administrators in future emergencies, as well as an indication of the steps that must be taken to fill in the lacunae which the experience has revealed.

Some of the Board's techniques may also be applicable in other situations. For example, the whole procedure of building an area roster could be repeated whenever necessary. The simplicity of the questionnaire and card file was an outstanding feature of the roster, made possible by knowing in advance the kind of information needed. The Board's success in circularizing requests for specific materials or information might be profitable at any time. However, greater care in selecting names would probably be needed if direct Army and Navy support were not possible, since it is still not certain that such a technique would provoke a response without the backing of the Military.

Liaison officers proved immensely helpful to the Board, and, if properly selected, they would be equally valuable in peacetime as a method of integrating committee work and Government needs. The dinner conferences will always be valuable for orientation, because even in peacetime individuals with similar interests in different agencies do not always know each other. Furthermore, such dinners are a useful promotion technique, and might well have value over and above this if properly organized around significant problems.

The problem conferences, as illustrated by the one on Bolivian Indians, have future possibilities because they can be concentrated on very specific subjects. The participants need to be selected carefully and the conference should produce a report which might or might not call for further discussion. Finally, the survey technique, although not significantly modified by the Ethnogeographic Board, will continue to produce results of widespread value.

#### NEXT EMERGENCY

One of the fundamental purposes in preparing a history was to answer the question: Were it again necessary, should it be done in the same way? A complete answer would amount to another appraisal of the Ethnogeographic Board but some of the major points can be summarized without too much repetition of detail. An answer also involves a consideration of the next emergency, although not in the parlor pastime sense of predicting how long it will be before the next world war. Emergencies of other types may arise which will make a board necessary or at least desirable. Future emergencies, wars or otherwise, may not demand area knowledge, in which case fundamental changes in the type of board would have to be made, but since it is futile to speculate about the type of crisis, it is here assumed that area will again be an important consideration.

Any emergency which causes a rapid increase in the size of Government and which involves the creation of new agencies will certainly produce the same confusion which Washington witnessed in the first years of this war. Individuals and agencies will doubtless appreciate the same type of orientation and quick service which the present Board offered. Far from having all area resources carefully documented and organized, the same series of simple questions will again be asked, the same need for specialized personnel will again arise.

It is reasonable, then, that a board organized in many ways along the lines of the present one will be needed. However, judging by the limitations of the present experience, the next organization should

have specific and distinct functions for its board and for its Washington directorate. Some features of the two future units are sketched briefly.

### BOARD

#### 1. A BOARD SHOULD HAVE THE SUPPORT OF THE THREE RESEARCH COUNCILS

Each Council represents a distinct group of disciplines, so that none of the three is in a position to adopt the cross-disciplinary area approach by itself. Furthermore, a wide range of backers is necessary if for no other reason than prestige, as amply illustrated by the present Ethnogeographic Board.

#### 2. A BOARD SHOULD BE NON-GOVERNMENTAL

The Ethnogeographic Board had a great advantage by not being attached to any Government bureau. The Foundations point out frequently that the Government should finance its own needs, but it is difficult to persuade a Government bureau to finance a project which it does not control, although it has happened. The Inter-American Training Centers for language and background instruction to Government employees working in the Latin American field were financed by the Office of the Coordinator of Inter-American Affairs although administered independently by the American Council of Learned Societies. However, irrespective of the source of funds, the operation of the Board should be totally free of Government controls.

The Ethnogeographic Board was not in competition with any other non-Government group, but it was, in many respects, competing with such Government agencies as the Office of Strategic Services. Had the Ethnogeographic Board been identified with Government this might have caused friction. As it worked out, all agencies were pleased to accept aid from a non-Governmental source to which credit was merely a matter of courtesy if it were offered at all.

Finally, if scholarly research and Government action programs are not to be kept neatly separated, it is a legitimate function of the academic institutions and their representatives to anticipate and stimulate Government needs. Often an objective outside group can see the needs far more clearly than those involved in the rush of action.

#### 3. COOPERATING COMMITTEES ARE BETTER THAN SUBCOMMITTEES

The relationship of the Ethnogeographic Board to its affiliated committees has been described in detail. From this it seems that co-

operation with independent committees is a better arrangement than subordination. Each committee affiliated with the Ethnogeographic Board had its own function and its own enthusiastic personnel, both of which tend to get lost in a subcommittee which is too dependent on the top group for all guidance and action.

#### 4. A BOARD SHOULD HAVE A SIMPLE, INTELLIGIBLE NAME

The name "Ethnogeographic" was by no means clear to the scholars and far less so to employees of Government and the Military. Both Directors admit that the name was not too happy. It is futile to suggest names for a future board, although certainly the four-letter names so common in Washington should be avoided for non-Governmental organizations.

#### 5. A BOARD SHOULD HAVE WELL-DEFINED FUNCTIONS

As in the case of the present Board, one of these would be to guide and advise its Washington Directorate by means of an executive or an advisory committee composed of Washington members. However, in the future the board itself should assume the responsibility for establishing relationships with sponsors, scientists, and academic institutions; should undertake a survey of the existing materials, personnel, and research programs of those institutions, and make these materials available to its Washington office; and should initiate projects to fill in significant gaps in area knowledge. Techniques of keeping in touch with the scholarly resources might involve the naming of consultants in each major institution, financing surveys, making small grants for reports, and calling problem conferences. Since the board would handle one aspect of the clearinghouse, it would naturally have to aid in the phrasing of Government requirements to meet the academic abilities, and in the translation of academic reports to serve the Government needs.

#### 6. THE MEMBERSHIP OF THE BOARD SHOULD BE IN TERMS OF ITS FUNCTIONS

The members selected should have academic connections, awareness of the problems, and an interest in serving. A paid chairman or executive officer would be necessary, although routine work and secretarial assistance could be handled through the Directorate.

## WASHINGTON OFFICE

## I. THE BOARD SHOULD MAINTAIN A WASHINGTON OFFICE AND STAFF

The basic purpose of the board is to interrelate the academic research and the Government programs. For this a Washington office is essential, even though other offices are established. The Washington office would be the fiscal administrator, keeper of records, and general executor.

## 2. AN INSTITUTIONAL SETTING FOR THE WASHINGTON OFFICE IS DESIRABLE

The Ethnogeographic Board was located in the Smithsonian Institution, the home of one of its Sponsors. Not only did it receive enormous cold financial support from this arrangement, but also many intangible benefits. The Smithsonian's versatile scientific and technical staff, its specialized library and collections, its tremendous prestige, were all at the Board's disposal. Gradually the Board took on the color of the Smithsonian. This identification, both mystic and real, may have hampered some of its activities, but in total the benefits received counteracted the few limitations.

## 3. THE WASHINGTON OFFICE SHOULD ESTABLISH LIAISON RELATIONSHIPS WITH GOVERNMENT AGENCIES

The present Board established effective liaison only with the Army and Navy, but in the future an attempt should be made to increase the coverage. This would be particularly true when the board obtained academic materials of a broad character which would be useful to many agencies.

## 4. THE PRINCIPAL FUNCTION OF THE WASHINGTON OFFICE SHOULD BE TO ESTABLISH RELATIONSHIPS WITH GOVERNMENT

In order to do this, the staff could follow about the same lines developed by the present Directorate: dinner conferences, distribution of materials, question-and-answer service, area rosters, information files, request reports, and the rest. These would not only continue to be of real value in themselves, but would likewise serve to pave the way for the effective placement of the materials and reports which the board would provide.

The Washington office would, as in the present case, seek to make

its service rapid and effective. It would continue to prepare those immediate reports which involved its staff, local sponsors, and local sources of information. Larger projects could be sent to the board for farming out to the academic institutions. Furthermore, the office should keep the board informed on the nature of Government needs, as determined by the requests, conferences, and the like, in order to guide its selection of materials and perhaps permit the anticipation of needs.

5. THE STAFF OF THE WASHINGTON OFFICE SHOULD BE SELECTED  
FOR THE SERVICE FUNCTION

A director and several professionally competent assistants would be needed, as well as adequate clerical help. The organization of the present Directorate would probably be adequate. The staff members should be selected on the basis of their specific knowledge of disciplines and area and their ability to carry out the service program. Whether the staff members are loaned by some institution like the Smithsonian, or hired directly, is not of major importance (except in seeking grants from the Foundations), although the local affiliation of the present staff had some advantage. In the future the staff should represent various fields of knowledge and not consist entirely of members of one profession. The director of the Washington office should appoint such consultants, subcommittees, and other affiliates as are necessary to improve the quality of the service. At all times the advisory committee of the board should be available for immediate consultation.

Cost

The present Ethnogeographic Board cost about \$30,000 per year, largely for the activities of the Directorate. The future board would probably increase that annual figure by about \$20,000.00. The cost would not be doubled, in spite of the assignment to the board of an executive officer's salary and funds for projects and reports, because many of the functions here assigned to the board were, in the present situation, handled by the Directorate. The cost would be increased, but the results should make this worth while. The future board, if it functioned at all in the manner postulated, would come close to being a true clearinghouse between the academic and the Government in an emergency situation.

## FUTURE PROBLEMS

A review of the experience of the Ethnogeographic Board points up some very real lacunae, particularly in reference to area knowledge and personnel. The Board provided some temporary fillings in its attempt to answer requests, but it could hardly be said that these desperation measures had solved the problems. Such lacunae have been apparent to many other individuals and agencies faced with the problem of assembling adequate information on other parts of the world, vitally needed during the war, but equally necessary for future action.

## AREA EXPERTS

When the Ethnogeographic Board was first started, no adequate records of area experts were available, although some of the cooperating committees, like those of the National Research Council, and the Intensive Language Program, had started to build up regional lists, and the National Roster of Scientific and Specialized Personnel contained secondary information on the area experience of many individuals. The Board at once started to assemble a practical area roster. Outside of the European field there were few recognized area experts, so the Board abandoned the idea of defining expertness and filled its roster cards with the names of any individuals who had unusual experience or extended area residence. Lists were obtained from a great variety of sources, particularly for those areas of immediate concern to the Army and Navy. The Board developed its shotgun technique of circularizing a great number of people in order to obtain information, and the technique was reasonably successful. However, this is far from a permanent solution for registration of area specialists and the organization of their knowledge.

The Area Roster does not furnish a measuring stick for determining the best- and the least-known areas. Not only was expert not defined, but the Board concentrated its efforts on the lesser-known areas. No final evaluation can be made until the lists for all regions are carefully sifted, but withal, it is clear that area experts are inadequate for almost every region. A double problem is presented by this situation. First the need for registration of the significant past, present, and future area experience of scholars and other specialists, which is more than a list of places visited. Second, the necessity of creating experts on all regions, including those which are almost totally unknown.

The registration might be handled by the National Roster if new techniques of evaluation were developed, although there is no guarantee of its continuation. Mortimer Graves, of the American Council

of Learned Societies, has made an estimate of the minimum number of experts which this country needs for every major area of the world. This would serve as an initial guide for the registration and allow the emphasis to be placed on quality rather than quantity. The rosters built up by the Ethnogeographic Board and other organizations would assist in evaluating past experience, but special efforts would be needed to record the new experience. Most scholastic institutions keep some record of the experience of their personnel, but it would be harder to obtain information from Government and business.

The methods of training of new area experts lie beyond the experience of the Ethnogeographic Board. Much could be learned from the area and language programs of the universities and from some of the Government training programs like the Inter-American Training Center. However, many of these special programs have already closed, and the universities are reluctant to add variants to their standard curricula. Artificial stimulation will probably be needed to inspire the universities to undertake a job which falls entirely in their special field of education.

#### AREA MATERIALS

The Board did not attempt to build up extensive files but it kept constantly on the lookout for sources of information, such as bibliographies, photographs, motion pictures, maps, outlines, summaries, and the like. Their experience shows that most area materials are poorly organized, and widely scattered throughout the country. A summary statement from the staff members on the results of their search for sources would help to formulate a plan for filling in the gaps. Two Board projects have, in part, been appraisals of the existing area materials. The survey of area studies in American universities includes notes on the available teaching materials, maps, photographs, slides, mimeographed outlines, motion pictures, and other useful items. A preliminary statement on resources in the universities could be prepared from the files without great difficulty. The present War Document Survey has as its primary aim the appraisal of the area materials assembled by Government agencies during the war. It would still be necessary to cover the resources of research institutions, libraries, and the like.

A statement on the relative merits of different kinds of area materials is also needed. Presumably the war agencies and the commercial concerns can determine their own needs, so that the appraisal could be limited to those materials best adapted for area instruction.

training of experts, and scholarly analysis of regions. For this, the survey of area programs would again be helpful, but other activities of the Directorate would serve only as a basis for estimating the Army and Navy needs.

#### AREA REPORTS

Any great expansion of the Board's report service was blocked because of the lack of an acceptable outline of the type of information needed. The war agencies sent in broad outlines, but these were never revised to fit the capacities and knowledge of the scholars. This problem must be defined if a stockpile of useful area reports is to be built up for the future.

This is not a simple task. Every scholar knows that factual materials must be gathered in terms of a framework, and that this varies in terms of every problem. Still, all disciplines are able to agree on certain broad categories which have proved useful in the past and presumably would continue to serve. A definition cannot be too rigid, both because these categories are constantly changing and because area involves cross-disciplinary interests.

The outline developed by the Cross-Cultural Survey for filing materials in the field of anthropology was modified to meet the area requirements for the Pacific region. An examination of this revised outline would be profitable as a basis for definition. Scholars should be able to agree on certain basic categories of area information and still leave ample leeway for the special interests of any particular discipline. The Joint Committee on Latin American Studies has set a precedent in its "Outline of Research in the Study of Contemporary Culture Patterns in Latin America" (Notes on Latin American Studies, No. 2, pp. 3-26, 1943).

A satisfactory outline is but the preliminary step. It must next be decided what kind of a summary or report is most useful. The Pacific Survey Project never got by this stumbling block, since some wanted a brief summary of sources, others wanted a 5-foot shelf of books. There have been innumerable handbooks, varying from single immense volumes like the Africa Survey to soldier's pocket guides. A review of these would not lead to a final, rigid model, but would allow an appraisal of the potential usefulness of different types of area reports.

#### AREA TRAINING

Although the Ethnogeographic Board itself did not actively engage in any training program, the Director was consulted about the sub-

ject, and the survey of area studies was one of its major projects. The universities and the Military reached no general agreement on the nature and content of area training before the programs started, and the future is equally vague. The problem needs special study, since it is intimately related to the whole question of how to develop area experts. More is involved than courses at universities—for example, the importance of field programs and the ever-present issue of support and employment of area experts once they are trained.

The issue of area versus discipline is also included. One group claims that an intensive language and area course may prepare a good lawyer for work in a foreign area, but the reverse, an intensive course in law, is not possible. Another group asks what kind of field work could be undertaken by a man trained exclusively in area? Disciplines face the same duality internally. Is the anthropologist who studies a tribe in New Guinea interested in the region, or in getting another sample of the cultures of the world? It is apparent that considerable thought is needed on the nature and purpose of area training.

#### RESEARCH VERSUS ACTION

One of the major problems faced by the Ethnogeographic Board was the integration of the so-called "pure" research of the scholars, and the "applied" research of the Government action agencies. No effective solution was reached which would reconcile the two approaches. This was due in part to the failure to define the area approach, and in part to the neglect of such semisolutions as the problem conferences.

This problem will become more acute in the future if the Government is to be the principal source of research funds. Two important contributions have already been made to this question by Richard H. Heindel ("The Integration of Federal and Non-Federal Research as a War Problem," Technical Paper No. 9, National Resources Planning Board, 1942), and by the Social Science Research Council ("The Federal Government and Research," mimeographed report, 1945). Both of these studies point up the problems involved and suggest issues for further consideration. The Ethnogeographic Board's experience adds its minor contribution.

#### FUTURE OF THE ETHNOGEOGRAPHIC BOARD

Some of the broad problems and important lacunae of our area knowledge have been silhouetted. It is legitimate to question whether the Ethnogeographic Board, in its present or in a reorganized form,

would be useful in the further investigation of these and similar problems. This is a purely hypothetical question, since the Sponsors on October 19, 1944, agreed that they "do not intend to continue the Ethnogeographic Board after it has performed the emergency functions for which it was created." Furthermore, a plan has been formulated for the liquidation of the Washington office within the coming year (1946), and with its departure the Board will undoubtedly expire. However, the Sponsors, in requesting the historical account of the Board, asked also for suggestions on how to organize the scholarly knowledge and meet some of the outstanding problems.

Everyone connected with the Ethnogeographic Board agrees that its present organization is not suitable for undertaking the types of activities which the immediate future demands. What the board should be like in the next emergency has already been outlined. However, postponement does not solve problems, and plans for the immediate future, that is, today, should not be lightly disregarded. There is no group primarily devoted to pursuing and integrating work on the area approach. No council or academic institution has indicated that area is one of its major interests. It is logical, then, that this history conclude with a plea for the establishment of some organization which will face the problems raised by the experience of the Ethnogeographic Board. (The Conference Board of Associated Research Councils appointed a temporary committee to explore possibilities in December 1945.)

The Ethnogeographic Board not only performed a highly valuable service to the war, but also served as a unique experiment in the integration of academic research. That it made mistakes and did not always attain its full potential is easy to point out in retrospect, difficult to see at the time. It in no way detracts from the over-all merits of the organization and its truly important accomplishments. It has been the purpose of this history to see that the contributions, and the lessons learned from the experience, are not immediately forgotten.

APPENDIX A  
SAMPLES OF LETTERS OF COMMENDATION

1. The Secretary of the Navy.
2. The Secretary of War.
3. The Secretary of the Conference Board of  
Associated Research Councils.

AI. THE SECRETARY OF THE NAVY

*COPY*

Address Reply to  
The Secretary of the Navy  
and Refer to Initials  
and No.  
Serial #2218416

NAVY DEPARTMENT  
*Washington*

*24 July 1944*

MY DEAR DOCTOR STRONG:

On the occasion of your retirement as Director of the Ethnogeographic Board, allow me to express my appreciation for the many and continued services that you, through your organization, have performed for the Navy Department. From its inception, the Ethnogeographic Board has supplied the Navy Department with information of the greatest value on numerous remote regions of the world and on other related and highly specialized scientific subjects. This has been a very real service. Let me thank you again for your untiring efforts in our behalf.

Very sincerely yours,  
(Signed) JAMES FORRESTAL

DR. WILLIAM DUNCAN STRONG, *Director*  
*Ethnogeographic Board*  
*Smithsonian Institution Building*  
*Washington, D. C.*

A2. THE SECRETARY OF WAR

COPY

WAR DEPARTMENT  
Washington, D. C.

August 8, 1944

DR. WILLIAM DUNCAN STRONG,  
Director, Ethnogeographic Board,  
Smithsonian Institute,  
Washington, D. C.

MY DEAR DOCTOR STRONG:

The Ethnogeographic Board has rendered such outstanding service to the armed forces in supplying vital information at a time when it was most needed, that I take this opportunity to express our deep appreciation of this service.

The Board has been of special aid to the War Department in making available the collective experience of thousands of scientists in little known parts of the world. This has been of great value to the War Department.

As you retire as Director of the Ethnogeographic Board and return to your normal pursuits, I wish you all measures of success in your future undertakings.

Very sincerely yours,  
(Signed) ROBERT P. PATERSON  
Acting Secretary of War.

A3. THE SECRETARY OF THE CONFERENCE BOARD OF ASSOCIATED  
RESEARCH COUNCILS

COPY

AMERICAN COUNCIL OF LEARNED SOCIETIES  
Member of the  
International Union of Academies

*Executive Offices*  
1219 Sixteenth Street, N.W.  
Washington 6, D. C.

November 8, 1944

DEAR DR. STRONG:

At a meeting of the sponsors of the Ethnogeographic Board, held in Washington on October 19, 1944, I was requested to convey to you their grateful appreciation of the extraordinarily valuable services that you have rendered as Director of the Washington office.

The sponsors feel that you were successful to a degree that they had feared might not be possible in organizing and making available for public service in time of great need the scholarly and scientific resources of the country.

The enthusiasm and energy with which you have devoted yourself to the organization of the work and to its direction during the period when the services of the Board were most in demand and most urgently needed cannot be too highly estimated.

We wish to assure you of our gratitude, and of the gratitude of organized scholarship and science in this country so far as we are qualified to represent it.

Very sincerely yours,

WALDO G. LELAND

*Secretary of the Conference Board  
of Associated Research Councils*

DR. WILLIAM DUNCAN STRONG,  
*Department of Anthropology,  
Columbia University  
New York 27, New York*

## APPENDIX B

### SAMPLES OF PERSONNEL QUESTIONNAIRES

1. Questionnaire of the Committee on Latin American Anthropology.
2. Questionnaire of the Committee on the Anthropology of Oceania.
3. Follow-up questionnaire of the Oceania Committee.
4. Questionnaire of the Ethnogeographic Board.

BI. QUESTIONNAIRE OF THE COMMITTEE ON LATIN AMERICAN  
ANTHROPOLOGY

NORTH AMERICAN ANTHROPOLOGISTS WITH LATIN-AMERICAN INTERESTS

Key to Personnel File

1. Name    Date of Birth    Single (S), Married (M), Minor Dependents (-x)
2. Position and Institution (or other address) (Exact position needed in order to estimate availability).
3. Wife's training: Languages, Study of Anthropology or allied subjects, Field trips.
4. Linguistic ability in Spanish, Portuguese, Indian Languages, German, French, Italian, etc. Please rate each as follows:
  - 1) Native speaker
  - 2) Adequate
  - 3) Stumbling
  - 4) Reading only
  - 5) Writing
  - 6) None (if this is significant)
5. Anthropological interests. Try to indicate in order of dominance. Arch. (archaeology); ethn. (ethnology); ling. (linguistics); phys. (physical anthropology); comm. (community study); accul. (acculturation), etc.
6. Teaching ability. Offers courses on Latin-America.

Rating in terms:

  - A) Could be recommended for teaching post.
  - B) Little or no teaching experience.
  - C) Should not be recommended for teaching post.
7. Field Experience:

Specific place, country, year, number of months, type work for each. (Please limit to Latin-American field trips. Field work in other parts of the world can be listed under 8 (Qualities) if desirable).
8. Qualities:

Indicate by number which of the following type posts the individual could be recommended for, or by XYZ if necessary:

  1. Teacher in U. S. (Like Washington school for Army, Navy and Civil personnel. Requires no language but good knowledge of region and subject, teaching ability, sociological approach.
  2. Exchange teacher for Latin-America (such as mentioned for Mexico). Requires adequate language, acceptable personality, etc.
  3. Community study (such as already started by Doob and Rockefeller Committee). Adequate language and training in approach required.
  4. Archaeology (such as Institute of Andean Research Program). Arch. training, some diplomacy, at least stumbling language.
  5. Leading field parties of Latin-Americans. Some language and experience in handling field parties.
  6. Cultural attaché or other type of formal position in which protocol is important.
  7. "Tough" ethnology or work in difficult out-of-the-way places.

8. Native language teaching (such as Peruvian-Quechua program or Mexican program). Special training in linguistic techniques needed.
  9. Museum display, organization, exchange with Latin-America. Requires some knowledge of museum display problems plus diplomacy.
  10. Wide scale surveys, such as on food habits.
  11. Compiler of library or archive data.
  12. Latin-American lecture tour.
  13. Economic or commercial planning. Requires some business training and knowledge of trends of particular country.
- Add any other type post for which individual exceptionally suited.  
Add XYZ for region or country.  
Add special techniques, like mapping, photography, jungle travel, etc.  
Add any pertinent additional information such as non-Latin-American field work, etc.

B2. QUESTIONNAIRE OF THE COMMITTEE ON THE ANTHROPOLOGY  
OF OCEANIA

258 *Institute of Human Relations*  
*Yale University*

DEAR SIR:

The Committee on the Anthropology of Oceania of the National Research Council is assembling the names and addresses of scientists, business men, missionaries, and travelers who have had first-hand acquaintance with the islands of the Pacific and who might be able to supply agencies of the United States government with information of value. These names and addresses are compiled, classified by areas and islands, and distributed in monthly mimeographed installments to interested governmental agencies, enabling them to communicate at a moment's notice with those individuals best qualified to give them needed advice or information on matters of pressing importance.

The Committee also intends to assemble from these informants, and to collate, certain standardized data of a practical character, for submission to the same governmental agencies.

Your name has been submitted to the Committee as that of a person who might possess useful information on the Pacific. If you are willing to cooperate, will you kindly fill out and return the enclosed blank. It is probably unnecessary to point out the need is URGENT; the United States is at war in the Pacific.

Committee on the Anthropology  
of Oceania, Division of Psy-  
chology and Anthropology,  
National Research Council,  
Washington, D. C.

{ GEORGE P. MURDOCK, *Chairman*  
CORA DU BOIS  
FRED R. EGGAN  
CLELLAN S. FORD  
A. IRVING HALLOWELL  
RALPH LINTON  
MARGARET MEAD  
R. LAURISTON SHARP

Name (surname in capitals): .....

Occupation: ..... Year of birth: ..... State where  
born: .....

Home address: .....

Business address: .....

Telephone numbers: ..... (home) ..... (business)

Of the various islands and island groups in the Pacific (including Australia, New Zealand, Hawaii, Philippines, Dutch East Indies, and all others) I have resided in or visited the following during the periods indicated for each, and I have photographs, motion pictures, and maps for those which I have checked:

	Island	From (mo, yr)	To (mo, yr)	Photos	Movies	Maps
1.	.....	.....	.....	.....	.....	.....
2.	.....	.....	.....	.....	.....	.....
3.	.....	.....	.....	.....	.....	.....

- 4. ....
- 5. ....
- 6. ....
- 7. ....
- 8. ....
- 9. ....

I am acquainted with the following languages to the extent indicated:

Name of language	Expert	Fluent speaker	Halting speaker	Reader	Writer
Dutch	.....	.....	.....	.....	.....
French	.....	.....	.....	.....	.....
German	.....	.....	.....	.....	.....
Japanese	.....	.....	.....	.....	.....
Malay	.....	.....	.....	.....	.....
Motuan	.....	.....	.....	.....	.....
Pidgin English	.....	.....	.....	.....	.....
Tahitian	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....

I would  would not  (cross out one) be willing to fill out a follow-up questionnaire of two pages on islands about which government agencies would like further information.

I would  would not  be willing to submit a report, be interviewed, or otherwise assist in the accumulation of information.

The following are names and addresses of reliable persons who should be able to supply first-hand information of importance on certain of the Pacific islands:

- .....
- .....
- .....
- .....
- .....
- .....
- .....
- .....
- .....
- .....

(Please return to Prof. George P. Murdock, 258 Institute of Human Relations, Yale University, New Haven, Conn.)

B3. FOLLOW-UP QUESTIONNAIRE OF THE OCEANIA COMMITTEE  
CONFIDENTIAL AND URGENT

Please fill out IMMEDIATELY and return to George P. Murdock, 258 I. H. R., Yale University, New Haven, Conn. The data from these forms will be compiled by the Committee on the Anthropology of Oceania of the National Research Council and supplied to interested agencies of the United States Government. Information is especially desired on the less known islands and regions of the Pacific. Use a separate form for each specific district with which you are acquainted.

This is a report on ..... in the island or archipelago of ....., where I (name: ..... ) resided from (mo., yr.) ..... to .....

The approximate population of this district was ..... in 19.., when the largest settlement, named ....., contained .... persons. The ethnic composition of the district (approximate number or percentage) was ..... natives, ..... half-castes, ..... Japanese, ..... Chinese, ..... Indians, ..... Americans and British, ..... Germans and Italians, and ..... other Europeans.

Of the natives and half-castes, about ..... speak English, ..... another European language (namely, .....), ..... pidgin English, and ..... another lingua franca (namely, .....).

Indicate by an A (if absent), R (if rare), or C (if common) the prevalence in the district of the following diseases: malaria ( ), dysentery ( ), leprosy ( ), typhoid ( ), syphilis ( ), gonorrhoea ( ), ..... ( ), ..... ( ).

A good (preferably topographic) map of the district is available in the following published source: .....  
(If you possibly can, append a sketch map, however rough, indicating the location of the important features of the terrain mentioned below. One or more rough silhouettes of the island or of important topographic features or human installations would be useful to aid in identification from the sea or air.)

There are high ( ), low ( ), no ( ) mountains, with a maximum elevation of ..... feet. There are no ( ), a few ( ), extensive ( ), impassable ( ) swamps. There is ( ), is not ( ) an annual rainy season, lasting from ..... to ..... In the absence of roads, mechanized vehicles can ( ), cannot ( ) traverse the interior because of mountains ( ), jungle or swamps ( ), sand ( ), soft soil ( ). There are many ( ), a few ( ), no ( ) stretches of level ground usable as landing fields for aircraft without clearing ( ), with slight effort expended in clearing ( ), with considerable preparation ( ).

The district has many ( ), some ( ), no ( ) roads. They are narrow ( ), wide ( ), graded ( ), hard-surfaced ( ), ..... ( ). There are many ( ), some ( ), no ( ) native trails. They are ( ), are not ( ) passable by equipped soldiers. Native guides into the interior are ( ), are not ( ) available (specify extent) ..... Native porters are ( ), are not ( ) available (specify extent) ..... Pack animals and vehicles (specify type) ..... are ( ), are not ( ) available (specify extent) ..... Other means of land transport are .....

The natives navigate the rivers ( ), the offshore waters ( ), the ocean ( ). They have many ( ), no ( ) native boats of ..... type. They have ..... boats of the following European types:..... They can ( ), cannot ( ) provide transport through reefs to the shore.

The natives derive their food (specify extent in each case) ..... from hunting, ..... from fishing, ..... from agriculture, and ..... from trade. The staple native food plants are ..... Surpluses are available in ..... quantities at ..... seasons. Stores of European food are ( ), are not ( ) available in ..... quantities at ..... places. Fresh water is abundant ( ), scarce ( ). The best sources are ..... The natives do ( ), do not ( ) use intoxicants. Native resources in food and water could support an armed force of ..... size for ..... weeks at ..... seasons.

The natives accept the currency of ..... European nations in ..... denominations. They accept native currency of ..... type. They prefer ..... as trade goods. They can ( ), cannot ( ) be secured for labor by means of .....

In the district there are many ( ), a few ( ), no ( ) beaches suitable for landing. They are hard ( ), rocky ( ), ..... ( ). There are ..... harbors. The best, namely at ....., is accessible to vessels of ..... draught or size, and is ..... free from reefs. There are ..... piers and wharfs accommodating ..... vessels.

In the district there are approximately (specify number) ..... radio receiving sets and ..... sending sets. At ..... there is a radio station with masts ..... feet tall. Other important radio installations include ..... At ..... there are ..... modern buildings (specify type) .....

There are .... government schools at .....; ..... missionaries of ..... nationality and ..... denomination at .....; ..... traders of ..... nationality at .....; ..... white doctors and ..... native doctors in the district. Medical supplies are ( ), are not ( ) available at ..... The administrative headquarters is at ..... in ( ), outside ( ) the district. The natives are policed by a force of (specify size and nationality) .....

Indicate by an H (if hostile), R (if resentful), S (if suspicious), T (if timid), C (if coöperative), or F (if friendly) the attitude of the natives toward the following: administrators ( ), traders ( ), missionaries ( ), anthropologists ( ), English ( ), Americans ( ), other whites ( ), Japanese ( ), other orientals ( ), half-castes ( ), neighboring natives ( ) ..... ( ). The principal sources of friction with whites are .....

The natives are ( ), are not ( ) warlike. They fight (specify how frequently ..... with (specify enemies) ..... for (specify causes) ..... Their native weapons are..... They are ( ), are not ( ) acquainted with modern firearms of (specify types) ....., and they possess (specific quantity) ..... of such arms and ..... of ammunition. They are ( ), are not ( ) familiar with dynamite. They employ (specify kind) ..... poisons in warfare in (specify manner) ..... They could ( ), could not ( ) be used for guerilla tactics in (specify ways) .....

Prestige is based primarily upon age ( ), wealth ( ), hereditary position ( ), war prowess ( ). ..... ( ). The most important persons in a village are ....., and they may be distinguished by ..... The most important persons in the district are..... One should apply to ..... for the use of land, to ..... for the use of transport, to ..... for a supply of labor. The native gesture and word for "yes" are ..... and .....; those for "no" are ..... and ..... The native attitude toward sexual advances toward their women by whites is ..... Native taboos, beliefs, sacred objects, and rules of etiquette which it is extremely important to know and respect are the following: .....

.....

.....

.....

.....

B4. QUESTIONNAIRE OF THE ETHNOGEOGRAPHIC BOARD

(Use separate sheets for each Major Area)

ETHNOGEOGRAPHIC BOARD

Major Area: Name:  
 Sub Area: Pres. Occ.:  
 Country or Island: Rank:  
 ..... Bus. Add.:  
 Home Add.:

Bus. Phone:  
 Home Phone:  
 Place and Year of Birth: Highest Academic Degree:  
 Profess. Exper.:

Field Exper.:	from (mo./yr.)	to (mo./yr.)	<i>Estimate</i>		
			Number Photos	Movies (feet)	Maps

*Specific District*

1. ....	.....	.....	.....	.....	.....
2. ....	.....	.....	.....	.....	.....
3. ....	.....	.....	.....	.....	.....
4. ....	.....	.....	.....	.....	.....
5. ....	.....	.....	.....	.....	.....
6. ....	.....	.....	.....	.....	.....
7. ....	.....	.....	.....	.....	.....
8. ....	.....	.....	.....	.....	.....

Special subjects of study:

Ling. Abil.:                      *Speak*              *Read*              *Write*  
 Native:  
 European:

Other useful observations:

Names and addresses of other important travelers:

*Instructions:* Please cooperate by filling out the accompanying questionnaire and returning it to the Ethnogeographic Board as soon as possible, stating personal experience in countries outside the United States. This information will be of service in providing the War Agencies with sources of information on areas of possible military interest.

*Use separate sheets for each major area.*

*Major Area:* Africa, Asia, Europe, Latin America, Oceania (including Australia), Far North of America (Greenland, Arctic Canada, Alaska).

- Sub Area:* e.g., Polynesia and Indonesia within Oceania; South America within Latin America; Near East and Far East within Asia.
- Country or Island:* Small or isolated islands or remote districts are very important and should be carefully specified.
- Profess. Exper:* (Professional Experience). Here state briefly most significant stations in career.
- Field Experience:* This is important with reference to specific districts and localities visited, and the recency, duration, and intensity of observation. List separately and chronologically the districts where you actually traveled.
- Photos., Movies, Maps:* State approximate number of photographs or feet of movies that show terrain, coast lines, harbors, cities, towns, or other features of possible military interest.
- Special Subjects of Study:* e.g., Malaria control, collecting birds, etc.
- Ling. Abil.:* (Linguistic Ability): What languages, including lingua francas, current in that area, do you control in sense of speak, read, or write? If slight or full command, so state.
- Other Useful Observations:* Include data outside one's specialty, of possible strategic value, such as travel conditions, native customs and attitudes, description of terrain, harbors, power installations, air fields, etc.

APPENDIX C  
SAMPLES OF THE ETHNOGEOGRAPHIC BOARD'S  
CIRCULAR LETTER REQUESTS

1. Specific information request letter.
2. Request for photographs.
3. Army and Navy instructions.
4. Request for Baedeker's Guides.

CI. SPECIFIC INFORMATION REQUEST LETTER

COOPERATING WITH  
JOINT COMMITTEE ON THE LATIN  
AMERICAN STUDIES OF THE  
A.C.L.S., S.S.R.C. AND N.R.C.  
COMMITTEES ON THE ANTHROPOLOGY  
OF OCEANIA AND AFRICA OF THE  
N.R.C.  
SMITHSONIAN WAR COMMITTEE  
INTENSIVE LANGUAGE PROGRAM OF  
THE A.C.L.S.  
AND RELATED ORGANIZATIONS

ETHNOGEOGRAPHIC BOARD

Under the joint sponsorship of the  
AMERICAN COUNCIL OF LEARNED SOCIETIES  
SOCIAL SCIENCE RESEARCH COUNCIL  
NATIONAL RESEARCH COUNCIL  
SMITHSONIAN INSTITUTION

WM. DUNCAN STRONG, Director  
OFFICE  
SMITHSONIAN INSTITUTION  
BUILDING  
WASHINGTON, D. C.  
TELEPHONE: DISTRICT 1667.

Your name appears in our world file of regional specialists. This file is available to the armed forces and the War Department has made a request for detailed information you might have concerning beaches in the areas listed below:

.....  
.....

To be of value descriptions, of beaches should contain the following details:

1. Exact location. Refer to well-known places, give exact latitude and longitude, or mark on map.
2. Length and width.
3. Degree of slope, both above and below high tide level.
4. Nature of adjacent terrain, including such features as dunes, dominating hills, cliffs, and vegetation cover.
5. Surface of beach above and below tide water; i.e., mud, sand, gravel, boulders, rock.
6. Offshore obstructions—bars, reefs, rocks.
7. Currents, tides and surf—seasonal variation, etc.
8. Roads and trails leading from beach, inland or parallel to coast; direction and destination.
9. Favorable and unfavorable conditions affecting movement of troops and machines from point of landing into back country.
10. If available, large scale maps, sketches, photographs are desired.

In case you have such detailed information on many beaches, send a report on one and list the others for which you have comparable data. If you have already submitted information of this type to military or government agencies, we would appreciate knowing which agencies. We would also appreciate knowing the names and addresses of any trustworthy individuals who might furnish such information, or who have had experience in sailing small craft in the Mediterranean.

Enclosed you will find an addressed frank for forwarding this material. Your prompt attention to this matter will be a very direct contribution to the war effort.

Thanking you in advance for your valuable assistance to the United States Army and the Ethnogeographic Board, I am

Very sincerely yours,  
WM. DUNCAN STRONG

WDS F  
Enc. frank

C2. REQUEST FOR PHOTOGRAPHS

COOPERATING WITH  
JOINT COMMITTEE ON THE LATIN  
AMERICAN STUDIES OF THE  
A.C.L.S. S.S.R.C. AND N.R.C.  
COMMITTEES ON THE ANTHROPOLOGY  
OF OCEANIA AND AFRICA OF THE  
N.R.C.  
SMITHSONIAN WAR COMMITTEE  
INTENSIVE LANGUAGE PROGRAM OF  
THE A.C.L.S.  
AND RELATED ORGANIZATIONS

ETHNOGEOGRAPHIC BOARD

Under the joint sponsorship of the  
AMERICAN COUNCIL OF LEARNED SOCIETIES  
SOCIAL SCIENCE RESEARCH COUNCIL  
NATIONAL RESEARCH COUNCIL  
SMITHSONIAN INSTITUTION

WM. DUNCAN STRONG, Director  
OFFICE  
SMITHSONIAN INSTITUTION  
BUILDING  
WASHINGTON, D. C.  
TELEPHONE: DISTRICT-1667

CONFIDENTIAL

The data which you kindly supplied one of the regional committees cooperating with the Ethnogeographic Board has been incorporated into our world file of regional specialists. This file is available to the armed forces and the Navy Department has made a request for your photographs from the areas listed below:

.....  
.....

If you have already submitted these pictures to another government agency, do not send them but notify us which agency had them. In selecting photographs for submission, please bear in mind the following suggestions and considerations:

The kinds of pictures desired are those showing terrain, islands, coast lines and rivers; landing and harbor facilities and beaches; air fields; roads, highways, bridges, viaducts, power installations, public utilities, and oil facilities; naval and military establishments; ships and water craft; cities, towns, and villages.

Send in no pictures that are not accurately and definitely located. It is important to include all additional data such as date (year and season); time of day (if possible); direction; and any other pertinent information. Please send both prints and negatives, where available. They will be returned to you by the Navy.

The Navy requests that no movies be sent at this time. However, if you have moving pictures, kindly state the size, whether black and white, or color, the precise locality, and approximate footage.

Enclosed you will find an addressed frank for forwarding this material. Your prompt attention to this matter will be a very direct contribution to the war effort.

Thanking you in advance for your valuable assistance to the United States Navy and the Ethnogeographic Board, I am

Very sincerely yours,  
WM. DUNCAN STRONG

### C3. ARMY AND NAVY INSTRUCTIONS

COOPERATING WITH  
JOINT COMMITTEE ON THE LATIN  
AMERICAN STUDIES OF THE  
A.C.L.S. S.S.R.C. AND N.R.C.  
COMMITTEES ON THE ANTHROPOLOGY  
OF OCEANIA AND AFRICA OF THE  
N.R.C.  
SMITHSONIAN WAR COMMITTEE  
INTENSIVE LANGUAGE PROGRAM OF  
THE A.C.L.S.  
AND RELATED ORGANIZATIONS

## ETHNOGEOGRAPHIC BOARD

Under the joint sponsorship of the  
AMERICAN COUNCIL OF LEARNED SOCIETIES  
SOCIAL SCIENCE RESEARCH COUNCIL  
NATIONAL RESEARCH COUNCIL  
SMITHSONIAN INSTITUTION

WM. DUNCAN STRONG, Director

OFFICE  
SMITHSONIAN INSTITUTION  
BUILDING  
WASHINGTON, D. C.  
TELEPHONE: DISTRICT-1667.

May 24, 1943

CONFIDENTIAL

Through the courtesy of the Archaeological Institute of America, your name has been suggested to us as one who might have important data concerning the Mediterranean. Our files being available to the armed forces, the Navy Department and the War Department have requested the following materials if such are available:

(A) The Navy Department requests any photographs you may have of the northern Mediterranean and adjacent areas which fit the enclosed specifications (see enclosure part "A"). Enclosed you will find an addressed frank for forwarding such materials.

(B) The War Department requests any specific information which you might be able to furnish regarding beaches in the northern Mediterranean and adjacent areas. If you should have such specific data as are mentioned in the enclosure, part "B", please submit these directly to them. Enclosed you will find an addressed frank for your use.

Your prompt attention to these matters will be a very direct contribution to the war effort. In the event that you have no materials of the nature requested, your use of the franks to so advise the Army and the Navy would be appreciated.

Thanking you in advance for your valuable assistance to the United States Navy and Army and to the Ethnogeographic Board, I am

Very sincerely yours,  
WM. DUNCAN STRONG

WDS F

Encls.: Navy frank  
Army frank  
Explanation sheet  
Brochure

#### A. NAVY REQUEST:

In selecting photographs for submission, please bear in mind the following suggestions and considerations:

The kinds of pictures desired are those showing terrain, islands, coast lines and rivers; landing and harbor facilities and beaches; air fields; roads, highways, bridges, viaducts, power installations, public utilities, and oil facilities; naval and military establishments; ships and water craft; cities, towns, and villages.

If you have already submitted such pictures as are requested to another government agency, do not send them, but notify the Navy as to which agency

had them. Send in no pictures that are not accurately and definitely located. It is important to include all additional data such as date (year and season); time of day (if possible); direction; and any other pertinent information. Please send both prints and negatives, where available. They will be returned to you by the Navy.

The Navy requests that no movies be sent at this time. However, if you have moving pictures, kindly state the size, whether black and white, or color, the precise locality, and approximate footage.

#### *B. ARMY REQUEST:*

To be of value descriptions of beaches should contain as many of the following details as possible:

1. Exact location. Refer to well-known places, give exact latitude and longitude, or mark on map.
2. Length and width.
3. Degree of slope, both above and below high tide level.
4. Nature of adjacent terrain, including such features as dunes, dominating hills, cliffs, and vegetation cover.
5. Surface of beach above and below tide water; i.e., mud, sand, gravel, boulders, rock.
6. Offshore obstructions—bars, reefs, rocks.
7. Currents, tides and surf—seasonal variation, etc.
8. Roads and trails leading from beach, inland or parallel to coast; direction and destination.
9. Favorable and unfavorable conditions affecting movement of troops and machines from point of landing into back country.
10. If available, large scale maps, sketches, are desired.

In case you have such detailed information on many beaches, send a report on one and list the others for which you have comparable data. If you have already submitted information of this type to military or government agencies, please notify the Army as to which agencies. The Army would also appreciate knowing the names and addresses of any trustworthy individuals who might furnish such information, or who have had experience in sailing small craft in the Mediterranean.

#### C4. REQUEST FOR BAEDEKER'S GUIDES

TELEPHONES:  
DISTRICT 1667  
NATIONAL 1810  
EXTENSION 7

### ETHNOGEOGRAPHIC BOARD

—Under the joint sponsorship of the—  
AMERICAN COUNCIL OF LEARNED SOCIETIES  
SOCIAL SCIENCE RESEARCH COUNCIL  
NATIONAL RESEARCH COUNCIL  
SMITHSONIAN INSTITUTION

HENRY B. COLLINS, JR., Director

OFFICE  
SMITHSONIAN INSTITUTION  
BUILDING  
WASHINGTON 25, D. C.

DEAR SIR :

The Ethnogeographic Board has been requested by the American Council of Learned Societies to assist in obtaining Baedeker's guides to any parts of Germany or Austria, later than 1925, for use by American Army officers concerned with the protection of cultural treasures in Europe. As these guide books are out of print and cannot be purchased from secondhand book dealers in the quantity needed, we are seeking the cooperation of individuals who may possess copies and who would be willing to sell or donate them for the purpose indicated. The information contained in the Baedeker's is essential for the guidance of our officers who have the responsibility of salvaging and protecting artistic and historical monuments (museums, libraries, archives, works of art, and other cultural objects) in war areas.

If you have one or more Baedeker guides for Germany or Austria of a later date than 1925 that you wish to make available for this purpose, will you kindly fill out and return the enclosed form? Your cooperation will be greatly appreciated.

Thanking you in advance for your valuable assistance, I am

Very sincerely yours,  
HENRY B. COLLINS, JR..

Enclosure

## APPENDIX D

### SAMPLES OF ARMY AND NAVY OUTLINES FOR AREA REPORTS

1. Outline submitted by the Military Intelligence Section.
2. Outline submitted by the Bureau of Medicine and Surgery, Office of the Chief of Naval Operations.

DI. OUTLINE SUBMITTED BY THE MILITARY INTELLIGENCE SECTION

*General Outline*

- I. Topography (with map—tracings or photostats)
  - a. General description (recency of sources where pertinent)
  - b. Main ridges, elevations and physical divisions
  - c. Beaches—detailed descriptions
  - d. Interior—routes of approach, lagoons, etc.
  - e. Flat areas—nature of such ground, hardness of soil, nature plant cover
  - f. Vegetation and ground cover
  - g. Soils (in terms of passage and transportation)
- II. Ethnography
  - a. Linguistic and Ethnic groups
  - b. General living conditions
  - c. General characteristics—reliability, training, etc.
  - d. Attitudes toward United Nations and Axis
  - e. Persons or relative numbers speaking English, Dutch, etc.

D2. OUTLINE SUBMITTED BY THE BUREAU OF MEDICINE AND SURGERY,  
OFFICE OF THE CHIEF OF NAVAL OPERATIONS

At the recent meeting of the Committee on the Anthropology of Africa, naval officers from the Bureau of Medicine and Surgery suggested some general topics relative to Africa on which the Committee might wish to devote some effort.

The Bureau of Medicine and Surgery suggests the following as a guide to desired material:

- (1) Information relative to the Social, Educational and Economic levels of the various groups and areas—
  - (a) Types of housing
  - (b) Types of native foods
  - (c) Methods of preparing foods
  - (d) Habits and customs of local population—urban and rural—rituals, taboos, attitude toward strangers, etc.
  - (e) Mental capacities of varying groups
  - (f) Impressions as to trustworthiness and honesty.
- (2) Information of special medical importance—
  - (a) Local diseases and vectors
  - (b) Natives names for various diseases and vectors
  - (c) Native medicines used
  - (d) Response to outside medical help where it has been given
  - (e) Medical facilities (equipment and personnel) present
- (3) Information of a geological nature—
  - (a) Seasonal variations in temperature
  - (b) Daily temperature variations
  - (c) Rainfall, seasonal
  - (d) Winds and other climatic conditions
  - (e) Type of terrain—presence or absence of hills, streams, swamps, jungle, etc.

The above list of items may suggest others of a related nature. Judging by the wide response accorded the "Strategic Bulletins of Oceania," this type of presentation of material may be found desirable.

APPENDIX E  
CONTRIBUTORS TO  
"SURVIVAL ON LAND AND SEA"

Survival manual prepared for the Navy  
by the  
Ethnogeographic Board  
and staff of the Smithsonian Institution

- |   |                                  |
|---|----------------------------------|
| 1. PAUL BARTSCH<br><i>Curator, Division of Mollusks</i><br><i>United States National Museum</i>   | Mollusks                         |
| 2. E. A. CHAPIN<br><i>Curator, Division of Insects</i><br><i>United States National Museum</i>  | Insects                          |
| 3. AUSTIN H. CLARK<br><i>Curator of Echinoderms</i><br><i>United States National Museum</i>   | Marine invertebrates             |
| 4. DORIS M. COCHRAN<br><i>Assistant Curator, Division of</i><br><i>Reptiles and Batrachians</i><br><i>United States National Museum</i> | Sea snakes, etc.                 |
| 5. HENRY B. COLLINS, JR.<br><i>Senior Ethnologist</i><br><i>Bureau of American Ethnology</i>  | Arctic, editing                  |
| 6. HERBERT G. DEIGNAN<br><i>Associate Curator, Division of Birds</i><br><i>United States National Museum</i>                            | Tropical forest, etc.            |
| 7. HERBERT FRIEDMANN<br><i>Curator, Division of Birds</i><br><i>United States National Museum</i>                                       | Desert                           |
| 8. HARALD A. REHDER<br><i>Assistant Curator</i><br><i>United States National Museum</i>   | Mollusks                         |
| 9. E. D. REID<br><i>Senior Scientific Aid</i><br><i>Division of Fishes</i><br><i>United States National Museum</i>                      | Emergency fishing gear           |
| 10. FRANK H. H. ROBERTS, JR.<br><i>Senior Archeologist</i><br><i>Bureau of American Ethnology</i>                                       | Editing, introduction, natives   |
| 11. WALDO M. SCHMITT<br><i>Head Curator</i><br><i>Department of Biology</i><br><i>United States National Museum</i>                     | Marine invertebrates             |
| 12. LEONARD P. SCHULTZ<br><i>Curator, Division of Fishes</i><br><i>United States National Museum</i>                                    | Fishing, fishes, poisonous, etc. |
| 13. M. W. STIRLING<br><i>Chief</i><br><i>Bureau of American Ethnology</i>   | Natives, tropical forest, etc.   |
| 14. WM. DUNCAN STRONG<br><i>Director, Ethnogeographic Board</i>   | Survival at sea, editing         |
| 15. E. H. WALKER<br><i>Assistant Curator</i><br><i>Division of Plants</i><br><i>United States National Museum</i>                       | Food and poisonous plants        |
| 16. ALEXANDER WETMORE<br><i>Assistant Secretary</i><br><i>Smithsonian Institution</i>   | Water on oceanic islands         |