The AMERICAN FOREIGN SERVICE JOURNAL

VOL. 15 MARCH, 1938 No. 3

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FOOD & BEVERAGE DEPARTMENT
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(MARCH, 1938)

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Tom Davis, son of Monnett Davis, with tiger cub belonging to Dr. W. M. Mann, Sumatra.

Inspector Nathaniel P. Davis shakes hands across the equator near Quito, with the Honorable Antonio C. Gonzalez, American Minister to Ecuador.

Family Reunion at Windsor, Ontario—Vice Consul and Mrs. Jack G. Dwyre welcome Consul General and Mrs. Dudley G. Dwyre of Panama.

Minister Frank P. Corrigan (hand extended) and Colonel Pate (tallest) meeting Mrs. Corrigan and their children at Cristobal.

Taken at the golf match between the Department and the British Embassy—Left to right: Paul Alling, Joseph Flack, Joseph Ballantine, Selden Chapin, Richard Southgate (all of the Department), and Mr. H. O. Chalkley of the British Embassy.

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THE AMERICAN FOREIGN SERVICE JOURNAL

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VOL. 15, NO. 3 WASHINGTON, D. C. MARCH, 1938

Foreign Service Personnel

An interview with G. Howland Shaw, Chief, Division of Foreign Service Personnel

THE new administration of Foreign Service Personnel has been in office for about five months. I think the Service as a whole would be interested in anything you might say as to policies and aims and first impressions.

I am very glad of a chance to talk about Foreign Service Personnel problems to a representative of the JOURNAL. It is in the JOURNAL that those problems ought to be explained and discussed.

Let's begin at the beginning. What exactly are you trying to do?

I'll answer your question very bluntly—we're trying to do good personnel work and before you have a chance to ask me how I define good personnel work, I'll tell you my definition. In the first place, there's nothing mysterious about it at all. The principles and practice of personnel administration are well known and they are being carried out all over the United States in business, industry and countless other lines of activity. Big department stores in New York are no better as examples of what I mean than factories in Pennsylvania or Illinois. There are hundreds of good personnel officers in the United States and there is a vast literature on personnel work in all its aspects. Good personnel work involves, first, a clear and accurate knowledge of the work to be performed by the organization, whether department store, hospital, factory or Foreign Service; second, a comprehensive picture of the individuals who are to do that work; and third, an adjustment of the individuals to the work with as little of the subjective element as possible brought into the process.

I'm not sure I understand your definition fully. What, for instance, do you include in your idea of a comprehensive picture of an individual?

I include all the factors that influence his efficiency: his health, his morals, the condition of his family, to mention a few of the more obvious ones. It is self-evident that a man who is worried about his health—whether with or without good reason—or the health of his wife or children, is probably not going to be 100 per cent efficient.

That is clear, but now just what do you mean by not bringing the subjective factor into the task of trying to adjust the individual to the work?

I mean trying to eliminate likes and dislikes and other such factors which have nothing to do with the ability of an individual to perform efficiently a given piece of work. Of course, I suppose the subjective factor can never be altogether eliminated, but that elimination is the goal any personnel officer should set for himself since the more the subjective factor enters into personnel work the worse it will be.

Will you please apply your definition of personnel work in general to the Foreign Service in particular?

In the first place we have called upon the geographical and administrative Divisions of the Department to describe and evaluate the work that must be carried on at the various posts under their jurisdictions and tell us, quantitatively and qualitatively, what the ideal staff at each one of those posts should be. We are also making out a sheet for each Foreign Service Officer on which is recorded in briefest possible form all the data concerning him and his family needed in making transfers.

Besides such obvious items as the posts he has had and the work for which he has shown a special aptitude, we include information concerning his health and that of his wife and children, the recommendations of his Chief, of inspectors and of appropriate officers of the Department, and a summary of his transfer card and of his views as expressed when he was last home on leave. Most of this information is now available in the Department, but so scattered that there is far too good a chance that all of it will not be on hand when the officer is being considered for a transfer.

In short, what you are trying to do is to organize your data so as to enable a greater rationalization of transfers?

That is it exactly. We want, so far as possible, to have sound reasons for a transfer and avoid arbitrary transfers. Clearly you can expect a man to put up with a good deal in the way of sacrifice if you have solid reasons for asking him to make the sacrifice, whereas if you handle him in quixotic and arbitrary fashion, sooner or later he will begin to say—to himself, if not aloud—"What's the use?"

What is your thought as to the proper length of an assignment?

The longer the better, although to enable junior officers to get a broad experience of the work of the Service as rapidly as possible their assignments should be of shorter duration than those of their senior colleagues. The longer assignment is definitely our goal, although unhappily for a variety of reasons we are sometimes compelled to shift a man after he has been at a post scarcely more than a year. We do it with regret and we recognize frankly that it is not good personnel work. Of course, I need not say that we have no thought of lengthening assignments at unhealthful posts. On the contrary, we want to relieve officers at such posts in more regular and systematic fashion.

I have heard talk about compulsory physical examinations for Foreign Service Officers. How do you feel on that subject?

We feel very strongly that such examinations at regular intervals—say every three or four years—are esential if we are ever to do first rate personnel work. At the present time our information concerning the health of Foreign Service Officers is on a scandalously hit and miss basis and we are liable to make serious mistakes by holding an officer responsible for inefficiency due primarily to bad health and rating him accordingly, or by transferring him to a post altogether unsuited to his physical condition. The results, of course, are expensive for the officer and just as expensive for the Department.

To go back to your statement that there is nothing mysterious about good personnel work—there is surely one feature of Foreign Service Personnel work that has at least seemed to be shrouded in mystery and that is the record of a Foreign Service Officer. Have you any thoughts on this subject, which certainly plays a large part in the hopes and fears of every officer?

We have some very definite thoughts on that subject and I should like to set them forth with every sort of emphasis. In the first place, let me say that I cannot imagine how personnel work can be carried on unless each officer has a pretty clear idea of the nature of his record. I'll go further and say that if the officer hasn't a right to have that idea, I can't imagine who has. We expect that an officer when he is home on leave will ask about his record and if he does not do so, the chances are all in favor of our taking the initiative in talking to him about it, particularly if his rating shows any downward tendency. We think it in last degree irrational—not to use a harsher expression—to allow an officer to continue under the impression that his record is good when as a matter of fact it has left much to be desired for many years. We prefer to talk with an officer as soon as his record shows the first signs of deterioration with the hope that things may be set straight rather than wait until he is "in extremis" and disciplinary action is in order. In other words, we are convinced that the proper approach is one of prevention rather than of surgery.

There is certainly much to be said for the point of view you describe, but how will Principle Officers feel at the prospect of having their reports divulged to the officers upon whom they have reported?

There are two answers to your question. In the first place, it is quite possible to give an accurate idea of an officer's rating and record without making too specific a reference to any particular report or reports included in that record. In the second place, if the personnel work of Principal Officers is carried out properly along the lines of the Department's circular instruction, No. 2845, of October 19, 1937, before setting forth defects in efficiency reports to the Department, the Principal Officer will, as a rule, have called these defects to the attention of the subordinate and will have taken appropriate measures for their correction. If the subordinate officer is a sensible sort of person, his resentment is not, I believe, due so much to the fact that his Principal Officer has written adversely to the Department concerning him, as to his having so written without previous warn-

ing. In that respect there is much to be said for the point of view of the subordinate.

Does not this process of going over their records with Foreign Service Officers take up a good deal of time?

It takes anywhere from five minutes to two hours, depending on the officer and the record. The essential thing is that the officer should leave the Department feeling that he has been treated fairly and with a proper degree of understanding and sympathy. Many officers have not been home for some years; they may have been passed over several times in promotions; they are thoroughly worried and sometimes resentful. They have every right to expect that a personnel officer will listen to what they have to say without looking at the clock.

There are many Foreign Service Officers who do not fully understand the mechanics of making promotions. Could you describe these mechanics briefly?

As you know, we have a list which is made up every two years and on which every officer receives one of the following ratings: Excellent (96 or 91); Very Good; Satisfactory (85 or 80); and Unsatisfactory. The list is made up in the Division of Foreign Service Personnel by the officials of that Division who under the law have access to the records. The material used is that which has accumulated concerning each officer during the two years which have elapsed since the last rating list. Earlier material is ignored unless there is some special reason for doing otherwise. For instance, the rating list from which we are now making promotions went into effect on January 1, 1937, and is based upon the records of officers from January 1, 1935, until December 31, 1936. Towards the close of the present year we shall begin work on a new rating list to go into effect presumably on January 1, 1939, and covering the period January 1, 1937, to December 31, 1938. As I have said, each rating list is made up in the Division of Foreign Service Personnel. When completed it is forwarded to the Foreign Service Personnel Board and approved or modified as the members of the Board see fit. The list is finally submitted by the Board to the Secretary of State when approved by him may not, according to the law of February 23, 1931, be changed except "in case of extraordinary or conspicuously meritorious service or serious misconduct." And we construe the words "extraordinary or conspicuously meritorious service" as meaning just exactly what they say and what those who put them into the law intended they should mean: services quite beyond what may be expected even of an officer rated excellent. In short, with the two exceptions specified in the law, the rating list is frozen for two years. Once the rating list is in effect promotions are largely mechanical, subject to the following conditions:

1. The number of vacancies created by death, retirement, resignation or separation.
2. The amount appropriated by Congress for salaries of Foreign Service Officers.
3. How closely the number of Foreign Service Officers in a particular class conforms to the percentages established by law for that class.
4. The rule that officers in Classes II to V may not be promoted oftener than two years and in Classes VI to VIII oftener than eighteen months.
5. The rule that between officers in the same class having the same rating the officer who is senior in the class shall be promoted first, and if they have entered the class on the same date, then the officer who first came into the Service.
6. The passing of a special examination in the case of officers in Class IV.

I suppose that officers constantly inquire concerning their chances of promotion. How do you reply?

We try to avoid such vague expressions as "you will or will not be promoted soon or in the more immediate future." These expressions may temporarily soothe, but they lay the Personnel Officers open to the charge of lack of frankness and disingenuousness if one or two promotion lists come out and the officer is still waiting for his promotion. Instead we refer to the probability of promotion in terms of the life of the rating then in effect. We say: "So far as we can see you have a good chance or a slight chance or virtually no chance at all of promotion during the life of the present rating list which will be replaced on such and such a date."

The pros and cons of specialization have been much discussed in connection with the Foreign Service. Are you prepared to say anything on this controversial subject?

I have always felt that there should be a recognized place in the Service for officers who have demonstrated exceptional ability along some particular line, and that these officers should be handled in such a way that we get the maximum return from their specialized knowledge and skill. But we shall always need, and we shall always have, plenty of men for the general work of the Service.

By the latter description I presume you mean men who can be sent anywhere to do anything.

By no means. I have in mind men of less marked inclination for some particular line of work and of broader and therefore naturally less profound

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Photograph by Mrs. Franklin C. Gowen

"Big Ben", London

Country Dancing

By Paul Unger,
Works Progress Administration

Sketches by James A. Meese

THEY'RE back in the city! All the old square dances that Grandfather used to know, today are competing with the night clubs. Thousands of people are getting a kick from dancing the Virginia Reel, Money Musk, and the rest of them.

It used to be that city folks drove out of town of a Saturday evening looking for country dancing. If they knew where to look, they followed an infrequently travelled road until they came upon a small white church at a crossroads. Drawn up at all angles on the earthen bank along the road were possibly a score of automobiles, and perhaps a team or two.

Everybody within a team-haul radius comes to this little church for the social. It's a community affair, and a family affair, too. Both the very old and the quite young take part. There are food and drink, contests and prizes. But the feature of the evening is the dancing.

Not fox-trots or one-steps, but good old American country dances. The whole gathering lines up in squares or circles. When the music — "Turkey in the Straw" or "Old Zip Coon" — starts up, away they go. They approach each other singly and in rows, how, retreat, swing around in pairs or in a

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Courtesy of Leisure

Unlike modern dancing-on-a-dime.

The Department of State as an Agency of Peace

By JAY PIERREPONT MOFFAT, *Chief of the Division of European Affairs*

Jay Pierrepont Moffat

IT is a real pleasure to be able to speak to you today about the Department of State. Being the agency through which foreign affairs are carried but under the direction of the President, it is in reality our first line of defense. Sometimes it must deal with serious situations where mighty issues are at stake. More often it must deal with less acute situations and prevent them from assuming ominous proportions; still more frequetly it is engaged in trying to build up a state of mutual confidence and trust so that incidents will not occur—a sort of prophylaxis as applied to foreign relations; and at all times it must protect American lives and property and defend American interests. Surely this is a vast responsibility thrown upon any department of the Government, and whether or not it functions successfully is a matter of very real concern to every citizen in this land.

There is nothing mysterious about the Department of State or its workings and except in time of crisis very little that is dramatic, despite impressions to the contrary. It is a matter-of-fact organization built up on the lines of a well run American business, with a corps of specialists trained hy many years' service, either in Washington or in posts abroad, to advise the policy-making officers on the manifold problems that reach them for decision.

It is difficult to talk of the State Department without at the same time discussing the diplomatic and consular services as they are so interdependent. They are the pitcher and catcher on a given team. Neither could function without the other, and especially good work in either branch is immediately reflected in the other. I understand that in later talks you are going to hear more in detail about the work of the diplomatic and consular services, which we call the "Field Service." Suffice it to say here that the information, if accurate, timely and broad, which is sent in from our posts abroad enables the Department of State to function with maximum efficiency. The field service may make recommendations, but policies are settled in Washington and instructions are issued from there. But I don't want you to feel that the charge so frequently heard that since the advent of the telegraph Ambassadors have become mere messenger boys is true. The old days when communications were slow and when agents abroad often had to act on weighty matters on their own responsibility have gone. Policy must now be uniform, and agents cannot pursue their own policies or implement their own personal predilections in different ways. Hence the need of more precise instructions from Foreign Officers than formerly. But the human equation remains the same. Perhaps the personal influence of an Ambassador is greater than it ever was. I can testify from many cases which have come before me how the same instruction, sent to two or three different agents abroad, was handled by them in different ways and with different results. For better or worse, the success of a given policy will often depend upon the personality and ability of the agents who are chosen to explain and carry out that policy, and upon the degree of unity, mutual trust and full cooperation with which they work with the Department of State as interdependent units of one great machine—the American Government.

I have been wondering how best to give you a description of the organization and functioning of the State Department which will give you an accurate picture and yet not confuse you by too much detail or bore you with statistics. Let me start with a typical day of the Secretary of State, or of his principal assistant, the Under Secretary. On his arrival at 9:00 in the morning he finds on his desk a sheaf of decoded messages from our Ambassadors and Ministers from all over the world, giving reports, with analyses and estimates of happenings of importance, either of general interest or related to specific cases on negotiations on which he may be working. These with very rare exceptions have also been distributed to the officers who are working on the specific problem or are studying the countries to which they relate. Thus, if the Secretary wishes

An address delivered before the Democratic Women's Luncheon Club of Philadelphia, January 24, 1938.

additional information the specialist on that particular subject has not only been fully informed, but has also had an opportunity for further study and consultation with other interested officials. Most of the telegrams deal with subjects which do not need to be dealt with personally by the Secretary and Under Secretary. But others do, and he has by now probably sent for the Economic Adviser, or the Legal Adviser, or say the Chief of the Far Eastern Division to talk over the points raised, and to outline the nature of a draft reply which he wishes to have prepared. A few must be referred to some other executive Department, while some are of such importance that they must be taken up with the President and the Cabinet. Meanwhile, a series of callers have begun to arrive: two or three Ambassadors of foreign countries stationed in Washington who wish to talk over problems with the Secretary, either on their own or under instruction from their governments. When each leaves, the Secretary immediately dictates a memorandum of the conversation, for the record, one copy of which goes to the Division most directly concerned, and another, for his confidential information, to the American Ambassador in the corresponding country. Next may come two or three Senators and Congressmen, or citizens of distinction who have called to discuss some important phase of our policy which they do not understand, or to offer some helpful advice. The very nature of these calls is such that many of them take a full hour of the Secretary's time. There may be an office seeker or two, or an American official home on leave from abroad who has a report to make. At half past twelve the Secretary sees the representatives of the press and answers such of their questions as he appropriately can. There may be a luncheon to give to some visiting mission, a Cabinet meeting in the afternoon, an hour set aside for the signature of important documents, for the counter signature of Acts of Congress and Commissions, further conferences with his chief assistants on policy, which take considerable time and study to enable decisions to be made on the basis of all pertinent factors. And then as he prepares to go home at about 6:30, a well-filled brief case will be brought in for him to take home with the really important mail dispatches which he should read in person. I see some of you gaping in astonishment, but the picture I have sketched is no exaggeration. I often wonder how any Secretary of State can crowd into twenty-four hours the work he must daily perform. And upon his guidance depends in large measure the successful function of the whole Department.

You know how the personality of the Captain of the ship pervades the entire crew, right down to men who have never come into personal contacts with him—so it is with a great Department. And if today the State Department commands the confidence and respect of the entire country it is due to the Secretary, Cordell Hull, whose personality pervades every division and office in the organization.

It has been my privilege to work under Mr. Hull, first for two years as Chief of the Division of Western European Affairs, then for two years far away as Consul General in Australia, and again for the past six months in Washington. While in the Department I have seen him almost daily, in periods of success and discouragement, when he was simply overwhelmed with work or when he had a little leisure to relax a trifle from the cares of office, and I can assure you that no one has a higher regard for, or trust in his vision and statesmanship than the men who know him best and see him off guard. He is a man with a definite vision of how the world can, if it wills, reverse the process which at times seems to be leading all the nations closer to the precipice, and bring them back to the ways of reason and the assurance of lasting peace.

Now you may wish to know a trifle more in detail the ways in which our relations with any one country are carried out, and just what happens to the ebb and flow of correspondence between this country and a foreign government. For if you pass beyond the major questions of high policy you will find nowadays an incredible number of subjects that are touched upon by governments: if you think of the letters dealing with trade relations, commercial complaints, claims, extradition, maritime and aviation problems, citizenship, visas, customs procedure, treaty interpretation, ceremonial, et cetera,—I just mention a few that pass through my head—you can gain some idea of the complexities of international relationships. One official, a man of long training along political and economic lines (for the two cannot any longer be divorced) is assigned the duty of examining all incoming and outgoing correspondence with one country,—let us say for the sake of example, Germany. He likewise follows the German press, keeps in close touch with members of the German Embassy. In short, he is the center through which filters all the information in the Department on Germany. Naturally his value increases with length of service and mastery of the foreign language involved, with a first-hand knowledge of what has gone before, of the way in which problems

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PRESS COMMENT ON THE SERVICE

Editorial comment in the press of the United States reflects continued interest in our foreign relations and a sympathetic attitude toward the work and needs of the Department of State. Specific reference is made to the series of addresses recently made by Assistant Secretary of State George S. Messersmith concerning the work of the Department. The texts of these addresses are available to officers in the Department's publications and releases sent to the field. Attention is invited particularly to Mr. Messersmith's New York address of February 4.

Reprints of some of the press editorial follow.

During the next fiscal year the United States will spend over a billion dollars for the Army and the Navy. No American aware of the mounting international tensions will begrudge that expenditure. It is, unfortunately, only too clearly a necessary outlay.

But our real "first line of defense" is not the Army nor even the Navy. It is the Department of State and the Foreign Service under its jurisdiction. To this, the ranking executive department of the Government, the Nation must in the first instance look for the continuation of amicable relations with other powers. And on the way the Department of State conducts its difficult and widespread activities depends, in large measure, the preservation of our peace.

For the proper performance of its multifarious duties, the Department of State employs a total personnel of 4,873, of whom nearly 2,500 are located in almost 400 capitals and commercial centers abroad. It can be said without fear of contradiction that this highly trained group of public servants constitutes as able and efficient a corps as is to be found in the service of any government.

Yet the aggregate cost of the activities of the Department of State, in this country and in the field, will be, under the 1938 budget, only $14,722,203. And of this sum some $4,000,000 will be reimbursed from fees collected by the department.

The net expenditure represents the barest minimum needed to keep the Foreign Service functioning at an efficient level. It does not take into account the fact that as foreign relations become more complicated, the work of the department inevitably becomes more onerous. In pointing this out, before the Conference on the Cause and Cure of War this week, Assistant Secretary George S. Messersmith performed an essential service.

To spend over a billion on preparation for war, and something under 1 per cent of that sum to keep our diplomatic service at the highest possible degree of efficiency and usefulness, seems close to being a penny-wise policy. In the interests of genuine economy closer public attention to the needs of the Department of State is called for. Fortunately, as Mr. Messersmith points out, prejudices and misconceptions regarding the nature of its work are tending to disappear. With that development, fair and adequate consideration of the department's needs becomes more probable.—An editorial from the *Washington Post*, January 21, 1938.

The peace program adopted in Washington last Friday by the thirteenth annual Conference on the Cause and Cure of War is a successful combination of realism and idealism. By the almost unanimous vote of the delegates of eleven women's organizations, representing a membership of 7,000,000, the conference urged upon the United States Government a five-point policy of international cooperation based on the principle that faith in collective action must be revived as the only saving prerequisite for the peaceful solution of world problems.

The specific recommendations of the conference include: more adequate appropriations for the State Department, support of the Administration's reciprocal trade agreements program, adoption of a permanent policy of consultation with other signatory Powers in the event of violation of the Pact of Paris, provision for cooperation with other States "in financial and economic measures, not including war, designed to withhold aid to a treaty-breaking nation," and legislation to give effect to "the present policy of the United States to withhold recognition of any situation brought about by means contrary to the Pact of Paris, through placing conditions upon or prohibiting financial transactions with the violating State."

The conference also decided to ask for amendments to the Neutrality Act to provide for an embargo against nations directly involved in a threat to peace and yet leave the President authority to exempt from such embargo a nation which, it is agreed, is "the victim of aggression."

That a program so comprehensive and sound should issue from a body of citizens so widely representative is evidence that the importance for

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LETTER

The following letter has been received by the JOURNAL from Gilbert R. Willson, Consul, Piedras, Negras:

"The Foreign Service is indebted to Mr. Chapin for his very fine article appearing in the November and December issues of the JOURNAL. It offers not only a basis for discussion with a view to improvements in the Service, but to a large extent points out the changes which should be made. The suggestions concerning regrading and the adoption of a new salary scale must appeal to everyone. I am of the opinion, however, that certain modifications of Mr. Chapin's plan are essential if a still further reorganization within a few years is to be avoided.

"The advisability of retiring all officers of thirty-two years' service who have not reached the grade of Minister may be open to some question. Not all officers of high efficiency could be promoted to Minister for the reason that there would not be room for them in that grade, assuming that its number would be limited to a rather small percentage of the entire number. At present a good many officers enter the Service between the ages of twenty-two and twenty-five. A number of men of high efficiency would be forced into retirement at ages ranging from fifty-four to fifty-seven and a large and expensive retirement list would be built up. It is doubtful whether any sound reason can be given for forcing an officer into retirement before the age of sixty-five if he is giving efficient service. I believe that the present law which provides for the retirement of officers who are unsatisfactory is sufficient and should be retained.

"Inasmuch as it would be possible under the suggested system for an officer to reach the grade of Minister in about twenty years, it would probably be advisable to require a period of five years in Class I for eligibility to appointment to the grade of Minister. The outstanding men in the Service could still reach that grade at ages from forty-six to fifty-five if they entered at the age of thirty or earlier. Few who entered the Service since July 1, 1924, were past thirty years of age.

"A difficulty with the merit system is that even if the most efficient could unerringly be picked for promotion, the higher grades would soon fill up with officers who have from ten to twenty years before retirement, thereby blocking all grades below. Various means have been taken in the past to prevent or alleviate this condition, such as adding one-half per cent each year for seniority, placing a minimum limit upon the time which an officer must serve in each grade, et cetera. The problem has not yet been solved.

"It is generally realized that a system of promotions based solely upon seniority would not be well suited to the Foreign Service and that some means must be provided whereby officers of outstanding ability may be advanced faster than others. However, such officers should be definitely of outstanding ability and some limit should be placed upon the number of such offi-

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COMBINED DIPLOMATIC AND CONSULAR OFFICE AT BUDAPEST

By HOWARD K. TRAVERS, *First Secretary, Budapest*

THE combination of diplomatic and consular officer in Budapest has proved a happy move for all concerned. Previous to the consolidation, the Consulate General found itself in the unhappy position of being unable to do anything in commercial affairs without the assistance of the Legation. As an instance, previous to the consolidation, when an American called at the Consulate General to discuss American automobiles or motion pictures, the Consul General was not permitted to approach the appropriate governmental bureau, but was compelled to report the whole matter to the Legation, following which a Secretary discussed the matter with the bureau and then gave his findings to the consular officer who, in turn, communicated them to the American. Under the present system of service in a dual capacity, such situations as the above are avoided, a great deal of time is saved by uninterrupted procedure, and much formality and delay is obviated.

Realizing the many advantages to be gained, and in anticipation of the extension to Budapest of the President's policy of coordination and combination within the Foreign Service, the Chancery and the Consular Office in this city were removed to common premises on January 19, 1934. The quarters selected comprise the entire second floor of an office building, suitably remodeled, situated on one of the finest public squares in Pest, near the Danube River, a few steps from the National Bank of Hungary, across the square from the Stock Exchange, and virtually equidistant from the Royal Ministries and other foreign Legations and Consulates which here are not found in a defined area. At the head of the office stairs, a broad corridor gives off in two directions. Immediately beyond, and at the apex, there is a general reception room in which, also, is the telephone exchange. The length of one direction of the corridor gives access to the offices and a second waiting room of the Consular Section, the length of the other to the diplomatic and commercial offices.

This physical combination immediately effected savings in rent, light consumption, and telephone rates, and it became increasingly apparent that for greater general efficiency, and to effect additional savings, an organic combination of the offices was practical and desirable. This, however, was not authorized until November 4, 1935, when the Consul General was instructed to serve in the dual capacity of Consul General and Coun-

(*Continued on page* 182)

Home-made drums used in Sicily.

ROPE MAKING in SICILY

By Paul J. Reveley,
Vice Consul, Palermo

Spun single strands are stretched over sawbucks.

ROPE and cordage is still made by the ancient hand-drum method in several parts of Sicily. A supply of low-priced hemp and the "manufacturers" readiness to sell the finished product at modest prices to farmers and fishermen on the island enable the industry to compete with the products of Italian rope makers on the mainland.

In addition to the home-made drum, the Sicilian "cordaio" or rope maker requires only a half dozen or more hard working sons and daughters and a wife who will also lend a hand during the twelve to thirteen hour working day. The members of the family alternate in turning the drum, in the spinning operation of the single strands and into the twisting of the several strands into the finished product.

The ropes around the drums serve to turn the primitive bobbins fixed to the crossbars. The hanks of raw material, resembling finely combed coarse flaxen hair, are carried by the spinners either in a double apronlike sack or wound around the waist or under one arm. The spinner first fastens a few threads to the revolving bobbin-hook. Then, walking backwards he or she skillfully feeds out the hemp over the right forefinger after giving a preliminary twist to the material with the left hand. The spun single strands, several hundred feet long, are held off the ground by sawbucks. Three spun strands are twisted into the finished rope, coiled, and the product is then ready for sale at a few centissimi per running meter.

Spinners walk backward as they feed out the hemp.

Spinners carrying hanks of hemp.

The Islands of the Sun and Moon and Their Neighbors

By Evelyn Strong

Monolithic Figure, Tiahuanaco

I ROSE early and looked out of my porthole window, just as day was breaking. As a rule sunrises are not much in my line—but I had been told that on no account should I miss the coming of dawn over Lake Titicaca, that great inland sea on the roof of the world in Bolivia.

Far off beyond the waters, rose the snow covered Andes. I knew they were miles away, yet so clear and thin was the air they seemed within swimming distance. In the middle distance, bleak grey hills, and valleys sparsely wooded with brownish green trees, turned bright and glorious under the spreading day. Lake Titicaca became a deep burning blue—cold as steel, intense as flame.

Never have I so truly appreciated the significance of a new day. Everything was made over fresh and clean and clear, free from all the stains of sordid yesterdays. Cold and remote in color as any northern landscape were the lake shores, but with the coming of the sun all became glorified. No wonder the Indians worshipped the sun, and the Incas were known as the "Children of the Sun."

My ultimate destination was the islands of the Sun and Moon, lying far out on the surface of the lake.

Koati, the Island of the Moon, is by far the smaller, and although it is about two miles long, in width it is merely a steep ridge covered by low shrubs and grass. Terraces are cut all along this ridge to the very top, where stands a group of Inca ruins. The massive walls whose stones were fitted together so marvellously that they defied the centuries, are still upright but the roof has fallen in. Thus nightly the face of the Moon goddess smiles down into what was once her temple.

Larger and far more interesting is Koati's sister island—the home of the Sun. Here, according to legend, the first Inca and his wife sprang miraculously into being at sunrise, and hence they departed to rule the land.

A flight of stone steps rises at the water's edge, and terminates in a grove of trees where a rivulet pours into a large stone basin. On either side are terraced gardens, where bright red flowers bloom—the flowers of the Incas—for red was the royal color.

Silence and desolation brood over this place once sacred to an ancient and honorable race, and now so forsaken! The water runs forever into the ancient stone basin, splashing softly on its way, and the wind in the trees makes moaning lament for those who planned and planted these gardens.

The view over the immense inland sea Titicaca, and to the eternal snows beyond, is most beautiful, but such a melancholy reigns over this spot I would not care to tarry long. I have seen many other ruins of ancient civilizations overthrown and destroyed by Time and what is miscalled

"progress," but never have I felt a mourning so profound, a so utterly hopeless sense of disaster.

I climbed the ruined wall that crosses the island, which is about 10 miles long. Nearby are two gigantic footprints in the rock, supposed to be those of the Sun God and Moon Goddess when they turned away forever from this, their home.

A few steps further is Titi Kala. the Holy of Holies of Inca and pre-Inca religion. Titi Kala, the Sacred Rock, center of all South American mythology, is a light brown stone moderately high. According to tradition, in Inca times it was covered with plates of pure gold and silver.

The ground about Titi Kala, now overgrown with tall grass, has been drenched in the blood of human sacrifice, whether poured out upon the earth, or caught up in puma bowls for use in further ritual.

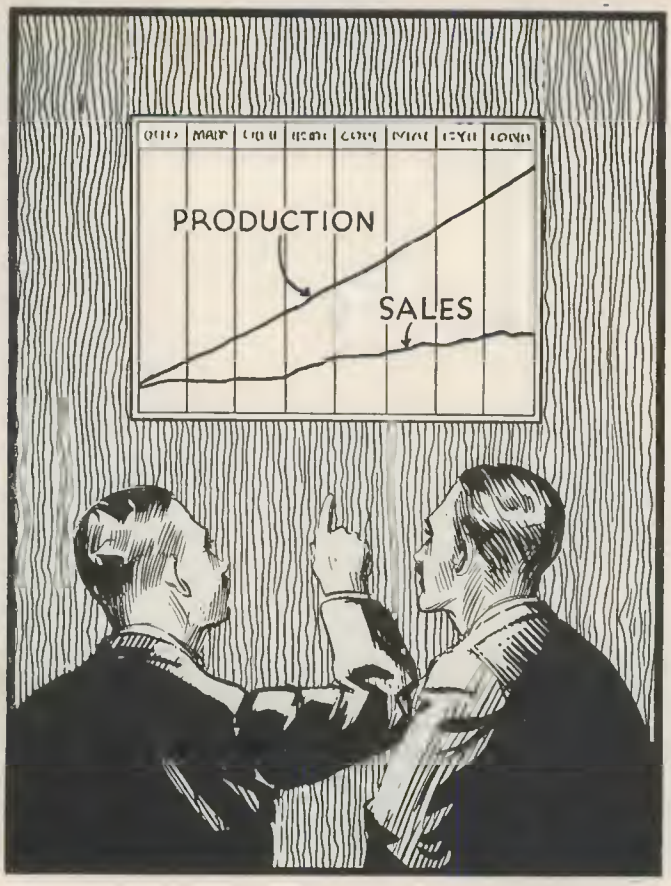
Hard by is a two story edifice containing many winding passages and dark cubicles. This is supposed to have been the home of the Virgins of the Sun—oracles and priestesses venerated by all. Golden images of men and llamas and the sacred puma, and of strange monsters have been found here.

(*Continued on page* 195)

Balsa on Lake Titicaca

Ancient Temple Entrance, Tiahuanaco

Courtesy of Pan American Union



The Grabbing Brake

By Homer Brett, *Consul General, Callao-Lima*

WHY does the world's business machine run so badly? Concerning this, one question has been asked millions of times during the last seven years. Varying in form it is always essentially the same. In every land and in every tongue men have demanded in bitterness, why must people suffer hunger when there is too much food? When cotton, wool, linen and silk abound, why must spindles, looms and men remain idle while human beings are inadequately clothed? While countless families are poorly housed why must makers of brick, quarriers of stone and hewers of wood be unable to sell their products, and architects and builders eat the bitter bread of idleness? Why is it that men are not able to acquire and eonsume that which men are so able and so willing to produce? If our economic system is the same system under which during a scant century and a half more material wealth was accumulated than in all the previous sixty centuries of history or the milleniums before that, why is it failing to function now? Why does the once resilient economie machine show no recuperative power? Where is the wooden shoe stuck in the meshing gears of modern eivilization? What is the key log in the jam that blocks the flow of prosperity and is piling up a frightful danger? Why does the easier production of wealth bring poverty?

Certainly economists and statesmen have been searching for the answer or answers to these questions, certainly they have shed light upon particular spots but just as certainly they have given no clear, convineing and comprehensive answer.

Nevertheless, there is an answer and it is possible to find it. In religion and metaphysics there are insoluble problems, but economics is the science of material things over which man has achieved a measure of mastery and we should not cease to search until we have found the cause of all our trouble.

The basic prineiple of economics is the Law of Supply and Demand which, after all, is only a varied statement of the obvious fact that, in so far as they can, men will produce what they desire and consume what they produce. Since that far day in the pre-dawn of history when human beings abandoned the monkey economy by which each animal did everything for itself and began to exchange goods and services this law has functioned and promoted progress. If more arrowheads were made than were needed some arrowhead makers took up canoe building or idol carving and the balance was restored. If this law which has worked for thousands of years is not working now, and the simultaneous presence of surplus goods and needy men indicates that it is not, there must be some reason for its failure to function. There is a reason, and that reason may be sought in unsound or faulty economic theory and practice.

To what extent are governments responsible for present business ills? That is a fair question. Governmental policy, in some instances, has wrecked the economic machine in two ways which are like the Holy Trinity in that they are two and yet one. The first way is the madness of economic nationalism and the second is the folly of destructive taxation. Economic nationalism works always to increase production and to decrease consumption. Always it offers the home producer a higher price as an inducement to grow or make more and this higher price which often is many hundreds per cent above world prices reduces consumption or, in other words, prevents men from using the things that men have produced or made. The spread between the cost of raw materials and the price of finished products or between what is paid out in wages and what is demanded in prices is so great that things cannot be sold and consumption dwin-

dles. Let us leave general assertion and take a few specific illustrations from the hundreds that are at hand.

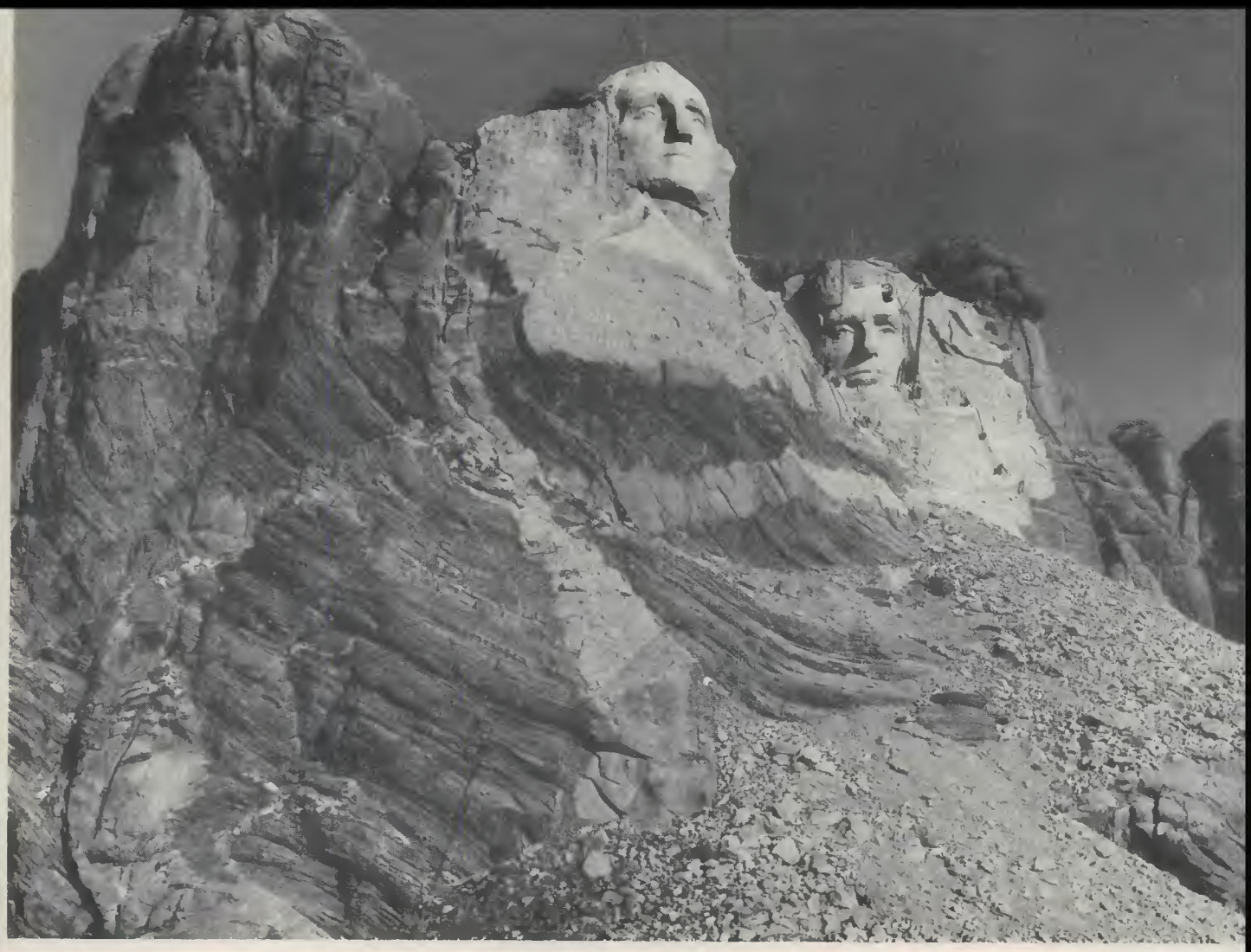
Wheat is a basic food. Normally, or at least formerly, it was transported in vast tonnages, about 200 million bushels annually moving oversea from the producing countries to Germany, France and Italy alone. But these nations, as well as others, decided to grow their own wheat and they have succeeded so far that their current imports are only from 10 to 12 million bushels. In order to do this, however, the domestic price of wheat had to be increased two and even three times above the world price. The high price of breadstuff raised the cost of bread and brought down the consumption. It is expertly estimated that in some of these wheat importing countries about 25 per cent less bread is eaten now than in 1913. The wheat exporting countries also committed errors. When grain prices sank to levels which then seemed low but would now he considered good, the governments of the exporting countries bought up vast quantities of wheat which they held off the market. Such price maintenance both encouraged planting and checked consumption of wheat, and so the surplus grew. Thus the measures of both exporting and importing countries increased the supply of wheat and prevented wheat from being consumed.

Let us consider sugar. Unknown to the ancients, it has become a necessity to modern man, and, where a market is fairly free, consumption of sugar will normally run about 100 pounds per person annually. But only a few markets are fairly free. Refined sugar, if untaxed, could be sold anywhere for less than four cents per pound but the retail price in Italy is 24.49 cents, in the Netherlands 18.8 cents, in Germany 13.70 cents, Czechoslovakia 11.40 cents, Poland 10.92 cents, France 9.89 cents, Norway 7.38 cents, United States 5.50 cents, Canada 5.90 cents and England 4.62 cents, while at the official exchange rate recently announced the price in Soviet Russia is 35 cents per pound. Of course the countries having the highest taxes have the highest prices and the lowest consumption. Switzerland taxes this desirable food only 27 per cent, a low rate for sugar, so the retail price was 3.82 cents and the consumption 106 pounds per capita, in 1934. In low price countries such as Denmark, England, Australia and New Zealand the annual per capita consumption of sugar runs from 107 to 114 pounds. On the other hand each Italian who has to pay 24.49 cents per pound for his sugar uses only 15 pounds per year, each Frenchman eats only 55 pounds and each Pole only 22 pounds. In Holland, a rich country with a high scale of living, the sugar tax was slightly reduced in 1934 and the lower tax produced more revenue, but the tax is still 337.5% of the value and annual consumption is only some 55 pounds per person. Supposing that all these one, three or seven hundred per cent taxes were cut in half, can there be any doubt that consumption would materially increase? If consumption of sugar in these countries where it is so highly taxed should double, it would mean that 46 million tons of this sweet commodity would be required whereas only 25 million tons are now produced. Then Cuba, Java and the tropical world in general, prospering, would be able to buy the products of industrial countries, and banking, mercantile and shipping life would hum. All of which could be achieved by a mere moderation of prohibitive taxation.

Everybody has read of the burning of coffee in Brazil. That was a desperate expedient of a producing country. Why was it necessary? People like coffee and will buy it if they can. Italians are unusually fond of coffee but high taxation makes it so costly that special steam machines are used to extract the last vestige of essence and little coffee is used. In the United States where coffee is untaxed it sells as low as 18 cents per pound but in Italy and Germany coffee costs $1.40 per pound while in Soviet Russia the price is four dollars. Think of what 42 million Italian and 67 million German coffee drinkers could do to the coffee surplus if they could buy as much coffee as they desire. And think of the olive oil, silk, cheese, hats and cotton goods that Italy could ship to Brazil, Columbia, Venezuela, Guatemala and other coffee growing countries, and of the ship loads of South American tourists who would visit Italy if they could only sell their coffee. Coffee and tea also are so highly taxed in many countries that consumption is held down far below what it would be otherwise, and much business activity is thus blocked.

Tobacco is a solace which men of all races will buy. But everywhere the hand of the tax gatherer comes between producer and consumer. The package of cigarettes which in the United States sells for 15 cents, including a nine cent tax, sells for more than four times that price in some foreign countries. There are cheaper cigarettes, it is true, but in very few countries is the total tax on tobacco less than 200 per cent *ad valorem;* in most it runs far higher and where there are monopolies the unspeakably bad quality of the cheaper products discourages the smoker. Imagine the armies of people now idle who could be employed in growing, marketing, transporting, manufacturing and selling tobacco if the tax pressure could be lightened, and how much business in other lines their purchases would create. Exactly the same conditions prevail regarding beer, wines and liquors. Many people

(*Continued on page* 186)



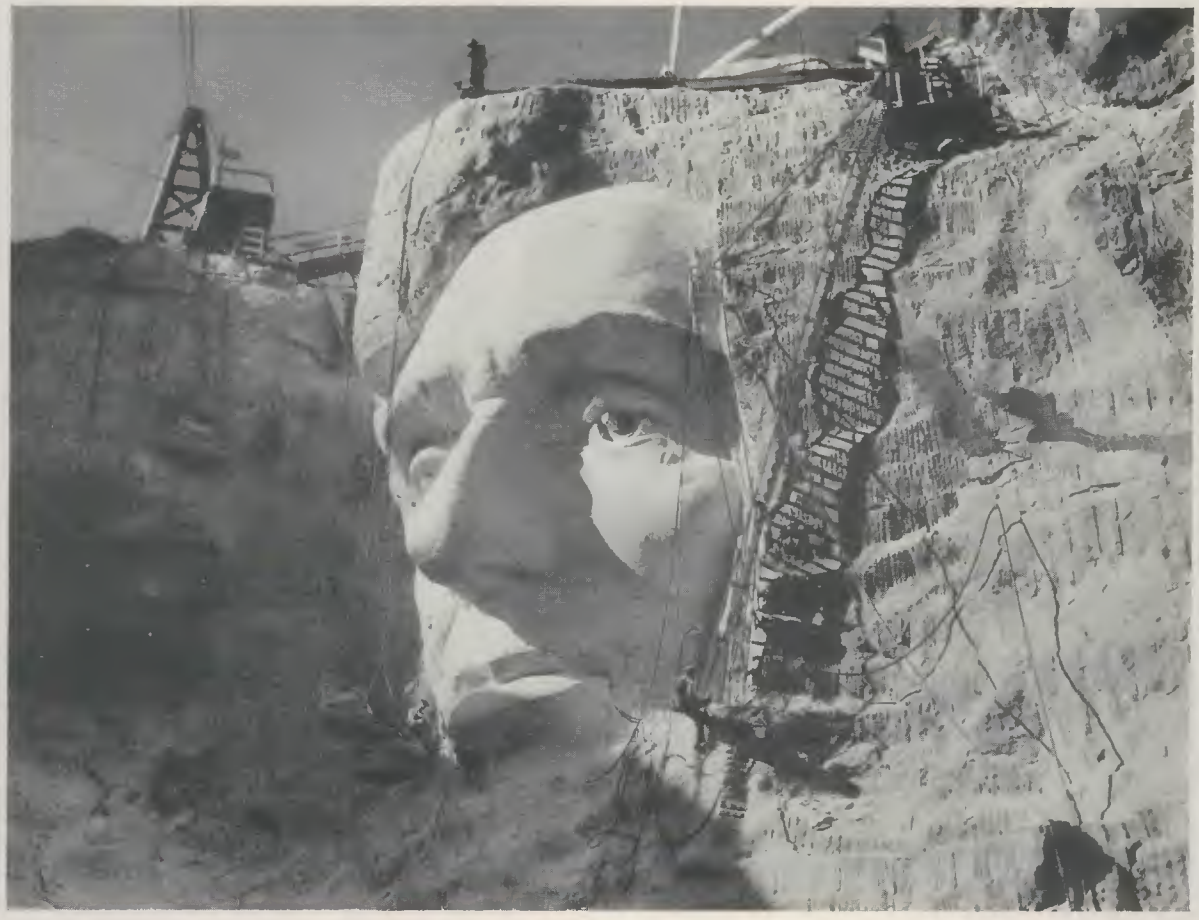
MOUNT RUSHMORE MEMORIAL

The photographs show the heads of Washington, first to be completed, and of Lincoln, which was unveiled last September. Jefferson's head is not shown. Work is now progressing on the fourth head, that of Theodore Roosevelt. This colossal project, financed by Federal, State and private funds, was commenced in 1927 in the Black Hills of South Dakota. Ex-President Hoover observed in a letter regarding the project:

"America's contribution to the fine arts has not in the past been phenomenal. She has lived, though, profoundly; her political philosophy, her ideal of world service and her advances in science, industry and invention, all the work of free men, have deeply affected the common life and happiness of mankind.

"The time has now come. I believe, for this great living to express itself in great art, in literature, music, painting, sculpture and architecture. I believe that the great soul of America and her human service will inspire masterpieces as other great national awakenings have inspired them—the masterpieces of the New World; that we shall leave a record to posterity to show what use the youth of the world made of its freedom and its opportunity in the new lands it had conquered.

"A great National Memorial is now being



carved on Mount Rushmore: it commemorates a great human creed, the political philosophy of justice, freedom, and the right to pursue happiness.

"We understand that the portraits of Washington, Jefferson, Lincoln and Roosevelt are not so much carved to commemorate these men themselves, but as physical records of the work and aspirations of the people they led, the people who founded, developed and preserved our great western republic. Geologists assure us that the granite in which they are cut will last for hundreds of thousands of years, and that remote posterity will be able to see what manner of men gave birth and form to our republic."

The faces are about 65 feet from forehead to chin, so large that 16 men have been able to work on a single feature of a face at the same time. The work is being directed by Gutzon Borglum, a native of Idaho, who has been one of the leading sculptors of the world for forty years. His force includes not only artists and engineers but also miners, who use jackhammers and dynamite. The granite is of such fine texture that its rate of erosion is estimated to be one-tenth of an inch per 100,000 years.

The Black Hills are interesting geologically, being the highest elevation between the Rockies and the Atlantic, and older than the Alps, Pyrenees, Caucasus, or even the lofty Himalays. The region was an Indian reservation until the discovery of gold in 1874, following which Congress opened it to white settlement. It is the scene of active placer mining today.

THE ISSUANCE OF VISAS BY AMERICAN CONSULS ABROAD

By JOHN FARR SIMMONS, *Chief, Visa Division*

An address on this subject was delivered by Mr. Simmons on December 17, in New York City, at a forum conducted by the New York Committee on Naturalization. Following are some extracts from the address, the full text of which is printed in the Department's press release of December 15:

The issuance of visas by American consuls abroad is a function prescribed by Congress only in comparatively recent years. Prior to the Act of May 22, 1918, the control of aliens entering the United States was entirely in the hands of the port officials of the Department of Labor. Under the Act in question, for the first time in our history, aliens proceeding to the United States were required to procure consular passport visas regardless of the length of time they desired to remain in this country. This Act, as extended by the Act of March 2, 1921, is still the basic authority for the issuance of passport visas to aliens who are nonimmigrants.

The first quota act of 1921 continued the visa requirement. It also included for the first time provisions for keeping the issuance of visas within annual and monthly quota limits, except for the enumerated classes which were given exemption from such numerical limitations. The 1921 act, however, placed the checking and control of quotas in this country rather than abroad. This gave rise to the amazing phenomenon of spectacular but often futile races of immigrant-laden steamships lined up in New York and other harbors on the first day of each month, hastening to be the first to land their loads of prospective citizens.

This situation was remedied by the Immigration Act of 1924 which is the basic act under which consuls now derive their special responsibility for action in visa matters. The authority of our consuls in exercising this responsibility consists of (1) applying the numerical restrictions imposed by the 1924 Act, (2) applying to visa applicants other provisions of that act such as the classification of aliens as immigrants and nonimmigrants, and (3) applying abroad the qualitative tests of the act of 1917 and other restrictive legislation.

* * * *

This clear-cut and far-reaching authority for issuing or refusing immigration visas is placed directly in the hands of the responsible consular officers. When this project of law was under consideration, the interested committees of Congress made it clear that this was their definite intention. It follows that the decisions of consuls in such cases are of a definite character and that the Department of State is without authority to instruct an American consular officer to issue or refuse an immigration visa.

* * * *

(*Continued on page* 188)

AMBASSADOR DODD SPEAKS AT LEIPZIG

By RALPH C. BUSSER, *Consul General, Leipzig*

ON the 16th of December Dr. William E. Dodd, the American Ambassador to Germany, delivered at the University of Leipzig before a large audience of Germans and Americans, including many students, a very interesting address on "George Washington and the American Union." His formal address was interspersed with humorous side remarks keenly appreciated by the audience. He brought out many points, all of historic interest, but some having also an important bearing upon present day problems in Europe.

The Ambassador explained how Washington's leadership, both in military strategy and political influence, had greatly contributed to the success of the American Revolution and to the adoption of the Federal Constitution so essential to the establishment of a strong and permanent union of States.

Another point mentioned of special interest to the audience was the powerful support given the Revolution by the Germans and Scotch-Irish settled in the thirteen colonies. The 300,000 Germans residing in the region between middle Pennsylvania and upper Georgia, led by the two Muhlenbergs and other militant Lutheran preachers, practically all rallied to the Revolutionary cause.

In telling the story of Washington's leadership Dr. Dodd also emphasized the outstanding services of Benjamin Franklin, Thomas Jefferson, Patrick Henry, Generals Gates, LaFayette and von Steuben, George Mason, Samuel and John Adams, and other leaders of the Revolution. In this connection special mention was made of that much neglected patriot Tom Paine, whose famous pamphlets on "Common Sense" and "The Crisis" made the causes and aims of the Revolution commonly intelligible and popular, helped recruiting, and greatly contributed to sustain the morale of the American troops and people in the face of defeats, depleted public treasuries, and other discouraging conditions. As Washington's special envoy to the Court of France in 1781, Paine succeeded in obtaining from the French King a secret loan of a million gold livres, which saved the Revolutionary Government from financial collapse, and thus from the loss of the war.

The spirit of tolerance and compromise, which has so often enabled the American and British democracies to overcome factional dissensions and internal difficulties, was emphasized by Dr. Dodd in explaining to his German listeners that the delegates to the Constitutional Convention could be

(*Continued on page* 190)

Curaçao waterfront, the Government House to the right and the Dutch Church in the center

PAPIAMENTO

By WALLACE E. MOESSNER, *Vice Consul, Curaçao*

NO, the title of this article is not the name of a new condiment, as the writer thought when he first heard the word. It is the name of the "universal" language in Curaçao.

"Bo tabata algun bez na Curaçao?"

If not, at the first opportunity, you should pay a visit to this quaint, rather warm, little island that has been a Dutch Colony most of the time since Peter Stuyvesant became the first regular Governor in the year 1643.

Naturally a "barren island" of this kind, which has been known to Europeans since the fifteenth century, and has been called Karrassao, Quiraçao, and Curassao, in addition to its present designation, must have a lengthy and more or less interesting history. History, however, is not the purpose of this article.

It appears that there is some demand at least for a Universal language, and that several learned persons have been devoting considerable time and energy to the invention and/or development of one. Why all this trouble when there is a very good one already in existence which is not only spoken, but written by some 40,000 people. I refer, of course, to Papiamento of which more will be said later.

It is thought that some readers are unfamiliar with the exact location of the Island of Curaçao. The capital, Willemstad, lies in latitude 12° 6′ N, longitude 68° 57′ W, or some 45 miles off the north coast of Venezuela; area 210 square miles; population about 60,000. The principal industry is the refining of petroleum brought by tank steamers from Maracaibo, Venezuela. The Shell Oil Company refinery on the island is said to be the largest in the world.

I have already mentioned Peter Stuyvesant but I may add that in Curaçao he lost one of his legs in a "military" accident, and this member was buried in the local cemetery at Monte Berde.

The first Dutch settlement on the "barren rock," as it was then called, was by the Dutch West India Company in 1634. The Spanish and Indians were deported to Venezuela. In 1666 the English attacked the island, and again in 1673 the French, both being repulsed after momentary successes. Several further attempts were made to take the island but without notable success. Negro slavery was abolished by Royal decree in 1863.

The capital, Willemstad, lies on both sides of the entrance to the harbor, the two parts of the city being connected by a pontoon bridge which is opened to permit the entrance and exit of all kinds of vessels, including the largest ocean liners that call during the tourist season two or three times each week. Incidentally this pontoon bridge was designed and built by Mr. L. B. Smith, who was American Consul in Curaçao from 1884 to 1899. Consul Smith was the first to import ice into the Colony by schooners from Maine; and he is also responsible for the present electricity and waterworks undertakings. And, while on the subject of

(*Continued on page* 184)

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The American Foreign Service Association

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.

EDITOR'S COLUMN

The substantial increase in the work of the Department and a similar situation resulting from an effort to keep the JOURNAL abreast of rapid developments and added activities have made it impracticable for Foreign Service Officers on duty in Washington to handle all of the editorial work. Several times in the past the JOURNAL staff and the Executive Committee of the Foreign Service Association have considered the possibility of having an outside editor. The difficulty of finding a suitable man for the place has prevented giving the plan a trial, but we now believe that the new system can be inaugurated.

There will be no editor, properly speaking. The Editorial Board will exercise general supervision over the editorial work and will make decisions on matters of policy. Members of the Board will contribute editorials and articles, assist in obtaining and editing news from the field, and attempt to secure contributions that will be of special interest to the Service. Robert P. Joyce already has started work as Department correspondent. To date, the following Foreign Service Officers have agreed to act as field correspondents for their respective parts of the world:

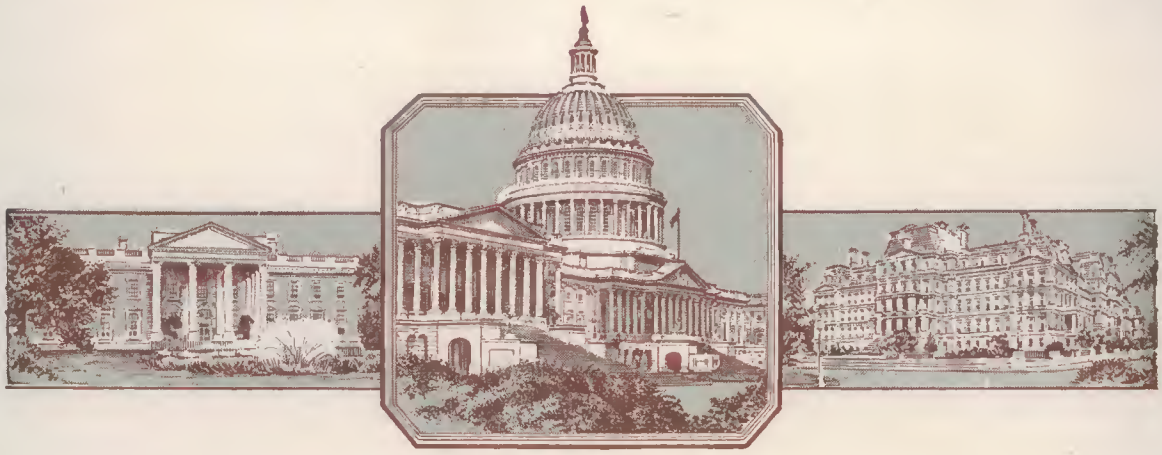
Walton C. Ferris, Sheffield
Edwin A. Plitt, Paris
Allan Dawson, Hamburg
Samuel Reber, Rome
Sheldon T. Mills, Bucharest
Gordon P. Merriam, Cairo
Robert A. Acly, Johannesburg
Daniel V. Anderson, Bombay
Herbert S. Bursley, Mexico
James Loder Park, Colon
Edward G. Trueblood, Santiago
Sidney E. O'Donoghue, Habana
George Bliss Lane, Wellington

It seems only fair that officers should not be asked to take on this work for more than a year. Consequently, if the plan works, the JOURNAL staff will be looking for another group of field correspondents toward the end of this year.

Another fact which the Editorial Board wants to emphasize is that the JOURNAL pays cash to Foreign Service Officers upon the publication of articles submitted by them. Naturally, the rates are not high, but an average of ten or fifteen dollars is paid for articles of the normal length—between two and three thousand words. Less is paid for shorter articles, while as much as twenty-five dollars will be paid for exceptionally interesting and well illustrated contributions.

To return to the question of editorial work—

(*Continued on page* 191)



News from the Department

By Robert P. Joyce, *Department of State*

AT CEREMONIES held at the Pan American Union on February 3, the Secretary drew from the Davis Cup the playing schedules of the countries which will attempt to take the trophy from the United States this summer. Diplomatic representatives in Washingon of 25 nations which will compete in the tennis matches looked on. Before drawing the names of the countries from the Cup, the Secretary said, in part: "The Cup matches, ever since they were instituted by Mr. Dwight Davis' gift some thirty-eight years ago, have done much to bring into closer understanding, through a common bond of interest in competitive sport and fair play, large sections of the public in many lands. In this way, the matches are making a fine and worthy contribution to international good will and good sportsmanship." (The drawing determined that, in the American zone, Japan will meet Canada and Australia will meet Mexico. The winners of these matches will play for the American zone title and the right to compete against the winner of the European zone elimination matches. The winner of the European-American zone matches will play the United States in the challenge round at the Germantown Cricket Club over Labor Day week-end.)

* * *

The Secretary is scheduled to go to Des Moines, Iowa, to speak on February 19 at a dinner in connection with the annual meeting of the National Farm Institute.

* * *

During the period under review, several important addresses were made by various officers of the Department. On February 6 the Secretary made a radio address on "Trade, Prosperity and Peace" from Washington on a program arranged by the National Broadcasting Co. in cooperation with the Economic Policy Committee. During his address, the Secretary stated: "By pursuing our trade policy with vigor and conviction, we are contributing our fair share of leadership in a movement which may have a decisive influence upon the whole future course of civilization—a movement away from the gathering fury of international strife and toward general appeasement, which is indispensable to the well-being and progress of all nations." He concluded by stating: "We shall never cease to exert whatever moral influence we possess in the councils of nations toward a universal acceptance of those basic principles of conduct among nations which are essential to a civilized international order under law—order under law, with economic security as its chief foundation, which is the surest path to peace."

Assistant Secretary Messersmith made three addresses, on January 19, January 26 and February 1, before, respectively, the Conference on the Cause and Cure of War at Washington, the Fifteenth Triennial Convention of the National Council of Jewish Women at Pittsburgh, and before the New York City Federation of Women's Clubs at New York. All three of Mr. Messersmith's addresses were on the general subject of the functions and organization of the Department of State and the Foreign Service. In his address at Washington, Assistant Secretary Messersmith stated: ". . . The Department of State has again deemed it advisable to make a thorough study of its organization from within and these studies are now in progress. To

put it plainly, we feel that we are already in heavy seas and that, as we may be heading into heavier, the Department wishes to be in a position to have the Ship of State breast the storms with the most effeetive organization possible." He stated further along in his speeeh: "We need more career officers in the Foreign Service (a) to staff adequatcly some consulates and viee consulates which we now have to leave in charge of one officer; (b) to staff adequately offices in the Far East and in other parts of the world where the volume of work has so tremendously increased; and (c) to enahle the Department to grant leaves of absence to visit the United States to many officers whose leave has been unreasonably delayed because of the lack of sufficient relief officers." In his Pittsburgh address, Mr. Messersmith stated: "The State Department is our first line of defense and if we wish real security that line has to be so strong as to be impregnable. I am in a position to tell you that the State Department is a strong one and that this is so in spite of the fact that it has been, in the matter of financial and popular support, somewhat of a step-ehild of our people. It is time that our people generally know something about it and more definitely what it is doing.... We have built up a splendid Foreign Service, than which there is none better. As evidence of this, we have the unbiased judgmnt of the peoples of other eountries." He coneluded his New York address by stating: "We must give that Department the moral and financial support essential to enable it to formulate and successfully carry out a foreign policy which will insure us security and peace."

Underwood and Underwood

THE SECRETARY DRAWS PAIRS FOR DAVIS CUP MATCH

Representing the United States, present holders of the Davis Cup, emblematic of the world supremacy in lawn tennis, the Secretary of State is drawing from the great silver bowl names of the various nations which have challenged the American players to retain their trophy, in the order in which they will compete and against whom they will play.

The photo shows Mr. Hull examining the first card drawn, which matched Japan against Canada. Left to right, Senor Don Francisco Castillo Najera, Mexican Ambassador; Mr. Edgar L. G. Prochnik, Austrian Minister; Russell Kingman, Treasurer, American Lawn Tennis Association; Joseph Ware, First Vice President; Sir Ronald Lindsay, British Ambassador; Secretary of State Cordell Hull; Holcombe Ward, President, American Lawn Tennis Association; and Walter Pate, Captain, American Davis Cup Team.

On January 28, Charles F. Darlington, Jr., Assistant Chief of the Division of Trade Agreements, addressed the Third Annual Economic Conference of Rollins College, Winter Park, Florida, on the trade agreements program.

On February 8, Mr. Lynn R. Edminster, of the Trade Agreements Division, addressed the Thirty-eighth Annual Farm and Home Week program at Iowa State College, Ames, Iowa, on "Agriculture, Tariffs and Trade Agreements."

* * *

Chief of Protocol George T. Summerlin left Washington on February 4 for San Francisco to meet the Sultan of Museat, who arrived from the Far East on February 10 for a visit to the United States. The Sultan is traveling "incognito" and expects to reach Washington sometime early in March, after a tour of various parts of the country.

Philippine Affairs

The Department announced on February 7 that the Joint Preparatory Committee on Philippine Affairs had on that day resumed its deliberations in Washington upon the economie problems ineidental to the grant of independence to the Philippine Islands. The Committee had, during the spring and early summer of last year, held hearings in Washington and San Franciseo and, during the late summer, had visited the Philippines. The Amerieaan members of the Committee returned to Washington in December and early in February were rejoined by the four Filipino members.

Foreign Service

On January 27, the Secretary signed a Departmental Order appointing Foreign Service Officer Avra M. Warren as Chief of the Visa Division. John Farr Simmons, the retiring Chief, early in February left for his new post as Counselor of Legation at Ottawa.

Hugh Corby Fox, who has been serving in the Department in the Trade Agreements Division, has been assigned as Third Secretary of the Embassy at Mexico City and expects to leave for his new post late in February.

Julian F. Harrington, who has been serving as Consul in Mexico City, has been instructed to report to the Department for duty in the Visa Division.

On January 27, the President sent to the Senate the names of 44 Foreign Service Officers for promotion. This promotion list was confirmed by the Senate on February 1, the promotions to be made effective as of January 3.

The Department on January 31 announced the names of the 21 successful candidates in the recent Foreign Service examinations. (*See page* 170.)

Edward B. Russ

* * *

The Secretary, on February 10, addressed the following communication to Edward B. Russ, Chief of the Stenographic Section: "I wish to send you this personal note to express my hearty congratulations on having reached your seventieth birthday with a record of continuous service in the Department of State extending over thirty-six years. It is a source of genuine pleasure and gratification to me thus to bear witness to the able and loyal manner in which you have discharged your important duties and responsibilities throughout this period. I am sure that I voice the sentiments of all of your associates in the Department in wishing you all good things in the years to come."

EXAMINATION DATE SET

The Department of State announced on January 25 that a written examination for commission to the Foreign Service will be held commencing September 12, 1938, at the following points: Atlanta, Boston, Chicago, Cincinnati, Denver, New Orleans, New York, Philadelphia, St. Louis, St. Paul, San Francisco, Seattle and Washington.

Applicants desiring to qualify for the Foreign Service must be specially designated for examination. Applications for designation are to be addressed to the Secretary of State and must be filed not later than forty days before the date set for the written examination. No designations for the examination to be held on September 12, 13, and 14, 1938, will be made after August 2, 1938.

PROMOTIONS

On February 1, 1938, the following nominations for promotion were confirmed by the Senate:

Foreign Service Officers of Class III to be Foreign Service Officers of Class II:

Maynard B. Barnes, Vinton, Iowa.
William C. Burdett, Knoxville, Tenn.
Nathaniel P. Davis, Princeton, N. J.
John C. Erhardt, Brooklyn, N. Y.
Carol H. Foster, Annapolis, Md.
Charles B. Hosmer, Lewiston, Maine.
Paul R. Josselyn, Cedar Rapids, Iowa.
Joseph F. McGurk, Paterson, N. J.
Robert D. Murphy, Milwaukee, Wis.
Myrl S. Myers, Mechanicsburg, Pa.
Harold H. Tittmann, Jr., St. Louis, Mo.
Avra M. Warren, Ellicott City, Md.
Orme Wilson, New York, N. Y.

Foreign Service Officers of Class IV to be Foreign Service Officers of Class III:

Willard L. Beaulac, Pawtucket, R. I.
William P. Blocker, Hondo, Texas.
Howard Bucknell, Jr., Atlanta, Ga.
Richard P. Butrick, Lockport, N. Y.
Cecil M. P. Cross, Providence, R. I.
Hugh S. Fullerton, Springfield, Ohio.
Edward M. Groth, New Rochelle, N. Y.
George D. Hopper, Danville, Ky.
H. Freeman Matthews, Baltimore, Md.
Rudolf E. Schoenfeld, Washington, D. C.
George P. Shaw, San Diego, Calif.
Howard K. Travers, Central Valley, N. Y.

Foreign Service Officers of Class V to be Foreign Service Officers of Class IV:

Hiram A. Boucher, Minneapolis, Minn.
Herbert S. Bursley, Washington, D. C.
Curtis T. Everett, Nashville, Tenn.
Raymond H. Geist, Cleveland, Ohio.
Stuart E. Grummon, Newark, N. J.
Loy W. Henderson, Colorado Springs, Col.
Laurence E. Salisbury, Chicago, Ill.
Lester L. Schnare, Macon, Ga.
Edwin F. Stanton, Los Angeles, Calif.
Fletcher Warren, Wolf City, Texas.
Samuel H. Wiley, Salisbury, N. C.

Foreign Service Officers of Class VI to be Foreign Service Officers of Class V:

John H. Bruins, Montrose, N. Y.
Selden Chapin, Erie, Pa.
Herndon W. Goforth, Lenoir, N. C.
George F. Kennan, Milwaukee, Wis.
Marcel E. Malige, Lapwai, Idaho.
Samuel Reber, New York, N. Y.
Frederick van den Arend, Fairview, N. C.
Angus I. Ward, Chassell, Mich.

VISITORS

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

	January
Reginald P. Mitchell, Dublin	15
Norman Armour, Ottawa	17
Franklin B. Atwood, Ciudad Trujillo	19
F. W. Hinke, Tientsin	19
Percy G. Kemp, St. Michaels	20
Marion B. Jones, Paris	20
W. E. Chapman, Bilbao	20
E. A. Lightner, Jr., Buenos Aires	21
H. Houlgate, formerly Warsaw	22
Edward Anderson, Mexico City	24
Charles C. Gidney, Jr., Maracaibo	24
Frances E. Willis, Brussels	24
Winfield H. Scott, Tenerife	25
Morris R. Meadows, Berlin	26
Wainwright Abbott, Hamburg	29
George M. Abbott, Riga	31
Arthur Garrels, Tokyo	31
Edward S. Maney, London	31
William R. Morton, Warsaw	31
	February
Robert L. Buell, Colombo	1
Hartwell Johnson, Panama	1
Robert T. Cowan, Port Said	1
W. P. Robertson, Oporto	3
B. Y. Berry, Athens	5
Edward Caffery, Niagara Falls	10
Douglas Jenkins, London	11
T. A. Hickok, Tokyo	12
Bernard C. Connelly, Karachi	14
Kennett F. Potter, Prague	14
Robert M. Taylor, Hankow	14
Malcolm C. Burke, Hamburg	14

MARRIAGES

Walker-Wootton. Miss Emma Jane Wootton and William W. Walker, Vice Consul, Suraboya, who was on home leave, were married at Jacksonville, Florida, on January 15, 1938.

Heingartner-Lutz. Mrs. Ethel Powers Lutz and Robert Wayne Heingartner, Consul, Frankfurt on the Main, were married at Frankfurt on January 20, 1938.

BIRTHS

A daughter, Barbara Clair, was born on December 18, 1938, to Mr. and Mrs. Frederic C. Formes, Jr. Mr. Formes is Consul at Hong Kong.

A son, Douglas Jenkins, III, was born at Charleston, S. C., on October 11, 1937, to Mr. and Mrs. Douglas Jenkins, Jr. Mr. Jenkins is Third Secretary at Nanking, and Vice Consul at Shanghai.

COVER PICTURE

This is another picture from the series contributed by Paul J. Reveley, Vice Consul at Palermo. The ruined temple is at Selinunte, Sicily, which was sacked and destroyed about 409 B.C. by the Carthaginians, and which contains the most impressive ruins in Sicily.

Contributors to This Issue

G. HOWLAND SHAW makes the most valuable contribution possible with his helpful and frank comment upon personnel work. The JOURNAL is indebted to him for his sympathetic interest and cooperation.

JAY PIERREPONT MOFFAT presents another view of the Department's work which makes good reading. It is encouraging that this type of information is being presented to the public by responsible officials of the Department.

There may be wide differences of opinion regarding HOMER BRETT'S economic views, but he writes with conviction upon a subject of decided interest.

JOHN FARR SIMMONS speaks with authority upon visa matters. The full text of his article is available in the Department's mimeographed releases. Incidentally, the JOURNAL loses a generous supporter with his departure from Washington.

RALPH C. BUSSER, HOWARD K. TRAVERS, WALLACE E. MOESSNER and PAUL J. REVELEY all have responded to appeals for more contributions from the Service. The Editorial Board hopes that many other offices will follow their good example.

GILBERT R. WILLSON adds to the interesting comment upon Mr. Chapin's article on the Foreign Service.

Our resourceful Review Editor has called on two members of the Editorial Board, HENRY S. VILLARD and CHARLES W. YOST, and GEORGE VERNE BLUE of the Division of Research and Publications, for this month's book reviews.

PAUL UNGER prepared his entertaining article on country dancing at the request of Mr. Trueblood. It lends much to a desirable "lighter vein" in the contents of the JOURNAL.

News from the Field

NICE

Admiral H. E. Lackey, U.S.S. *Raleigh*, making his official call (December 13, 1937) upon General Gerodias at Nice, France, is acknowledging the "Star Spangled Banner," played in his honor by the Alpine Chasseurs.

Two American naval vessels have been stationed at Villefranche-sur-Mer throughout the hostilities in Spain. Admiral A. P. Fairchild was recently succeeded by Admiral Lackey.

Left to right: Lieut. Lacour, Admiral Lackey, General Gerodias, Consul Paul C. Squire, Captain Charles Maddox, U.S.S. *Raleigh*.

PARIS

On January 22, 1938, the Honorable William C. Bullitt received an honorary degree from the University of Nancy. The ceremony began shortly after four o'clock as the faculty, robed in red gowns touched with yellow and white, filed in. Dr. Louis Bruntz, rector of the university, reviewed the Ambassador's life and achievements and paid tribute to him as an "idealist" and as "the most Parisian of all Parisians."

Professor R. Frère then read in Latin the diploma and Dr. Bruntz placed over the Ambassa-

(*Continued on page* 182)

A Political Bookshelf

CYRIL WYNNE, *Review Editor*

The Great Powers in World Politics. By Frank Herbert Simonds and Brooks Emeny. American Book Company, New York, 1937. Pp. xxxvii, 683. $4.00.

In analyzing the significance of the current rivalries between nations, many of us tend to allow the economic and demographic factors in world politics to be obscured in our minds by the more widely advertised struggle between opposing political ideologies. This book should provide a useful and a lively antidote to that tendency.

Messrs. Simonds and Emeny, whose fitness for such a study requires no comment, have applied both erudition and objectivity to investigating the effects which geographic position, economic resources, demographic and ethnic impulses, and military and naval strategy have upon the national policies of the Great Powers. They reach the conclusion that the policy of each of these Powers is almost exclusively determined by these factors, and that the exalted motives normally cited by statesmen are more convincing to the statesman himself than to the scholar or the psychologist.

"What counts," Messrs. Simonds and Emeny declare, "is whether peoples live on islands or continents; whether their countries are situated in Europe, Asia, or America; whether they have natural resources to supply their industry and food supplies to feed their populations. If their title to these advantages is undisputed, they will also have security. Otherwise they will seek that security. A decent measure of prosperity, a reasonable degree of security, and in addition a fair measure of ethnic unity, these things together constitute the irreducible minimum of an acceptable national existence and therefore the sole basis for a real association between nations to insure peace."

The authors in consequence believe that it is unreasonable and unrealistic to expect that those Great Powers—Japan, Germany, and Italy—which find themselves in a position of marked inferiority in regard to economic wealth, will reconcile themselves permanently to that position or will shrink in the end from war itself, if war prove the only means of remedying their lack. The Treaty of Vienna and the Holy Alliance, the authors point out, attempted to deny equal political rights to various peoples and nationalities; the Treaty of Versailles and the Covenant of the League, they are convinced, made an analogous mistake in ignoring the economic needs of the peoples of Central and Eastern Europe. Until this error is corrected, they believe that we are in for a period of instability and war.

Criticism of the book may perhaps be made on two grounds: first, that the authors have proposed no solution to the problems which they so illuminate; second, that they seem to verge upon a purely geographic-economic interpretation of history, underestimating the significance of the political revolutions which have occurred in Europe in the last twenty years. It would be a carping critic, however, who would hold these shortcomings against them. It often happens that if a problem is stated clearly its solution becomes equally clear. In posing clearly the problem of power politics and in explaining thoroughly the economic inequalities which in part account for its complexity, the authors of this book have performed an invaluable service.

CHARLES W. YOST.

The Annexation of Bosnia 1908-1909. By Bernadotte E. Schmitt. Macmillan Company. New York. 1937. Pp. viii, 264. $3.75.

The annexation of Bosnia and Herzegovina by Austria took place thirty years ago, but there are plenty of men still alive who remember that day and year. With the attraction that old wine possesses for anyone who has a new bottle, the subject has been incurably fascinating to students of modern diplomacy. Apparently they want to see what the pre-war brew was that intoxicated the world.

The first article of the historian's creed is "Back to the documents." Lack of documents is the obstacle which confounds many a writer, forcing him, if he is honest, to a limited treatment, or if he possesses an expansive imagination, to one unlimited except by the binding of the book. No one can question Dr. Schmitt's ability as historian and writer; and in the annexation of Bosnia he has a subject on which thousands of official documents are extant and available. It may be suspected that he has read them all. Barring the extremely unlikely discovery of unknown documentary material, the present short and readable work will remain for years the

definitive study of the last great diplomatic episode before 1914.

The story as Dr. Schmitt sets it forth from a study of the documents and from analysis of diplomatic negotiations is not a pretty one, designed for bed-time reading. The issue, whatever the rights and wrongs that had sometime existed somewhere, was confused and entangled in deceptions and counter-deceptions, in personal animosities and private grudges. The major conflict was between Austria and Russia, or more accurately stated, between the Foreign Offices of those two countries, each under Aehrenthal and Izvolsky, respectively. Not a great deal is added to what has already been known of the famous Buchlau conference between the two Foreign Ministers on September 15, 1908, where the question of the annexation was discussed and after which the two men never again met. Bitterness of defeat on the one part and hollow triumph on the other were the result of the whole misguided policy which some might dub "realistic." Realism has somewhere been defined as the appeal to man's sordid motives; the definition is not unsuitable here.

Several points in the presentation of the story deserve particular mention for commendation; among others is the able way in which the negotiations between Austria and Turkey are handled, the analysis of the Serbian note of March 10, 1909, putting her case in the hands of the Powers, and the nebulous projects for a Balkan alliance.

To the reader who might be inclined to pass this book by as too remote in time (thirty years!) or too limited in range of interest (an obscure Balkan province), this advice may be of service: It is an excellent description of how not to run a world.

GEORGE VERNE BLUE.

ESCAPE TO CAIRO. By Henry Filmer. The Bobbs-Merrill Company, Indianapolis, 1937. Pp. 280. $2.00.

Egypt, the land of perpetual paradox, where "the unexpected is the rule rather than the exception," is the setting for a sophisticated and easy-to-read novel by Henry Filmer, author of "A Pageant of Persia" and other works on the Near East. In "Escape to Cairo," Mr. Filmer has drawn upon a background with which he is richly familiar to bring to life a set of characters immediately recognizable by any expatriate who has strayed into the shadows of the Pyramids. As a matter of fact, escape to any other part of the world—where a cosmopolitan foreign colony and the native residents form a society of antithetical segments—would reveal the same purpose, with different names and faces, lounging on the terrace of the local Shepherd's Hotel, drinking pink gin at the bar, or making excursions into the countryside with varying purpose or result. But to some of the characters, at least, escape to the land of the Pharaohs is no escape at all, for they cannot always get away from themselves and persist in running into situations which involve them just as deeply as those from which they have fled.

For a man who had "died" in the World War, Murray Benson participates with astonishing readiness in the colorful whirl of Cairo. Into the diverse spheres represented by the diplomatic set, by the American Consul, by the clannish British community, by the tourists and by upper-class Egyptians, he plunges in turn; and in turn divests himself entertainingly of a worldly philosophy on women, politics, and a variety of unrelated subjects. In an atmosphere which, to quote Bill Jessup, the Consul, is "so sensuous what you will find you can't be content for long with only the caressing touch of the air," he moves inevitably toward his fate; and on his journey he is bemused—or perhaps inspired—by the cultured Mahmoud's theory of predestination: that we are given certain music to play and the only initiative left to us is whether we shall play it well or badly.

To members of the Foreign Service the book may hold a special interest in the character of Reggie Buxton, First Secretary of the American legation. Reggie is a type, rather than a character; for he has been obviously set up as a man of straw,—a pontifical, sturdy diplomat of the school whose gods are the Right People, inherited wealth, and correct cocktail parties—to serve as a target for the rugged mid-western individualism of the Consul and the intellectual alertness of the promising young career secretary, Ronnie Adams. There is much in the story of Reggie which needs to be said of his type, and of phases of the Foreign Service which have been deservedly criticized both without and within the ranks; but it is in keeping with the new spirit of the times that when Reggie haughtily threatens to resign if he is transferred to a consular post in Oslo, the Department promptly accepts his resignation.

The book leaves one with a sense of having been to Cairo—certainly to the Cairo that is Shepherd's, the Gezira Club, and the night life both formal and informal. While it is concerned more with the city than with the mystery of the desert as found in "The Garden of Allah," it makes effective use of the Red Sea and the mountains of Sinai as the backdrop

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FOREIGN E

NEW YORK

Previews are in vogue these days. But the New York World's Fair, 1939, is establishing a remarkable precedent in previews. More than a year in advance of the opening on April 30, 1939, the Fair is able to present a rounded idea of what nearly fifty of 64 participating nations will display to 50,000,000 visitors. The remaining countries are still formulating their plans, which will be announced when the total enrollment has been completed by final contracts.

The Foreign Exhibit Zone will center about the Court of Peace, a vast parade ground in which 50,000 persons can gather. At one end will be the United States Federal Building, placed fittingly as host at what is rapidly becoming known as the greatest "round-table for peace" that has ever been assembled. On each side of the court will be structures comprising the Hall of Nations, where official foreign government exhibits will be housed. A large lagoon will terminate the parade ground, with broad areas surrounding where nations will erect their individual pavilions. According to present indications, these participating countries will spend $25,000,000 on pavilions and exhibits.

Nearly 100 acres will be devoted to the Foreign and United States zone. The area includes spacious roadways and walks, with expanses of lawn which will be fully landscaped. One plot of several acres will be a horticultural garden which promises to attract throngs of people, both because of its beauty and the opportunity it will afford for repose.

Fourteen nations of Northern and Central Europe have indicated in varying detail what their exhibits will be. Definite agreements have been signed by twelve of these governments. They are: Belgium, 102,000 square feet for a pavilion and a unit of 5,000 square feet in the Hall of Nations; Czechoslovakia, 50,000 and a unit; Denmark, a unit; Estonia, one to two units; Finland, one to two units; Germany, 100,000 and a unit; Hungary, a unit and a request for 20,000 additional; Holland, 90,000 and a unit; Norway, 20,000 and a unit; Poland, 44,000 and probably a unit; U. S. S. R., 100,000 and a unit; and Sweden, a unit. Requests for space have been made by Liechtenstein, a unit, and Switzerland.

The rest of Europe, thus far, will be represented by Albania, a unit; France, 100,000 and a unit; Greece, a unit; Italy, 100,000 and a unit; Lithuania, a unit; Portugal, at least a unit; Rumania, 20,000 and a unit; Turkey, a unit, and Yugoslavia, 20,000 and a unit. This leaves only three countries, Austria and Latvia, which are virtually certain to sign agreements before summer, and Bulgaria, whose participation is being negotiated.

Albania will make a vivid display of native costumes and its many Adriatic resorts.

Great Britain, in accord with the Dominions of Australia, New Zealand, India and South Africa, has signed for five units, comprising an entire section of the Hall of Nations, and 100,000 square feet additional for a pavilion. Each Dominion will have its independent exhibit in the building and some or all of the

Crown Colonies will join the mother country. One of the most pleasing parts of the British display will be a reproduction of an old English garden, as complete in every way as conditions will permit. Expenditures may amount to $2,500,000.

Canada will erect its own pavilion in a 40,000 square-foot plot. Primary products, metals, etc., will play a major part. Agriculture naturally will be prominent. Remarkable effects will be obtained by displays of Canada's natural resources, its forests, water power and fur trade. Last, but not least, will be the varied interests for tourists, the traveler seeking beautiful country and historic sites, or the sportsman in quest of promising hunting and fishing regions.

Ireland likewise will have a distinctive exhibit, occupying 10,000 square feet in the Hall of Nations. Leo T. McCauley, Commissioner General, is elaborating plans for showing Irish crafts, including weaving, and the picturesque character of the country.

The League of Nations is included in the European group and will erect its own pavilion, symbolic of international cooperation.

Placed in the eastern group are: Egypt, 30,000 square feet and a unit; Iran, a unit; Japan, 55,000 and a unit, and Liberia, 15,000. Siam has accepted the official invitation. Morocco has accepted independently but is expected to exhibit with France. Dutch East Indies will be included in the Netherlands display.

Six of the ten South American countries, exclusive of the Guianas, have made definite agreements with the Fair. They are Argentine, 15,000 square feet; Brazil, 48,000; Colombia, a unit; Ecuador, a unit; Peru, a unit, and Uruguay, a unit. Venezuela is expected to sign for at least one unit. Bolivia and Chile have accepted invitations and are expected to complete their participation plans early this spring. Paraguay is as yet uncommitted.

The Central American countries of Guatemala, the first nation to come into the Fair, Honduras, Costa Rica, Nicaragua and El Salvador propose to make a joint display in a section of the Hall of Nations. Each republic will feature native arts and crafts, agriculture and tropical products.

Mexico has accepted the official invitation and probably will sign a contract within two weeks. The exhibit will be extremely colorful and will feature Mayan art, mining and the international highway which already has attracted so many travelers. Panama also has accepted the invitation, with a request for a unit of space, and plans will be announced shortly.

In the west Indies, Cuba, the Dominican Republic and Haiti have signed contracts.

Such is the international picture more than a year before the opening on April 30, 1939. Within two months the picture will have broadened measurably for approximately a score of other nations then will have signed their contracts. Nevertheless, at this early date, the preview of foreign participation is something which assures a record-breaking international response.

Foreign Service Changes

The following changes have occurred in the Foreign Service since January 15, 1938:

Avra M. Warren of Ellicott City, Maryland, who has been serving as Foreign Service Inspector, has been assigned to the Department of State.

Waldo E. Bailey of Jackson, Mississippi, who has been serving as Vice Consul at Lyon, France, has been assigned as Vice Consul at Nairobi, Kenya, East Africa.

Stuart Allen of St. Paul, Minnesota, who has been serving as Consul at Chefoo, China, has been assigned as American Consul at Lyon, France.

William M. Gwynn of Los Angeles, California, who has been serving as Consul and Second Secretary of Embassy at Paris, France, has been assigned as American Consul at Beirut, Syria.

Quincy F. Roberts of Wichita Falls, Texas, who has been serving as Consul at Saigon, French Indochina, has been assigned as American Consul at Chefoo, China.

Easton T. Kelsey of Ann Arbor, Michigan, who has been serving as Vice Consul at Beirut, Syria, and now in the United States, on leave, has been assigned as American Vice Consul at Oslo, Norway.

The following Foreign Service Officers, American Vice Consuls at their respective posts, have been assigned to the Department of State for the Foreign Service School beginning on March 15, 1938:

William Barnes, Belmont, Mass. ..... Amsterdam
Maurice M. Bernbaum, Chicago, Ill. .. Vancouver
Stephen C. Brown, Herndon, Va. ..... Rotterdam
J. Dixon Edwards, Corvallis, Ore. ..... Naples
Herbert P. Fales, Pasadena, Calif. ..... Berlin
Kingsley W. Hamilton, Wooster, Ohio Budapest
John D. Jernegan, Palo Alto, Calif. .. Mexico City
G. Wallace LaRue, Columbia, Mo. ..... Ottawa
Perry Laukhuff, Mt. Vernon, Ohio ..... Windsor
Brewster H. Morris, Philadelphia, Pa. Montreal
J. Graham Parsons, New York, N. Y. ... Habana
G. Frederick Reinhardt, Oakland, Calif. Vienna
Walter Smith, Oak Park, Ill. ..... Monterrey
Philip P. Williams, Berkeley, Calif.
Ciudad Juarez
Robert E. Wilson, Tucson, Ariz. ..... Mazatlan

The following changes have occurred in the Foreign Service since January 21, 1938:

Hugh Corby Fox of New York City, who has been serving in the Department of State, has been designated Third Secretary of Embassy at Mexico City, Mexico.

George M. Abbott of Cleveland, Ohio, who has been serving as Second Secretary of Legation at Riga, Latvia, has been assigned as American Consul at Marseille, France.

Julian F. Harrington of Framingham, Massachusetts, who has been serving as Consul at Mexico City, Mexico, has been assigned to the Department of State.

George L. Brandt of Washington, D. C., who has been serving in the Department of State, has been assigned as American Consul at Mexico City, Mexico.

Glenn A. Abbey of Dodgeville, Wisconsin, who has been serving as Second Secretary of Legation at Asuncion, Paraguay, has been assigned to the Department of State.

The American Consulate at Perth, Western Australia, Australia, was opened on January 10, 1938, with Mr. Charles H. Derry, American Consul, in charge.

Ralph Cory of Tacoma, Washington, now serving as Vice Consul at the Consulate General at Tokyo, Japan, has been appointed as American Vice Consul at Nagasaki, Japan.

The following changes have occurred in the Foreign Service since February 4, 1938:

Waldemar J. Gallman of Wellsville, New York, who has been serving as American Consul at Danzig, has been assigned to the Department of State.

FOREIGN SERVICE CHANGES

(*Continued from page* 168)

C. Porter Kuykendall of Towanda, Pennsylvania, who has been serving as First Secretary and Consul at Kaunas, Lithuania, has been assigned as American Consul at Danzig.

Bernard Gufler of Tacoma, Washington, who has been serving in the Department of State, has been assigned as Third Secretary of Legation and Consul at Kaunas, Lithuania.

The following changes have occurred in the non-career service:

Charles M. Gerrity of Scranton, Pennsylvania, who has been serving as Vice Consul at Bombay, India, and who is now in the United States on leave, has been appointed as American Vice Consul at Frankfort on the Main, Germany.

Mr. Arthur J. Bowen, who has been serving as Acting American Consular Agent at Rio Grande, Brazil, has been appointed as Consular Agent.

NEW ENTRIES INTO SERVICE

The following candidates were successful in the recent Foreign Service examination:

Philip W. Bonsal, of Washington, D. C.; born in New York City, May 22, 1903; attended Yale University 1920-24 (B.A.)

Norman L. Christianson, of Fargo, N. D.; born in Fargo January 2, 1913; attended Northwestern University 1931-32; North Dakota University 1932-35 (B.A.); Oslo University, Norway, one-half year; Madrid University, Spain, 1936.

William H. Cordell, of Little Rock, Ark.; born in Butlerville, Ark., February 25, 1908; attended Arkansas State Teachers College 1928-31 (B.A.); University of Arkansas 1931-32 (M.A.).

Leon L. Cowles, of Salt Lake City, Utah; born in Ogden, Utah, July 24, 1906; attended University of Utah 1924-25, 1927-29 (A.B.); University of Southern California summers of 1932, 1933, and 1936; received Master's degree in 1934.

H. Francis Cunningham, Jr., of Lincoln, Nebraska; born in Washington, D. C., November 1, 1912; attended University of Nebraska, 1930-34 (B.A. 1933, post-graduate study 1933-34); Konsular-akademic, Vienna, Austria, 1936-37; Graz University, Graz, Austria, summer of 1936.

Philip M. Davenport, of Chevy Chase, Md.; born in Washington, D. C., December 21, 1915; attended University of Pennsylvania, 1933-37 (B.S.).

Richard H. Davis, of Asheville, New York; born in Jamestown, N. Y., February 7, 1913; attended Princeton University 1931-1935 (A.B.);

Harvard Business School 1935-37.

Vernon L. Fluharty, of Worthington, Ohio; born in Middlebourne, W. Va., August 1, 1907; attended Ohio State University 1931-35 (A.B. cum laude. B.Sc. 1936).

John Goodyear, of Springfield Center, N. Y.; born in Buffalo, N. Y., November 28, 1912; attended Yale University 1931-35 (A.B.).

Robert Grinnell, of New York City; born in Dover, Mass., October 14, 1913; attended Harvard University 1932-36 (A.B.).

Parker T. Hart, of Medford, Mass.; born in Medford, September 28, 1910; attended Dartmouth College 1929-33 (A.B.); Harvard Graduate School of Arts and Sciences 1933-35 (A.M.).

John Evarts Horner, of Denver, Colo.; born in Detroit, Mich., July 19, 1916; attended Somers College, Southampton, Bermuda, 1930-32; Columbia University.

Outerbridge Horsey, of New York City; born in New York City, October 1, 1910; attended Cambridge University, England, 1928-31 (B.A); Mass. Inst. of Technology 1931-33 (S.B.).

Randolph A. Kidder, of Beverly Farms, Mass.; born in Ipswich, Mass., July 6, 1913; attended Harvard College 1931-1935 (S.B.); University of Grenoble two months, 1935; Ecole des Sciences Politiques, Paris, 10 months, 1935-37; University of Jena, Germany, two months, 1936.

William L. Krieg, of Newark, Ohio; born in Newark, October 11, 1913; attended Dartmouth College (A.B. 1929); Harvard University graduate school 1936-37.

David T. Ray, of Arcadia, California; born in New York City, April 1, 1910; attended University of California at Los Angeles (A.B. 1931); University of Southern California 1931-32.

Carl F. Norden, of New York City; born in New York City January 22, 1908; attended Dartmouth College (A.B. 1929); Harvard University graduate school 1936-37.

Robert W. Rinden, of Oskaloosa, Iowa; born in Oskaloosa May 18, 1914; attended William Penn College 1931-32, 1933-36 (B.A.); Harvard University, Graduate School of Business Administration, 1936-37.

Albert C Schwarting, of De Pere, Wisc.; born in Walcott, Iowa, December 17, 1910; attended University of Wisconsin (B.A., 1931, M.A. 1932, B.M., 1933, B.S., 1936, Ph.D., 1935).

David M. Smythe, of Memphis, Tenn.; born in Memphis August 10, 1915; attended University of Virginia 1931-35 (B.S.).

G. Lybrook West, Jr., of San Francisco, Calif.; born in Seattle, Wash., January 28, 1910; attended Stanford University 1929-33 (B.A.).

FOREIGN SERVICE PERSONNEL

(*Continued from page* 141)

knowledge, but even with such men there will be plenty of individual differences. Whether they realize it or not, they will be better at one sort of work than at some other sort, and thought will always have to be given to their assignments. The man who can do anything usually does nothing well.

Before the sub-committee of the Committee on Appropriations you spoke at some length of certain new educational opportunities open to Foreign Service Officers. Little seems to be known about these opportunities and additional comment would, I believe, be of interest to the Service.

In the Appropriation Bill for 1936 an item of $10,000 was carried for "Allowances for Special Instruction, Education and Individual Training of Foreign Service Officers at Home and Abroad"; a similar provision is to be found in the 1937 bill and will presumably be included this year. Under this provision one Foreign Service Officer has completed a course in economics at Harvard and two others have studied at Georgetown; a fourth officer is about to begin his study of economics at Harvard and a fifth and possibly a sixth will be chosen before next autumn. As was explained to the Committee we attach great importance to this opportunity for study and we intend to make as much out of it as possible. We are making a very careful selection. We are looking for officers who have demonstrated unusual ability in the economic field, who have a solid academic background and who will embark upon further study not only willingly, but with downright enthusiasm. We have no particular institution or institutions in mind, nor are we rigid as to the courses to be studied. So far we have stressed economics and it is highly probable that economics will be at least the point of departure in study programs for some time to come, but we are entirely receptive to combinations of economics with history or political theory or sociology or law. What we are after is a group of Foreign Service Officers who are capable of thinking broadly and with perspective in these fields and who will bring to the handling of their work in the Service an intimate acquaintance with the most up to date techniques of the social sciences. The demand for such officers is greater than the supply. And in that fact lies the real answer to the question about specialization you asked a while ago. It makes little or no difference whether we like specialization or whether we don't, whether theoretically we think it good or bad. The complexity of the problems with which our Foreign Service is called upon to deal today means that we must provide a certain num-

her of officers with the needed special knowledge and skill.

You have been interested for some time in the development of the FOREIGN SERVICE JOURNAL. Have you anything to say on that subject?

Only that I have read the important and able article of Mr. Selden Chapin in the November and December numbers of the JOURNAL with great interest and look upon its publication as a notable step in the development of the JOURNAL along professional lines. And the fact that a number of Foreign Service Officers have written to the editor concerning the article is another excellent sign.

Mr. Chapin laid a good deal of emphasis upon the needs of the clerical branch of the Service. Do you sympathize with these views?

We thoroughly sympathize with efforts to put the clerical branch of the Service upon just as much of a career basis as the Classified Service and meanwhile to obtain for its members the promotions and financial rewards which the importance and value of their work in many cases so clearly warrant. We also do not want to forget our foreign employees, the many years of loyal and efficient service which they have rendered, and the obligation to reward that service more adequately.

If you were to describe the policies and aims of Foreign Service Personnel administration in one word, would it be fair to say that you are trying to be as objective as possible?

Yes, unless objective conveys the idea of unsympathetic. What we want is that Foreign Service Officers and clerks should come to the Department and talk with us about their problems—all their problems, mind you—perfectly frankly and naturally, without the smallest suspicion that they have to approach us with any special set of precautions or look out for some peculiar prejudices or pet ideas or fear that what they say will in some mysterious fashion be used against them.

DEPARTMENT OF COMMERCE CHANGES

Commercial Attache Gardner Richardson has returned to his post at Vienna from leave and itinerary duty in the United States.

Trade Commissioner J. Winsor Ives, from Rio de Janeiro, is en route to the United States for triennial leave.

PUBLIC HEALTH SERVICES CHANGES

Dr. Jeremiah J. Donovan was transferred on January 21, 1938, from Danzig Free City to Toronto, for duty at the Consulate to gather information and advice as to the status of epidemic and other communicable diseases.

ALBERT HARRY ELFORD

At the time of his death, aged 67, at Oran, Algeria, on September 20, 1937, Mr. Albert Harry Elford, a British subject, had served the United States as Consular Agent since November, 1906, longer than any other agents except two—Mr. Woël, a naturalized citizen, at Gonaives, Haiti; and Mr. Tennant, a British subject, at Galway, Irish Free State. During his later years he had suffered from asthma and kidney trouble and the latter caused his death.

During his long career as shipping agent and Consular Agent, Mr. Elford and his wife, who is of French extraction, had from the beginning won and held the respect of all classes of society, and in a very true sense their affection. Thanks to their perfect tact, unimpeachable sincerity and evident pleasure in other people of all sorts, they were as well liked by the laboring classes of Oran (French, Spanish and native Musulman) as by the French civil, military, and naval officials and the French and foreign commercial community. The Elford Sunday afternoon teas at their country place at Ain-el-Turck were a part of Oran social life, and there one might meet weekly officials of all branches, tourists, and business men playing "boule," tennis, bridge, or admiring Mrs. Elford's extensive and unusual collection of exotic cactuses.

After the declaration of war in 1914, Mr. Elford, like other American consuls and consular agents, was charged with the interests of Austrian and German war prisoners. There were two camps in the Department of Oran, one at Mascara and the other at Sebdou, which he inspected periodically. Although a subject of one of the belligerent powers and representing a neutral government, he always managed to deal with complaints in a manner as satisfactory as possible to the French, the prisoners and the American Government.

When the United States entered the war and its merchant vessels had to be convoyed through the Mediterranean, American cruisers called at the port of Oran once or twice a week, that harbor being closer to Gibraltar than any other allied base, and Mr. Elford's excellent relations with the authorities enabled him to smooth out many difficulties. In February, 1921, Admiral Niblack, during a Mediterranean cruise, stopped at Oran particularly to congratulate Mr. Elford for what he had done both during the actual hostilities and after.

CITIZENSHIP QUESTIONS

The answers to the questionnaire on citizenship, contributed by Mrs. Ruth B. Shipley, Chief of the Passport Division, and published in last month's JOURNAL, are as follows: The statements numbered 1, 6, 10, 13, 15, 18, 20, 21, 22, 23, 25, 28, 31, 34, 35, 37, 38, 44, 45, 48, 49 and 50 are "True." The other statements are "False."

The questionnaire is to be graded by subtracting 4 points for each incorrect answer. The editors will be happy and, it is hoped, proud to publish all scores which are sent in.

AMERICAN FOREIGN SERVICE JOURNAL SCHOLARSHIP

The attention of members of the Service is called to the AMERICAN FOREIGN SERVICE JOURNAL scholarship fund of $300.00. It will be recalled that the scholarship for the scholastic year which closes this summer was awarded to George Tait, 2d, son of George Tait, Consul, Manchester.

This scholarship is provided for from the net income of the JOURNAL, and is open to the children of members of the Foreign Service who also are members of the Foreign Service Association or subscribers to the FOREIGN SERVICE JOURNAL, or to children of persons who at the time of their death came within those categories. The scholarship is intended primarily for children entering preparatory schools in the United States, prefer-

ence being given to those entering the final year of such schools. In the event no application is received in a given year for a scholarship in a preparatory school, the amount thereof may be awarded to a suitable and qualified college student.

Applications for the third award of this scholarship, for the school year starting during the fall of 1938, should be submitted as soon as possible. No specific form of application is prescribed, but applicants should submit a biographical sketch indicating age, previous education, scholastic standing, the secondary school they desire to attend, plans after completion of secondary training, and any personal information they consider pertinent.

Applications should be forwarded to the Editor of the AMERICAN FOREIGN SERVICE JOURNAL. The scholarship will be awarded as soon as practicable after *July 15th, the final date for receipt of applications.*

VISA INQUIRY

The JOURNAL has received the following letter from Wallace E. Moessner, Vice Consul at Curaçao:

I have a little "Service Problem" which I would be glad to have you publish in the JOURNAL.

"An immigration or passport visa or a transit certificate should never be issued to an American citizen." Note 2, Sec. 361 C.R.

"The term 'crew-list visa' is applied to the visa stamp and notations placed by consuls on lists of the *alien* members of the crews of vessels, including aircraft, proceeding to the United States. Crew-list visas may be granted to cover *only* bona-fide *alien* members of the crew." Note 53, Sec. 361 C.R. (underlining mine).

My problem is this: Why, for thirteen years, have I been visaing crew-lists when such lists have contained from 95 to 100 per cent the names of American citizens? Why should American-citizen seamen be listed on Form 680 by Masters of American vessels at all, but, if so listed, why should such manifests be visaed?

The Visa Division has made the following comment:

The names of American citizens as well as of aliens who are members of the crews of vessels are listed on Form No. 680 of the Department of Labor for the purpose of showing all the members of the crew. This complete list is necessary for the purposes of the immigration authorities in verifying the status of each member of the crew. The crew-list visa placed upon the list of the crew covers only the alien members of the crew since the American citizens do not require a visa for entry.

COUNTRY DANCING

(*Continued from page* 143)

large circle. They clap their hands and stamp their feet. They follow the rhythm in the caller's voice as he directs the figures of the dance:

"First couple balance and first couple swing,
Down the center and divide the ring:
Swing yo' honey as you did before
Down the center and cast off four;
Swing yo' sweetheart and she'll swing you
Down the center and cast off two."

The first time the city folks had stumbled upon this unsophisticated gathering, they had gotten a surprise. They had never before seen a dance where all the dancers were so obviously enjoying themselves. There were no stalking males with preoccupied expressions. Nor were there any wallflowers. One did not need a pretty face for a ticket. Everybody danced, including the city folks. They had not been able to resist the infectious activity nor the urgent invitations of the participants.

The city folks had had fun and they came back often. But they often wished for a group of their own friends who might dance the country dances right in town. Today, the Recreation Division of the Works Progress Administration is conducting a program of folk dancing throughout the country.

Country dances are encouraged in city dance groups under the direction of trained Recreation leaders. At the same time, urban foreign-language groups are urged to revive their national folk dances. These groups had long hidden their folk customs which, they feared, made them seem less American. But as this new interest in square and round dancing spreads, Americans are glad to see these various national dances and compare them with their own. They find in them the same catchy rhythms and exciting figures as well as the added attraction of colorful native costumes.

This past Spring the entire city of Denver cooperated with the WPA in producing a successful International Folk Festival. All groups, including the American, participated in the program. Often, while waiting for rehearsals and meetings to begin, one national group taught its dances to another. Interest in each other's customs grew to an understanding and tolerance which induced cooperative action. The more favored nations, like the British, which had adequate resources helped the less fortunate in planning the program.

This Folk Festival was only the exhibition which

dramatized the accomplishments of a continuous program in Folk Culture. In the groups which gathered at other times there were no spectators: everyone participated for love of the activity. That is the unique character of square and circle daneing: no one watches, — everyone is impelled to join.

There has been considerable research recently into the leisure-time habits of our forefathers in order to authenticate many of these old songs, games, and dances. The WPA Federal Writers' Project, in collecting material for the *American Guide*, has run down many a tall tale, confirmed its origin, and set it down on paper. At the same time the writers re-discovered stories which had almost been forgotten. Most of these stories were expressed through dances.

WPA Recreation leaders are now making good use of this wealth of folk lore. The sedate dances of the early Virginia Cavaliers as well as the boisterous dances from the Lone Star State have been revived in their original forms. Americans are learning about the social life of the pioneers and founders of this country. But to the daneers it's not learning — they're having fun!

DEPARTMENT OF STATE

(*Continued from page* 145)

have been handled, of the short euts that may he takcn to expedite affairs. Naturally there are two ways in whieh problems reach his desk,—one through referenee downward from the Secretary or Under Secretary or one of the Assistant Secretaries of State, or else through the normal routine of distribution in the Department which would send all of the ordinary day-to-day correspondence in the first instance to his desk. In either case he would be responsible, after consultation with other interested officials, in preparing a draft reply, which would not, however, go out without initial by the Chief of his Division and signaturc by one of the policy making officials.

Now I have not the time to tell you of thc different Divisions—political, economic, legal and technical of the Department—nor would you have the patience to listen if I did. But I cannot pass over in silence one vitally important branch of our work, namely our relations with the press and public. In any democracy, government and people must move in close alignment. Government must lead; it has the facts at its disposal; it has the task of initiating and carrying out of poliey; but it will fail if that poliey has not the support of the people—and the first and surest

way to win the support of the people is to make certain that they understand the problem. The idea that American foreign policy is so complex that it cannot be understood by anyone and everyone is a fallacy—the principles on which it is based are simple to a degree. The goal is visible to all. But partly to avoid misinterpretation, partly because we believe the public has the right to all essential information, and to frequent explanations of why a given course is being pursued, we attach a degree of importance perhaps not found in any other Foreign Office, to full and frank contact with the press. That does not mean that we violate confidences, or embarrass foreign governments by publishing confidential appraisals of men or motives. But it does mean that no essential information is withheld, and that what we are trying to do is clear to all.

We have a special Division in the Department of State called the Division of Current Information which supplies information to the press. In addition to the Secretary's press conferences, arrangements are made for the journalists to consult the Chiefs of the different Divisions for detailed news or background material. Often "stories" are so complicated, so complex, so filled with a mass of bewildering technical details, that a clear and objective view is hard to give without a knowledge of what has gone before. Someone remarked that in this day and age, if anyone ever wrote a book on foreign relations, at least a quarter—maybe more—should be devoted to the press.

Not all the papers support what we are doing in each and every case, but there is a pretty universal feeling that our objective is sound, and there is more and more a point of view growing up that partisan politics stop at the water's edge. All parties know that what we have in mind are the interests of America as a whole, and a constant appreciation that the surest way for us to avoid unfortunate entanglements is that there should be no war anywhere between nations,—hence our policy—not merely idealistic but most practical—of doing all we can to promote world peace.

And here, at the risk of digression, I am going to give you one set of figures. In addition to the Department of State we have somewhat over 300 offices abroad, Embassies, Legations, and Consulates. If you add up all the functionaries for the Secretary of State down to the lowliest messenger in a Consulate, there are only 4,500 and the net cost to the taxpayer is about ten million dollars—merely enough to run the armed services for four or five days of the year. That can

scarcely be called an extravagant sum to pay for an insurance policy.

This is not the time or place to discuss current issues. But it is appropriate to say a few words on the general objectives which Mr. Hull always keeps before him. Nowhere did he state these more succinctly than in a statement he made on July 16th, which he later brought to the attention of all governments, the vast majority of which endorsed them with enthusiasm. Let me read what he there wrote and add a few comments:

"This country constantly and consistently advocates maintenance of peace. We advocate national and international self-restraint. We advocate abstinence by all nations from use of force in pursuit of policy and from interference in the internal affairs of other nations. We advocate adjustment of problems in international relations by processes of peaceful negotiation and agreement. We advocate faithful observance of international agreements. Upholding the principle of the sanctity of treaties, we believe in modification of provisions of treaties, when need therefore arises, by orderly processes carried out in spirit of mutual helpfulness and accommodation. We believe in respect by all nations for the rights of others and performance by all nations of established obligations. We stand for revitalizing and strengthening of international law. We advocate steps toward promotion of economic security and stability the world over. We advocate lowering or removing of excessive barriers in international trade. We seek effective equality of commercial opportunity and we urge upon all nations application of the principle of equality of treatment. We believe in limitation and reduction of armament. Realizing the necessity for maintaining armed forces adequate for national security, we are prepared to reduce or to increase our own armed forces in proportion to reductions or increases made by other countries. We avoid entering into alliances or entangling commitments but we believe in co-operative effort by peaceful and practicable means in support of the principles hereinbefore stated."

This program is comprehensive; and if we have advocated its principles for others, we at least have the consciousness that we have practiced them ourselves. And each and every one will help in keeping us out of trouble.

Now today, I shall only elaborate on two: first, our advocacy of lowering or removing excessive trade barriers as an aid to peace, and secondly on our record toward armament.

The Secretary of State has always believed that one of the most potent causes of political unrest lay in the economic maladjustment of many countries. Many of the worries which are uppermost in the minds of statesmen today spring from the inability of their countries to sell their surplus products abroad in their natural markets and under conditions of reasonable competition. Unable to export because of arbitrary trade and exchange and other restrictions, they have tried to cut down imports and to improvise an abnormal economy—an autarchical or self-sufficient economy—which in turn reacts upon their own ordinary suppliers. Not once, but many times, the question has arisen as to whether during these past years, *if* there had been a large and normal interchange of goods, there would have been so many militaristic manifestations of the sort we so deplore. If fields were all under cultivation and factories running full blast, would so many governments have felt the need to "take up slack" through military enrollments and the mass production of war supplies.

From this premise, it stands to reason that every contribution to the increase of international trade is at the same time contribution toward political appeasement. But it also helps the countries that by trade agreement or otherwise break down barriers and build up their trade, for increased trade rebounds to the immediate advantage of both countries. The State Department has taken a leading part, and the fact that the 16 trade agreements thus far concluded have in each and every case been followed by increased trade with that country, both ways, is a source of real pride. To that we can add the statement that in the process not a single vital interest in this country has been sacrificed, so careful has been the technical work of preparation and negotiation.

The other point I wished to comment on is our record as to armaments. The basic principle on which our policy has been based—and it has not varied since the war—is that armaments are relative, not absolute. In other words, if all countries had say small navies, a small navy on our part would give us adequate security. If on the other hand other nations start to build up large navies, we in turn need a larger navy to achieve the same security. But it logically follows that even though in present circumstances we have to follow the second course, it would be far better if everyone followed the first, and that by mutual consent the crushing burdens of great armament might be reduced and the tension growing out of them might be eased. That in a nutshell was the reason motivating our constant efforts on behalf of disarmament—efforts which started at the Washington Conference, continued at Ge-

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neva through a decade, first at the Preparatory Commission and then at the ill-fated Disarmament Conference—were resumed at London successfully in 1931 and only partially so in 1936, and are now in abeyance, but not abandoned. We have constantly proclaimed, and stand ready to repeat it at all times, that if ever the occasion arises when the prospect of a fair and proportionate disarmament arises, the United States can be counted upon to take its part. But meanwhile there is no visible disposition to proceed along this path, and the United States can never lag behind in assuring its relative defensive security. That risk would be too great.

And with each year that passes, the need for maintaining peace grows more compelling. We have always had wars—yes, but only since the industrial revolution has war (and for that matter the preparation for war) become so destructive—and only since the same industrial revolution has the world become so economically interdependent that a dislocation anywhere produces profound effects everywhere—on belligerents and neutrals alike. It will be many many decades before we have paid for the last war, and meanwhile we are seeing nation after nation turning not only its wealth but its scientific proficiency and its organizing ability into a competition for supremacy and material self-sufficiency—a movement which unless stopped will eat up the world's saving and reserves—even its entire capital—for unproductive purposes.

All these things are clearly seen and understood. Whenever there has come a chance to bring home the effects of the world's present course to other countries; the Secretary of State has seized it. What one nation can do to check the course, ours has done and will do. The Department of State, without for one instant ever forgetting our own security, nevertheless can be counted on to do what is possible to ease the tension of the world in which we live.

So here I stop, and in closing, please let me summarize for one moment and assure you that you have today a Department keenly aware of its duties to protect American lives and property throughout the world, but no less aware that the surest way to accomplish this is to help work for the preservation or restoration of peace everywhere and at all times; a Department which is truly democratic; which is constantly engaged not only in solving big problems, but in the humdrum, almost unseen tasks, of trying to remove causes of international friction even before they break out; which is aware of its many responsibilities, conscious of its duties to humanity, and yet first, last, and always AMERICAN.

PRESS COMMENT

(*Continued from page* 146)

every one of our Government's relations with the rest of the world is increasingly understood. It is this growing awareness that foreign policies fundamentally affect our domestic life which stimulates study and active interest throughout the country. The popular concern as to the ways to peace is an augury that an informed public opinion will support an affirmative and courageous American Foreign policy.—Editorial from the New York *Times*, January 24, 1938.

Too little is known about the Department of State. Though commonly spoken of as the country's "first line of defense," the public seems to regard it as a relatively unimportant accessory, and Congress consequently inclines to treat it as such. A useful corrective of the popular underestimation was the address on Friday by George S. Messersmith, Assistant Secretary of State, before the New York Federation of Women's Clubs, on the work and needs of the Department.

The oldest and first in rank of the executive agencies, the Department of State carries "in many respects the heaviest responsibilities." It is the medium through which our Government conducts official business with the rest of the world. The maintenance of diplomatic relations with other Governments, though the most important, is only a portion of the department's work. Other aspects, summarized by Mr. Messersmith, include negotiation of trade agreements and treaties; handling of international claims; protection of American citizens abroad; sifting and checking abroad of potential immigrants to this country; issuance of passports for American citizens; control of shipment of arms and munitions; and participation in international organizations to the advantage of all countries on problems relating to national boundaries, arbitration, science, commerce, industry and labor. Impressive though this list of many and varied functions is, a mere recital can do no more than suggest the vitally important role of the department.

Despite the world-wide scope of its activities, the State Department, because of its excellent organization, is economically administered. The entire staff, including the foreign service—the eyes and ears of the department—total less than 5,000 persons. The net cost to the United States for 1938, Mr. Messersmith estimates, will be less than $10,500,000, or less than 1 per cent of the appropriations for the American Army and Navy in the same period.

Yet the Department of State, upon the functioning of which depends the issue of peace or war, cannot be sure that its minimum financial needs will be provided for. This is not because of lack of understanding among the members of the appropriation

committee of the Congress but because of popular indifference. Every American, irrespective of his views on foreign policy, has a direct interest in helping to see to it that there shall be no stinting of resources necessary to strengthen "our first line of defense."—The New York *Times*, Feb. 5, 1938.

COMBINED OFFICES

(*Continued from page* 147)

selor of Legation. The final combination had the desired effect. Additional savings were effected and greater efficiency was attained by simplified filing and accounting, coordination of stenographic work, prevention of duplication, and numerous other means too obvious to particularize.

When the Legation discussed the question of dual service with the Foreign Office, the latter, citing precedent, declined to recognize officers other than the Minister in dual capacities. It then was decided that only the officers who held both consular and diplomatic commissions should be borne on the diplomatic list, and that the local duties and prerogatives of the exequatur should be exercised solely by those officers assigned only in a consular capacity. This arrangement has worked satisfactorily, as actually all officers do both diplomatic and consular work.

The above circumstance gives rise to the suggestion of the Foreign Office that the Minister might also be assigned as Consul General. This situation prevails and is found satisfactory in several of the more important missions at Budapest. Beyond other arguments which might present themselves, the vesting of the highest dignities in a single person would prevent confusion of authority and would coordinate the service better.

From the experience thus far obtained, the roster of subordinate officers comprising the staff of this mission should include,—one Executive Officer, one Political Officer, one Commercial Officer, one Utility Officer, and two career Vice Consuls. The first four officers, preferably, should have had experience in both diplomatic and consular work.

The Executive Officer should be all that the name implies, selected for his proved ability and his facility for handling personnel. He should be free to supervise the office and direct the work according to the policy of the Minister, and to maintain himself in readiness to assume charge, performing only such routine duties as his position essentially engenders.

The Political Officer should be one who has especial ability in political reporting and diplomatic work.

The Commercial Officer is in charge of all financial and economic reporting. Hence, a background in this work is desirable.

Protocol, routine diplomatic matters, research work, and substitute duty during leave periods fall to the Utility Officer.

Although the diplomatic duties in general are distributed as indicated above, to ensure responsibility for the performance of the various phases of the work, the division, in practice, is a loose one. All of the officers performing diplomatic duty, for instance, frequently collaborate in the draft of a single despatch, and particular financial or economic subjects may be entrusted to any one of them.

The two Career Vice Consuls should be officers of several years' experience in strictly consular offices who have proved their ability and have shown an aptitude and an inclination for the diplomatic features of the Service as well. Here they would come in contact with diplomatic work and procedure and be able to prepare themselves for performing such duty.

In the last analysis, from the point of view of this office, the merging of the two branches of the Service is an interesting and a sensible procedure. It has a parallel in the amalgamation of the deck and engineering branches of the Navy after long years of strife between them and, just as the latter necessitated increased obligations and a higher sense of duty on the part of the officers who sought success, so in the Foreign Service does combination mean coordination, greater team play, and a desire on the part of its officers to achieve a higher culture in the sense of their profession.

NEWS FROM THE FIELD

(*Continued from page* 163)

dor's shoulder the white insignia, striped with red and orange bands, of the degree of doctor *honoris causa*.

Dean M. Cornubert, vice-president of the university council, presented the Ambassador with the university's medal. The Ambassador then signed the Golden Book.

The luncheon in the grand salon of the Hôtel de Ville, given to the Ambassador by the city, the Chamber of Commerce and the Région Economique de l'Est, was the other high spot in the day's activities.

TRINIDAD

I went over to Tobago for a few days around Christmas. This Island, a dependency of Trinidad, and the supposed locale of "Robinson Crusoe," is probably one of the least visited of the West Indies but recently has developed some popularity as a residence for artists and writers, including some representatives of the get-away-from-it-all school.

PAPIAMENTO

(*Continued from page* 157)

American Consuls, the records indicate that a Consulate has been in existence, uninterruptedly, at least since 1793, probably earlier. The first Consul whose name is known, was Cortland R. Parker who entered upon his duties on September 17, 1821. Assistant Secretary Messersmith was Consul here from 1916 to 1919.

After the foregoing let us take a brief look at this Papiamento language:

At the beginning we wrote: "Bo tabata algun bez na Curaçao?" or in English, Have you ever been in Curaçao? The Dutch would say: "Bent u ooit op Curaçao geweest?"

As a universal language may I again recommend Papiamento.

Now take a look at the following:

"Qui ora vapor ta sali? Cinc or di atardi."

In English this would be: When does the steamer sail? At 5 o'clock in the afternoon.

"Awor lamá ta manera un spicl. Mainta olanan tabata mashá grandi. Na horizonte por mira un vapor."

"Now the sea is as smooth as a mirror. The waves were very big this morning. You can see a steamer on the horizon."

A view of the pontoon bridge from a window in Fort Nassau

Papiamento may be described as a mixture of Spanish, Dutch, Portuguese, West Indian, English and (American) Indian, seasoned with French, and with a Spanish dressing. What better mixture could one find for a universal language?!!!!

Although Spanish predominates, the following are a few of the many English words used (same spelling and pronunciation):

lip	ink
prison	restaurant
truck	piano
glass	ice cream
whisky	tiger
satin	indigo
dollar	April
October	December
tribunal	fountain pen
pen	hospital
club	wircless
sofa	angel
ham	brandy
protestant	perfume
zinc	dollar
cent	September
November	president
editor	

A few of the words in Papiamento which are Dutch, or of Dutch origin, are: heckchi (fence), selder (celery), petchi (cap), sker (scissor), net (straight), Smid (Smith), bril (spectacles), wenkbrauw eyebrow), scouder (shoulder), hik (hiccough), kanker (cancer), brug (bridge), postkantoor (postoffice), dak (roof), spiel (mirror), scuier (brush), likeur (liquor), blauw (blue), geel (yellow), handscum (glove), gespo (buckle), staal (steel), and Maart (March).

TRULY A UNIVERSAL LANGUAGE!

There is an over-night steamer a couple of times a week from Port of Spain, and in spite of my deep-rooted objection to dawn arrivals, the Island's aspect was most pleasant with the usual green hills, white beaches, et cetera. The attractions of Tobago include a fairly good hotel, excellent safe beaches, a remarkable six-hole golf course and some ruined forts. There are some plantations but little commercial activity, and the principal occupations of the foreign population are swimming, fishing, contemplation and gossip.

C. H. Hall, Jr.

NAIROBI

E. Talbot Smith, while en route to his post at Nairobi, stopped for a few days at Cairo, and

states that his most thrilling experience was a motor trip in the desert with Vice Consul Arthur L. Richards. Mr. Richards' car was unique, in that it was equipped with a compass, so that should the driver lose sight of the Pyramids, he would be able, by dead reckoning, to get home again.

BANGKOK

This photograph of the American Legation grounds at Bangkok, Siam, shows contented turkeys fattening themselves in preparation for Thanksgiving dinner. The "Travellers' Palm" under which they are strutting is said to give water when it is pierced. Photograph taken by Mrs. Edwin L. Neville, wife of the American Minister.

VANCOUVER

The building with the flag over it housed the quarters of the first American Consulate in Vancouver, about 1888. The picture is printed through the courtesy of the City Archivist. The Consulate General at present occupies offices in the Marine Building, which is shown in the other picture. Consul General John K. Davis sent the pictures to the Department.

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GRABBING BRAKE

(*Continued from page* 153)

who would buy them are hindered by the high prices caused by high taxation which in effect raises a wall between producer and consumer.

To the ordinary man the automobile is the greatest of modern inventions. It adds to his power, gives him speed and strength, and immensely broadens his horizons. Wherever men have seen these machines they have wanted them and have found the means to buy them. Improvements in agriculture and manufacturing have released many hands from farms and factories and some millions of these have found new employment in the various occupations connected with the automobile. This provision of a new enjoyment in life is a proper and beneficial economic adjustment. What have governments done to help it? A good car can be bought in Detroit for $510. If nothing but transportation costs were added the same machine could be sold anywhere in western Europe for $610. But protective taxes, revenue taxes, stamp taxes, statistical and turnover taxes, and import duties intervene and the landed price of the car averages about $1,600. Then there is the license tax which may be $5 per year per horsepower or say $115 per year on an ordinary car; to be followed by gasoline tax ranging from 15.4 cents per gallon in a low tax to 80 cents in a high tax country. Using two gallons per day the automobilist pays $119.42 per year in the low tax and $584 per year in the high tax country. There are driver's licenses taxes, parking taxes and practically obligatory memberships in automobile clubs besides. The result is that in Europe ownership and use of automobiles is confined to the wealthy and the upper fringes of the well-to-do and is denied to the great middle classes. Imagine what the result would be if the taxation on automobiles, gasoline, oil and tires were reduced to say 25 per cent ad valorem. Would not the 7 million automobiles now in Europe quickly become 21 million, and would not these cars be used more intensively and be replaced sooner? Then 14 million families would get more joy from life, millions of men would leave the relief rolls and find employment in producing raw materials for cars, moving them to factories, transporting and selling the finished vehicles, working as chauffeurs, operating garages and making repairs, building roads and selling tires, gasoline and oil. Would not the surplus of petroleum products move smoothly into consumption, awakening refineries, railways and merchant marines to new activity? Would not the rubber plantations in the tropical world be prosperous again and would not their workers be buyers of industrial goods once more? If the 95 per cent of the world's population living outside the United

States could own as many automobiles in total as the other 5 per cent another 15 million machines would be in operation promptly, and greatly increased prosperity would prevail. This prosperity would come as naturally as water flows down hill if only the dam of high taxation were removed.

The automobile is not the only luxury provided by progress and denied by high taxation. The "share-the-wealth" politcians are at least right in that there is or easily could be plenty to divide. Telephones, radios, electric refrigerators, confectionery, all the delicious foods embraeed in the term "canned fruits and vegetables," elegant and attractive clothing and a world of things from Diesel trucks to fountain pens are subject to protective or revenue taxation so heavy that it drastically cuts down the volume of demand.

Worse than any taxation are the outright prohibitions. Many crimes are being committed in the name of currency protection and exchange control. The people of one populous country are daily being told that they should cheerfully refrain from the use of butter and eggs so that the nation ean buy cannon, but the peaceable neighbors who formerly supplied the eggs and butter not only can no longer be the good customers that they were but have felt constrained to tax their own butter and eggs for the benefit of their farmers. Consumption is reduced and there is hunger in the presence of plenty. Foreign travel is prevented by various governments through prohibitions, exchange control, and by fines upon those going to certain destinations; other countries are preparing to tax it heavily, and, outrageous as such infringements of personal liberty may seem, they are consistent and logical steps in a program of economic self-sufficiency. It would also be consistent to fill the Panama and Suez Canals, plug the Alpine tunnels, sink our ocean steamers and destroy our harbors and if we do not mean to act so insanely we must not only halt the march of economic nationlism but we must cry, "About Face."

An international trade conference should demand a lowering of indirect taxation. Direct taxes are hard to bear and provoke protest yet they are frank and honest. Indireet taxes get much wool with little bleat but they are like hidden termites eating the heart out of the world's business structure. Their harm is not in what they take from the taxpayer but in the business which they prevent. The evil of unreasonably high sugar taxes for example, is not that they take much money from the buyers of millions of pounds of sugar but that they prevent millions of pounds from ever being sold at all; and the curse of high automobile taxes is not that they burden present motorists unduly but that

they forbid ownership of automobiles to millions of men.

Technocrats and many other students of the present industrial situation assert that we must expect to have vast numbers of hands unemployed, either permanently or until some new luxury which they can be engaged in producing is invented. The truth is that we actually now have almost innumerable luxuries which are denied to great masses of people by unwise taxing policies. For these masses many of the benefits and comforts provided by science and invention have, by the actions of their rulers, been turned into the tortures of Tantalus.

Some will object that if people were permitted to buy more bread, sugar, coffee, tea, automobiles, gasoline, and other highly taxed articles they would buy less of other things and that business as a whole would not be benefited. The idea that there is one fixed sum total of buying power and that if people are prevented from buying what they want they will buy something else is deeply, fundamentally and importantly wrong. Buying power can be and is created by desire. The writer formerly lived in a small town in the deep South where the assessed value of all the real estate was just about one million dollars. The good and cheap automobile appeared and for year after year the people of that town spent a million dollars annually for automobiles. Desiring these machines, each man used his brains and energy to increase his earning power so as to be able to buy them. In the mountainous deserts of Baluchistan no wealth or resources appear to exist yet the inhabitants desire rifles and ammunition and they find the wherewithal to buy them even at extravagant prices. Conversely, if men are permitted to purchase only what some other man considers necessities they will exert themselves but mildly and their buying power will diminish. The question is the fundamental one of whether individuals shall be actuated by the hope of reward or the fear of punishment. The competitive, profit-and-loss or capitalistic system persuades men to work by offering rewards in satisfactions. It is a system of liberty and it is this liberty which is now unduly restrained by inordinate taxation. If governments can only be induced to appreciate the importance of the down-hill pull, and to encourage consumption by letting men buy what they wish to buy, then business will have the handcuffs off and this depression will vanish like frost from the Death Valley's sands.

"But the Government must get the money somewhere," will be asserted. One reply is that in many cases lower rates of excise taxes would bring in a higher total of revenue. Another reply is that peoples, if free to make the choice, probably would decide against many of the heavy expenditures of public funds now being made by governments throughout the world.

When a man who cannot swim falls into the water he lifts his hands and arms above his head. This forces his body down and makes his drowning certain. So when bad times come and revenues decline governments increase the rates of taxes. This makes business worse while the higher taxes often produce less income. The procedure should be opposite. In good times taxes should be somewhat higher than necessary, debts should be paid off and reserves accumulated. These higher taxes would themselves tend to limit the upward swing and prevent it from exploding into a harmful boom. Then when the downward swing comes on, the government should live largely upon its credit, and taxes should be lightened or removed altogether. The downward swing would thus be quickly checked and business would revive. In this manner the tax burden which now accentuates economic fluctuations could be made to serve as a great influence for stability.

The answer to this question of production-distribution is that in the economic unit called "the world" there is no overproduction but that there is great underconsumption, part of which, at least, may justly be attributed to inordinate taxation. Adjust that grabbing brake of underconsumption and the machine will roll as easily as ever; neglect it and we will continue to have unemployed and hungry people in the midst of abounding food.

ISSUANCE OF VISAS

(*Continued from page* 156)

It is not strictly correct to say, as has sometimes been said, that nothing in the nature of an appeal exists from consular immigration visa decisions. In the case of any alien refused a visa, a properly interested person may apply to the Department of State, which will in appropriate cases call for a report from the consul. Upon receipt of the report, the Department will consider whether the consul has acted properly under the law. It will instruct him to review the case, should it appear necessary for him to reconsider his decision as related to the law and facts in the case. The Department has issued regulations to the consuls for their administration of the Act of 1924. It also issues, as the occasion may arise, circular instructions amplifying the regulations and guiding the consuls toward correct and uniform procedure under the law. The Department likewise supervises consular visa action by its review of all consular visa correspondence with persons in the United States. All such letters which show any indication of incorrect procedure are reviewed by a group of officials in the Visa Division who have field experience and special training in the Division.

* * * *

The Department, in carrying out its own responsibility in the supervision of consular action, has impressed upon consular officers the vital importance of visa work. It is the duty of consular officers to maintain an objective attitude in visa practice and to avoid any tendency to read into such practice their own ideas as to what the law should be. It is the consul's duty to administer the law fairly, reasonably and sympathetically.

Our consuls have, I believe, met the heavy and increasing burdens imposed on them by the 1924 Immigration Act with an unusual degree of effectiveness and have shown a judgment and tact which have received only too little general recognition.

* * * *

The most important single factor which the consular officer handling visa cases must always keep in mind is that the prescriptions of the laws and regulations are, and must be, of a general character. No matter how carefully drawn and detailed they may be, they cannot cover all the contingencies which he will have to face. In practice he deals with individual cases. Each individual case must be handled as a special problem and on its own merits, in the light of existing law. Every single application for an immigration visa affects usually not only the applicant, but most intimately a number of other persons in our own country or abroad. Every immigration visa application represents a human problem and may in some cases have aspects of tragedy. The function of the consular officer is to examine objectively, fairly, and reasonably, and if necessary exhaustively, each case and not reach a final decision thereon until all the necessary facts have been put into the balance and weighed.

* * * *

With the increasing difficulties and complexities in the administration of our immigration laws abroad which have developed during recent years, the consular officers of our Foreign Service have been called on to devote an outstanding amount of effort and time to the solutions of immigration problems. They have maintained an attitude of impartiality and fairness in the face of the many difficulties inherent in this work. They have developed a skill and judgment in handling visa problems which, though not widely publicized, have afforded an increasing assurance to the American public that our immigration laws are being carried out abroad with intelligence, integrity and fairness. Their constant effort is directed to assuring the minimum of hardship to bona fide visa applicants and at the same time maintaining a conscientious compliance with existing laws and regulations. The wisdom of Congress in placing this control of immigration abroad in the hands of our consular officers has, I believe, been justified by the results which have been obtained since the passage of the 1924 Immigration Act. It is my sincere hope that the high quality of performance which the Foreign Service has shown in the administration of its visa work will receive its merited recognition by the American public.

AMBASSADOR DODD

(*Continued from page* 156)

brought to agree upon a Federal constitution only by compromises between groups holding seemingly irreconcilable views upon fundamental political and economic questions. The conflicts most difficult to reconcile were those between the slaveholding and non-slaveholding States; between the large and small States relative to the method of electing the President, senators, and representatives; and between those advocating a strongly centralized Government and those favoring the retention by the States of some of the independent powers which they had enjoyed under the Articles of Confederation. Success has attended most of these compromises, — such as the division of the treaty-making power between the President and Senate; the power of Congress to regulate finance, levy duties upon foreign products, and control interstate commerce, thus establishing free trade between the States; and the powers of the Federal Government to facilitate the development of a strong and prosperous national economy. On the other hand, when, contrary to the advice of Washington and Jefferson, the framers of the Constitution guaranteed State control of slavery instead of abolishing it or giving the Federal Government power to do so, they made a fatal mistake which led to the American Civil War, one of the most disastrous conflicts in history.

The American Revolution left the Federal and State governments heavily indebted to France and the Netherlands. However, the wars which followed the French Revolution of 1789 forced the European countries to lower their import tariffs, and even to abolish the duties upon many commodities produced in America. This greater freedom of exchange enabled the United States to increase its foreign trade to such an extent that, with an average duty of 8 per cent upon imports, they were soon able to pay off their debts to foreign countries. At the same time the United States enjoyed such an era of prosperity as to make Washington's Government very popular and thus to insure his re-election to the Presidency. Dr. Dodd's description of the substantial benefits resulting from the lowering of trade barriers in Europe during the last decade of the eighteenth century was so timely and appropriate as to greatly interest the Germans in his audience, as they recognized the applicability of this historical lesson to present conditions in Europe, where the raising or augmentation of various trade barriers in recent years has had such unfortunate economic and political consequences.

After the lecture the Rector of the University, Professor Dr. Knick, gave in honor of the Ambassa-

dor a dinner at the Harmonie Club, which was also attended by the Prefect of the County of Leipzig, the Police President, President of the Leipzig Chamber of Commerce, Vice-President of the Leipzig Trade Fairs, representatives of the municipal government and local Party organization, Consul General Ralph C. Busser, and the Deans of the Faculties of the University of Leipzig.

Ambassador Dodd's visit, lecture and very friendly reception in Leipzig were particularly noteworthy, in view of the fact that he had studied European history at the University more than two years under the eminent historians Erich Marks and Karl Lamprecht, obtaining the degree of Doctor of Philosophy on February 14, 1900, with a thesis entitled "Jefferson's Return to Politics in 1796." At the dinner Dr. Dodd met one of his old instructors, Professor Dr. Erich Brandenhurg, who has recently retired after holding the Chair of Modern History at the University of Leipzig more than thirty years.

EDITOR'S COLUMN

(*Continued from page* 158)

Mr. Richard H. Post has been engaged as Secretary to the Editorial Board and will have active charge of the editorial desk and of conducting JOURNAL correspondence. Mr. Post, who at present is studying for the next examination for entrance into the Service, took his B.S. in biology at Princeton in 1926, and his Ph.D. at Harvard in 1936. He taught anthropology for six years, worked with the Carnegie Institution of Washington for two years, and has held fellowships for anthropological work.

Correspondence may be addressed, as formerly, to "The American Foreign Service Journal, Department of State," or, if officers desire, to Mr. Post or to individual members of the Editorial Board. The success of the new plan for publication of the JOURNAL is going to depend upon increased cooperation on the part of members of the Service. There are obvious advantages in having a Foreign Service Officer act as Editor and be directly responsible for getting out the issues of the JOURNAL, but there also is much to be said for a wider distribution of this work. If the JOURNAL serves, and can continue to serve, a useful purpose, the mechanics of its publication need cause no great difficulty. The big problem is to secure material of sufficient merit and significance to justify a publication devoted to the interests of the Foreign Service, and the solution for that problem devolves upon all of the members of the Service.

NEWS FROM THE FIELD

(*Continued from page* 185)

BUCHAREST

After the Thanksgiving Day service at the English Church, Bucharest, attended by the American Colony. Front row left to right: 2nd Secy. Huston, Mrs. Huston, Mrs. Gunther, Franklin Mott Gunther, Mrs. Mills, Miss Rogers and Mrs. Martin (mother-in-law of Consul Bay, Seville).

BORDEAUX

(1) The invoice work of this office has become a major feature, and as it is mainly concerned with the trade in wines and brandies it is by no means a work of mere routine. It is both complicated and interesting, and involves a great deal of correspondence and conference work. Incidentally, the year 1937 was a record year in number of invoices handled, and exceeded the previous year's figure by over a thousand invoices.

(2) Here is the menu of the réveillon offered the Bordeaux Consular Corps by its headquarters at "La Presse":

Gravettes d'Arcachon
Crevettes roses (bouquet)
Consommé de Volaille—Bisque d'Ecrevisses
Escargots de Bourgogne
Filets de Sole Polignac
Délice d'Ecrevisses à l'Américaine
Lièvre à la Royale
Foie de Canard aux perles du Périgord
Cuissot de Chevreuil sauce Grand Veneur
Dindonneau farci aux truffes
Paté de Foie Gras de Strasbourg
Salade d'Estréc
Asperges d'Argenteuil Sauce Mousseline
Plum Pudding au feu follet
Coupe de Fruits au Champagne

With the exception of Champagnes, only Bordeaux wines were served, unless something else was specially desired.

The Consular Corps of Bordeaux is a well organized body, and has a monthly luncheon throughout the year, usually lasting from 12:30 until 4:30 or 5 p.m. These luncheons are attended by from 50 to 100 and speeches are limited to ten minutes: which is sometimes more than plenty. The number of those attending varies, as members are permitted to bring guests. The luncheons are all "stag" except once in a year, when the Corps takes the ladies out to the country for a picnic *de grand luxe*. There is no seating arrangement, except that the Dean sits at the head of the center table, and there is a rule which permits one to leave the feast at any time wihout any formality of making excuses or saying good-bye.

(3) The holiday weather in Bordeaux has been cold and dry: which is unfortunate, for the Bordelais never feels quite right unless his feet are wet.

W. PERRY GEORGE.

CIUDAD TRUJILLO

Most of our "sport" during recent weeks has been with the code book and typewriter; but the Minister and I are now in the throes of organizing The Legation Yacht Club. We already have the burgee and hope soon to have the boats to fly it. When Mr. Norweb has recuperated from his sick-leave he expects to close the deal for two boats, both of the same class, and then we shall have races between the Chief and his Third Secretary. I have not done any serious sailing since I was in Japan; but for that matter the Minister has been living on a Bolivian mountain top and so the odds ought to be even.

Other sport — swimming. We go to a beach called Boca Chica some 17 miles from the capital or at times use the President's private pool at Sans Souci, his beach club near Port Trujillo.

The Atwoods leave January 11 for their new post in Cologne; Hinkle and bride are expected toward the end of February; the Minister and Mrs. Norweb ought to be here on the 11th of January; the Third Secretary (as do all Third Secretaries) stays on forever.

R. M. MCCLINTOCK.

BOOKSHELF

(*Continued from page* 165)

for a romantic episode. "Escape to Cairo" will find many readers in the Service who will enjoy meeting in print characters they already know in flesh, and who will discover food for comment—or possibly controversy—in its well-informed portrayal of diplomatic life in a foreign post.

H. S. VILLARD.

LETTER

(*Continued from page* 147)

cers who might be given this advantage over their colleagues.

"There is much to he said in favor of promoting the senior officers if they are satisfactory. Promotion of officers who are in line for promotion. from the standpoint of seniority, offends no one. As a rule, such promotions aid in maintaining the high morale of the Service. It is believed that a system based at least in part upon seniority should he established. The impossibility of correctly appraising the comparative merits of all the members of the Service and the necessity of avoiding blockage make this most desirable if not indeed imperative.

"The plan given herewith, which is a modification of that advanced by Mr. Chapin. presents a compromise between the merit and the seniority systems. It is believed that it gives the Department sufficient discretion for the recognition of high efficiency and also provides. through establishing the principle of seniority, for the maintaining of a high service morale (Reference is made to page 746 of the JOURNAL, date December, 1937).

"Promotion to be based upon efficiency records and seniority in the proportions indicated and to be from grade to grade from officers who have reached the following salary groups:

Class I—$9.000, 100 per cent efficiency records.
Class II—$7.000, 50 per cent efficiency records and 50 per cent seniority.
Class III—$5.250, 33 1/3 per cent efficiency records and 66 2/3 per cent seniority.
Class IV—$4.000, 20 per cent efficiency records and 80 per cent seniority.
Unclassified—Seniority to govern all promotions to Class IV.

"It will be observed that the modified plan calls for the increasing recognition of the merit system beginning with Class IV where twenty per cent of the promotions would he based upon efficiency records and continuing to Class I from which all promotions would be made solely upon the basis of merit and efficiency. All promotions from the unclassified grade to Class IV would be determined by seniority but all promotions from Class I to the grade of Minister would be determined on the basis of efficiency.

"To illustrate: In making fifteen promotions from Class IV to Class III, the three officers would be chosen who had the best efficiency records, provided they had reached the $4.000 salary group; the other twelve officers promoted would be chosen in the order of their seniority in the career service from those officers having efficiency records of satisfactory or better. In making fifteen promotions from Class III to Class II, the five officers would be chosen who had the best efficiency records, provided they had reached the $5,250 salary group; the other ten officers promoted would be chosen in the order of their seniority in the career service from those officers having efficiency records of satisfactory or better. In making ten pro-

motions from Class II to Class I, the five officers would be chosen who had the best efficiency records, provided they had reached the $7,000 salary group; the other five officers promoted would be chosen in the order of their seniority in the career service from those officers having efficiency records of satisfactory or better. Efficiency records alone would be considered in making promotions from Class I to the grade of Minister, provided that officers had reached the $9,000 salary group. Promotions from the Unclassified Grade to Class IV would be made solely in the order of seniority from those officers who were deemed to be suitable material for the Foreign Service.

"It may be argued that if this plan were adopted, the Government would lose the services of many good men who would not care to remain unless the way to rapid promotion were left open throughout the Service. I doubt if such would be the case. However, if a few officers did resign, others as capable would be found to take their places. The Service would lose little by the recognition of the seniority principle and would gain immeasurably in the higher morale established.

"Note has been made of Mr. Achilles' letter which appeared in the January issue of the JOURNAL, favoring the compulsory retirement of officers who have failed to receive promotion. Mr. Achilles' suggestion could not be objected to if the system of promotions in the Foreign Service in the past had been identical with, or similar to, that of the Navy. However, such has not been the case."

ISLANDS

(*Continued from page* 151)

And much of this was ancient even when the Incas came, for they were the successors of other races. Unfortunately this prehistoric civilization so cultured and highly developed in many ways, either left no written records or we have not been able to decipher them.

Leaving this place of whispering sadness, where surely the Gods are still present in exile, I went on to Lucurmata, whose meaning in the Ayamara Indian language is "Place of Counting the Days."

Lucurmata is on a flat-topped hill overlooking the lake, called "Red Hill" whether because of the color of the stones, or because of sacrifices made to the Gods, is not known. A small temple stands here made of upright chiseled lava blocks in double layers. Most of the rooms have a projecting ledge, and the characteristic wall niches, whose purpose is a cause of dissension amongst scientists today.

Much pottery, usually in fragments, has been found hereabouts. The puma bowls predominate; they represent the hallowed form of the great cat with a modeled head on one side, the curved tail serving as handle. Revered as a sacred animal in those faraway times, the puma was a re-

ligious emblem and is found on sacrificial vessels.

The discoveries at Lucurmata made me think of the man who declared that the history of the world was written in its kitchen middens. Unfortunately ours of the present day, with their bountiful supply of tin cans, will hardly yield a harvest of beauty to the future archaeologist.

More interesting still are the ruins of Tiahuanaco some ten miles east of Titicaca. There are among them elaborately carved statues more than life size, and an ancient gateway, or arch of triumph, surrounded by massive stone blocks, weighing well over a hundred tons.

A chronicler writing during the days of the Spanish Conquest mentioned and described these ruins as being very old even then. It is estimated that the massive temples with their amazing stonework are the contemporaries of the Egyptian Pyramids. Be that as it may, these doorways and arches—overwhelming figures of men and beasts—like the Pyramids seem built for Eternity.

Everything connected with them is mysterious, and not the least mystery is in their origin. There are no quarries of similar stone anywhere about, yet it would appear impossible they could have been brought from a distance. What was their purpose on this high Andean plateau, the roof of the world? And what terrible fate, or last judgment overtook the race that built them? To none of these questions have we as yet found an answer; perhaps they will remain riddles forever.

It has been proven, however, that the Ayamarans preceded by many thousand years the Incas, who were ruling when the Spaniards came. And when at last they were in their decline, and their greatness but a dream, they were conquered by the Incas. And the Incas, like everyone who has since beheld these ruins, stood amazed at the beauty and smoothness with which the stones were joined, and the skill of engineers who could plan and execute such marvels.

Indians to this day believe that these are the ruins of a city, which was the center of the world, and where dwelt the Lord who created Heaven and Hell and the earth and all thereon. And the streets of this fallen city in the days of its greatness were paved with silver, while the temples were of gold, with golden portals studded with jewels.

So firmly is this belief fixed in the Indian mind that treasure hunts about the ruins are matters of daily occurrence. It is to be hoped that these priceless national treasures will be protected from these "diggers for golden doors" as they might aptly be called.

Meanwhile the Mystery of Tiahuanaco remains

a mystery still, and to all these questions it returns no answer. Frowning and silent its dark doorways peer forth across the surrounding plain into the fair countenance of the Sun God.

HOW IT'S DONE IN CANADA

While Canada is an important member of the British Commonwealth of Nations, both French and English are official languages of the country. Not only must all official publications and notices appear in both languages, but this principle is also followed with regard to stamps and paper currency. The province of Quebec is the main center of French culture in Canada, although French-speaking groups are to be found scattered through the west and in the Maritime provinces.

One of the strangest facts about Canada from the point of view of its standing as a nation is that it does not possess a national flag of its own. The merchant marine flag, which is red with the Union Jack in the upper corner and the Canadian coat of arms, is often thought of as the Canadian flag, but actually it cannot rightly be used except on a Canadian vessel. The question of adopting a distinctive Canadian flag is debated almost yearly in the Canadian Parliament, but so far without success. In the meantime the Union Jack of Great Britain is generally used on public occasions.

The Royal Canadian Mounted Police is probably the best known organization of its kind in the world. Formerly the Northwest Mounted Police, the name was changed when the duties of the force were extended to other parts of the country. At the present time only a very small proportion of the "Mounties" receive training in horsemanship, and it may well be that in the not too distant future the word "Mounted" will have to be dropped.

The Canadian public, like that of the United States, is particularly fond of sports. Apart from skiing, golf, tennis and other games played individually, hockey and football are the most popular. In hockey Canadians are known to excel all over the world and it is equally well known that the many professional hockey teams now playing in the United States are made up almost entirely of Canadians. In fact, Canada may be said to occupy the position in hockey which the United States occupies in baseball.

Football as played in Canada is an interesting combination of English rugby and American football. The forward pass has only been introduced in the recent years and the present tendency appears to be for the game to develop more along American lines. The game is faster and more

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• BRITISH ISLES

• CHINA

• CUBA

• FRANCE

Field Notes on Service Needs

By "SATURN"

2. *Planned Training*

Even in this, a machine age, it is well recognized that the most effective utilization possible of human material must be one of the first concerns of any large organization that is to function efficiently and successfully. It follows that definite and active steps should be taken to develop such resources to the highest integrated level of achievement of which they are capable. To this end systematic planning and effort will be required, since the shaping of these forces should take place along the lines of their natural aptitudes in order to profit by their highest potentialities.

An apologist for our Service might claim that the present system, while apparently somewhat vague, is after all the method of life itself, of human affairs in general and, in fact, a form of natural selection. The members of a group are put through the varied experiences and demands of a succession of posts, opportunity is thereby given each one, and their individual responses determine the recognition accorded. But is it really so simple? Does that procedure give the best results in terms of fulfillment of character and development of capacity?

Some Chiefs of Office make good instructors, both by precept and example; others may not be so gifted in imparting knowledge—or example—even though they be otherwise sufficiently experienced and capable. But even given the best of Chiefs, the system would be inadequate for lack of coordination, for lack of uniformity, for lack of a more ample opportunity for every man to acquire all that he should know and have in order to be able to give his best in return.

Can it not also be maintained that there are posts which influence some men constructively while wielding a destructive power on others? This may often be due to the personal equation involved in an officer's reaction to a certain set of personalities, conditions or circumstances, although some posts unavoidably tend to impose a disintegrating influence on the morale and on the intellectual life of officers serving there. Thus we cannot look entirely to the effect of a series of posts as a sufficiently valuable training factor in an officer's career.

Most of us, I believe, have had the experience in one post or another of feeling that we were on the far fringe of things, that world movements and events were very far away, that changes and developments were taking place every day in all fields of thought and activity, and that somehow we were out of touch with it all. With this realization, we naturally wonder if we can ever catch up, ever get abreast again of even those things which are supposedly in our own special field of professional interest. These factors, added to an awareness of

the many gaps in the structure of preparation for our work, often result in a feeling of discouragement, especially in view of the limitations which foreign service imposes on time and opportunity and means for remedying the situation.

Why should we not have professional training for our work as we go along the road of advancing experience and service? Surely the Government's investment in each of us is sufficient to warrant some cultivation of potential abilities in order to increase the return on the capital. The Army and the Navy alternate periods of active service at a post or at sea with periods of advanced training and technical instruction for their officers. This not only shapes up their personnel for more efficient service, but also provides a yardstick for measuring through the years the development of capacity for higher responsibility, or the lack of it, and the maintenance of high standards of technical proficiency. On the personal side, this yardstick provides a method for a helpful analysis of the man and indicates the ways in which he can best be used for his own good as well as that of his Service. Have we even in a rudimentary form, anything comparable to this systematic effort at the development of personnel which, in effect, is really long term planning for the demands of tomorrow? When the day of need comes, the Army and the Navy will have the man for the job and will know who he is, because they are training him toward that end.

Let us take stock of ourselves in relation to our Service. Here we are, in an age of specialization, in a complex world becoming more exacting every day, having our existence in the surge of a vast movement of the mind of man toward a scientific understanding of the forces around us and the resulting application of reasoned effort at controlling them. What are we doing to meet the increasing requirements on our personnel? What planning and preparation is there for tomorrow? Are we being used to the best advantage of the Service and of ourselves? Such questions may well come to each and every one of us, for while leadership may often come down from the top in any organization, new impetus from below is not an unheard of phenomenon. To personalize the matter, do you feel that the varied service of your succession of posts has resulted in adequately fitting you for higher responsibility and for particular effectiveness in the line of your special capacities or ability? Or do you feel that you have lost something, missed something on the way? Do you feel the need for more specialized knowledge and more systematic training?

What is the answer? Your opinion may differ from mine, but what about this: We need, it is respectfully submitted, as a Service and as individuals, post-graduate or post-appointment instruction and training, which might be of two kinds. There might be, first, correspondence courses for officers while in the field, in line with predetermined objectives; and, secondly, we should be periodically brought back after say five or ten years' service abroad and put through "refresher" courses summarizing and interpreting the developments of those years in the fields of current history, economics, international and national trends (of all major countries) in law, policies, and in social and political movements. We should be acquainted anew with the various activities of our own Government and learn afresh how we might best co-ordinate our activities to the larger interests of our Service and our Government. We should also know these things well so that we might better interpret our country and our Government to foreign peoples. We should have an adequate, guided opportunity of adding something worthwhile to our cultural background—not for personal aggrandizement, but in order to make us more effective, more capable, more representative agents of our Government abroad. And finally, but not least in importance, we should have through these periods of planned training and through the renewing of personal contact with our fellow officers and with our superior officers at Headquarters, the chance of redefining and reorientating our personal objectives in relation to the changing demands of life, our careers and our usefulness to the Service.

Is this too much to ask, or are we still within the Kingdom of Laissez-faire? Shall our advancement, culturally and intellectually, as well as through the grades of the Service and through a succession of posts, be hap-hazard or shall it be planned? What do you think?

CANADA

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"open" than the American game.

Oddly enough, it is not yet possible to travel by automobile from one end of Canada to the other. The so-called Trans-Canada Highway is now nearing completion, although certain sections in western Ontario north of Lake Superior are not yet finished. Canadian motorists destined for the west must now pass through the United States in order to complete their journey.

Owing largely to the efforts of the Governor General, there has been a revival of interest in drama. An annual Drama Festival is now held at Ottawa in which amateur theatrical organizations throughout the Dominion participate.

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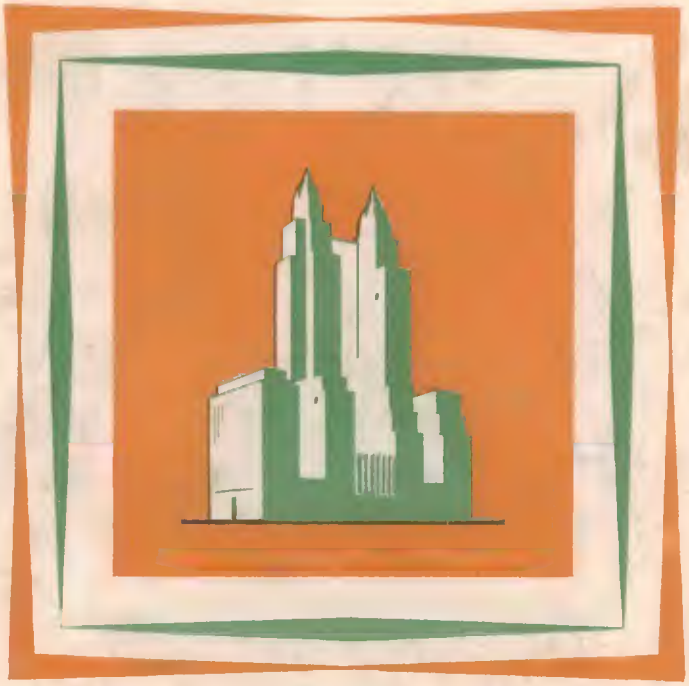

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