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**FOREIGN SERVICE**  
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Vol. 14

AUGUST, 1937

No. 8

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Issued monthly by American Foreign Service Association, Department of State, Washington, D. C. Entered as second-class matter August 20, 1934, at the Post Office, in Washington, D. C., under the Act of March 3, 1879.



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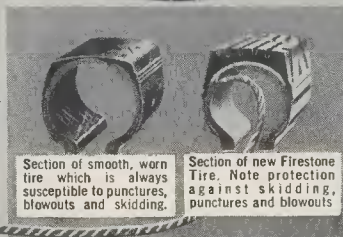
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*Elsie and Cecil Lyon with their baby in a Peiping cart*



*Not fish, flesh or fowl, but Carl Fisher (F.S.O. attached to Trade Agreements Division), Paul Fletcher (F.S.O. now assigned Consul Alexandria) and William Fowler, Assistant Chief of Trade Agreements Division*



*Mrs. Taft, wife of the ex-President, with George Wadsworth, Consul General, at the Holy Sepulcher, Jerusalem*



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further..*



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If it's good taste you like

*stop with Chesterfields... They Satisfy*

# THE AMERICAN FOREIGN SERVICE JOURNAL

PUBLISHED MONTHLY BY THE AMERICAN FOREIGN SERVICE ASSOCIATION

VOL. 14, No. 8

WASHINGTON, D. C.

AUGUST, 1937

## Unemployment and Increasing Productivity

By DAVID WEINTRAUB AND HAROLD L. POSNER

THE economic literature of the past two centuries is interspersed with debates concerning the effects of the increasing use of machinery on the volume of employment. The introduction in the 18th and 19th centuries of the early forerunners of our modern machinery was in many instances considered by workers and government authorities alike as an evil to be averted.

Since those early days of our industrial society, every period of widespread unemployment has brought with it a revival of the old protests and the old discussions. The most recent protests against the introduction of labor-saving devices have been no less earnest, albeit less violent, than those of the 18th century. Yet we need only to look about us to observe the tremendous multiplication of labor opportunities which past technological improvements have provided in creating vast new industries and new services. The question is: Have any economic changes occurred during recent years and especially during the last two decades which justify the dark prophecies of ever increasing unemployment that have become current of late?

The vast number of persons unemployed since 1929, and the apparent disparity between recent production increases in certain industries and the extent of reemployment in these industries have

This report was based on materials collected by the Works Progress Administration's National Research Project on Reemployment Opportunities and Recent Changes in Industrial Techniques and comprises a chapter in the National Resources Committee's symposium on "Technological Trends and Their Social Implications."

aroused new interest in the problem of "technological displacement" and unemployment. With recovery in industry and business manifesting itself in increased production and sales, increased employment, and increased profits and dividends, we face the disturbing realization that estimates of the number of unemployed show no proportionate decrease and the relief burden remains at a high level. Numerous startling developments in production techniques and some recent dramatic instances of displacement of workers through the introduction of these new techniques have helped to focus attention on the effects of decreasing labor requirements per unit of production on the volume of employment.

A full investigation of the effects of changing technology on the volume of employment and unemployment would involve an analysis of the effects of changing prices of goods and services, of changing cost of capital and labor and the changing proportions of each employed in the production process, of changing demands for goods and services, and of a multitude of other factors which play an important part in determining the profitableness of employing workers. Only such an economic analysis, dealing with the fundamental elements of our economic society, could be expected to arrive at conclusions concerning the underlying causes of unemployment in general and the particular type of unemployment which might be attributed to changing industrial techniques. Such an analysis would have to extend far beyond the size and scope of a report of this



nature. Since, however, the net effects of the underlying economic factors find their quantitative expression in the net changes of the volume of production and employment, a brief statistical analysis of the relationship between the total volume of goods and services produced in the country and the number of hired workers engaged in this production offers an approach toward a better understanding of the nature of a problem which has come to be referred to popularly as that of "technological unemployment." While such a statistical analysis may not permit the drawing of any conclusions as to the underlying causes of what occurred during the period under consideration, it at least makes possible an examination of some of the measurable effects in a new light. It is therefore proposed, in this report, to subject the period since 1920 to a bird's-eye view—to examine the available statistical information on the volume of production and employment in the light of the changes in output per man-year which took place during this period, and to bring together data which indicates to what extent employment dislocations have occurred and occupational readjustments have been made necessary by the changes in the character and techniques of production.

\* \* \* \*

While the total national monetary income produced rose 24 per cent from 1920 to 1929, the total *quantity* of goods and services produced in the country, according to these estimates, increased 46 per cent. After the sharp declines during the years 1929 to 1932, the monetary income rose 19 points from 1932 to 1935 to a point equal to 79 per cent of the 1920 level, while the physical income climbed 26 points during the same period and reached a level of 14 per cent higher than the quantity of goods and services produced in 1920. It should be borne in mind, however, that since the population of the country increased 19 per cent from 1920 to 1935, the goods and services produced per capita in 1935 were still equal to only 96 per cent of the 1920 production.

The disparity between the amount of labor available and the amount used for production is evident from the fact that although employment (in man-years) increased 16 per

cent from 1920 to 1929, the total labor supply increased 21 per cent during the same period. Unemployment—excluding the unusable man power—during the highly prosperous twenties fell to as low as 10 per cent of the available man power during only a single year. The expansion in output and employment during this period did not suffice to bring unemployment down to its 1920 level, although it did effect a substantial reduction from the 1921 figure of 25 per cent unemployed. The sharp drop in production subsequent to 1929 and the continued growth of the labor supply resulted in an increase in the unemployed man-power to almost a third of the total available in 1931, and to 47 per cent in 1933. With increasing production, the volume of unemployment has since declined gradually to two-fifths of the total available man-power in 1935—still, however, nearly nine times the volume of unemployment in 1920.\*

While 146 units of the nation's output were being produced in 1929 for every 100 units in 1920, only 16 per cent more man-years of work were employed in 1929. It should also be noted that, during the period from 1922 to 1929 the productivity figures show only a slight upward tendency in spite of the fact that such other information as is available points to substantial and continuous increases in productivity in practically every field of economic activity.

The increase of 16 per cent in total employment from 1920 to 1929 was the result of an increase of only 3 per cent in the "basic" industries—agriculture, mining, manufacture, construction, transportation, communication, and public utilities—and of nearly 50 per cent in the "service" industries—trade, professional service, public service, and personal and domestic service. While employment in the service industries after 1929 never fell below the 1920 level, even during the low point of the depression, and stood 13 per cent higher in 1935 than in 1920, the level of man-year employment in the basic industries was, even in 1935, still 32 per cent below 1920. The proportion of total man-years of employment represented by service activities increased continuously except in the years of recovery immediately after a depression low: 1922-23 and 1933-35. It remains to be seen whether the past long-term ex-

(Continued to page 477)



\*It should be kept in mind that the percentages of unemployed man-power, as given in this report, include part-time unemployment and are computed on a base which includes only wage and salaried workers. These percentages are therefore considerably higher than similar ratios which do not count part-time unemployment and are computed on the numerically larger base of total "gainful persons" which include enterprisers, self-employed persons, and unpaid family labor on farms.



# Bermuda Flight

By RICHARD SOUTHGATE

## Background

On July 2, 1935, the President, realizing the desirability of coordination among the various Government Departments concerned with commercial aviation outside of the territorial limits of the United States, created the Interdepartmental Committee on Civil International Aviation, composed as follows:

R. Walton Moore, Counselor, Department of State, Chairman; Harlee Branch, Assistant Postmaster General, Vice Chairman; Stephen B. Gibbons, Assistant Secretary of the Treasury; J. M. Johnson, Assistant Secretary of Commerce; Richard Southgate, Chief, Division of Protocol and Conferences, Department of



LEAVING PORT WASHINGTON, L. I., WITH THE PHOTOGRAPHERS READY: SENATOR AND MRS. McADOO FACE THE CAMERAS

concerned with international aviation. A week of discussions ensued looking toward the establishment of a transatlantic air service and a local service between Bermuda and the United States. After prolonged negotiation, for the problems

State, Executive Secretary; Stephen Latchford, Treaty Division, Department of State, Assistant Executive Secretary.

In December, 1935, there arrived in Washington from Canada, Great Britain and the Irish Free State a delegation of representatives similarly con-

cerned with international aviation. A week of discussions ensued looking toward the establishment of a transatlantic air service and a local service between Bermuda and the United States. After prolonged negotiation, for the problems raised were new and intricate, arrangements were finally completed in April, 1937.

## Flight

The first step taken by the two companies, Pan American Airways, Inc., and Imperial Airways, Limited, to operate the services was the



COUNSELOR MOORE WITH HIS NIECE, MISS McCANDLISH, AND MRS. ROBERT THATCH

NOTE: Mr. Southgate's article is an interesting sequel to the story told by Harold Williamson in the July issue of the JOURNAL.

(Continued to page 496)



A VALLEY ON THE WAY TO KATMANDU

**E**VEN today, unless one is invited to Nepal as a guest of His Highness the Maharaja, or be fortunate enough to have received an invitation to visit the British Minister to Nepal, who resides at Katmandu, it is practically impossible for westerners to enter this forbidden territory. According to records of the Nepalese Government, foreigners who were granted permission to enter the country, excluding British Residents and Legation Surgeons and their families, during the forty-five year period 1881-1925 numbered but one hundred and fifty-three persons.

The reluctance of the rulers of Nepal to permit foreigners to enter the country is not solely responsible for that splendid isolation with which Nepal has surrounded itself for centuries. The fastness of the ice-cloaked Himalayas to the north; the precipitous lesser ranges to the south, and the pestilential jungle belt known as the Terai which skirts

## **NEPAL**

*(Extracted from a report by Edward M. Groth, American Consul, Calcutta.)*

Nepal's southern border, have provided most effective natural barriers against waves of alien migrations and invasions, such as swept over India from the Northwest for centuries, until British rule became well established here.

From Calcutta or Delhi approximately thirty-six hours are required to reach Raxaul. There one changes to a train of the meter gauge Nepal Government Railway for the twenty-four mile journey across the plains and forests of the Terai to the terminus of the line at Amlekganj.

From the summit of Chandragiri Pass the traveler has before him a most inspiring sight and one of the greatest panoramas in the world, the glittering and mighty peaks of the Himalayas forming a continuous bulwark to the north.

As the traveler approaches Thankot he cannot fail to notice on the mountain side to the left of the trail a broad swath cut through the forest. This is the so-called "Hati Rusta" or elephant track by which the elephants of the royal stables enter the Valley.

As I approached Chandragiri Pass on my trip into Nepal, I found on nearing the summit some three hundred coolies toiling, tugging, laboring and sweating, as inch by inch they hauled a two-ton steam roller toward Katmandu. At that point they were approximately twelve miles from Bhimphedi where their labors had begun and twenty-four days had elapsed since the roller's departure from the end of the motor road. A more interesting and fantastic picture (see accompanying illustration) can hardly be imagined than the sight of these scores of men hauling the bulky monster with ropes made of native grasses and plant fibers. All movement was in unison and took place at measured intervals in the song of exhortation and command, which in part was sung and shouted by the overseers who relieved one another in rapid succession. At the accented part of the song, the men would shout a rejoinder at which moment all hands gave a concerted pull, and the roller which rested on a stout sledge moved forward and upward an inch or two at a time. At the point I first passed the roller the gradient was about thirty-eight per

cent hence the difficulty and magnitude of the undertaking will be readily appreciated.

No description of the approach to Nepal would be complete without some mention of the famous "rope-way," a cableway which connects Dhursing with Katmandu, the Valley terminus being a few miles from the capital. Dhursing is a small settlement near Bhimphedi made up largely of shops, warehouses and garages. The cableway which was completed in 1929 has a total length of fourteen miles and is used exclusively for the transportation of general merchandise. The cableway is operated fourteen hours per day and usually carries its maximum load daily of about 130 tons throughout the year, as there seems to be a never ceasing flow of foreign merchandise into Nepal. The steel cables are renewed once every three years. The line is supported by 106 steel towers which vary in height from 12 to 100 feet, according to the terrain. The longest span between two towers is 1,300 yards. The power used to operate the cableway, to light Katmandu and several other towns and settlements is generated by a fine hydro-electric station which was erected in 1911 near Pharping by the International General Electric Company of New York and Schenectady.

Japanese products dominate the Nepalese market as a whole. Of late bicycles seem to have become the vogue in Nepal and I saw dozens of velocipedes of British manufacture in the streets of Katmandu.

Most buildings in Nepal are constructed of brick. Their roofs are of tile, or corrugated iron, and in the case of temples, of sheet copper which is frequently covered with gold leaf.

There are two important articles imported from abroad which sell "like hot cakes" in Nepal, viz., glass beads and glass bracelets.

My investigations showed that with the exception of motor cars and trucks, American products were



NEPALESE WOMAN AND NEWLY MARRIED DAUGHTER



BAGGAGE COOLIES, ORDERLIES AND MUKIAS

conspicuously absent in Nepal. There are at present between eight and nine hundred motor vehicles in Nepal and most of these being in the Valley into which they have been carried on the backs of coolies.

The principal exports are hides and skins, timber (most of which comes from the Terai and the southern slopes of the Himalaya foothills which form the first mountain bar-



MAIN SQUARE IN PATAN

rier of the country as one approaches it from India), rice oil seeds, ginger and certain other spices, musk, borax, turpentine and yak tails.

Agriculture is the primary occupation of the majority of inhabitants of Nepal and one of the nation's primary resources. Many varieties of fruit have been introduced into the Valley; European apricots, peaches, apples and plums being grown with great success.

The Government of Nepal has as its head a King, who at present is His Majesty Maharajadhiraja Tribhubana Bir Bikram Jung Bahadur Shah Baradur Shamshe Jung. All real power is in the hands of His Highness the Maharaja or Prime Minister, whose office has been vested with supreme authority since 1867 when under pressure of the nobles of Nepal it was permanently delegated by the then ruling King to the Prime Minister. The Prime Minister also holds the office of Commander-in-Chief of the Nepalese Army. The office of

Prime Minister has for generations been held by various members of the present Maharaja's family. The succession always passes to the eldest brother, never to the eldest son as in the royal family.

The Maharaja governs the country with the assistance of a Council which is largely composed of members of his family. In addition to these, the Raj Guru (high priest), some of the generals and other high officials are also members of the Council. There is no legislative body in Nepal and suffrage is unknown in this military oligarchy. Civil and criminal courts do, however, exist.

As intimated elsewhere in this report the rulers

of Nepal seldom venture beyond its borders. Two former Prime Ministers visited Europe, having been able to advance sufficiently plausible reasons which enabled them to circumvent the strict dictates of their religion which prohibit orthodox Hindus from crossing the seas. Some Nepalese Prime Ministers have from time to time visited India



COOLIES HAULING A STEAM ROLLER UP THE HIMALAYAS



and the present Maharaja made an official visit to Delhi just a little over a year ago. His Highness has, however, never ventured overseas.

A universal language medium does not yet exist in Nepal, there being numerous dialects. That used by the Gurkhas (Parbatia) is of Sanskrit origin. The Bhutias who live in the northern part of the country use Tibetan. While in Katmandu I learned that the present Maharaja is endeavoring to bring about a unification of languages, having as his aim the eventual establishment of one language which will become the *lingua franca* of the kingdom.

At present Nepal maintains diplomatic relations with but two countries, Great Britain and Tibet; the first named connection being of recent origin, while insofar as Tibet is concerned, there has been a representative of Nepal in Lhasa for generations. The British Minister to Nepal is the only regularly accredited foreign diplomatic representative resident in Katmandu. Great Britain has maintained a representative in the Nepalese capital practically without interruption since 1802.



SHRINES AT SHAMBU-NATH

Mention should also be made of the well trained and organized Nepalese Army which at present numbers about 45,000 men. The reserves if called upon would increase the armed forces possibly to 100,000 men. The Gurkhas are a military people and as some one has said "would rather fight than eat."

The first commercial treaty between Nepal and Great Britain was concluded in 1791.

At the time of the Indian mutiny, Nepal proved its friendship toward Great Britain by sending a large force to aid the beleaguered British. For this aid the British later rewarded the Nepalese by restoring some of the territory which they had lost by the treaty of December, 1815. During

the World War the Nepalese government gave generous support to the Allied cause. The Gurkhas had hardly returned to their homes in Nepal after the cessation of hostilities in Europe when the Afghans made an attack on India. General Chandra Sham Shere, who was then Maharaja, came at once to the aid of the Government of India with troops and supplies all of which were of inestimable value to the British in their defense of the Northwest Frontier.

### INDIAN TWILIGHT

Beyond the tamarisk trees  
The breeze spills its faint breath  
Upon the river. The sun,  
Melting in its own heat,  
Quenches its fire in darkness.

Night comes, with a gentle coolness,  
Releasing man from the goad of light,  
And, in that first grateful moment,  
From the oft oppressive burden  
Of his own thoughts.

E. M.



New Zealand Government Photo

PUKEKURA PARK, NEW PLYMOUTH, ON NORTH ISLAND, N. Z.



MAORI SHRINES AT ROTORUA, NEW ZEALAND

## A Holiday in New Zealand

By LILLA CABOT MOFFAT\*

AFTER two days in Wellington we started north by service car (a small bus) to Napier on the East Coast. In 1931 there was a serious earthquake there that laid the city in ruins. It has since been built up again and is consequently delightfully new and modern. The earthquake changed the contour of the shore, however, lifting the land seven feet higher above sea level, and turning into land what was formerly a favorite boating resort in an inlet of the sea not far away. The drive next day, always by service car, to Wairakei, was through the most fantastic country I have ever seen. You can't imagine anything wilder or more ominous looking, and I was not surprised to hear that it was the scene of many a Maori battle in former times. After climbing up and up into the hills we came through a pass and saw stretched out before us a basin surrounded by rugged mountains, blue in the distance. This basin looked more like a colored relief map of mountainous country as we looked down on it. As far as the eye could see were miniature mountains and valleys of a purplish orange color caused by the dried up ferns that

were the only form of vegetation that would grow. Our road, the only trace of mankind's penetration into this wilderness, then wound down into and through that barren land and up into the mountains on the opposite side, winding and twisting into every kind of contortion up and down and from side to side until I felt as sick as a dog. After crossing another higher pass it straightened out over flat, unfertile, uninhabited country and we sped along past Lake Taupo, the paradise of fishermen, until we had a puncture. While the tire was being changed we watched, enchanted, a sky-lark that nearly burst its throat with singing while flitting about above us. There are many of them in New Zealand; they were imported from England and seem to thrive.

As we approached Wairakei, the road was flanked for miles by masses and masses of broom in full blossom and I am without words to describe the beauty of that exquisite flower of brilliant yellow with one of the most heavenly perfumes in the world. It was one of the highlights of our trip. Wairakei consists of nothing more than a hotel set in among huge stately pines. We found George Lane there, just finishing his vacation from the Consulate General in Wellington.

\*From letters written by Mrs. Moffat during the holiday described. Mrs. Moffat's father, Ambassador Joseph C. Grew, visited and wrote about the same region many years ago.



We loved Wairakei, and spent two days. We bathed in an outdoor hot swimming pool, a quarter of a mile's walk away, along an avenue of huge pine trees. The water was too hot to allow for swimming, but we just lazed in it for a while and then strolled slowly back, sniffing the intoxicating smell of pines and freshly mown grass beyond, and thinking a little of Hancock and a little of Karuizawa. A small

SUTHERLAND FALLS (1,904 FEET),  
MILFORD TREK, SOUTH ISLAND,  
NEW ZEALAND



New Zealand Government Photos

LOOKING DOWN THE ARTHUR RIVER, MILFORD TREK

Maori boy was walking down this avenue once when we were sitting under one of the pines, singing "Hurrah, hurrah" at the top of his voice as if he could not contain himself for joy at being alive, and he so perfectly expressed my own feelings that I longed to join in. Then there were the sights, of course, for it is a part of the thermal country. We were taken to see every kind of geyser, hot-spring, terraces, boiling mud, etc., by a Maori guide. The region no longer measures up to Yellowstone Park, though it doubtless did in the past, when the Pink and White Terraces were in existence, or when Waimangu threw its black waters into the air to a height of 1,500 feet. Now it must take second place, but for one or two unique attractions. One of these is at Wairakei and we were taken to see it the first evening after our arrival. It is a "blow-hole." Through an opening with a diameter of 19 inches, a constant jet of super-heated steam finds outlet with a terrific

(Continued to page 485)

# The Constitution Sesquicentennial

By THE HONORABLE SOL BLOOM

*Director General of the  
United States Constitution Sesquicentennial Commission*

THE entire United States is preparing this year for the greatest celebration in its history, the 150th Anniversary of the formation, ratification, and establishment of the Constitution of the United States. Because ours was the first written Constitution, and because most of the countries of the world have constitutions today, many of them modeled upon ours, the celebration is world-wide in scope, and all American representatives throughout the world will be asked to participate in the celebration.

The period of celebration begins on September 17, 1937, the 150th Anniversary of the signing of the Constitution, and continues through April 30, 1939, the 150th Anniversary of the inauguration of George Washington as the first President of the United States. Between these two dates there are many other specific events such as the ratification anniversaries of the original States and birthdays of the signers of the Constitution, which will be celebrated.

Congress, on August 23, 1935, created the United States Constitution Sesquicentennial Commission for the purpose of preparing plans for the proper observance of the sesquicentennial. The President of the United States is Chairman of the Commission, and the other members consist of the Vice-President, the Speaker of the House of Representatives, five Senators, five Representatives, and five citizens appointed by the President. I have the honor to be Director General.

It is expected that on September 17, 1937, every State, city, town and village in the United States will hold an official celebration of the Signing of the Constitution, and that many thousands of organizations of various kinds will also hold celebrations. On that day, a celebration such as a dinner or meeting, or both, should be held in every place throughout the world where there are Americans. It would be well for all representatives of the American government to arrange for such meetings, by the organization of local committees of Americans for the purpose. On that day, of course, the American flag should be flown from all diplomatic and commercial posts of the United States, and arrangements should be made for the flying of the

flag of the United States by foreign nations themselves.

To signalize the sesquicentennial, and to share with the United States its rejoicing, a number of nations are going to issue this year a special stamp honoring the Constitution of the United States, to coincide with the special stamp issue of the United States Government that is contemplated.

The Constitution Commission has prepared a great deal of material that will be of value to American representatives in foreign countries which will be forwarded through the Department.

The Commission has designed a Replica of the Shrine of the Constitution in the Library of Congress, at Washington, D. C., where the original of the Constitution and the Declaration of Independence are preserved. One of these Replicas will be on exhibit at the Paris Exposition this summer, and others are available for use wherever desired. They include facsimiles of the Constitution and the Declaration of Independence, and are most impressive in appearance.

The Commission has also designed a small Shrine of the Constitution consisting of a steel standard surmounted by an official eagle and bearing three detachable frames which hold on their six surfaces the four large pages of the Constitution, the one page of the Declaration of Independence, and a page of photographs, portraits and signatures of the signers of the Constitution. The frames are instantly detachable, and can be removed for close study and examination. This Shrine, including the facsimiles, should be in every city of the world where there are Americans, at embassies, legations, consulates, clubs, libraries, etc.

The foremost publication of the Constitution Commission up to the present time is "The Story of the Constitution," by Bloom, which is a complete and authoritative volume of 192 pages. The literal, original texts of the Constitution and Amendments, the Declaration of Independence, George Washington's Farewell Address, and other State papers, are given in full. The text of the Constitution is the most careful that has ever been published. Besides

*(Continued to page 481)*

# A World Language ?

By EMERSON BREWER CHRISTIE

*Informal comments on "The System of Basic English," by C. K. Ogden, of the Orthological Institute of Cambridge, England. Harcourt Brace and Company, New York.*



Graphic portrait of man learning there are either 6780, 2796, or 1500 languages.

AS far as I know, all languages are a mess. This is what the Spaniards call "a truth like a house," that is, a truth which does not need to be proved, because it is grossly visible to the meanest eye. And they are not becoming any less messy, despite the activities of the more dashing grammarians. The

fact is, I suppose, that languages reflect their author, who, as a British scientist recently stated in one of his most scientific moments, is "the only irrational animal."

I am not going to avail myself of this opportunity to take a header into the subject of the origin of language. That question was first taken up in a scientific spirit by the ancient Greeks who, as we all know, were characterized by inquiring minds looking for trouble. It has been intermittently studied since then, especially during the great philology boom of the nineteenth century. But I believe the results thus far may be summed up as an approximate vacuum of ascertained fact entirely surrounded by controversy.

It seems likely, however, that man began to articulate his grunts and squeals into language a long time ago, perhaps as far back as the time when dawn Society woman was giving parties to the right anthropoids in the right treetops. I think so myself. It must have taken language a long time to develop into its present terrible condition. And of this condition, the worst feature is what Mr. Ogden calls by the outrageous but amusing word "Babelization."

I am often asked how many living languages

there are. I cannot give a categorical answer, for consultation of the authorities has left me with the impression that there exists considerable chaos on this subject. For example, Dr. Vizetelly, Managing Editor of the Standard Dictionary, quotes from certain French authors to the effect that there are "6,780 named tongues and systems of writing." He then goes on to say, in the same article, that "the actual number of languages recently computed by officers of the French Academy is put at 2,796." On the other hand, Mr. Ogden states that "there are approximately 1,500 languages at present spoken."

The truth is that there is no agreement now, and will be none in the near future, on the number of languages, because: (1) there are still many tongues which have not been thoroughly studied, and (2) different scholars draw the line differently between a language and a mere dialect of a language. Mr. Ogden happens to draw the line conservatively, and even he, as we have just seen, puts the number at 1,500.

This state of things has suggested to many minds and at many times the idea of a universal auxiliary

language which every educated man would learn in addition to his own. More than two hundred such "universal" languages have not merely been invented, but have reached the stage of being printed or at least referred to in print; there have probably been additional "universal" languages which have not gone out of the family.

"Universal" languages fall into two broad classes, namely, those which are radically artificial, and those which are derived from natural languages.

Each of these two styles has its advantages. A radically artificial language can be made more "scientific." That is, it can more easily avoid the irregularities and other gratuitous difficulties of natural languages.\*

On the other hand, it has to start from scratch. In the beginning, only one man



Learned scientists have pointed out this as the probable birthplace of the universal language idea.

\* For a suggestion of a language based on mathematics, see "Death to the Punster," FOREIGN SERVICE JOURNAL, August, 1935. The suggestion was made by Mr. Burton H. Lamore. Nothing will come of this idea; it's fatally sensible.



in the cosmos knows it. After that,—well, it holds its own.

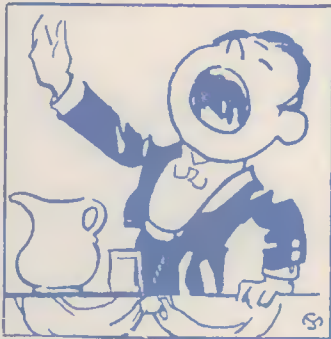
Among candidates for the position of an auxiliary international tongue derived from natural languages, but not identified with any single one, the most conspicuous is Esperanto, the careful creation of the late Dr. Zamenhof. He took as his basis common factors of certain major European tongues, in order to make his new language both as nearly neutral and as easy to learn as possible.

Esperanto has done well to survive for nearly half a century. But as a possible international language, it has its weak points, to which Mr. Ogden gladly invites attention.

In the first place, it is complicated.

In the second place, over half the world's population lives in Asia, and to these increasingly articulate millions, Esperanto is merely one more Occidental language, and one which does not even offer the advantage of being the language of any particular country.

And finally, even after so many years, those with whom one can communicate in Esperanto number less than a hundred thousand.



Much thought has been given to the possible effects of a universal language on after dinner speakers.

What Mr. Ogden has to say about the limited usefulness of Esperanto reminds me of what I was told once by an Englishman in the service of the League of Nations. He informed me that occasionally some young man would come to Geneva from a certain Eastern country

who was well versed in Esperanto and full of confidence in the use he was going to make of it. After the experience of a week or two he was glad to meet a fellow-countryman so they could talk Esperanto together.

Mr. Ogden firmly believes that all schemes for inventing a new language are chimerical. He likewise believes it to be a waste of time to try to reverse the verdict of history by trying to popularize Latin. In his opinion, the only practical course, in seeking a tongue of international convenience, is to choose one of the few languages which are already going concerns on a great scale.

Among these going concerns he places English easily first. The case for the adoption of English

is indeed impressive.

English is already the fireside language of about two hundred million persons. These are people who at the present moment of history have more and do more and write more than those speaking any other single language.

English is already the governmental language, or one of the governmental languages, of nearly four hundred millions more, for the most part in Asia.

English is already the international commercial language of the Far East.

English is already, and to an increasing extent since the World War, the preferred second language taught to millions of young people in schools.—young people who are going to be the leading members of their communities tomorrow. These foreigners studying English are several times as numerous as the people who spoke it in the time of the well and favorably known playwright, William Shakespeare.

As of January 1, 1936, English was the language of 904 out of the 1,927 radio broadcasting stations of the world. It can be said of English words, and only of English words, that there is no sky altogether alien to them.

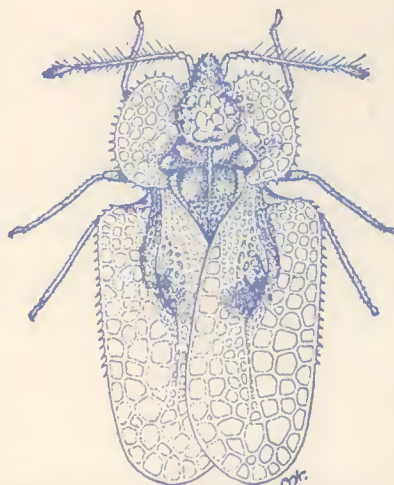
Finally, English, for technical reasons, lends itself more readily to simplification for the benefit of the foreigner than any other of the major current languages.

It is this simplification which Mr. Ogden and his associates of the Orthological Institute have undertaken. The result is what they call "Basic English," and might perhaps have more happily been called by some other name such as "Minimum English," or "English on One Page."

Mr. Ogden points out that while the task was great, it was not as great as it seems, for the following reasons:

(1) There is an enormous scientific terminology which is already common to English and all other languages used

(Continued to page 489)



Gnats to you, in any language, according to Mr. Ogden.

## A Better Deal for Our State Department

From "World Peaceways" release of May 10, 1937

A FEW of our fellow-citizens were recently startled to hear your World Observer remark that our Department of State operates on a net annual budget of approximately ten million dollars. They immediately inquired whether this modest sum of ten million dollars was entirely used by the offices of the Department in Washington, and were further shocked to learn that that appropriation covered 350 embassies, legations and consular offices throughout the world, as well as the State Department expenditures in Washington. They proceeded to get out their pencils and figured that it would be quite modest if our 350 embassies and other foreign offices alone consumed the entire ten million dollars, an average of \$30,000 per office.

The next question that these fellow-citizens addressed to your World Observer was how adequately the Department of State could function with such a niggardly budget. Here are a few of the most interesting facts that came up in our conversation. They were startled upon being told that some of our foreign service men have actually been placed in exile as a result of our government's miserly treatment of the State Department. Secretary Hull's office reported last year to the Committee on Appropriations, that sixteen of our foreign service men had not been back to the United States since 1929 or 1930, an absence of 6 to 7 years. The sole reason was that the Department does not get a sufficient appropriation to give each one of our foreign representatives an opportunity to visit the United States at least once in three years. They agreed that a three-year exile was long enough. The salaries of these men are far too low to enable them to save enough to spend about \$2,400 for a married couple, for transportation from the Orient, for example.

Your World Observer recalled to them that a writer in the *Review of Reviews* last fall pointed out that British shipping interests benefit several million dollars annually, from the paid passages of British subjects in the government service, returning to London with their families.

One of the members of the House Subcommittee on Appropriations recalled during a discussion of this item in the State Department's budget that the Standard Oil Company finds that it makes for the more efficient conduct of its affairs and interests if it brings its representatives back to the United States frequently for conferences. Our government's representatives

get out of touch with the trend of affairs here at home when they are long absent. Letters and nothing but letters from a Secretary of State to a diplomatic representative far away are never an adequate substitute for thorough, face to face and extended conferences, here in Washington. It is embarrassing to record that only \$35,000 was allowed by our government in 1936 for such home leaves.

The new responsibility that has been imposed upon the State Department, namely, the negotiation of reciprocal trade agreements, has not received the adequate budgetary consideration that it demands. As far as we can visualize it now, the work of the Trade Agreements Division is an emergency and temporary one. The authority for such agreements was limited to a three-year period. That meant that a tremendous sweep of territory, exploratory studies and negotiations would have to be covered in three years. And yet all that the State Department was allowed for this extremely important service for the fiscal year of 1936 was \$108,720, for a staff of 33. Even with that limited staff for a job of world-wide proportions and one that affected our domestic industries valued at many tens of billions of dollars, 10 agreements were concluded in less than two years after the trade agreement law went into effect on June 12, 1934, and two were under way at the time that the State Department discussed its need for larger 1937 appropriations February a year ago.

How considerable is the work involved in any of these trade agreements is discernible from the fact that in February, 1936, the State Department spoke of an agreement being under way with Czechoslovakia, and it was only last week that our State Department announced that it was now in a position to receive suggestions from interested persons as to the products to be considered, preparatory to the actual negotiation of an agreement with that Central European republic.

The requirements of the State Department for its Trade Agreements Division cover not only additional expert personnel to explore more international trade negotiations simultaneously and so take utmost advantage of the brief three year period. An additional pressure on the State Department arises from the demands of thousands of manufacturers and citizens throughout the country for information upon various aspects of the trade agreement plans.



When one reads the proceedings of the Committee on Appropriations, one observes the beggar's position into which the Department of State is put, especially in one situation when it was called upon to explain why it needed \$500 more in 1937 for mimeograph paper for the Trade Agreements Division. The conclusion is inescapable that the State Department, the pride of our citizens during the present Secretaryship of Cordell Hull, occupies the position of a Cinderella in a government that allows that department only ten million dollars in a budget for 1937 that amounts to approximately eight and one-half billion dollars. As the Secretary of State himself put it, the budget for his department was 21 one-hundredths of one per cent of the total Federal Budget for 1937. Reduced to a simpler figure, the State Department's budget was one five hundredth of the total national budget. The net budget, after reducing the income from passport fees and other items, would not meet half the cost of a single battleship. And the budget being allotted for 1938 is not going to be any greater.

There are a few more facts about the State Department that seemed interesting to these citizens with whom your World Observer had dis-

cussed this question of an adequate defense for our country's peace. They agreed that the adequate defense provided by the State Department would emphatically make less likely the need for spending over a billion dollars each year for the type of adequate defense represented by our expenditures for the War and Navy Departments. It is the State Department, and not the War or Navy Department, that bears the responsibility for ironing out the complications affecting our relations with and interests in China and Japan. And yet the record of the hearings before the Committee on Appropriations leads your World Observer to imagine that the State Department's budgetary representative must have trembled when he was asked to justify a request for \$4,500 more for the Division of Far Eastern Affairs, for a research worker. The staff associated with the Division of Far Eastern Affairs is so overburdened with routine responsibilities that it does not have adequate opportunity for a more thorough study of the issues that confront our government and our people in the Far East.

Millions of dollars are easily justified and allowed for the annual naval maneuvers in the Pacific, but our economic and political experts

*(Continued to page 494)*



SOME OF THE OLD GUARD TOGETHER IN WASHINGTON

Five Ambassadors: Wright (Cuba), Gibson (Belgium), Caffery (Brazil), Dearing (Peru, now assigned to Sweden), and MacMurray (Turkey).

# THE AMERICAN FOREIGN SERVICE JOURNAL

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Vol. 14      AUGUST, 1937      No. 8

PUBLISHED MONTHLY BY AMERICAN FOREIGN SERVICE ASSOCIATION, WASHINGTON, D. C.

*The American Foreign Service Journal is open to subscription in the United States and abroad at the rate of \$4.00 a year, or 35 cents a copy, payable to the American Foreign Service Journal, care Department of State, Washington, D. C.*

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The American Foreign Service Association is an unofficial and voluntary association of the members of *The Foreign Service of the United States*. It was formed for the purpose of fostering *esprit de corps* among the members of the Foreign Service and to establish a center around which might be grouped the united efforts of its members for the improvement of the Service.

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## EDITORS' COLUMN

A name that has been on the JOURNAL'S mast-head longer than any other is missing in the current issue, as the Honorable Wilbur J. Carr plans to leave for his new post as Minister to Czechoslovakia at the end of August. In another section of this issue will be found news of his appointment, the Secretary's statement and certain editorial comment. In the belief that his friends in the Service will echo the sentiments expressed, the JOURNAL is glad to be able to publish the following excerpt from a letter addressed by the Honorable John Bassett Moore to Mr. Carr on July 4:

Having seen in the press the notice of your nomination as Minister to Czechoslovakia, I can only say that it is difficult for me to think of the Department without you, not only as the head of the consular service but also as the all-around man who was called upon to meet emergencies wherever they arose. As regards the consular service, I was accustomed to say that its efficiency and *esprit de corps* rested upon the confidence every man in it felt that you would not allow political or personal interest to influence the assignments and promotions. I might say much more for probably no one now living knows what your services have been better than I do.

The JOURNAL joins in wishing Mr. and Mrs. Carr a happy and useful mission in Prague and trusts that it may be favored with their cooperation from their new post.

\* \* \*

The important period through which the Service is now passing has brought gratifying recognition to "career" officials, to many of whom the President and the Secretary have recently turned to fill some of the highest positions available. The JOURNAL offers its sincere congratulations to the new appointees.

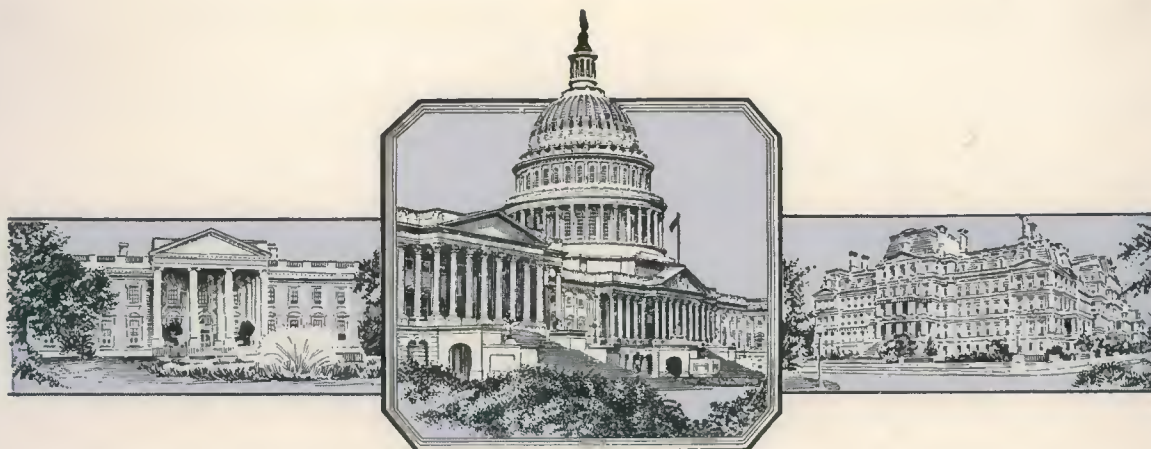
\* \* \*

We also extend our congratulations to the new officers of the Foreign Service Association, a list of whom appears elsewhere in this issue.

### CONTRIBUTORS TO THIS ISSUE

The article on Unemployment was specially abridged for the JOURNAL by the Work Progress Administration. RICHARD SOUTHGATE, Chief of the Division of Protocol and Conferences, who was kind enough to write up his impressions of the Bermuda flight, is looking forward to flying the Atlantic. EDWARD M. GROTH, Consul at Calcutta, made an interesting trip into Nepal last year. LILLA CABOT MOFFAT, wife of Jay Pierrepont Moffat, and daughter of Ambassador Grew, visited New Zealand shortly before leaving their last post in Sydney, Australia. REPRESENTATIVE SOL BLOOM, authority on the Constitution and George Washington, needs no introduction to our readers, with many of whom he is personally acquainted. EMERSON BREWER CHRISTIE, author of the amusing "A World Language," is Chief of the Translating Bureau and an expert on many languages. WORLD

(Continued to page 502)



## News from the Department

The period which has elapsed since the last issue of the JOURNAL went to press has been one of the most eventful in the entire history of the Department and the Service. While all the news and developments have been duly chronicled in other media, the following brief summary accompanied by some editorial comment from the press may be found of interest:

### Department

Francis B. Sayre, Assistant Secretary of State, was appointed a member of the Board of Foreign Service Personnel by Departmental Order No. 688 of June 1, 1937.



G. HOWLAND SHAW

On June 12, the assignment was announced of G. Howland Shaw as Chief of the Division of Foreign Service Personnel to succeed Thomas M. Wilson. Mr. Shaw is now serving as Counselor of Embassy at Istanbul. He is expected to take over his new duties on September 1.

On June 15 the Secretary signed two Departmental orders. The first created the European Division (symbol Eu), with James C. Dunn as Chief, and four Assistant Chiefs: John D. Hickerson, Paul T. Culbertson, Harold H. Tittmann and Orsen N. Nielsen. This new division absorbed the old Division of Eastern European Affairs and also took over charge of relations with southeastern Europe (except Greece and Turkey) from the Division of Near Eastern Affairs.

The second order issued on June 15 continued the Near Eastern Division with its present Chief,

Wallace Murray, and Assistant Chiefs, Paul Alling and Maynard B. Barnes. In addition to the change just mentioned, the Division has taken charge of relations with all of Africa (except the Union of South Africa), part of which was formerly under WE, and India, which was also under WE.



HUGH R. WILSON

On June 28, the President nominated Hugh R. Wilson, Minister to Switzerland, to be an Assistant Secretary of State. In the Secretary's press conference on the same day, Mr. Hull stated that Mr. Wilson "would give his attention more especially to diplomatic and political questions." Asked whether this meant primarily European politics, the Secretary answered in the affirmative, adding that there may be other parts of the world

where his knowledge and information would apply almost to the same extent. Mr. Wilson's nomination was confirmed by the Senate on July 2.

Under the title "A Welcome Appointment," the *Washington Post* made the following editorial comments on Mr. Wilson's appointment in its edition of June 29:

President Roosevelt's appointment of Hugh R. Wilson, Minister to Switzerland, as Assistant Secretary of State, is doubly appropriate. It constitutes, in the first place, a welcome recognition of the excellent services that have been rendered the Nation by career diplomats. Too often in the past they have been ignored when opportunities arose to make appointments to the highest branches of our foreign service. And, secondly, the President's action is a well-deserved tribute to Mr. Wilson himself.

For a quarter of a century Mr. Wilson has been connected with the foreign service. He has held a great



variety of posts in many parts of the world and has amassed a wealth of experience and an understanding of international affairs that should serve him and the State Department in very good stead in his new post. At a time when war clouds hovering over the Old World are so thick and ominous, the fact that Mr. Wilson has specialized in European affairs—during recent years from the excellent vantage point of neutral Switzerland—should prove a special asset.

No body of men in the Government have a greater responsibility in the present state of the world than our foreign service officials. It is gratifying that this fact is being appreciated by the Executive.

On June 29, the Secretary signed a departmental order which stated that Dr. Herbert Feis had been appointed "Adviser on International Economic Affairs," in which capacity he is charged, under the Secretary of State, with advising the Department on questions of general economic policy. The designation of the office remains EA, and the same staff is continued in office.



WILBUR J. CARR



G. S. MESSERSMITH

In announcing the appointment on July 2 of Assistant Secretary of State Wilbur J. Carr as Minister to Czechoslovakia and that of Mr. George S. Messersmith as Assistant Secretary of State, the Secretary made the following statement:

"Mr. Carr, during his more than forty years of devoted service in the Department of State, has proved himself to be one of the very ablest and most capable Assistant Secretaries in the history of the Department. The time has now come when Mr. Carr desires to take a mission in the field. Prague is today one of our most vital listening posts and his assignment there was mutually agreeable to all concerned. I can only extend to him my heartfelt good wishes and my sincere hope that he may be increasingly happy and successful in his new duties.

"Mr. Messersmith will take over the principal duties and functions now performed by Mr. Carr. He has had considerable and varied experience in personnel and administrative matters and is eminently practical and broad gauge in every way. I consider him as the most capable person in the Service who is available for such an assignment."

In commenting on Mr. Carr's appointment to

Prague, the *Washington Star* published the following editorial in its issue of July 7:

To have been on duty in the State Department forty-five years, under seventeen different Secretaries of State, from Blaine to Hull, must be a unique career in the foreign service and one with few parallels in any branch of the Government. Such is the splendid record standing to the credit of Wilbur J. Carr, who has just been transferred from an assistant secretaryship of state to the ministership to Czechoslovakia. Beginning as a \$1,000 clerk in 1892, Mr. Carr advanced through successive stages to the highest departmental post ordinarily available to "non-political" appointees.

The progressive growth of the foreign service from a happy hunting ground for "deserving" party henchmen into an organization comparing favorably with the diplomatic and consular systems of other countries was coincident with Mr. Carr's long tour of duty in the one-time triple department structure. That development, indeed, is due in no small degree to his persistent crusade in behalf of a career service, whereby capable young Americans, ambitious to follow diplomacy as a profession, could pursue it with some hope that politicians would not jostle them from the rungs in their laborious climb up the ladder. In the formulation and enactment of the Rogers law of 1924, which for the first time gave assurance of security to the foreign service in the fields of pay, promotional prospects and pensions, Mr. Carr had an influential hand. Later, as budget officer of the State Department, he was a potent advocate before congressional committees of appropriations to safeguard the interests of service personnel and provide sinews for adequate American representation abroad, including suitable housing accommodations.

His activities as chairman of the Board of Efficiency Ratings and of the Board of Appeals and Reviews cast the Assistant Secretary of State in roles which inevitably invited inter-service jealousies, rivalries and charges of favoritism. But his retention in office, under administration after administration, affords irrefutable proof that successive Secretaries of State cherished him in unimpaired regard. In 1934, having reached retirement age, Mr. Carr, by executive order, was granted an extension of five years—a striking tribute to what Secretary Hull acclaims as his "devoted service."

The seasoned veteran of our "Department of Peace" is assigned to one of the most important of European listening posts at a critical juncture. His rich experience, ingratiating personality and wide knowledge of foreign relations will stand him in good stead at Prague and assure the United States effective representation there. The good wishes of a host of Washington friends will accompany Mr. and Mrs. Carr in their newest field of usefulness.

Departmental Order No. 694 on July 6 created an Office of Fiscal and Budget Affairs, under the Assistant Secretary of State in charge of administration. Charles B. Hosmer, Foreign Service Officer of Class III, was designated Chief of the Office, with Mrs. Ella A. Logsdon Assistant Chief.



CHARLES B. HOSMER



Mrs. Blanche Rule Halla was designated Chief of the Office of Coordination and Review, effective July 13, 1937.



NATH. P. DAVIS

On July 10, announcement was made that Nathaniel P. Davis, Foreign Service Officer of Class III, had been designated Chief of the Division of Foreign Service Administration, succeeding Herbert C. Hengstler, who was assigned as Consul General at Toronto.

*Foreign Service*

It was announced on June 12 that the Chief of the Division of Foreign Service Personnel, Thomas M. Wilson, had been assigned as Consul General at Sydney, Australia. Announcement was also made on July 10 that Lowell C. Pinkerton, Chief of the Foreign Service School, had been assigned to Wellington, New Zealand, as Consul General.

The Chief of the Division of Eastern European Affairs, Robert F. Kelley, was reinstated as a Foreign Service Officer of Class III on June 3 and assigned on June 17 as First Secretary of the Embassy at Istanbul.

On June 17, the nominations of John W. Bailey, Assistant Chief of the Division of Foreign Service Personnel, and George Gregg Fuller, Trade Consultant of the Department of State, to be Foreign Service Officers of Class V were sent to the Senate. They were confirmed by the Senate on June 22.

The President nominated Miss Margaret M. Hanna, Chief of the Office of Coordination and Review, to be Foreign Service Officer of Class V, on June 28. This nomination was confirmed on July 2 by the Senate.



HUGH GIBSON

On July 1, the President sent the following nominations to the Senate:

Hugh Gibson, to be Ambassador to Belgium.

Jefferson Caffery, to be Ambassador to Brazil.

J. Butler Wright, to be Ambassador to Cuba.

William H. Hornibrook, to be Minister to Costa Rica.

Ferdinand L. Mayer, Counselor of Embassy at Berlin, to be Minister to Haiti.

The President on July 6 nominated Grenville T. Emmett to be Minister to Austria and Ray Atherton, Counselor of Embassy at London, to be Minister to Bulgaria.

On July 9, Leo J. Keena was nominated to be Minister to the Union of South Africa and John D. Erwin of Tennessee to succeed Mr. Keena as Minister to Honduras; and Leland Harrison was nominated to be Minister to Switzerland to succeed Mr. Wilson.



JEFFERSON CAFFERY

The New York *Herald-Tribune* commented as follows on its editorial page on July 6:



J. BUTLER WRIGHT

It is encouraging to note that in the last shifts in the foreign service the President continues to give important posts to experienced men. . . .

While these appointments are important for the country because they insure the presence of trained men in strategic diplomatic posts they are also important for the good of the foreign service. The posts of minister and ambassador are the most coveted. Men who join the foreign service hope to end up with one or the other of these titles. But under the present laws the President is under no compulsion to choose any of his ministers or ambassadors from the ranks of the foreign service. The highest posts that foreign service officers can be sure of under the law are those of counselor of embassy and consul general. But it has been the custom for years to name a certain number of foreign service officers as chiefs of mission. Once so appointed, however, they lose their civil service standing, and if they are forced out by a change of administration they find themselves without work. While still secretaries, counselors or members of the consular service they cannot be removed except for cause. They can only be transferred from one post to another.

Mr. Roosevelt has consistently appointed a large proportion of career men to the top posts. The knowledge of this has served to encourage others to hope that, in time, they also will be promoted. This has stimulated the morale of the entire service.

In addition to the foregoing appointments, Franklin Mott Gunther has been named American Minister to Rumania.

(Continued to page 502)



## News from the Field

### GIBRALTAR

Herbert O. Williams, Consul at Gibraltar, writes that "Memorial Day was fittingly observed this year in Gibraltar. The USS *Kane* was in the harbor at that time and we took advantage of its presence to make the celebration a little more extensive than usual.

"Sunday morning, May 30, two officers from the *Kane*, Messrs. Carlson and Klein, accompanied myself and Mrs. Williams and Vice Consul and Mrs. Johnson to the local cemetery, where we decorated the graves of Consuls Sprague and Allen and those of several American naval and merchant seamen who are buried there.

"At noon a detachment of British seamen and a detachment of American seamen formed a

guard of honor at the north gate of the Navy Yard in front of two memorial tablets erected there to the memory of the crews of the U. S. ships *Chauncey*, *Seneca*, and *Tampa*, which were lost near here during the Great War. Captain Mullinix, of the USS *Kane*, and Consul Williams laid wreaths at the foot of the tablets and a third wreath was sent by the British naval officers of Gibraltar."

### BELGRADE

The Foreign Service's list of golf champions was augmented on Sunday, June 6, when Charles S. Reed, II, Secretary of the Legation at Belgrade, won the first golf championship of the Belgrade Golf Club. He received a silver cup, presented by Madame Stoyadinovich, wife of the Yugoslav Prime Minister.

### BOMBAY

The advent of the hot weather season has caused a temporary suspension of the weekly soft ball games sponsored by the American Association. Emphasis has been shifted to golf and the monthly competitions held at the Willingdon Club.

During a short visit to Bombay in March, Consul General John Campbell White, Calcutta, won a tankard at the monthly golf tournament of the American Association. Vice Consul C. M. Gerity was one of the winners in the May meeting.

Recent visitors have included Consul Edward M. Groth, Calcutta; Consul and Mrs. William C. Vyse and son, Shanghai; Consul and Mrs. C. E. Macy, Karaehi; Vice Consul and Mrs. Julius Wadsworth, Shanghai, and Vice Consul Lyle C. Himmel, Rangoon.

D. V. A.



CONSUL WILLIAMS, CAPTAIN MULLINIX, AND VICE CONSUL JOHNSON, IN FRONT OF THE MEMORIAL TABLETS



### CURACAO

One of the principal squares of Willemstad proudly bears the name "Leonard B. Smithplein." It is so called in honor of an American consul of a long generation ago (1832-1898) who brought to his adopted community many practical benefits of Yankee ingenuity. The famous wooden pontoon bridge which now swings open many times a day for the ships and tankers of many nations, has not been altered in design since he built it. Mr. Smith also installed the first plants for the supply of electricity, water and ice. The last named commodity, at the time almost a curiosity in these latitudes, was brought in sailing vessels from the Penobscot River, Maine.

The recent visit, after thirty years absence, of Mr. Arthur B. Smith, the son of Curacao's Benjamin Franklin, was an event of public interest.

### DUBLIN

The *New York Times* carried the following story in its edition of July 8, 1937:

United States Minister Alvin Mansfield Owsley, on his departure from Dublin tonight for his new ministerial post in Denmark, received a popular ovation. On his drive from the legation in Phoenix Park to his ship the Minister was met in the center of the city, at the Capel Street Bridge, by a large crowd, headed by Lord Mayor Alfred Byrne in full Mayoral regalia, accompanied by members of the Dublin Corporation.

Mr. Owsley left his automobile and, taking his place beside the Mayor, waded in the mile-long procession to the steamer. At the head of the parade were carried the Stars and Stripes, the Free State flag and the green civic flag.

On the deck of the Liverpool steamer, the *Lady Munster*, Mayor Byrne presented to Mr. Owsley a silver model of the Ardagh chalice as a memento of his two and a half years in Ireland.

### OTTAWA

The Minister and Mrs. Armour sailed from New York on May 14 for a two months' vacation in Europe.

Mr. and Mrs. Joseph Burt left Ottawa for their new post in Veracruz, Mexico, the middle of May. Many farewell parties were given for them before their departure which is deeply regretted by all. One of the last of these was a cocktail party at the home of Mr. and Mrs. Palmer at which they were given a crystal whisky decanter from the staff of the combined offices here in Ottawa. Mr. Palmer made an apt presentation speech which was enjoyed by all—even Mr. Burt, who was reminded of his generous losings at some of his last poker games. Mr. and Mrs. Francis Styles, who arrived the middle of May, were welcomed at this party.

The Honorable Swagar Sherley, United States Agent in the Trail Smelter arbitration case, was in

Ottawa the end of May for a short visit. A reception committee consisting of several Dominion Government officials and an officer from the Legation welcomed him on his arrival. While in Ottawa Mr. Sherley was entertained by Mr. Palmer and various Dominion Government representatives.

Mr. Augustus Owen, Vice Consul at Vancouver, and Mrs. Owen, who spent four or five days in Ottawa visiting Mr. Robert Hale of the American Legation and Mrs. Hale the latter part of May while motoring on their way back to the coast after spending a vacation at Mr. Owen's home in South Carolina, were last heard from in North Dakota where they were stuck in the mud.

Mr. Irving H. Taylor, recently appointed Trade Commissioner to Ottawa, accompanied by Mrs. Taylor and their two children, arrived in Ottawa on June 8.

F. H. S.

### JAMAICA

A. R. Preston, Consul at Kingston, writes that "The accompanying photograph was taken at my residence after a luncheon party in honor of Rear Admiral Y. S. Williams, Commander of the Special Service Squadron, Flagship *Omaha*. Reading left to right (seated), Captain H. B. Meclarey, U.S.N., commanding U.S.S. *Omaha*, Mrs. A. R. Preston, Rear Admiral Y. S. Williams, U.S.N., Mrs. J. S. Littell, Consul A. R. Preston. (Standing) Lieutenant R. E. Jaspersen, U.S.N. (Aide), Consul J. S. Littell, and Ensign A. R. Gralla, U.S.N. (Aide).

"The U.S.S. *Omaha* was in Kingston for one week and many entertainments were arranged for the officers and men. Since May 15, two coast guard cutters, the *Omaha*, and seven United States destroyers have visited this port."



## A Political Bookshelf

CYRIL WYNNE, *Review Editor*

DAMAGES IN INTERNATIONAL LAW, by Marjorie M. Whiteman, Assistant to the Legal Adviser of the Department of State. (United States Government Printing Office, Washington, 1937, 2 vols., 1,549 pages, \$1.50 per volume.)

Writers on international law have given much attention to the law respecting the existence of states and their rights and duties, and in the event that a violation of those rights or duties has been alleged, the major part of the effort of those engaged in the settlement of the difficulties has usually been devoted to the ascertainment of the general rules of international law on which the non-liability or the liability of the state is based. However, the extent of such liability, if any, is frequently a very difficult problem involved in the settlement of the international claim that may have arisen, although, of course, principles and precedents in municipal law are generally useful in this respect. Nevertheless, writers have ordinarily omitted discussion of the subject of damages in international cases and so far as this reviewer is informed, there has heretofore been no treatise covering the subject to which resort might be had, and consequent difficulty has confronted those charged with the settlement of international claims, whether through arbitration or through the diplomatic channel, in their endeavors to arrive at a reasonable or suitable amount of damages in a particular case.

With the publication of the first two volumes of the work on "Damages in International Law," Miss Whiteman has performed the useful task of collecting and making generally available a cross-section of international cases dealing with the subject. While giving due consideration to the mass of theory evolved on this subject, she has been eminently successful in presenting the material in a practical manner.

Not only is the material contained in these two volumes largely original (a wealth of source material on the subject is assembled for the first time both in the text and in the copious footnotes), but its general arrangement is also equally original and highly acceptable. Past treatises on international law have generally cited the authors from the time of Grotius on a particular subject and have then drawn conclusions as to the weight of authority for a given proposition. The writer of these volumes takes the more practical course of relying in the main on decided and settled cases. The cases are treated as so many specimens of how damages have been estimated in the past by those charged with that responsibility. The approach to the subject and the general arrangement of the material are refreshingly novel and clear.

Chapter I on the "Bases of Damages" is devoted to problems common to all types of claims, whether they arise in connection with injury to the person or to property. The author presents international cases demonstrating that a claim for damages must be predicated upon a wrongful act under international law; that a wrongful act under international law consists of an injury by a state to a state; that claims are presented on behalf of nationals of the claimants state; *etc.* Such subjects as Exaggeration, Waiver, Estoppel, Mitigation, Lapse of Time, Counter Claim or Set-Off, *etc.*, involving problems which bear on important phases of the subject of damages have been conveniently treated together in this Chapter. Although these problems are old, it is believed that almost without exception their discussion in this work is a pioneering enterprise so far as concerns international treatises. From the outset it is clear that the author believes that a sound claim under international law is a condition precedent to the payment of damages and that only those damages that are reasonable in amount under all the circumstances of a case should be either claimed or allowed. In view of the highly exaggerated amounts that are frequently asked by zealous claimants and their even more zealous counsel, and in view of the difficulties encountered by officials in dealing with unsound claims upon which large damages may be predicated, the cases presented in the first Chapter in themselves represent a valuable contribution to this phase of international law.

Chapter II is devoted to the subject of "Arrest, Detention, Imprisonment and Expulsion." Instances wherein absence of liability for arrest, detention, or imprisonment existed and wherein damages have been disallowed are first considered. This is followed by cases wherein the arrest was unwarranted, the treatment was wrongful, or the procedure was illegal, *etc.*, and wherein damages have been allowed. This Chapter is also devoted to bringing order out of confusion on the subject of "Expulsion." Both the arrest cases and the expulsion cases are followed by detailed tables wherein somewhat similar types of cases are grouped and analyzed. Although the tables and their results are described by the author in the text accompanying the tables as "rough approximations," they constitute extremely interesting studies.

Chapter III dealing with "Personal Injury" is equally unique in its treatment of that phase of the subject of damages. After discussing cases wherein damages are not properly recoverable, cases involving different types of personal injury wherein damages have been allowed are assembled and discussed. The Chapter concludes with a five-page table of personal



injury cases arranged in the order of the amounts allowed or awarded, beginning with cases wherein small amounts were recovered.

The concluding Chapter in Volume I (Chapter IV) deals with "Death Cases." The author reminds the reader that what has been said with respect to unsound claims in Chapter I (on the subject of the Bases of Damages) is generally applicable to this class of claims as well as to all types of claims, and sets forth illustrative cases wherein damages were not allowed in claims made on account of death. The various theories and methods of measuring damages in death cases are next considered, *i. e.*, the method of evaluating the expected contributions, the method of evaluating the life lost, the method of evaluating the seriousness of the wrong, *etc.* Particular items frequently claimed in death cases are then discussed. The Chapter concludes with a thirty-four page section entitled "Tabular Analysis and Conclusions" and here, as elsewhere, the author reminds the reader that the results are "approximations." Sixteen tables are devoted to a clarification of the subject of damages in Death Cases.

Proportionately, the international claims arising on account of loss of or damage to property or property rights are greater in number than those arising on account of injury to the person. Volume II is devoted to the subject of "Property"; more than one half of the volume is concerned with Personal Property and the remainder deals with Real Property. That section dealing with Personal Property treats of the modes of interfering with personal property (seizure, detention, sequestration, requisition, confiscation, use and destruction), and then of the problems confronted in dealing with particular types of property losses, first as to a large group of miscellaneous types of property and then as to vessels, cargoes, charters, *etc.* The material on realty relates to the modes of interference with that character of property and to types of real property claims which have arisen in the international field.

It is understood that the concluding chapters of the work covering such subjects as Contracts, Direct and Indirect Damages, Interest, *etc.*, are now in manuscript form and that the final volume will contain a complete index to the entire work. Meanwhile, an extensive Table of Contents serves as a ready reference to the material in the first two volumes.

There can be no question but that the work represents a tremendous amount of original research. One stands almost appalled at the labor and time involved. Moreover, this research is supplemented by original thought and matured reflection, and the conclusions enunciated throughout the volumes demonstrate that the writer is thoroughly familiar with the limitations of the subject matter. The obvious restraint and extreme care with which the material has been discussed and developed add to the great value of the work.

JOSEPH R. BAKER.

*Books of Possible Interest*

MILLS, F. C. *Prices in recession and recovery: a survey of recent changes.* (New York: Nat. Bureau of Econ. Research, in cooperation with

Committee on Recent Econ. Changes. 1936. Pp. XV, 581. \$4.)

MORLAN, G. *America's heritage from John Stuart Mill.* (New York: Columbia Univ. Press, 1936. Pp. viii, 209. \$2.)

*Explorations in economics: notes and essays contributed in honor of F. W. Taussig.* (New York: McGraw-Hill. 1936. Pp. xii, 539. \$5.)

SMITH, A. *An inquiry into the nature and causes of the wealth of nations.* Edited by Edwin Cannan. (New York: Modern Library. 1937. Pp. 1036. \$1.10.)

*The Social Consequences of the Economic Depression.* By WLADIMIR WOYTINSKY. Stud. and rep., ser. C (Employment and Unemployment), No. 21. (Geneva: Internat. Labour Office. Washington: Internat. Labour Office. 1936. Pp. xi, 364. \$2.)

*The Institution of Property: A Study of the Development, Substance and Arrangement of the System of Property in Modern Anglo-American Law.* By C. REINOLD NOYES. (New York: Longmans Green. 1936. Pp. xiv, 645. \$7.50.)

*The Hill Country of Northern New England: Its Social and Economic History, 1790-1930.* By HAROLD FISHER WILSON. (New York: Columbia Univ. Press. 1936. Pp. xiv, 455, \$4.25.)

*The Canadian Commercial Revolution, 1845-1851.* By GILBERT N. TUCKER. (New Haven: Yale Univ. Press. 1936. Pp. 258. \$3.)

CARLSON, F. A. *Geography of Latin America.* (New York: Prentice-Hall. 1936. Pp. xxii, 642. School, \$4; business, \$5.)

CATOR, W. L. *The economic position of the Chinese in the Netherlands Indies.* (Chicago: Univ. of Chicago Press, under the auspices of the Secretariat of the Inst. of Pacific Relations. 1936. Pp. xi, 264. \$3.)

CHALKLEY, H. O. *Report on economic and commercial conditions in the United States of America, December, 1936.* (London: H. M. Stationery Office. New York: British Library of Information. 1937. Pp. vii, 205. 95c.)

CLAPHAM, J. H. *The economic development of France and Germany, 1815-1914.* 4th ed. (Cambridge, England: Univ. Press. New York: Macmillan. 1936. Pp. ix, 420. \$4.25.)

CLARK, C. D. and ROBERTS, R. L. *People of Kansas: a demographic and sociological study.* (Topeka: Kansas State Planning Board. 1936. Pp. ix, 272. \$2.)

DARBY, H. C., editor. *An historical geography of England before A. D. 1800.* (New York: Macmillan. 1936. Pp. xii, 566. \$7.)



## Foreign Service Changes

The following changes in the Foreign Service were announced on June 12, 1937:

The assignment to Habana, Cuba, of Merritt N. Cootes of Fort Myer, Va., has been cancelled and he has been assigned to Montreal, Canada, as American Vice Consul.

F. Ridgway Lineaweaver of Philadelphia, Pa., American Vice Consul at Montreal, Canada, assigned to Habana, Cuba, as American Vice Consul.

Mahlon Fay Perkins of Berkeley, Calif., American Consul General at Barcelona, Spain, assigned to The Hague, Netherlands, as Counselor of Legation.

Lynn W. Franklin of Bethesda, Md., American Consul at Barcelona, Spain, assigned to Stockholm, Sweden, as American Consul.

Homer Brett of Meridian, Miss., American Consul General at Rotterdam, Netherlands, assigned to Callao-Lima, Peru, as American Consul General.

Harold D. Clum of Saugerties, N. Y., American Consul General at Callao-Lima, Peru, assigned to Rotterdam, Netherlands, as American Consul General.

Edward J. Sparks of New York City, Second Secretary of Legation at Quito, Ecuador, assigned to the Department of State.

Gerhard Gade of Lake Forest, Ill., Second Secretary of Embassy at Rome, Italy, assigned to Quito, Ecuador, as Second Secretary of Legation.

Thomas M. Wilson of Memphis, Tenn., who has been assigned to the Department, assigned to Sydney, Australia, as American Consul General.

G. Howland Shaw of Boston, Mass., Counselor of Embassy at Istanbul, Turkey, assigned to the Department to be Chief of the Division of Foreign Service Personnel, effective September 2, 1937.

The following changes in the Foreign Service were announced on June 19, 1937:

Warden McK. Wilson of Indianapolis, Ind., First Secretary of Legation at The Hague, Netherlands, assigned to Genoa, Italy, as American Consul General.

John R. Putnam of Hood River, Ore., American Consul General at Genoa, Italy, assigned to Florence, Italy, as American Consul General.

Laurence W. Taylor of Bakersfield, Cal., American Vice Consul at Copenhagen, Denmark, assigned to Strasbourg, France, as American Vice Consul.

Livingston Satterthwaite of Huntingdon Valley Pa., American Vice Consul at San Jose, Costa Rica, assigned to Caracas, Venezuela, as American Vice Consul.

Robert A. Acly of Stockbridge, Mass. American Vice Consul at Strasbourg, France, assigned to Johannesburg, Union of South Africa, as American Vice Consul.

Carlos J. Warner of Chagrin Falls, Ohio, Second Secretary of Embassy at Habana, Cuba, assigned to Vienna, Austria, as Consul and Second Secretary.

Edward P. Lawton of Savannah, Ga., American Consul at Geneva, Switzerland, assigned to Habana, Cuba, as Second Secretary of Embassy.

Ralph Miller of New York City, American Consul at London, England, assigned to Habana, Cuba, as Third Secretary of Embassy.

Ellis O. Briggs of Topsfield, Maine, Second Secretary of Embassy at Habana, Cuba, assigned to the Department of State.

Lee Worley of Bothell, Wash., American Vice Consul at Bahia, Brazil, assigned to London, England, as American Vice Consul.

Robert Janz of Norman, Okla., American Consul at Belfast, Ireland, assigned to Bahia, Brazil, as American Consul.

Sherburne Dillingham of Milburn, N. J., American Vice Consul at Buenos Aires, Argentina, assigned to Asuncion, Paraguay, as Third Secretary of Legation and Vice Consul.

Myles Standish of New York City, American Vice Consul at Manchester, England, assigned to Marseille, France, as American Vice Consul.

Willard L. Beaulac of Pawtucket, R. I., who has been serving in the Department, assigned to



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Habana, Cuba, as First Secretary of Embassy.

H. Bartlett Wells of North Plainfield, N. J., American Vice Consul at Montevideo, Uruguay assigned to Managua, Nicaragua, as Third Secretary of Legation and Vice Consul.

Robert F. Kelley of Massachusetts, who has been serving in the Department as Chief of the Division of Eastern European Affairs, nominated and confirmed as a Foreign Service Officer of Class III, a Consul General, and a Secretary in the Diplomatic Service, and assigned as First Secretary to Istanbul.

Shiras Morris, Jr., of Hartford, Conn., American Vice Consul at Marseille, France, assigned to Montevideo, Uruguay, as American Vice Consul.

John G. Erhardt of Brooklyn, N. Y., American Consul General at Hamburg, Germany, has been assigned to the Department of State for duty.

Avra M. Warren of Ellicott City, Md., now serving as Foreign Service Inspector, assigned to Vienna, Austria, as First Secretary of Legation and American Consul General.

NON-CAREER

Foster H. Kreis of Minnesota, American Vice Consul at Sydney, Australia, assigned to Toronto, Canada, as American Vice Consul.

Gordon L. Jorgensen of Nebraska, who has been serving as clerk in the American Consulate at Osaka, Japan, commissioned as Vice Consul at that post.

*Nominations.*—The nominations of the following persons from the list of eligibles in the last Foreign Service examination to be Foreign Service Officers, unclassified, vice consuls and secretaries in the Diplomatic Service were sent to the Senate on June 21 and confirmed on June 28: W. Stratton Anderson, Jr., William Barnes, 3rd, Aaron S. Brown, Glen Bruner, Harlan B. Clark, William E. Cole, Jr., J. Dixon Edwards, Herbert F. Fales, Jule L. Goetzmann, Edmund A. Gullion, Kingsley W. Hamilton, Fred Harvey Harrington, Francis C. Jordan, G. Wallace LaRue, Perry Laukhuff, Gordon H. Mattison, Roy M. Melbourne, John F. Melby, Herbert V. Olds, Elim O'Shaughnessy, Paul Paddock, Henry V. Poor, G. Frederick Reinhardt, Milton C. Rwinkel, Walter Smith, Charles W. Thayer, Ray L. Thurston, Evan M. Wilson.

The following changes in the Foreign Service were announced on June 26, 1937:

Harry L. Troutman of Macon, Ga., American Consul at Alexandria, Egypt, assigned to the Department of State.

Edward Page, Jr., of West Newton, Mass., American Consul and Third Secretary of Legation at Riga, Latvia, assigned to Moscow, U.S.S.R., as Third Secretary of Embassy.

(Continued to page 498)



### UNEMPLOYMENT

(Continued from page 452)

pansion of the service activities will again be resumed or whether the proportions which obtained during the late 1920's represent the saturation point in the proportion of service employment.

The increase in over-all productivity should not be interpreted as the net result of rising productivity in basic industries and stable or declining productivity in service industries, nor the productivity "plateau" from 1922 to 1929 as the result of increases in productivity in basic industries, offset by productivity declines in service. The fact is that, even if similar relative increases in productivity had occurred in both fields, a leveling off of the index of labor required per unit of output would have taken place if, during the same period, service activities had accounted for a rapidly growing proportion of the total output. In the light of the available data it is not at all improbable that this situation actually obtained during the years from 1922 to 1929.

Very real and substantial increases in productivity took place in most of the industries whose output and employment go to make up the totals referred to in the preceding pages. With few exceptions, individual industries were able in one way or another to reduce the labor required per unit of output. While employment increased in most of these industries during the 1920's, although less rapidly than output, some industries were actually able to reduce the number of employees in the face of expanding production.

\* \* \* \*

The data presented above indicate part of the answer to the oft-repeated question: Why was there still a tremendous volume of unemployment in 1935 although most business indicators show that business was about as good during 1935 as it was during the prosperous years of 1923-1925?

Many people have become accustomed to thinking of the middle twenties as "normal" and so have come to imply a return to that normal as the desired goal. This attitude overlooks the fact that a country like the United States, with its continuously increasing population, must regard "normal" as a process of ever-increasing levels of production, employment, and income. If labor productivity remained constant, the level of production would have to rise as fast as the labor supply in order to keep the volume of unemployment from increasing. Given our progressive technology and the fact that, with increasing productivity, a decline in production results in a more than proportional decline in employment and



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an increase in production results in a less than proportional increase in employment, we must contrive to increase the volume of production at a rate which is faster than the rate of increase of our labor supply or else we face the problem of an ever-increasing volume of unemployment.

\* \* \* \*

No satisfactory method of measuring the effect of technological changes on employment has yet been evolved. The complexity of the interrelationships between industries and between productivity and production makes impossible an adequate quantitative description of the full effects of technological developments.

In view, however, of the number and variety of changes in industrial techniques during the twenties and the substantial volume of unemployment during the same period, it is reasonable to conclude that in any given year a considerable proportion of the unemployed consisted of workers who had been displaced in the various ways indicated earlier in this section. This conclusion is supported by the added circumstance that the skills and other employment qualifications required in the expanding service industries differ considerably from those possessed by workers displaced in those basic industries where increased productivity was accompanied by declining employment. Further substance is given to this surmise by the fact that the estimated unemployment for a "good" year like 1929, being based on the Census of Occupations concept of "gainful persons," includes only workers who had been previously employed. Aside from those whose unemployment was of a seasonal nature, a substantial proportion of these unemployed workers with "usual" occupations is likely to have consisted of those who were either forced out of industries the labor requirements of which had been reduced or changed or out of industries whose declining production was attributable to technological changes in other fields.

\* \* \* \*

The material available concerning the question of what happens to workers who are displaced as the result of changing industrial techniques is very scattered and inconclusive.

A great deal more should be known about the experiences of both employed and unemployed workers in different types of employment and unemployment situations and in different parts of the country. Much more information is needed concerning the source of the labor supply in expanding occupations and the "new" industries. More needs to be known about the mobility of labor in connection with the migration of indus-

tries, and about the effect of mobility on communities which such migration often leaves "stranded." Information is needed concerning the degree of success with which retraining of workers from one skilled occupation to another may be accomplished. More knowledge is wanted on the subject of the similarities in the character of skills required by different and seemingly unrelated occupations. The National Research Project of the Works Progress Administration is attempting to find the answer to some of these questions through a series of special studies designed to throw more light on these problems. They must be thoroughly understood if proper measures are to be taken for the amelioration of the lot of those workers who find themselves without a source of income as a result of industrial, economic, and social change.

\* \* \* \*

There have been few outstanding economists who have held that technological advances result in no employment dislocations whatever. Most economists have recognized the possibility or likelihood of temporary dislocations and displacement of workers as a result of improvements in production techniques; some have even advanced claims for the possibility of permanent unemployment and the creation of a "surplus population." Many of the economists concerned themselves primarily with the problem of the marketability of the increased production made possible by changing techniques. Others have interested themselves in the relationships between the volume of accumulated capital and the volume of employment it is capable of providing. Still others have devoted their attention to the disproportion between consumption and investment. Many of the writers who have emphasized one or the other of these factors have at the same time been concerned with the "frictions" and "rigidities" of the economic system which in one way or another prevent the smooth working-out of the particular theory advanced. The emphasis on the frictional elements is especially marked in the more recent literature dealing with the subject.

Although the material presented in the foregoing sections of this report cannot be used either to affirm or deny any particular theory advanced, it does permit some tentative observations.

The problem of "technological unemployment" is essentially twofold: one, the expansion of total production sufficiently to overcome the effect on unemployment of declining labor requirements and increasing labor supply; and two, adjustment of the individual employment dislocations which accompany technological progress.



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The growth in total output from 1920 to 1929 was not sufficient, in the light of the increased productivity and the growth of the labor supply, to absorb all the available man power; the result was a substantial volume of unemployment during this entire period. The data examined indicate that, while the continued advance in the material well-being of the country depends upon technological progress of the country's productive apparatus, we must look to a much more rapid expansion of production than has taken place between 1933 and 1935 before we can expect a return either to the employment or the unemployment levels of the predepression period. A rough calculation indicates that, in order for unemployment to drop to the 1929 level by 1937, goods and services produced would have to reach a point 20 per cent higher than that in 1929, even if the productivity level of 1935 remained unchanged. Further technological advances in industries would necessitate an even greater expansion of production to restore predepression unemployment levels, while a continued relative growth of service activities would tend to minimize the volume of expansion required. Although hedged about by many qualifications, these guesses still leave out of consideration many eventualities: possible changes in the length of the full-time week and many factors which may affect the size of the labor supply, such as farm migration, increased school attendance, child labor, and old age pension legislation. Yet it seems desirable to hazard these guesses in the interest of focusing attention on problems which are likely to become increasingly important within the next few years.

An undetermined but substantial proportion of the unemployed in any single year probably consisted of workers who had been displaced from their jobs in one way or another by the employment dislocations which accompany technological progress. The notable expansion in employment which took place between 1920 and 1929 was due almost entirely to the rapid growth of service activities; their occupational requirements differed so widely from those of the basic industries which registered declines that it is extremely unlikely that all the workers displaced from basic industries obtained new jobs in the service industries.

Such material as is available on the question of adjustment of displaced workers indicates that the unskilled and younger workers lost less in occupational status and earnings (since they had less to lose) than the skilled workers; the middle-aged group found it easier to obtain suitable employment than the older workers; women found it easier to obtain jobs than the men, but suffered



greater income losses; the workers who did find jobs found them chiefly in occupations and industries other than those in which they had previously worked.

The outlook for the immediate future seems to be in the direction of further technological progress toward a level of productivity substantially higher than that attained prior to 1929. The rate of advance of course differs in different industries, but since our economic system has not evinced an ability to make the necessary adjustments fast enough, it may be expected that the dislocations occasioned by technological progress will continue to present serious problems of industrial, economic, and social readjustment.

### SESQUICENTENNIAL

*(Continued from page 461)*

the texts, the reader finds portraits and sketches of the signers and the Chief Justices; maps, tables, and questions and answers, a wealth of historical material covering the origin of the United States, the framing of the Constitution, its ratification and establishment, the ratification of all the Amendments, and the national development under the Constitution; a complete alphabetical analysis of the Constitution, and full description of the provisions of the Constitution and the Amendments. The book is bound in board covers bearing the beautiful Constitution Poster by Howard Chandler Christy, in colors, and the price in the United States is ten cents — or one dollar for the de luxe edition.

The book will very shortly appear in both a French and a Spanish edition, to satisfy the great interest in our Constitution by French- and Spanish-speaking people throughout the world. These translations should be most valuable for use in schools and libraries and for general reading in all French- and Spanish-speaking countries.

Orders for these books and for all other material prepared by the Constitution Commission should be addressed to the United States Constitution Sesquicentennial Commission, Washington, D. C., and all checks and money orders should be made payable to the Treasurer of the United States.

We are looking forward confidently to the cooperation of all Americans in foreign countries in this celebration, and particularly the participation of all members of the Foreign Service who have given us such splendid and constant cooperation in the past.

## Thoughts of . . . . . WASHINGTON

**F**OREIGN Service Officers Have A Particular Interest In The Many Activities of Government.

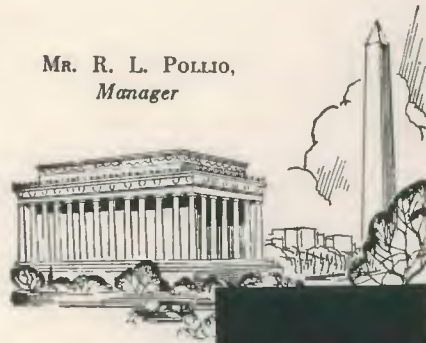
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## How to Catch Marlin

By ELLIS O. BRIGGS, *Second Secretary of Embassy*



Courtesy Washington Post

AMBASSADOR HOFFMAN PHILIP BROKE THE SOUTH AMERICAN RECORD WITH THIS 352-POUND STRIPED MARLIN CAUGHT OFF TOCAPILLA, CHILE

(EDITOR'S NOTE: *We are taking the liberty of giving our readers excerpts from Mr. Briggs' letter devoted to a discussion of scientific fishing techniques.*)

CASTING a turbulent eye over the daguerrotypes of my eminent contemporaries, it occurs to me that you might have a use for my marlin, made available for posterity in the enclosed picture. If so, you are welcome!

My marlin, parenthetically, has put me in the doghouse with the Marlin Fishermen of Cuba, who are in the main solvent and enthusiastic gents, who approach that pastime with all the ritualistic zeal which to the uninitiate suggests the celebration of High Mass by the High Lama of Tibet. They study books on the life, habits and recreations of the marlin; they are subscribers to magazines devoted to those esoteric subjects; they spend hours per week in argument over the relative merits of VomHoff and Coral Reef reels, over the tensile strength of lines and leaders, over whether, when at long last a marlin takes the bait, you count to ten or to twenty before you strike; they select gaffs with the caution practiced by newlyweds on the purchase of a baby carriage; they make a start only after the lighting of family ikons, and not then until they have applied an index finger alternately to wind and water.

And after all of which preparations, if they finally decide to sally forth upon the ocean, they are luminous with joy if during the ensuing week-end they sight one marlin swordfish; they grow incandescent should that marlin approach the bait; they burst into a white and dazzling flame of joy

when finally they Get a Bite. I had not previously been a party to these mysteries, on account of a penchant for bird-shooting that can be satisfied for eight months of the year in Cuba; moreover fishing, except maybe with a fly in fast water, seemed a silly waste of time that could be more advantageously employed on quail and ducks and pigeons. . . . So I had been here for three years and more before my first exposure to a marlin.

They sit you in a swivel chair that has a socket in front, and in the socket you thrust the end of a pole which immediately reminds you of the pole they use to sustain telephone wires. Near the base of the pole there is a reel the size and weight of a gallon jug; unlike a jug it is equipped with all the gauges and instruments you find in the cockpit of an airplane, including a deck-tennis court, a small frigidaire, and a victrola.

Around the reel is bound a mile or so of expensive line, which you cautiously pay out upon the bosom of the Straits of Florida, this to the detriment of unobstructed navigation by passenger vessels, seaplanes, and other fishermen.

The line being out, and the sun being hot, and your arms almost at once feeling as though you had just been trying to jack up the rear wheel of a Cadillac without the jack, you presently say The Hell with It, and with the aid of two boatmen you deposit the rod in an adjacent cross between an umbrella stand and a vise, firmly secured to the deck of your boat. You then get into the shade and open a can of beer and discover that you forgot to bring along the Readers' Digest: your host the while, in deep disgust at your Having Gone Soft on Him, scans the horizon for signs of marlin.

Signs of marlin are sought in toothmarks on passing tufts of seaweed, ragweed and dandelions, and in the antics of flying fish, which are said to perspire profusely and turn blue.

When a marlin appears you seize the rod, replace it on the socket in front of your swivel chair, take off the brake, adjust the tacometer, put the Toreador song from Aida on the victrola, clean the spark plugs, and take a long drink of Ron *Carta de Oro*: by this time, if you are quick, the marlin will have sent you a telegram saying that the last empty beer can you threw overboard gave him acute peritonitis, and that he's about to take a crack at your bait in the hopes you will fuse all your arteries.

The marlin then takes the bait, starting at precisely the same second for Key West, and at

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Only pedestrians use this old street in China. Photograph by Alfred T. Palmer.

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MARLIN SWORDFISH CAUGHT OFF HABANA BY  
ELLIS BRIGGS

a speed compared to which the engineer of the Twentieth Century Limited is making a leisurely daisychain with his aunt in Herkimer, New York.

You then count either ten or twenty, depending upon the school of marlin thought to which you belong, and having counted ten (or twenty) you give one great terrific upward heave with your rod.

This is known among marlin fishermen as Setting the Hook, and if your marlin weighs fifty pounds or more it brings him up with a jolt, a mile or two this side of the Florida Keys, making him very angry indeed, and stimulating him to a show of pyrotechnic energy unequalled, so the fishermen report, by anything that swims in the sea. If on the other hand your marlin weighs forty-nine pounds or less, your heave is likely to snap him out of the water, and clear back over your head, mowing down Grace liners en route from Valparaiso to New York, and knocking chunks off Morro Castle.

However, I never got to the point in the chase, on account of neglecting to take the brake off and failing to insert the butt of the rod in the



socket. As a result I was myself well north toward the Everglades before the three men and two boys aboard with me had caught one leg.

Thereafter I had great fun, which was in no sense shared by my experienced companions to whom the making of a false move, just one false move, was as the desecration of their temples.

And notwithstanding the absence of a shotgun (which in the improbable event that I ever go marlin-fishing again will not another time be duplicated) that fish was finally landed.

It is the larger of the two in the picture, and I plan to spend the rest of my life lying about how much it weighed, and the number of hours we fought, back and forth across the shining Gulf Stream, and the sensations I experienced during that battle. Even as other members of that far-flung cult, the Marlin Fishermen. . . . .

### HOLIDAY IN NEW ZEALAND

*(Continued from page 460)*

roar that can be heard a long way off, and a force that has been measured to be 180 lbs. pressure to the square inch. To look at, it is a pillar of steam shooting into the air. We were taken at night and it was lighted up for us by a burning sack from which sparks were carried by the steam high above our heads. We threw tin cans into the opening and they were shot out again like cannon balls. This blow-hole has been known to the Maoris for about 500 years and it never stops. Scientists think that an underground outlet of Lake Taupo comes into contact with very hot rock at that point, but no one seems to know.

The most interesting part of the trip came at Rotorua, where we went next. We went taken on a round trip all through the part of the country that Daddy saw and wrote about in 1903. First we drove to the old hostel where I believe he spent a night when he came to see the Waimangu Geyser play. There is not much left of the hostel because in 1917 the famous "Frying pan Flats" blew up nearby and the force of the explosion took the whole roof off. Daddy must have seen the "Frying Pan Flats" because they lay just beside the crater of the Waimangu Geyser; and there was incidentally a blow hole, like that at Wairakei, at one end. All that is gone and in its stead is a very hot little lake, which we came to first on the walking part of this "round trip." Steam rises from all over the lake which even reaches the boiling point at its outlet and is very blue. Immediately beside it is the spot from which Waimangu used to shoot. Do you remember from Daddy's book that he saw it go off?



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First he went down to the edge and photographed the peaceful pool, then climbed to safer heights and was in the act of taking a second photo when the great thing suddenly rose up without warning and hurled black water and mud and boulders some 1,500 feet into the air. Daddy got the photo, but had to run for cover from the pelting stones. He always said that, had he reversed the order of his photographing and been on the lower level when it went off, that would have been the end of him. Actually lives were lost soon after and approach at that place was forbidden from then on. As the geyser only played regularly between 1901, when it began, and 1904 and ceased altogether in 1906, you can see that he was a lucky person to have seen it. Now there is not even a pool where it was, but dry firm land. How interested he would be to see it now.

We continued our walk with the volcanic mountain, Tarawere, ever before us; underfoot and all about us the thick layer of soft grey clay that was spread over the entire countryside to a great depth as mud by the eruption of 1886. We passed hot springs, small geysers, and boiling mud as we walked along and at last came to the shore of Lake Rotomahana. It was on the edge of this lake, then much smaller, that the famous Pink and White Terraces were situated, and from pictures and descriptions they must have been unbelievably beautiful and wonderful. People flocked to see them until they were destroyed at the time of the eruption of Mt. Tarawere in 1886 when Lake Rotomahana too went into eruption and disappeared through a fissure in the earth. Later the Lake filled up again and became much larger, but this time with a curious blue-green water that looks for all the world like brilliantly colored milk of magnesia! The curious and unique thing about this lake is that the condition of the sky has no effect whatsoever on the color of the lake, but on the contrary, if the clouds are low, they take on the color of the Lake below them and become a vivid blue-green. It was fine the day we took to a boat to cross the lake, but the seagulls, circling overhead to pick tid-bits from our picnic lunches, became so brightly green that we could hardly believe our eyes. Another short walk over the volcanic strip of land that divides Lake Rotomahana from Lake Tarawera soon brought us to the latter and we again took to a boat. Though lying so near together, there is a big difference in level between the two lakes and their waters are entirely different. During the crossing of Lake Tarawera, we had Mt. Tarawera close at hand and could see the great

crater in her side—one of many—from which so much mud had been thrown over all that countryside in 1886. That no more than 147 people were killed is due to the fact that the country round about was so sparsely populated. On the opposite shore of Lake Tarawera waited our car and we were driven home past what remains of Wario, a village overwhelmed by the volcano, from which there were many survivors who had watched the eruption and were able to tell about it afterward. The last thing pointed out to us on this return drive was the different color of two lakes lying very close together, though again at different levels. One was very green, the other very blue, but they look natural, not weird like Lake Rotomahana.

Let me say here that the Tourist Bureaus do it very well, too. They help you plan your trip and then hand you a little book of tickets for everything you want to do and everywhere you want to go or stay and you pay a lump sum in advance. From then on there is nothing to spend money on but mild tipping, for the tickets in the proper order are torn out by train conductor, service-car driver, hotel-keeper, or guide, and serve as payment. We were also given a little booklet with a map and a day-to-day itinerary and a description of the type of country we would be passing through, mentioning points of interest to look out for. Nothing ever went wrong during all our trip. When our little book told us that a taxi would meet us at such a time and such a place it was invariably there.

A very pretty hostel in lovely surroundings at Waitomo gave us hospitality. It was early still and we strolled down the road and lay in the grass among the buttercups with lambs baa-ing and birds singing and a smell of Hancock. It was after dinner that the object of our coming here was realized. We donned heavy boots and entered the famous "Glow Worm Cave," filled with excitement and expectation. After being shown around the cave, which was like any other limestone cave only less beautiful, we were led in complete silence down to the edge of an underground river and into a boat. And then began the most breathtakingly wonderful experience I have almost ever had. In complete silence and utter darkness our boat was propelled forward not with oars but by wires overhead which our guide used with a hand-over-hand action. The result was that no sound was heard as we slipped through the water and saw open up before our wondering gaze a fairyland of little lights. Above our heads and reflected into the water millions



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and millions of tiny glow-worm lamps dotted the ceiling in a great are like a starry sky. But no sky was ever half so generous in the profusion of its stars or so exquisitely fairylike. It is a picture that can never be solidified into a word description, but must be seen. I feel the richer for having seen it. Our boat moved silently onward until we saw the opening out of which the underground river gently flows into the outside world. Out we slipped in our boat and gazed up at the sky already dotted with stars and at the high fern-clad banks of the stream only vaguely discernible as dusk was changing into dark. We were glad to go once more back into the bowels of the earth and make sure that we had not been dreaming. It was rather a shock when the guide awoke us from this second dream by turning on the light at the landing and helping us from the boat; it seemed incredible that some twelve or fourteen other people had been with us all that time seeing what we had been seeing.

This glow worm is to be found nowhere else in the world. It is a little worm with about forty silken strings that hang down from its body like tiny strings of pearls. By the little light in its tail, it attracts insects who become entangled in the strands and are drawn up and eaten. Before entering the boat we were shown some in another part of the cave and the guide's flashlight showed up perfectly these little silken strands. We also saw the effect of sound and speaking on them. They gradually fade until the light goes out altogether. Although they can't hear, the vibration of noise hits their strings and makes them fade.

With that for a fitting climax to our much-enjoyed trip—what a wealth of interesting and beautiful things New Zealand has to offer!—we departed next day for Auckland, and sailed for home.

## JOURNAL SCHOLARSHIP

The Editors were gratified to receive the following comments about Lucien Memminger, Jr., holder of the JOURNAL Scholarship for 1936-37, from the principal of Episcopal High School, Alexandria, Virginia:

"There was no finer lad here than Lucien Memminger and his record in the school was satisfactory in every partuicular as to conduct, character and scholarship. He passed every examination of the session and his average on these examinations was 87.4. He was a member of the football team made up of boys of his approximate weight and also a member of a similar



squad in baseball. Everybody likes him and he holds promise of being a leader in the best sense of that term. Lucien Memminger is a deserving and dependable boy and worthy of every confidence."

### A WORLD LANGUAGE

(Continued from page 463)

by educated men. For example, chemists of every country know chemical symbols—H<sub>2</sub>O and the like;—all mathematicians know the Arabic numerals; and scientists generally, each according to his special field, know the technical terms taken from Latin and Greek. On this last point, he cites the example of the more than 15,000 standardized names applied to different kinds of *formica pratensis* (ants to the entomologically illiterate). Every scientist trafficking with ants has to know these names when he sees them.

(2) There are already many English words, not narrowly technical, which are practically international. Mr. Ogden gives such examples as "radio", "telegraph", "telephone", "club", "bar", and "alcohol". The Institute now has under consideration the credentials of internationality of about a thousand other English words.

If I have used the word "already" so often in this article, it is because Mr. Ogden very properly lays stress on important accomplished facts which have prepared the way for the taking of the next step, the acceptance and diffusion of his simplified English, by the use of which the world's large but more or less inert common stock could be not supplemented only, but put into motion between man and man.

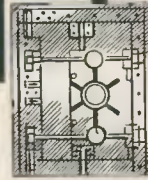
Very briefly, his Basic English has the following characteristics:

It has (1) a technical vocabulary; and (2) a general vocabulary.

The *technical* vocabulary is limited to a different set of fifty English words for each science or other specialty. A zoologist, for example, is allowed fifty words pertaining to his field, a chemist is allowed a set of fifty, and so on. The sciences have now become so specialized that it is not urgent that workers in one should know the technical English terms of workers in another.

The *general* vocabulary is so small that it can be clearly printed on one side of a single sheet of business notepaper. The words have not been selected, as a potterer with languages might expect, by the test of frequency of use, but by that of indispensability. Mr. Ogden knows that there are some words which are not constantly needed, but for which, when they are needed, there are no substitutes.

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This general vocabulary is composed of only 850 words, of which 600 are nouns, 150 are adjectives, 20 are prepositions, and only 18 are verbs.

These words are used as in ordinary English. For example, nouns can be made to serve as adjectives by position, or expanded into new words by simply adding the common endings -er, -ing, -or, -ed.

The most original feature of the general vocabulary is the small number of verbs. How can anyone use English with any freedom at all with only 18? And yet, without cutting down the number of verbs, how can English be made easy? All verbs are unfriendly to foreigners.

Mr. Ogden's solution is ingenious. He points out that one of the greatest technical advantages of English for purposes of simplification is the fact



"Basic" vituperation

that a vast number of its verbs can be separated into two parts, an *operation* part and a *direction* part. For example, "enter" (a room), "retire" (to bed), "traverse" (a bridge), "pursue" (a man) are all forms of "going" in one direction or another. Similarly, to "mount"

(a horse), "extract" (a tooth), "approach" (a town), "ascend" (a mountain) can be replaced by "get on", "take out", "come to", and "go up."

He has therefore selected, for his little supply of verbs, words expressing certain fundamental operations, such as going, getting, and taking; when used with the appropriate prepositions, they are capable of doing an amazing amount of work.

After all, the proof of a means of communication is in communicating. To demonstrate his invention, Mr. Ogden has written only the first thirty-four pages of this book with free use of the English vocabulary. The remaining 286 pages are in "Basic."

Now, no sparks fly from those 286 pages. Or to change the figure, their style is a bit meager, like the pure economical lines of a beaupole. But they are serviceable for their purpose. They are not cluttered up with impediments of novelty. The author realizes that the quickest line between two points is a rut.

Even the spelling is the usual one. Our language has an abandoned orthography. But as Mr. Ogden correctly observes, while it puts a distressing burden on the memory when exemplified in hundreds of thousands of words, when the vocabulary is a very limited one, the very oddities catch the eye of a foreigner and help him to remember.

In point of fact, Mr. Ogden had no choice. English spelling, in view of the shortage of letters in

a borrowed alphabet suited to the small phonetic business of Latin, presents one of those problems which may as well be frankly recognized as insoluble.

The sentimental reason is that nations are touchy about the prestige of their languages. Languages are most intimately connected with national personality, so that a loss to the former is felt as a loss to the latter.

On the other hand, educated people speaking one of the many languages which are entirely out of the running internationally would be likely to be disposed in favor of simplified English because of their acute desire to escape from the interment camp of a parochial language.

I ask myself again, does "Basic English" have a chance? Some clever people think it has, and at least one, Mr. H. G. Wells, goes much farther. In his condensed history of the future, "The Shape of Things to Come," he asserts, with no more doubt than a foghorn, that it "was made the language for all public and government purposes in every country."

Now, I have long suspected Mr. Wells of favoring a dictatorship of the prophetariat. In the absence of such a dictatorship, however, I have doubts. My feeling is that Mr. Ogden's simplified English is likely to fail, and this not so much because of any definite opposition, as because of the fact that the world usually receives proposals of reform with an open mind.—open top and bottom.

An odd feature of Basic English is that it is going to be easier for the foreigner to use than for a person born to the English language. The happy foreigner will not know enough to go wrong. It is the native who is going to go over the edge of the narrow vocabulary if he does not look out. Keeping within "Basic" is going to be like doing a tap-dance on a suitcase. Mr. Ogden frankly states that until an American or Englishman becomes familiar with the limited vocabulary, it will be necessary for him to write first in ordinary English and then, with the single page of the "Basic" vocabulary before him, to translate into it.

Is "Basic English" likely to come into wide use? On this point I have no hesitation in vacillating.

It is certain that if it attracts attention by making headway, it is going to meet the opposition from peoples speaking one or another of the major languages. Such opposition will be due to two reasons, one practical and one sentimental. The practical reason is that the diffusion of a rival language is of importance to a nation culturally, politically and commercially. It gives the rival an advantage in the distribution of everything, from sonnets to soaps.



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**SPECIAL SUBSCRIPTION RATE FOR RETIRED FOREIGN SERVICE OFFICERS**

The Executive Committee of the Foreign Service Association has agreed to establish a subscription rate of \$2.00 per annum to the JOURNAL for retired Foreign Service Officers.

This special rate will, of course, not include membership dues in the Foreign Service Association, which will remain \$1.00 per year for active membership for retired officers.

**MARRIAGES**

Turner-Green. Miss Florence Bell Green and William Taylor Turner, Foreign Service Officer assigned to the Department, were married at "Benton," Middleburg, Virginia, on June 26, 1937.

Dawson-Telenga. Miss Suzette Telenga of New York City and Allan Dawson, Second Secretary of Embassy, were married on June 17, 1937, at Rio de Janeiro.

**VISA LETTER**

To the new officers in the Service who may be bewildered by the flood of letters from Members of Congress inquiring about the cases of applicants for immigration visas the following extract from a recent letter from a Congressman to the Chief of the Visa Division should be informative and helpful:

"I hope you understand that in these matters the use of influence to obtain something that should not be obtained is farthest from my thoughts. These people come to me in perplexity, and I in almost equal perplexity turn to you. To watch their ease carefully, and to obtain for them kindly consideration and every just benefit of the law is my only desire."

**TRADE AGREEMENTS NOTE**

John L. Lewis, President of the C.I.O., in testimony before Congressional hearings on the Black-Connery Bill to regulate hours and wages, referred to the Government's trade-agreements program. Senator Ellender, of Louisiana, had stated that the wage-hour legislation would increase domestic costs, and had asked Mr. Lewis if he did not think it desirable to increase tariffs to offset these higher costs. Mr. Lewis suggested that Congress should not relate the labor bill to tariff matters. Such action, he held, would not be scientific and also would interfere with the reciprocal trade agreements program.

**NEWS FROM OLD FRIENDS**

Samuel F. Lee, Consul General, retired, recently paid a brief visit to Washington. He was finishing up a long motor trip which took him to the West Coast and was returning to his home in West Rutland, Vermont.

We hear indirectly through mutual friends that John F. Martin, who resigned from the Foreign Service in 1929 to enter business, is established with his family on a farm near Santiago, Chile. In addition to farming, Jack is affiliated with the Compañia de Telefonos de Chile.

Charles A. Page, who resigned from the Foreign Service in 1933, was recently reported to be living in southern California, where he was said to be writing scenarios for one of the moving picture companies.

**PUBLIC HEALTH SERVICE CHANGES**

Surgeon Paul D. Mossman. Relieved from duty at Dublin, Ireland, upon arrival of Passed Assistant Surgeon Don S. Cameron; proceed to Ellis Island, N. Y., for duty.

Passed Assistant Surgeon Mason V. Hargett. Relieved from duty, London, England, on or about July 15, 1937; proceed to Ellis Island, N. Y., and report to the Chief Medical Officer, that place, for duty.

Medical Director Eugene H. Mullan. Relieved from duty at the U. S. Immigration Station, Ellis Island, New York, on or about July 15, 1937; proceed to the U. S. Immigration Station, Montreal, Canada, for duty. Assume charge of office upon departure of Doctor Robinson on or about July 26, 1937.

Medical Director Dana E. Robinson. Relieved from duty at Montreal, Canada, on or about July 26, 1937; proceed to Paris, France, for duty; upon departure of Medical Director Pierce about August 15, 1937, he will assume charge, as Medical Director in Supervisory Charge, of Service activities in Europe in connection with the medical examination of aliens at selected ports of Great Britain, Ireland, the Irish Free State, and Continental Europe, and the enforcement of quarantine laws and regulations applicable to ships and personnel destined to ports of the United States.



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## BETTER DEAL FOR STATE

*(Continued from page 465)*

with difficulty rate an additional paltry appropriation of \$4,500 for research work, in order to down forever the fears rerepresented by those Pacific naval maneuvers. There is a growing feeling among people with whom your World Observer has discussed these problems that the State Department ought to be so conscious of a wide public support and demand for considerably enlarged research facilities that it would not hesitate to ask for 20 to 25 research assistants at a cost of \$100,000. Even that figure would look like an ant-hill alongside the annual burden of interest on war loans, war pensions and war disability grants that our government carries as a result of the World War. The Department of State, as our present Secretary has emphasized its purpose, seeks to find a peaceful way out of the numerous international complications in which our country is today involved.

The State Department has the lion's share of responsibility when neutrality legislation is under way or when it is applied. It has the job of administering the Munitions Traffic. It provided almost \$200,000 out of its 1936 budget for the work of the Pan-American Union, which laid the foundation for the significant Inter-American Conference at Buenos Aires last December. It has a big task in watching the proceedings and development relating to the Disarmament Conferences and the Naval Limitation Conferences. It has just completed a big job in connection with the International Sugar Conference at London, which closed last week with a five-year pact involving twenty-two nations. Another problem with which it is now struggling, in order to save our country from future dangers to our peace, is that of the Philippines and the economic adjustments necessary to launch those islands on the road to economic and political independence.

Your World Observer experienced a sense of humiliation for the State Department when he learned, through his study of that arm of our government, that it has frequently been reduced to the necessity of borrowing stenographers and clerks from other departments and to overworking some of its personnel.

There is just one more feature of the State Department's activity that commands interest in many channels. Though we went to war in 1917 and 1918, it was not until 1933 and 1934 that the State Department published its Foreign Relations volumes on these two important years. There is nothing unusual about that discrepancy in



the year covered and the year of publication. Our government must secure the consent of foreign governments concerned before it can publish any document exchanged between it and our government. Even a 1920 document was considered by several foreign governments as too recent for publication in 1935. Though the State Department had \$301,665 to spend for printing and binding in 1931, it had only \$121,000 allotted for that purpose in 1936. It made your World Observer smile to find the State Department's budgetary representative questioned on an item of \$450 for a new motorcycle. The explanation was promptly forthcoming that the Department had been heroically using its spare pennies for repairs to keep together a motorcycle that had been purchased five years before, to run to the Capitol and the various embassies and legations in Washington each day with dispatches and packages.

Your World Observer believes it is high time that a Prince Charming arose to lift our Cinderella of federal departments off the cinder heap. Our citizens, realizing that just economic arrangements will go far toward preventing the incidence of war, want to absolve their conscience of laxity toward advancing such economic arrangements. They are beginning to count the cost of a few more million dollars for the State Department as the greatest investment our country can make to ensure its enjoyment of peace abroad and peace at home. The citizens of this land have an unlimited confidence in the present Secretary of State. That confidence has been very aptly summed up by Cal Tinney, the New York *Evening Post's* humorist, when he said that "our ship of state has a sound hull."

As your World Observer seeks to interpret the public mood, he finds an unshakable determination of our people to act upon this slogan, namely:

"The State Department's budget must be liberally expanded as part of our adequate defense for domestic and international peace."

#### DEPARTMENT OF COMMERCE CHANGES

Trade Commissioner Jule B. Smith has been transferred from Prague to Warsaw.

Mr. Coldwell S. Johnston, formerly Assistant Trade Commissioner at Warsaw, is now stationed at London.

Assistant Trade Commissioner Horton R. Henry has been temporarily assigned to Caracas as Acting Commercial Attaché.

Trade Commissioner Charles E. Brookhart, who was temporarily stationed at Stockholm, is now temporarily in charge of the Warsaw office.

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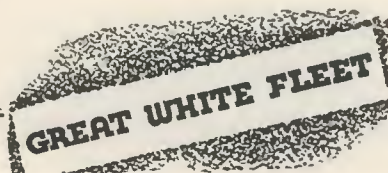
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**BERMUDA FLIGHT**

*(Continued from page 453)*



COUNSELOR MOORE CHATS WITH MRS. JUAN TRIPPE (RICHARD SOUTHGATE AT EXTREME RIGHT) BEFORE THE TAKE-OFF AT BERMUDA.

establishment of the New York-Bermuda service. After a number of successful trial flights the first passenger flight was scheduled for Saturday, June 12, 1937. The members of the Interdepartmental Committee referred to above, together with other Government officials and a group of prominent magazine and newspaper publishers were invited to make the trip on the "Bermuda Clipper" of Pan American Airways to observe at first hand the equipment and the operation. The "Cavalier," of Imperial Airways, was to carry another distinguished group of passengers over the same route, taking off just prior to the departure of the "Clipper."

Shortly after nine o'clock on the morning of June 12th this group, of which I had the good fortune to be a member, arrived at the Pan American Airways terminal at Port Washington, Long Island. The "Cavalier" loaded first and after a short run across the waters of Manhasset Bay rose easily into the air and disappeared in the morning mist over Long Island Sound. A few minutes later the rest of us were comfortably aboard the "Bermuda Clipper" and taxying slowly out into the Bay for the take-off. Soon the four 750 h.p. motors began to drone a deeper note. The spray rose over the windows in a dazzling white sheet. Less than half a minute later the twenty-two ton craft lifted its heavy load into the air, the windows cleared, and there below us lay Long Island Sound. Turning gently and climbing rapidly the "Clipper" headed for New York. Beneath us passed the new Triborough Bridge and then the whole length of Manhattan Island. In a startlingly few minutes the towers of Manhattan had slipped away beneath our wings and only the ocean with a few apparently stationary ships lay below us. Soon even



these disappeared and only the water and the sky remained. The ship meantime had climbed to about 8,000 feet and levelled off for the long run of 773 miles. The excitement of departure was over.

Steadier than a Pullman car traveling at high speed and equally quiet, the "Clipper" drove forward at 160 miles an hour. Shortly after noon the stewards began to set tables, and an exceedingly good luncheon appeared. It is an amazing commentary that, on what a few years ago would have been considered a hair-raising enterprise, one of the principal concerns now is the quality of the food and the service which the flying passengers enjoy. What particularly aroused our interest and amusement was one course described as "whole roast stuffed boned fresh killed baby chicken." This was immediately dubbed the "seven adjective chicken."

By the time the tables had been cleared away and a few after-luncheon yarns had been spun we suddenly realized that we were drawing near to Bermuda. Mr. Juan Trippe, the President of Pan American Airways, told us that we would be over the Islands in a few moments. Already the plane had begun to lose altitude and, there directly before us lay that tiny target at which we had been aiming. We dropped to about 1,500 feet and gazed with delight at the incredibly blue water washing gently over the coral reefs and the sponge beds. We completely circled the Islands, a matter of some ten minutes, and could see the flowers and the white roofs of the houses, as pretty a picture as one could find. We banked, turned, swung low over the harbor, caught a fleeting glimpse of some boys in a sailboat waving up to us and a few seconds later were at rest before the Bermuda airport. The trip had taken exactly five hours.

Harold Williamson, the American Consul, and Edwin Merrell, Vice Consul, together with a group of Bermuda officials, smilingly greeted us on the dock. There was a cheerful clatter of golf sticks, a series of inquiries as to the location of beaches, and a few moments later our party had joined those who had arrived on the "Cavalier" forty minutes earlier and all were seeking the various diversions that Bermuda so bountifully offers.

That night a banquet, presided over by the Governor of Bermuda, General Sir Reginald Hildyard, afforded an opportunity for flights of speech which in no way suffered by comparison with the flights of the airplanes. Sunday was a day of rest—or not—just as you took it. And on Monday came the return flight, equally efficient and comfortable, although a trifle slower because of head winds.

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As this account is being written the morning papers carry the story of the simultaneous transatlantic flights by the aircraft of Pan American Airways and Imperial Airways, without excitement and without incident a practical commercial operation. That is what aviation, devoid of heroics, must become, and that is what the Interdepartmental Committee is striving to make it.

**FOREIGN SERVICE CHANGES**

(Continued from page 476)

George F. Kennan of Milwaukee, Wis., Second Secretary of Embassy at Moscow, U.S.S.R., assigned to Jerusalem, Palestine, as American Consul.

Wilbur Keblinger of Reno, Nev., American Consul General at Victoria, British Columbia, assigned to Hamburg, Germany, as American Consul General.

Reed Paige Clark of Londonderry, N. H., American Consul and First Secretary of Legation at Vienna, Austria, assigned to Victoria, British Columbia, as American Consul.

The assignment of Richard D. Gatewood of New York City to Sao Paulo, Brazil, as American Vice Consul has been canceled and he has been assigned to Rio de Janeiro, Brazil, as American Vice Consul.

C. Paul Fletcher of Hickory Valley, Tenn., who has been serving in the Department, assigned to Alexandria, Egypt, as American Consul.

Halleck Rose of Omaha, Neb., Third Secretary of Embassy at Warsaw, Poland, assigned to Berlin, Germany, as American Vice Consul.

Arthur Garrels of St. Louis, Mo., now American Consul General at Tokyo, Japan, will retire from the Foreign Service at the close of business on January 31, 1938.

The following changes in the status of Foreign Service officers on duty in the Department occurred between June 1 and July 1:

*Arrivals*

Dorsey G. Fisher, Third Secretary at San Salvador, temporarily detailed to CI.

Hugh Corby Fox, Consul at Berlin, assigned to TA.

Robert F. Kelley, former Chief of Division of Eastern European Affairs, made a Foreign Service officer and assigned temporarily to the Department (NE).

Robert M. McClintock, Third Secretary at Santiago, temporarily detailed to RA.

*Departures*

Willard L. Beaulac, formerly in RA, on leave, then to the Embassy at Habana.



Merritt N. Cootes, temporarily in PD, to Port au Prince.

Norris S. Haselton, temporarily in PD, to Manchester.

John H. Lord, assigned to PC, to Vienna in dual capacity.

Robert B. Memminger, temporarily in PD, to Zagreb.

John Ordway, temporarily in PD, to Colombo.

The following changes in the Foreign Service were announced on July 3, 1937:

Robert D. Coe of Cody, Wyoming, American Consul at Calcutta, India, assigned to Moscow, U.S.S.R., as American Consul and Third Secretary of Embassy.

Merritt N. Cootes of Fort Myer, Va., assigned to Port-au-Prince, Haiti, where he will serve as Vice Consul and Third Secretary of Legation. The assignment of Mr. Cootes as American Vice Consul at Montreal, Canada, has been cancelled.

Elbridge Durbrow of San Francisco, Cal., Consul and Third Secretary of Embassy at Moscow, U.S.S.R., assigned to Naples, Italy, as American Consul.

John N. Hamlin of Roseburg, Oregon, American Consul at Naples, Italy, assigned to the Department of State.

James B. Young of Philadelphia, Pa., Counselor of Legation and Consul General at Vienna, Austria, assigned to Lisbon, Portugal, as American Consul General.

The following changes in the Foreign Service were announced on July 10, 1937:

Donald D. Edgar, of Metuchen, N. J., Third Secretary of Legation at Ciudad Trujillo, Dominican Republic, assigned to Geneva, Switzerland, as American Consul.

Robert Mills McClintock, of Altadena, Cal., now detailed temporarily to the Department of State, assigned to Ciudad Trujillo, Dominican Republic, as Third Secretary of Legation.

Lowell C. Pinkerton, of Louisiana, Mo., who has been assigned to the Department of State, assigned to Wellington, New Zealand, as American Consul General.

Francis C. Jordan, of North Carolina, who has been serving as non-career Vice Consul at Colon, Panama, confirmed as a Foreign Service Officer, Unclassified, Vice Consul of career and a Secretary in the Diplomatic Service and appointed as American Vice Consul at Colon.

Glen W. Bruner, of Colorado, who has been serving as non-career Vice Consul at Nagasaki, Japan, confirmed as a Foreign Service Officer, Unclassified, Vice Consul of career and a Secretary in the Diplo-

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matic Service and appointed as American Vice Consul at Nagasaki.

Charles W. Thayer, of Pennsylvania, who has been serving as a clerk in the American Embassy at Moscow, U.S.S.R., confirmed as a Foreign Service Officer, Unclassified, Vice Consul of career and a Secretary in the Diplomatic Service and appointed as American Vice Consul at Moscow.

Herbert C. Hengstler, of Middletown, Ohio, who has been assigned to the Department of State as Chief of the Division of Foreign Service Administration, assigned to Toronto, Ontario, Canada, as American Consul General.

Herbert S. Goold, of San Francisco, California, who has been assigned to Toronto, Ontario, Canada, assigned to Casablanca, Morocco, as American Consul General.

Nathaniel P. Davis, of Princeton, New Jersey, who has been assigned as American Foreign Service Inspector, assigned as Chief of the Division of Foreign Service Administration, effective July 15.

#### DEATHS

With deep regret, the JOURNAL records the death of:

Frank Larned, vice consul, retired, who died in Baltimore on June 21, 1937.

#### IN MEMORIAM

##### FRANK LARNED

The *Washington Post* on June 22, 1937, printed the following obituary of Frank Larned:

"Frank Larned, 76, for many years an official of the Bureau of Immigration and later vice consul at London and Toronto, died last night at his home in Baltimore. He was a resident of Washington for many years until his retirement in 1932.

Mr. Larned was a son of Col. Larned, U. S. A., and was educated in Europe and lived in Russia for a time. He was chief clerk and assistant commissioner-general of the Bureau of Immigration from 1891 to 1914 and was an inspector until 1917. He was special assistant to the commissioner-general from 1921 to 1922, when he was appointed vice consul at London. In 1929 he was transferred as vice consul to Toronto and in 1932 he retired.

#### COVER PICTURE

An interesting view of the Moon Gate in the Summer Palace, Peiping.

This picture was taken by Winthrop R. Scott, American Consul at Kobe, Japan, on a recent vacation trip to North China.

#### VISITORS

The following visitors called at the Department during the past month:

	June
John H. Madonne, Beirut.....	14
Julius Wadsworth, Danzig.....	14
C. B. Chipperfield, Aden.....	14
Robert G. Caldwell, La Paz.....	14
George A. Gordon, Port-au-Prince.....	14
Knowlton V. Hicks, Vancouver.....	14
Robert S. McGregor, Jr., Rome.....	16
Arthur D. Jukes, Nuevitas, Cuba.....	16
Parker W. Bulrman, Lisbon.....	16
Henry W. Anthiel, Jr., Moscow.....	17
Robert Mills McClintock, Ciudad Trujillo.....	18
Irene H. Miller, Habana.....	18
Fred Morris Dearing, Stockholm.....	19
Renwick S. McNiece, Valparaiso.....	21
Leonard G. Dawson, Lille.....	22
J. P. Moffitt, Amsterdam.....	22
Leo J. Keena, Tegucigalpa.....	22
Robert R. Patterson, Cork.....	22
George C. Cobb, Tahiti.....	23
Horace H. Smith, Tsinan.....	23
John R. Putnam, Florence.....	23
George D. Hopper, Casablanca.....	25
James S. Henderson, Salonika.....	25
Adelaide Wood Guthrie, Prague.....	25
William H. Beck, Oslo.....	30
James W. Lewis, San Salvador.....	30

#### July

F. R. Lineaweaver, Habana.....	1
Cyril W. Thiel, São Paulo.....	1
Norris S. Haselton, Manchester.....	2
Robert Newbegin, 2nd, Mexico City.....	2
Hugh Corby Fox, reporting for duty in Department.....	3
Gilbert R. Willson, Piedras Negras.....	6
C. Paul Fletcher, Alexandria.....	6
Gerald D. Mokma, Antwerp.....	6
William Carroll, Birmingham.....	6
Karl deG. MacVitty, Sofia.....	6
Edwin N. Gunsaulus, St. Pierre.....	10
E. R. Diekover, Tokyo.....	10
George A. Bucklin, Wellington.....	10
Frederick P. Hibbard, Bucharest.....	12
Susan Barbosa, Rio de Janeiro.....	12

#### BIRTHS

A daughter, Nester Louisa Maximovitch, was born to Vice Consul and Mrs. Cyrus B. Follmer, in Berlin, on June 3, 1937.

Joseph Grew English, born on May 26, 1937, to Mr. and Mrs. Robert English at Ottawa.

A son was born to Mr. and Mrs. Ben Zweig on June 13, 1937, in San José, Costa Rica. Mr. Zweig is Vice Consul at Tegucigalpa.

Born to Vice Consul and Mrs. Joseph E. Newton at Nassau, Bahamas, on June 20, 1937, a daughter, Virginia Harrington Newton.



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EDITORS' COLUMN

(Continued from page 466)

PEACEWAYS believes a strong Department of "Peace" can be one of the most effective assurances of peace. ELLIS O. BRIGGS, one of the Service's leading ichthyological humorists, is exchanging his post at the Embassy in Habana for a Departmental assignment, which we fear will result in a diminution in the size of his catch, since the Potomac shad cannot, we admit, compare with sea-going Cuban marlin.

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Are there any illustrators or artists in the Service? If so, we wish they would please get in touch with the Editors. We occasionally have stories or articles to be illustrated and we would like to be able to turn them over for that purpose to Service artists.

NEWS FROM DEPARTMENT

(Continued from page 469)

Under the title "Strengthening our Peace Arm." the New York *Times* commented editorially as follows on July 10:

Through a series of recent diplomatic nominations, the last of which was confirmed on Thursday, President Roosevelt and Secretary Hull have achieved two important purposes. The promotion of several "career" men has strengthened the morale of the entire foreign service; and the designation of two of the most experienced diplomats as Assistant Secretaries of State marks progress in the delayed job of reorganizing the Department of State.

These shifts are the latest proofs of President Roosevelt's confidence in the capacity of "career" men to fill important posts. If he were now to go farther and declare his intention to designate only trained diplomatists even for the highest offices—save perhaps in very exceptional circumstances, when a truly outstanding man might be chosen from outside the service—he would help to overcome the demoralizing practice of using such posts as London, Paris, Berlin and Rome as rewards for political support. These would then become for our diplomats what they are for the diplomats of all the other great Powers—the highest rewards for distinguished service.

Two new Assistant Secretaries of State, Mr. Wilson and Mr. Messersmith, because of their special qualifications, will complement admirably the other members of the Secretary's "cabinet." Mr. Wilson, fully conversant with European affairs, is expected to be Mr. Hull's chief adviser concerning the Continent. Mr. Messersmith, also well informed on Continental politics, has such special competence in administration that he will probably be asked to direct, under the Secretary, the department's reorganization. To this task—as important as it is likely to be thankless—he brings an intimate knowledge of the difficult questions of inter-departmental relationships as well as a close acquaintance with the work and personnel of the foreign service.

At a time when our Government, keeping pace with all the other great Powers, is expending vast sums on the enlargement of its military establishment, there is some satisfaction in knowing that the President is also concerned with strengthening our instrumentalities of peace—the Department of State and the diplomatic and consular services.

The Washington *Star* commented in part as follows on the recent appointments:

In the ease of the foreign service, and especially at a time of incalculable international tension like the present, the country has cause for self-congratulation on the fact that place-hunters nowadays aim in vain at key diplomatic positions. While the exigencies of the party system require consideration of the claims of presidential supporters for ambassadorial and ministerial plums, the Roosevelt Administration has on the whole made a successful effort to guard the foreign service against political ravages.

In mentioning the appointment of Ambassadors Caffery, Gibson and Wright, the Pawtucket (R. I.) *Times* made the following observations:

The career man ought to be the logical choice for a diplomatic post, whether of the higher or the lower rank. He has undergone years of training; he has started, perhaps, as a consul or as a clerk of an embassy or a legation; he knows the workings of diplomacy even though he may not be as widely known as some of the ambassadors appointed from civilian life.

Much of the weakness of our foreign diplomacy has been due to these very selections from civilian life, however. Men from the business or the professional world have been given posts of great importance because of demonstrated ability in their own special lines, or—and this is nothing to their discredit—because they can afford to hold the office.

The career man is not always rich. Indeed he is likely to be one who depends on the salary the office pays, and this salary is not large when the great expenses of the position are considered. Without doubt our government should be more generous with its diplomatic representatives abroad. The salary should be sufficient to meet all requirements. When this becomes the rule rather than the exception we are more likely to have career men accredited to all the great governments of the world.

The *Morning Record* of Troy, New York, on July 5, 1937, commented as follows:

Diplomacy is a rare art. It has always been peculiarly rare in the American diplomatic corps.

There is a reason for this. Ever since the beginning of the spoils system our ministries and embassies have been prizes awarded the highest loyal bidder. Most of the representatives of the United States government have bought their jobs. To note an appointment to a foreign court is to realize that the recipient contributed heavily to the last campaign. It is a pitiable situation and one which has caused uneasiness among thoughtful people; for it assures a low level of negotiable ability, depending upon unskilled representatives, or upon their official families of minor grade. And in consequence the United States has suffered in contests of diplomatic skill.

But slowly a group of career men have been laboring for a different viewpoint; and our wiser, decenter executives have cooperated with the careerists to increase the number of ambassadors and ministers who have come up through the service and understand their jobs. At first they got only minor ministries—the smaller South American countries or some Balkan assignment. But gradually they reached some of the higher posts—John W. Garrett to Argentina and Italy, Sumner Welles to Cuba, Hugh Gibson to Brazil, J. Butler Wright to Czechoslovakia.

Therefore the announcement of diplomatic changes yesterday gives reason for satisfaction. Jefferson Caffery, a career man, goes to Brazil, Gibson to Belgium and Wright to Cuba. Perhaps one is inclined to say: "What are these



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among so many?" But it is fairer to applaud the President for going so far. It is certain that the history of the country, certainly since the Civil War, never provided in one day three such plums for career diplomacy.

If the United States is to get its fair proportion of victories around the green table it must stop making foreign posts the prey of political harpies, and quid pro quo for services or contributions of a partisan nature. The positions are still considered patronage for "deserving Democrats"—or Republicans in Republican years.

Yet the idea of diplomatic positions for trained diplomats is growing. It has reached the President; and each President goes a step further than his predecessors. The time is not far distant, we may be confident, when career men will hold the majority of our diplomatic posts and our position in matters of international importance will become more satisfactory.

Dorothy Thompson in the August issue of the *Ladies' Home Journal* discussed this same subject and also recommended that the President turn to trained men for the high diplomatic offices.

### *Department of State Budget for 1938*

The Department's appropriation bill for 1938 was approved by the President on June 16, 1937, and discussed in Information Series No. 121 of June 25, 1937.

There was an increase in the appropriation, "Salaries, Department of State," of \$235,760 for additional personnel and \$13,180 for reallocations. It is understood that most of the increase is for salaries of personnel in the Trade Agreements Division. Other increases are for the new Philippine Office and for the adjustment of salaries.

Increases in appropriations for the Foreign Service include \$33,000 for automatic promotions, \$50,000 for twenty additional officers at \$2,500, \$10,000 increase in the appropriation for home leaves at Government expense, and a \$30,000 increase in the appropriation for cost of living allowances.

### *Aviation Conference*

The Peruvian Ambassador in Washington has transmitted to the Secretary of State an invitation from his Government to participate in the Technical Aviation Conference to be held at Lima from September 16 to 23, 1937. The Secretary of State has been pleased to accept this invitation on behalf of the Government of the United States.

The agenda for the Conference includes various questions relating to international cooperation in the collection and dissemination of meteorological information for use in aerial navigation. Other items on the agenda have for their object the adoption of further measures calculated to facilitate and increase aerial communication between the countries of this hemisphere.

A preparatory committee has been formed, composed of representatives of the interested Government agencies, to undertake a preliminary survey of the various problems involved. Any American air line operators interested in the matters to be discussed at the Conference will be given an opportunity to present their views upon communicating with the Secretary of State.

### *Marriage of Assistant Secretary Sayre*

Francis Bowes Sayre, Assistant Secretary of State, was married on June 28 in the St. Alban's Episcopal Church of Washington to Mrs. Elizabeth Graves of Washington, in the presence of members of the two families.

Mr. Sayre's first marriage was to Miss Jessie Wilson, daughter of President Wilson, who died several years after their marriage in 1913. Mrs. Graves was the widow of Ralph Graves, who was formerly connected with the National Geographical Society.

Mr. and Mrs. Sayre sailed for Europe following their wedding. They plan to return to Washington about the middle of August.

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### F. S. ASSOCIATION ELECTS OFFICERS

The annual election of officers of the Foreign Service Association was held on June 29, 1937, when the Electoral College met and, in accordance with the Articles of the Association, chose the following officers for the year beginning July 1, 1937:

President: Ray Atherton, Counselor of Embassy at London, since appointed Minister to Bulgaria.

Vice President: James B. Stewart, Consul General, Mexico City.

Executive Committee: Joseph W. Ballantine, Division of Far Eastern Affairs; Charles B. Hosmer, Chief of the Fiscal and Budget Office; Harry A. McBride, Assistant to the Secretary of State; Orsen N. Nielsen, Assistant Chief, Division of European Affairs; G. Howland Shaw, Counselor of Embassy, Istanbul, now assigned as Chief of Division of Foreign Service Personnel.


Alternates: Jay Pierrepont Moffat, Foreign Service Officer of Class 1, assigned to the Department; John Carter Vincent, Division of Far Eastern Affairs.

The new Executive Committee (with all members present except Mr. Shaw) met on June 30 and elected G. Howland Shaw as Chairman, Harry A. McBride as Vice Chairman and John Carter Vincent as Secretary-Treasurer.



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