The AMERICAN FOREIGN SERVICE JOURNAL

VOL. 15 APRIL, 1938 No. 4

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Ralph Hitz

PRESIDENT
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(APRIL, 1938)

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THE AMERICAN FOREIGN SERVICE JOURNAL

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VOL. 15, No. 4 WASHINGTON, D. C. APRIL, 1938

The Budgetary Requirements of the Foreign Service

An interview with Assistant Secretary of State George S. Messersmith

Geo. S. Messersmith

ASSISTANT Secretary Messersmith consented to respond to a number of questions suggested by the editorial staff of the JOURNAL in regard to that part of his activities which relate to the budgetary requirements of the Foreign Service. It is believed that the publication of this interview will not only give the Foreign Service a better understanding of the problems connected with its fiscal administration, but it will enable its members to cooperate more effectively in stimulating interest in the Service and obtaining adequate financial support for it.

1. Will you outline briefly the various steps in the preparation and enactment of one of the Department's appropriation bills?

When you first suggested that I tell you something about the way our budget is prepared and finally developed into an appropriation act, I felt that possibly I should have more experience in the work before attempting this; but on second thought it occurred to me that probably some of the things about this work that have been somewhat of a revelation to me during the first few months in my present office are the very things that it would be most helpful to the men in the field to understand.

I will venture to say that some officers do not realize the whole purpose of the Department in requiring on Form No. 246, when it is submitted each January, a detailed statement of the estimated funds which will be needed by each mission and consular office for the fiscal year commencing the following July and similar estimates for the next succeeding fiscal year. In other words, it is necessary to ask you to predict the needs in the case of one of these sets of estimates almost a year and one-half before you will be actually using these funds. The first set of estimates is to enable the Department to make actual allotments from funds that will he already appropriated by the time the estimates are considered. The set of estimates for the following year is the only guide the Department will have in preparing its Foreign Service budget for the next fiscal year which must be entirely prepared during July for presentation to the Director of the Bureau of the Budget by September 15 following the receipt of your estimates. I hope this may indicate the importance of furnishing the most careful and accurate estimates that are possible.

After these estimates are all available to the Department (and even a few delinquent offices seriously retard this work) the Division of Foreign Service Administration must compile and coordinate them into a budget for the Foreign Service and support it by carefully drafted written justifications, particularly in regard to all proposed increases and other important changes. Without burdening you with a recital of the technical requirements of the Bureau of the Budget for the preparation of Department estimates, it may nevertheless interest you to know that the Department's budget for 1939 when finally completed (in twelve copies) contained 1,200 pages, which set forth every imaginable detail into which the Bureau of

the Budget might wish to inquire, prepared in accordance with detailed instructions.

A Committee on Department of State Appropriation, composed of three members of the staff of the Bureau of the Budget, two of whom are experts in Government finance and the other an attorney, then study the Department's estimates closely and thereafter set a time for hearings which are usually held in the latter half of September. These hearings continue during a whole week or more and officers and employees of the Department and the Foreign Service who are particularly familiar with the various items in the estimates are called upon to make suitable preparation and appear before the Budget Committee in support of these items. The hearings are informal in character and there is no verbatim record of the testimony. The investigations and inquiries are nevertheless very thorough and the hearings are conducted by officers whose whole business is to handle financial problems of the Government and to eliminate from estimates, after careful analyses, every dollar that will not seriously curtail necessary Government activities. Members of the Budget Committee may visit the Department for the purpose of obtaining first-hand information whenever they deem it desirable and they also ask for a considerable amount of additional statistical data that cannot be foreseen when the budget is prepared.

The Budget Committee, however sympathetic it may be, may only make recommendations to the Director of the Bureau of the Budget. The Director examines these recommendations and naturally considers them from the broader aspects of their relationship to the whole Government budget, not merely their effect on the interests of a particular department or agency. Even the recommendations of the Director of the Bureau of the Budget are not final and are in turn submitted to the President. The estimates of the Department of State finally approved by the President are then consolidated with those of all other departments and agencies and transmitted to the Congress by the President with his annual budget message. The finality of these estimates, and how binding they are upon the Department of State and every other Government agency in presenting their financial needs to the Congress, can be best illustrated by quoting Title 31, Section 15, U. S. Code (a section of the Budget Act):

> S. 15. *Estimates or requests for appropriations, etc., not to be submitted by department officers or employees except by request.* No estimate or request for an appropriation and no request for an increase in an item of any such estimate or request, and no recommendation as to how the revenue needs of the Government should be met, shall be submitted to Congress or any committee thereof by any officer or employee of any department or establishment, unless at the request of either House of Congress. (June 10, 1921, c. 1 S 206, 42 Stat. 21.)

In other words, it is contrary to law to ask the Congress for anything in conflict with the President's budget and no information of this character can be submitted to the Congress "unless at the request of either House of Congress."

The remaining steps may be covered very briefly. After the public hearings before the State Department Subcommittee of the House Committee on Appropriations, the further proceedings of that Subcommittee and of the full Committee are confication before the report of the Committee is made ing our appropriation bill until it is formally reported to the House for enactment. In the meantime the Subcommittee has submitted its findings to the full Committee for confirmation or modification before the report of the Committee is made public. The bill then passes the House and is referred by the Senate to its Committee on Appropriations. The Senate Committee acts for the most part on the basis of the record of hearings held in the House Committee, but it occasionally holds brief hearings in order to elicit any supplemental information it may desire. The bill is then reported to and passed by the Senate and thereafter considered by a Committee of confcrees from the two Houses in order to reach agreements concerning differences in the bill as it passed the House and then the Senate. The report of the conferees must be adopted by both Houses of Congress and the bill is then ready for the President's signature.

Our original estimates have now run the gamut of being considered by the Budget Committee, the Director of the Budget, the President, the Subcommittee on Appropriations of the House, the full House Committee, the House of Representatives, the Subcommittee on Appropriations of the Senate, the full Senate Committee, and the Senate, nine different agencies all having authority to revise and reduce estimates. It would not be fair to give the impression that any of these agencies are not desirous of giving adequate financial support to Government agencies, but it is natural that all should be looking for an opportunity to reduce Government expenditures wherever they believe it can be done without serious harm.

2. The hearings in Congress, then, are based upon the Department's estimates as revised by the Bureau of the Budget?

That is correct. Revision in this sense means, of course, that revision is usually downward and sometimes materially so. You may be wondering why Government departments and agencies are

forbidden by law to submit their financial requirements to the Congress except in the form that the President has approved them. I think the reason will be apparent to you when it is pointed out that all executive agencies of the Government are very definitely representatives of the President. A member of the Cabinet is in the highest degree a representative of the President and he cannot of course go before the Congress and say in effect that he will disregard the budgetary decisions of the President he represents. It naturally follows that for the same reasons it would be equally improper for any department or Government agency to make public its original budget estimates.

3. If the Bureau of the Budget decides that an estimated expenditure is too high, the interested department or agency must then request from Congress a smaller amount. Does that mean that Congress has no information regarding the original estimates?

Your assumption is correct except that members of Congress have a right to ask questions on their own initiative in regard to the original estimates presented to the Bureau of the Budget and the Department not only may but is required to supply the information requested. The printed hearings on the Department of State appropriation bill before the House Committee on Appropriations are sent annually to every diplomatic mission and consular office and I assume that they are carefully read in order that field officers and employees may have a clear understanding of these matters. Those who read these hearings have doubtless noticed that members of the Committee do occasionally ask for information as to the amounts of the original budget estimates. It should be borne in mind however that such inquiries do not necessarily indicate an intention to revise upwards the President's budget estimates; and it may be taken as almost axiomatic that if the Committee decides to take the responsibility of increasing certain items it will do so at the expense of other items in order that the aggregate of all appropriations for a particular department or agency shall not exceed the total amount approved by the President.

It may also be worthwhile to add that I sometimes feel there is a lack of understanding of the important difference in budgetary considerations and methods in regard to an appropriation to support a permanent Government agency and one to meet an emergency or for relief purposes. In the first case every obligation is either definitely fixed or can be so accurately estimated that the appropriation required can be pared down almost to the last dollar and this is done. In the case of emergency and relief appropriations the amount is necessarily a relatively vague and undeterminable one and has to be estimated accordingly. This accounts for the apparent greater liberality of appropriations of the latter class when compared to appropriations to support the regular machinery of government.

4. Is the number of Foreign Service officers specifically fixed in appropriation bills or indirectly fixed by the appropriation for salaries?

There is nothing in an appropriation act for salaries of Foreign Service officers which either directly or indirectly fixes as a matter of law the number of such officers authorized. The amount of the appropriation is, however, based upon the money required to pay a certain number of officers in each class and the unclassified division and it is of course the understanding of Congress that it is providing funds for the compensation of the maximum number of Foreign Service officers contemplated by this compensation. It would therefore be accurate to state that this method of appropriating funds for the salaries of Foreign Service officers effectively limits their number to the maximum number for whom salaries are provided, although this limitation is a practical and not a legal restriction.

5. To what extent is the appropriation for home leave at Government expense affected by the total authorized number of Foreign Service officers?

There is a very direct and important relationship between the authorized number of Foreign Service officers and the number who may be given home leave at Government expense, even if sufficient funds should be available for such home leave. As the President and the Congress have in recent years shown increasing interest in providing funds to enable Foreign Service officers to have home leave at Government expense at reasonably frequent intervals, the effect of the relationship just referred to has already begun to assume the proportions of a real problem in administration. If we assume for the moment that Congress has provided sufficient funds so that every officer eligible to home leave at Government expense may be given it, it is necessary to realize that this would require a Service with a sufficient number of officers adequately to man all those foreign establishments that would be affected during the extended absences of the officers eligible to this leave, if the plan is to be effective. This involves not only an additional number of officers for relief purposes, but also an adequate financial provision for the travel expenses of many such officers,

Photo by James E. Henderson

Tallin, Estonia

in addition to adequate funds for the expenses of home leave. The Department must therefore be granted additional funds for all these purposes in order finally to achieve the objective of granting home leave generally at Government expense to officers eligible to it under the statute. This is an objective towards which we are aiming.

6. Has the Department any authority to transfer funds from one appropriation to another?

The appropriations for the support of the Foreign Service are available for transfer on the following conditions:

Not to exceed 10 per centum of any of the foregoing appropriations under the caption "Foreign intercourse" for the fiscal year ending June 30, ——, may be transferred, with the approval of the Director of the Bureau of the Budget, to any other foregoing appropriation or appropriations under such caption for such fiscal year, but no appropriation shall be increased more than 10 per centum thereby: *Provided*, That all such transfers and contemplated transfers shall be set forth in the Budget for the fiscal year ——.

This provision has of course been very helpful

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"I Am Sold on the Foreign Service"

By THEODORE C. WIEHE

Mr. Wiehe, president of Schenley International Corporation, told his impressions to the Honorable Leo R. Sack, former American Minister to Costa Rica, who passed them on to the JOURNAL as of interest to the Service.

Theodore C. Wiehe

I understand that the total annual appropriation of the Department of State is less than the cost of building one cruiser of the United States Navy. If this be so, the American public receives through the State Department, by far and away, in my opinion, the greatest benefit for capital investment of any dollar appropriated for any government department.

I have just returned from a trip to Europe during which I visited 21 nations. My trip was not a sight-seeing trip in any sense of the word. It was a business trip in behalf of my company, the Schenley International Corporation. It was a successful trip, and it was partially made so because I received the intelligent co-operation of the Foreign Service of the State Department.

I wish every American business man—and, incidentally, every member of the Senate and the House of Representatives—could have had the opportunity of seeing at first hand, just how helpful the American Foreign Service is to American business.

The courtesies and favors extended to me in our American Embassies, Legations and Consulates in Europe were a part of the day's work for those missions. What they did for me, I am sure, they would have done for any of my competitors or for any other business men having a legitimate reason for seeking their help. The Department plays no favorites, as I learned. Its job is to serve; to represent the best interests of the United States in the countries to which the members are assigned; to better interpret the United States to those countries, and, as much as possible, without going beyond the regulations prescribed by the Department for the protection of American industry, to help American business get a foothold in the competitive picture of world trade.

My experiences during the past few months with the Foreign Service was not my first introduction to this branch of our government. It has been my fortune during the past three years to travel extensively in South and Central America, in Europe and in Asia, in behalf of my company. Wherever I have gone, the representatives of the American State Department (and for that matter, the representatives of the Commerce Department, where they are stationed) have been of the utmost help to me.

My job, during the past three years, has been to pioneer for American whiskies in order to regain foreign markets lost during the period from 1919 to December 5, 1933, during which time the quantity manufacture of American whiskies was prohibited by law. Only after 1929 was a very limited amount permitted to be distilled, and then only for medicinal purposes. Under the circumstances, therefore, if it was impossible to manufacture Pennsylvania ryes and Kentucky bourbons for home consumption, it was equally impossible to manufacture these traditional American beverages for foreign consumption, except for medicinal purposes. The result was that during a period of approximately fourteen years the foreign consumer, who formerly liked to buy American alcoholic beverages, was deprived of this privilege. Naturally, he got into the habit of drinking whiskies and distilled spirits from other countries. American distillers are now in the process of regaining these world markets; but it is an uphill task. People do not change habits overnight. Much time and effort is involved. Happily, however, it is now appreciated that the legal liquor industry in the United States is not only a source of great revenue (one of the greatest, in fact) for the United States Treasury, but that it also provides employment for hundreds of thousands of people, markets for grain products, bottles, printed matter, packaging, automobiles and many other affiliated enterprises,

(*Continued on page* 235)

Barnstorming to Bariloche

By Robert Mills McClintock, *Third Secretary, Ciudad Trujillo*

"THIS is Mr. Smith," said my friend, the Panagra pilot.

"Bernard E. Smith," added the gentleman. "52 Wall Street."

This meant a good deal more than just plain "Mr. Smith." I had read of Bernard E. ("Sell 'Em Ben") Smith in the papers. I asked what service the Embassy could offer.

Oh, nothing in particular. Mr. Smith had dropped in to pay his respects, and Panagra, which had just chartered him an airplane for a private flight to southwestern Argentina, had thought that possibly the Embassy might expedite the issuance of a decree by the Sub-Secretary for Air, authorizing passage over the southern portion of the Republic. By the way—there was an extra seat in the airplane; would I care to come along? They would be back the next day, as Mr. Smith and his travelling companion, Mr. Bickell, had to catch the next Panagra plane north, if they were to be in time for the Grand National at Aintree . . . .

If Wall Street millionaires were hiring airplanes for a casual eight - hundred mile jaunt to Bariloche via the famous Chilean lakes and wanted a Third Secretary for ballast, it was more than all right with the Third Secretary. The Ambassador said he thought it a "sporting venture," so with his blessing I went. There were five of us in a cabin Fairchild which, having started life proudly by carrying the United States mails over the Andes, had been reduced to the sad condition of a flying lobster crate, transporting Chilean lobsters to Buenos Aires. However, other than for a ripe and highly-seasoned fragrance, there was nothing fishy about it, as subsequent events were—in too spectacular a manner—to prove.

None of the crew—Johnny Wagner, the pilot, Earl Reddon, radio operator, or myself, ballast—knew at first just why the flight was being made. Mr. Smith had laid a thousand dollars down on the Panagra counter and blandly said he wanted to be flown to Bariloche, Argentina, and the wide-eyed Manager had called out the flying lobster pot for this duty.

We later learned the reason for the flight. Twenty-four years ago Mr. Smith had happened, in the course of a young man's adventures, to find himself in Buenos Aires with nothing much to do. At that juncture the stars in their courses caused his path to intersect with that of one Gerald Jones, a former Texas and Oklahoma cowboy who, coming to Argentina in 1884, had settled on the frontier in the wild and woolly territory of Nequén, where he had amassed a fortune from sheep ranching. Mr. Jones, enjoying his opulence and having read in the papers of those popular new contraptions called automobiles, had conceived an earnest desire to own one. He reflected, however, on the place he lived in: a wide land by the shores of the Andine lake called Nahuel Huapi, some hundreds of miles from the end of rail, a rolling grazing country still without benefit of roads. A practical man, Mr. Jones decided not to sink all his money in one expensive car, but to buy three Fords, on the theory that one at

Mr. Gerald Jones, owner of the Estancia Jones, and Second Secretary R. M. McClintock in his *bombachos*.

least would joggle through to Nahuel Huapi. So he bought three Model "T's" and asked young Mr. Smith to help drive them.

Mr. Smith was the only member of the caravan who had ever driven a car. The ex-cowboy had *seen* an automobile, and he piloted the second Ford. The third driver was an Indian cow-hand who had not so much as looked an an automobile in his life, much less driven one; but as a good steerbuster he stayed on top of the Model "T."

With Mr. Jones, likewise a stout-hearted American, three young children, the Indian and the highly effective Mr. Smith, the caravan bumped for three days over the Argentine Pampa from the end of rail, using roads where there were roads and steering over the plain when the cart tracks faltered and disappeared. They were towed by bullocks now and then, and heroic repairs had to be effected with the flat of an axe; but they got to Nahuel Huapi and were a seven days' wonder in that far region. However, in ten months even the genius of Henry Ford had to admit defeat at the hands of the Pampa; the cars dropped to pieces and the fragments were worked up in the ranch smithy in stirrups and horse hardware. It was a noble effort, just the same.

Robert M. McClintock

The Volcano Osorno, Photograph Taken at 10,000 Feet

Mr. Smith, having completed this trek by Model "T," tarried some weeks at Nahuel Huapi and in the succeeding years always treasured the notion of some day returning. It was for this reason that he hired a plane from Panagra. They almost chartered him a Ford tri-motor, which would have been quite apposite.

Flying over southern Chile presents no great navigational difficulty, as the country is so narrow that all the pilot has to do is to stay between the Andes and the sea. None of us had ever been over the country before, and our only chart was a map torn out of a tourist folder issued by the State Railways; but of even greater utility were the State Railways themselves, which ran in a straight line due south. All we did was follow the track below. The scenery was magnificent, with the far shimmer of the Pacific to starboard, the green fields below, and to port the sparkling white massif of the Andes, dominated by numerous volcanos, each one looking like a replica of Fuji-san.

At Temuco we landed at the military airport for gasoline and the surprised but cordial officers told us that the weather farther south was pretty thick. They cheerfully predicted we would be back for dinner with them.

Their weather forecast was entirely correct—but we did not turn back for dinner at Temuco. Flying low under rain clouds, the old Fairchild bounced bravely through rougher and rougher air and we looked down through the wet at the dense forests and misty blue lakes of southern Chile. At the largest of these lakes, Llanquihue, Johnny Wagner turned east and we were set to cross the Cordillera.

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LETTERS

(This section of the JOURNAL *will be devoted each month to the publication, in whole or in part, of letters to the* JOURNAL *from members of the Foreign Service on topics of general interest. Such letters are to be regarded as expressing only the personal opinion of the writers and not necessarily the views of the* JOURNAL *or of the Foreign Service Association.)*

THE EDITOR,
THE FOREIGN SERVICE JOURNAL,
WASHINGTON.

SIR:

The article by Mr. Chapin on the Foreign Service in the November and December numbers of the JOURNAL will, I hope, stimulate other officers to contribute their views. An open discussion cannot be harmful, to my way of thinking, but on the contrary the suggestions offered may be of considerable value. It would be presumptuous of any officer to air his views directly to the Department but there surely can be no objection to his doing so in the JOURNAL provided his ideas are confined to constructive criticism. With that object in mind I submit herewith, for what it may be worth, my contribution. It is an outline of the course I believe reorganization of the Service should follow, and if my statements seem emphatic I trust they may be attributed more to my enthusiasm than conceit. My discussion will be confined to reorganization with a view to making the Service more unified and effective in operation by reducing the number of offices and officers, with benefit to our Government, I believe, and without any great hardship on the present career personnel. When I speak of the Service I mean the field service. Mr. Chapin visualizes a service embracing the personnel of the Department at Washington. I do not feel competent to discuss the organization at Washington, but I do feel competent to discuss the field service.

Unification of the Service

No officer who has been connected with the Service as long as I, 24 years, will fail to appreciate the change brought about in that time for the benefit of the personnel, but I for one fail to see much change in the conduct of the Service itself for the benefit of our Government. Work is conducted along the same divers channels; three hundred or more offices continue to report directly to the Department and a hundred or more harassed individuals in Washington endeavor to analyze the reports and reduce them to some coherency. It is impossible, I think, for the Department to thoroughly digest the mass of facts and fiction that pours into it by every mail from the four corners of the earth, and in any event much of it must be found useless. Tons of paper in the archives of the Department bear testimony, I think, to a tremendous amount of wasted effort that might have been of distinct value had it been properly directed.

The diplomatic mission should be the supervising agent of our Service in each country and should be the only source of information from the field to our Government, not only on political subjects but on all matters of interest. In countries having no mission certain consulates should be designated as the reporting offices. Subordinate offices should be contributing sources. Their reports should be made to the mission, under the mission's suggestions or instructions, which in turn should be guided, if not directed, by the Department as to the reports desired. The information received by the mission should be sifted, analyzed and condensed into concise, comprehensible reports to the Department. The time of our harassed colleagues in Washington might be better employed, I think, in ascertaining the information desired by our Government than in mulling over innumerable reports from the field in an endeavor to extract a few items of practical value. In short, reporting should be confined largely to called-for information; voluntary reporting should be encouraged only along certain and well-defined lines. Missions, in many instances, will require bigger and better staffs than at present, a need that might be filled by reducing the number of consular offices and re-assigning the personnel.

Consular Offices

Consular offices should be located only at economically and politically important centers. I would cite a country in which I previously served as an instance of multiplicity of offices. Nine consulates are maintained there; five in my opinion are all that are necessary and one of them should be an adjunct of the mission. No doubt many will disagree that five consular offices are sufficient to cover the territory. That contention would be overcome, I believe, by making those five offices more important and larger-staffed. Some of the officers formerly serving at the discontinued posts might be assigned to them, others to the mission. But con-

sular offices are needed at small, unimportant and often unhealthful posts for the certification of consular invoices, occasional notarial services, bills of health to vessels, visa work, et cetera, and the protection of American interests! In any plan for reorganization of the Service the Department will judge whether the volume of that kind of work justifies the maintenance of an office. Merchandise is now shipped direct to the United States from many ports of the world without consular invoices in vessels carrying no consular bill-of-health. Notarial services may be performed by mail—that is, the official character of the individual attesting the deed may be certified by a consular officer without necessitating the presence of the interested party. Much preliminary visa work may be done by mail and it would be no great hardship for an applicant to journey to the nearest consulate for a visa as in most instances a consulate will be located in the city from which he begins his journey to the United States. As regards protection of American interests, I do not see how a reduction in the number of offices will lessen the protection afforded at present. Consular offices are not established in every city and town in the world in which American interests are represented. The threatened interest informs the consulate and the consulate informs the mission. I think most officers will agree that any protest that carries weight must come from that office. Should there be no consulate in the same city as the threatened interest an officer might be designated from the nearest consulate to make an investigation and report to the mission, and also, if advisable, protest to the local authorities. I cannot see the logic of maintaining an office in any city or town on the supposition that some case may arise there that may require consular or diplomatic intervention. Political and economic data desired on outlying districts might be obtained in the same manner, that is, by designating an officer from the nearest consulate to proceed to the district and obtain the information.

Number of Officers

As the Service is now conducted there would seem to be an insufficiency of officers to do the work expected of it. Much work of a routine nature on administrative matters could, I think, be dispensed with; more is mere duplication or overlapping. When nine offices in a small country are called upon to furnish data on the same subject the reports must necessarily contain much the same information. That undesirable feature cannot be entirely avoided, but if the work demanded by such reports were confined to five offices instead of nine and the Service throughout the world reduced to that proportion of the whole, the saving in time and labor would be enormous and the work might be done more efficiently and expeditiously. Reducing the number of offices will not reduce the number of officers, however, but will create a surplus unless many of the present personnel are retired under conditions that would entail considerable hardship. I do not advocate any such procedure. My plan does not anticipate an immediate change in the present structure, but is rather a future prospect. The present system of eight classified and three unclassified grades is, I think, both cumbersome and unnecessary. Three, in my opinion, would be more practicable. My scheme is based largely on that contention; therefore I must go into some detail in discussing the three classes I propose. And the last shall be first and the first last.

Class III, Vice Consuls of Career, $3,000 to $6,000 a Year

The Department's spotlight of efficiency should be focused on this class. The requirements for entry into the Service should be carefully considered, and the entrance age might be fixed at twenty-three years, thus ensuring that successful applicants will have acquired some outside experience. One year should be spent in the Foreign Service School at Washington and in the Department. That time should be considered a period of instruction and a salary of, say, $1,500 a year should be sufficient. Candidates for the Service who have successfully passed the examination and have not reached the age of twenty-three years might be retained on a waiting list for consideration when they reach that age. The successful applicant entering the field service should be told that for six years he will be on probation, that his salary will be increased by $500 a year, provided his services are satisfactory; that if he is passed over for salary increase two years in succession his services will no longer be required. A high standard of work and conduct should be demanded during the probationary period and the provision of separation from the Service after two years of unsatisfactory work should be rigidly enforced. I believe a fair proportion of officers will be found wanting. The time to dispense with the services of an unsatisfactory officer is at the beginning when he is a young man and can turn to other fields of endeavor, not when he is middle aged and other fields are barred to him. I have fixed the entrance salary at $3,000 a year as an inducement to young men of exceptional ability and character to enter the Service. The yearly increase of $500 will give these young men the assurance that in a few years they will be in a position to marry and maintain a home, at an age when any normal young man desires to marry, and it will assure them that at the end of six years of satisfactory service, or at the age of thirty, they

(*Continued on page* 240)

Degustation

By William Perry George, *Consul, Bordeaux*

Illustrated by Roderick Beach

ONE is always meeting people who, knowing a little about wines, affect to know a great deal, but the genuine connoisseur is extremely rare; even in a place like Bordeaux. Uncle Alfred is one of the greatest of these, and consequently the small dinner party at which we met was a memorable one for me.

In anticipation of the occasion my curiosity was sharpened by the pleasant intelligence that Uncle Alfred was to be confronted with something very special in the way of Bordeaux wines, but more so by the fact that the invitation to dine was conditional in a very unusual way. The conditional invitation, prescribing what one is to wear, is commonplace enough, but this one went further. Guests were asked to use no scent of any kind, to wear no fresh flowers, and to refrain from smoking until after dinner.

He was just about as I had pictured him in my imagination, a man of medium height and build, perhaps elderly—though his cheeks were firm and smooth and faintly pink, his eyes bright and clear. From a manner of reserve he looked out upon people and events keenly, speculatively, and with a sympathetic twinkle of quiet humor. There was refinement in every feature, even to the moustache. If called upon to describe this last, and not least important feature, I think I should call it a *sensitive* moustache, neither thick nor too sparse, well kept and trained up at the ends, with each whisker separate and somehow alert and alive, like an intelligent cat's.

Though the rest of the guests were permitted cocktails, I noticed that Uncle Alfred was not even offered one. Perhaps on the theory that such things tend to diminish the sensibility of the palate, he does not know the taste of gin, or of whisky; and I do not recall ever seeing him smoke a cigarette, or even a good cigar. There may be no theory at all involved, for there are plenty of Frenchmen who drink only wine and there are many who do not smoke.

There were no floral decorations in the house, none of the guests were scented, none had smoked for at least an hour or so. The atmosphere was pure and undefiled. The only contrivance lacking to exclude any influence susceptible of interfering with the *dégustateur's* unalloyed enjoyment and just appreciation of his dinner was an American air conditioner. It all seemed very elaborate and possibly, I admit, a little unnecessary. For me, the experience of twenty and odd years of service on four continents has done nothing more than add versatility to a naturally eager palate. It has always seemed to me that a cosmopolitan capacity for enjoyment of food need not interfere with a discriminating taste, and may even tend to sharpen the sensibility to cookery's subtle refinements. But it was easy to concede the point that for one whose palate is as much an essential auxiliary to his professional equipment as is the steady hand of an artist to his, it was the part of wisdom to take precautions.

Presently we filed into the dining room and seated ourselves at a table lighted with candles and with no other ornaments than the row of thin, tulip shaped wine glasses before each place, and it occurred to me then that the fine wines that would be introduced ceremoniously one by one would supply the decoration and the allumina-

"A chef d'oeuvre in itself of some artist behind the scenes"

tion, and that the meal itself would be rather accessory and incidental to the course of wines.

In this reflection I was right, for notwithstanding the menu was composed of a carefully balanced sequence of dishes each one of which seemed to be a chef d'oeuvre in itself of some artist behind the scenes, it was clear that each had been planned to form a foundation and background for the wine it accompanied. By common inclination—and a Bordeaux tradition—even our conversation revolved about wines and vintages, and it is amazing how much there is to be said in an intelligent discussion of victuals and wines. The uninitiated might suppose that this could become a bore, but it does not. Such a conversation sparkles with the charm of a thousand reminiscences, until it seems that every rare bottle is the key to some mental storehouse in which one's most amusing and most delightful experiences are stored half forgotten.

Our host, who is an advertiser in the FOREIGN SERVICE JOURNAL, and therefore a man of discrimination and discernment, was careful to reserve the most important wine until the end of the meal, after a rare fine Camembert had been passed. It is said in France that any wine is a fine wine after cheese, but it is equally true that the noblest qualities in a fine wine are brought out more clearly by a taste of cheese. And so, for our sound judgment, we did not attack the camembert until we had first passed upon the wine. With infinite care, using a corkscrew that was a complicated engine of levers and counter levers, he had drawn the cork some hours before, in his cellar, and decanted the wine. He now served it himself, gravely moving around the table from guest to guest. He did not announce what wine it was, as he had when each of the other wines had been served, but went back to his seat when he had finished pouring, and sat watching Uncle Alfred.

Uncle Alfred held the thin glass of garnet colored liquid delicately between a middle finger and thumb and slowly raised it until it was directly between his eye and a candle on the table. At that point there was an all but imperceptible pause, then with a careless circular movement of the wrist he rapidly revolved the glass, washing its sides right up to the edge but never letting a drop overflow, and, still lightly balancing it between finger and thumb, brought it to his nostrils and gently inhaled. The ends of his moustache quivered ever so slightly and his eyebrows moved thoughtfully upward the merest fraction of a millimetre.

He had noted the wine's color and brilliance, sampled its bouquet, measured its nose.

"That feeling of confusion when handed a wine list"

In the faraway look that took possession of his eyes then, faint memory visibly stirred, of some distant yet never to be forgotten experience. It was exactly as an old heart may be made to flutter, and grow young again, by the perfume of some flower; or as some undefined quality in the cool fragrance of an evening in spring may bring back so poignantly a flash of the past, as to dim present scenes into mere trembling shadows, with a tear. There was no tear in Uncle Alfred's eye though! Rather there seemed to be

"Chateau Margaux, mil huit cent quatre-vingt dix neuf"

mirrored there some vineyard of the Médoc, under a smiling autumn sun, with workers gaily gathering in the vintage.

But what vintage? And what autumn? From his expression there was no doubt that it was an autumn long ago, and an autumn of what is known in the wine regions as a *très grande année.* He put the glass to his lips and took a sip. Now the blurred label itself, on the mouldy old bottle in the cellar, could not have told Uncle Alfred anything he did not know; but savoring the enchantment of some vision he was reluctant to dismiss, he paused a long moment still before softly murmuring, with a slight nod of the head to our host, *"Château Margaux, mil huit cent quatre-vingt dix neuf."*

Now that was all intensely dramatic, but was *that* wine tasting? No. That was reminiscing. Such tenseness could not be sustained, such climaxes built up, in the commercial routine of tasting dozens and dozens of wines, mostly of recent vintage and barren of sentimental associations. It was not until some weeks later that I witnessed a laboratorical *dégustation* of red wines at Uncle Alfred's great cellars off the quay. I say laboratorical, for that is the word which most accurately describes it.

I went in answer to a telephone call from Uncle Alfred, simply informing me that there would be a *dégustation* in an hour's time and that I would be welcome if I cared to come. I was shown into a room that resembled nothing so much as a high school laboratory. The four walls were white and bare, the floor was of white tile. It was spotlessly clean. Around a side and one end ran a sort of counter, or shelf, divided into small compartments. In each compartment stood a glass, and behind each glass a bottle. In a corner of the room was a sink, with a large open drain. Uncle Alfred, dressed in a white overall above which showed a wing collar and necktie, was waiting for me.

He informed me that we would taste eleven wines, and handed me a sheet of paper on which the wines were listed in the following order:

A. 1933 Château Cos Labory 5° Crû St. Estèphe
B. 1933 Château La Tour Martillac Crû exceptionnel des Graves
C. 1934 Château l'Angélus St. Emilion 1° Crû de St. Emilion
D. 1934 Château La Tour Martillac Crû exceptionnel des Graves.
E. 1934 Château Dauzac Labarde 5° Crû Haut-Médoc
EE. 1935 Château Gruaud Larose Faure 2° Crû St. Julien
F. 1934 Château Canon 1° Grand Crû St. Emilion

(*Continued on page* 258)

Norwegian Student Celebration

By JEFFERSON PATTERSON, *First Secretary, Oslo*

IT has required the united efforts of the Yale Glee Club and the Norwegian Students' Singing Association to make a student of me, or, at any rate, to restore me to that blessèd estate formally abandoned for the better part of a quarter century.

The visit last summer of the Yale Glee Club illustrated the adage regarding the duality of trouble. In the first place, during the holiday season in Oslo, Norwegians are more interested in the music of trout streams than of the indoor variety, however superior. Secondly, the vacuum formed by the outrushing citizenry of Oslo, was filled by the international thousands of a World Sunday School Convention which populated local hotels to capacity.

In this situation, the Yale Glee Club's advance agent turned to the Legation—and the Legation to the Norwegian Students' Singing Association. The impression left on its leaders, or their predecessors, by a visit to the United States in 1905 seems to have been not only originally favorable but also gilded by memory. As a result, the assistance rendered the incoming Americans was remarkable for good will and good nature.

On the conclusion of the Americans' pause in Oslo I was included in a luncheon during the course of which, punctuated as it was by the speeches so dear to the Scandinavians, I was astonished to receive a handsome scroll informing those interested that I had been enrolled in the membership of the Norske Studenters Sangforening. This delightful distinction was not the less welcome in that my voice, even if raised in church, occasions comment inappropriate in a sacred edifice. Needless to say, I have cherished the diploma with the utmost care, not being likely to gather in another in this life, and have been happy from time to time to greet the new-found colleagues-in-song.

Accordingly, I hastened to accept an invitation this past December to the "Julefest," or Christmas party, of the Association. The festival was to be held in the dignified house of the Military Club and according to the invitation, was due to begin at a quarter after eight o'clock. This hour does not necessarily imply dinner in Norway, since the customary time for dinner is closer to four in the afternoon than to eight in the evening. Accordingly, one might expect supper, perhaps of the buffet variety, since spreads of innumerable cold dishes mark the year's end in Oslo.

However, such was not to be the ease, since the meal was worthy of the white ties and decorations which the company had been invited to wear. (The commendable, but almost incredible, promptitude with which dinner guests assemble in Norway probably keeps cooks in good humor and of course makes for better dishes.) Hence the company, after ceremoniously greeting the president and officers of the Association, promptly marched into the great hall of the Club to the accompaniment of quite stirring vocal efforts on the part of junior, or "active," members of the organization. Beer and "aquavit," the latter having the transparent but deceptive innocenee of gin and the taste of vodka, were already available, but I noticed that the latter remained untouched until used to punctuate the end of each of the innumerable songs which followed. However, the customary invitation to partake of nourishment, with which most formal Norwegian meals begin, started off plentiful potations of the remarkably strong Christmas beer which is brewed at the end of the old year and on which Oslo floats into the new.

I was made to feel at home both by the amiable willingness of English-speaking Norwegians to listen to my attempts at their language, and by the conspicuousness of American flags near the head table. These, I soon discovered, were not in evidence owing to my presence, but were cherished keepsakes of the Association's 1905 American tour. They had been given by Norwegian-American communities in the United States. A large amount of silverware, also of American origin, adorned the table, but these mementoes were not so much souvenirs as trophies and represented musical conquests wrought at Sioux City, Minneapolis, and Decorah (Iowa). To my perhaps uncritical ear, sweetened by refreshment, it seemed possible that the excellence of the voices might soon again reduce the stock of silver in the United States, since the Association has begun to hope for a second American visit which its members would like to have coincide with the New York and San Francisco Fairs of 1939.

I am certain that if the proposed journey does occur, the Norwegian students will add very real distinction to the participation of their country and countrymen at these exhibitions.

Education in CCC Camps

By Howard W. Oxley

Director of CCC Camp Education

In the classroom

SINCE its inception in Mareh, 1933, the Civilian Conservation Corps has reached over two million American youth. Seldom has an American agency had the opportunity to influence the lives of such a large number of young men in the short space of a few years. The Civilian Conservation Corps, therefore, should be of concern to American citizens. Its significance as a conservator of natural and human resources is obvious.

As initiated by President Roosevelt, the CCC was to provide employment and shelter for 250,000 young men selected from the large number of unemployed youth who in 1933 were wandering the streets and highways. In addition to launching the country on a comprehensive conservation program, the Corps proposed to train and develop its thousands of enrollees.

The first CCC camp was located at Luray, Va., in mid-April, 1933. Before the end of that month, 190 camps had been established throughout the country and 37,180 men were enrolled. By the end of June, 1933, 1,300 camps had been set up and 279,722 men enrolled. As the number of camps has expanded and contracted during the past five years, so has the average enrollment of the men.

The following table will show the average number of CCC camps and their total enrollments by subsequent fiscal years:

Fiscal Year	*Average No. of Camps*	*Average Monthly Enrollment*
July 1, 1933 to June 30, 1934	1,506	262,000
July 1, 1934 to June 30, 1935	1,663	325,000
July 1, 1935 to June 30, 1936	2,405	350,000
July 1, 1936 to June 30, 1937	2,069	340,000
Number of camps as of Dec. 31, 1937	1,500	270,000

The work program of the camps has been directed primarily toward the development, increase and conservation of natural resources, such as forests, soil, and animal life. Camp work projects have included the preservation of forest and park areas from fire, insects, and disease, the introduction of improved fire protection facilities, the planting of trees, the improvement of forest lands, conservation of agricultural lands by soil-erosion prevention measures, flood control operations, and the conservation of fish, game, and other wildlife.

A simple listing of the accomplishments of the camps in conserving natural resources would include such items as one and one-half billion trees planted, 58,000 miles of forest telephone lines erected, 39,000 bridges constructed, 41,000 park and forestry service buildings completed, 3,521,000 erosion check dams built, 2,792,000 acres of for-

Manual training

Practical experience—heavy machinery

est lands improved, 15,000,000 acres cleared of disease and pests, 89,000 miles of roads and trails built, 3,809,000 man-days spent fighting forest fires, and thousands of acres of forest and park lands improved for recreational purposes.

Impressive though these accomplishments are, the achievements of the camps in the field of human conservation have been of equal significance. From the beginning of the first few camps in April, 1933, the training and development of the men has received considerable attention. During December, 1933, the educational efforts in the camps were placed on an organized basis. The War Department was requested by the President to set up and administer a program ow education in every CCC company with the advisory aid of the United States Office of Education. Each company now has its "Advisor."

These men were selected from among the best qualified instructors and counselors who could be found. 99% are college graduates, most of them with previous training in education, and about half of them with experience in business or industry. They were told that their job was to organize, under the supervision of their Company Commanders, a program of training for each enrollee. They were advised: "The activities you carry on must grow out of the needs and wishes of the men. There is no program planned outside the camp and imposed from above.. The program must be worked out for each camp separately. Individual counseling, guidance, and stimulation are the keys to the selection of material. Informal study, reading, and discussion will characterize the methods probably used most largely."

Counseling and guidance form the basis on which the camp educational program has been built. Through interviewing and counseling with enrollees, the Adviser attempts to determine their background, training, and aptitudes; and to shape their program of instruction accordingly.

Guidance, as it is looked upon in the camps, is an attempt to help the individual help himself. It is a process of self-awakening, self-examination, self-appraisal, and self-choice. It necessarily involves an effort to acquaint the individual with a number of vocations, so that he may more intelligently choose an occupation in accordance with his aptitudes and interests.

Saw mill operation

In addition to one Adviser in each company, there are over 25,000 persons offering organized instruction to the enrollees. In each company, there is an enrollee assistant to the Adviser who is usually a high school graduate and a young man of

(*Continued on page* 235)

Housekeeping in Hindustan

By Clara Frost

IN India there is no servant problem, for on arrival most of the 353,000,000, it would seem, are bent upon working for you and have "chits" to show domestic virtues little lower than the angels! Your problem, therefore, is not in finding servants but in trying to prevent too many of them from attaching themselves to your payroll. A full complement of servants for a "burra sahib" would include: khansamah (butler), bearer, kitmagarh (butler's assistant), bobachi (cook), cook's assistant, masalchi (dish washer), sweeper, mali (gardener), assistant gardener, durwan (gate-keeper), chauffeur, syce (car washer), ayah (maid), dhobi (washerman), and durzi (sewing man).

A. C. Frost

"Mike" Concentrating

Let us assume, however, that you must be content with a slightly more modest household. The neighbors, or perhaps I should say neighbours, may raise their eyebrows just slightly, but you could really rough it in the average bungalow with about nine: a butler-bearer, a kitmagarh, sweeper, masalchi, a cook and his mate, a mali, a dhobi, and the driver. The caste system makes necessary this irreducible minimum. Each servant has but a limited range of duties; one will not do the work of another since he would thereby lose "caste"; and that interchange of duties, which I have overheard as laudable at the Consulate, does not work at all in the home.

You will probably have to get a specialist in to wash the windows, as that really does not come within the scope of the servants mentioned. Of course, if you are giving a dinner, as you are doing all the time, you will need extra waiters to serve as "extras" in the kitchen. If there is special digging in the garden, the mali will tell you that he needs about four helpers for that particular job. All these servants are men, unless there is an "ayah," an odd-looking female, who dresses and massages daily the lady of the house. An American woman has been known to wash her own silk stockings, to the utter astonishment of the entire household, but then these Americans are queer people anyway.

If self-reliance and independence are your creed, it would seem at first glance that a staff of this size is unnecessary for a family of two. One has to learn by experience how immutable are the ways of a world that goes back unbroken through fifty centuries.

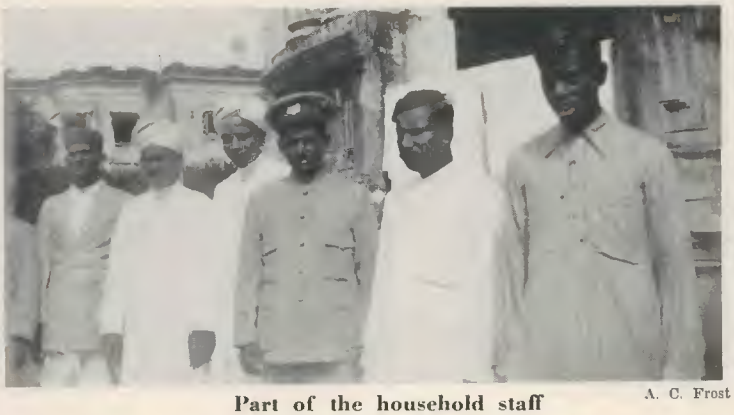
You can not "hurry the East"; it is better not to worry in the East. On going out to dinner if you find the soup functioning as a swimming pool for dozens of tiny ants, be nonchalant and continue to sip unconcerned. You may dine in a house some miles away and find your best doilies and glassware doing duty on the table, without a word of explanation from the hostess or from any servants before or after the incident. If you are short of dishes or equipment for your own party, they will likewise magically appear from nowhere, and be returned in the same silent, thankless way. There is said to be no precise word for "thanks" in the language, and no real reason for it in this mutual exchange between servants. Trying to change any custom in India is like pushing a finger into a rubber ball which immediately but gently refills after each pressure.

When you have assembled all your strange, dark servitors, you wonder how you are to keep them busy in a small household. In fact, you will not keep them very busy unless you are very busy about it yourself. If too zealous you will soon learn that your faithful bearer or kitmagarh has a sudden call to his country by reason of the illness of one of his numerous progeny. The secret of a successful home is to get a good bearer-butler, and let him gather all the others out of the mofussil

(up-country). In this way he becomes responsible for them and the establishment will work as a cohesive unit, with few of the petty jealousies that wreck discipline in a large staff having many points of friction. Of course, the chief servant levies tribute on all the others, but that is an old Hindu custom.

The way of servants in Hindustan is so different from western countries that a description of how they work (or rather avoid work) may be of interest. The bearer, or personal servant, is needed from the first minute you step on Indian soil. You may have gotten along without a personal servant, especially a valet, all your life in Kankakee, or Bingville, but when you land in India you at once feel that you must have one, and it is surprising how quickly you adapt yourself to personal and unremitting service. First of all, you need the bearer to guard your possessions, to act as interpreter, and to hold off the rabble at railway stations. The bearer makes clear to all the world that you are his particular quarry, and he has an effective way with coolies. You need your bearer in hotels, as they do not furnish service. The bearer squats outside your hotel door, runs errands, and decides who shall come in to see you. Tradespeople tip him to enter your presence, and incidentally to learn about your means, your destination, gullibility, buying instincts and intentions, previous condition of servitude, in a word, all the "background" needed for the sales effort. The bearer becomes uncanny in reading your mind and the slant your spending will take. If a sale is consummated, the bearer is blessed again by a suitable commission. Once a dealer handed me the tip to give to my bearer who was carelessly absent at the moment. Had the bearer failed to get his "baksheesh," he would have told the merchant on his next visit that I was busy, had gone away, was down with fever, or knew that he was a rogue.

The bearer is also your travel companion, and has a bunk with other people's bearers in a small, crowded compartment at the end of the coach. He hops off at stations to buy you ice, or a cup of tea, or to deal with the station vendors. Unless on one of the rare corridor trains, you have to alight at a station to go to the diner. The bearer guards your effects during your absence, and such surveillance is by no means an empty form. There are no "sleepers"; you bring your own bedding and the bearer makes up your bunk and puts it away in the morning. He, of course, does not carry your luggage; there are legions of coolies at every station. How the bearer enjoys ordering them about; by his tones of command you sense the wide gulf between him and them.



Part of the household staff — A. C. Frost

Tea in the Garden — A. C. Frost

When you start housekeeping, the head bearer orders the other servants about with much authority; he also makes up the beds, dusts in an abstracted way, waits on the table, assisted by the kitmagarh, and aids the master in dressing, if he has no valet. In this man's country, it is a bit annoying,

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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.

EDITORS' COLUMN

Readers of the JOURNAL will have noted that of late its columns have contained a considerable amount of correspondence from men in the field concerning Service problems. The JOURNAL board welcomes the increase in discussion of this nature and hopes that it will continue. Where members of an organization are relatively isolated from one another and from their headquarters for prolonged periods of time, it seems to us that an outlet of this sort for the expression of opinion is particularly necessary and important.

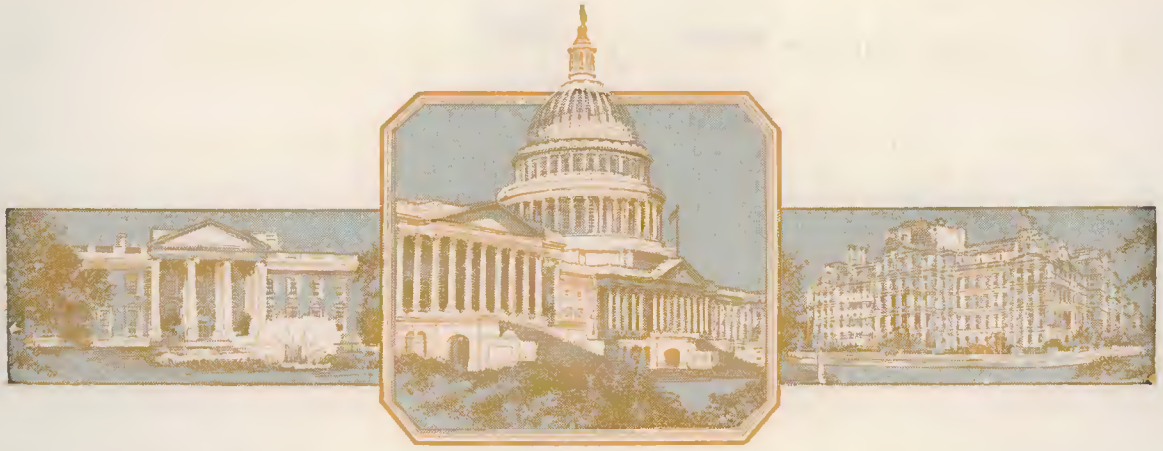
But the mere publication of letters from the field is not sufficient. Officers who, while stationed at posts abroad, have given real and constructive thought to Foreign Service problems and have taken the trouble to make their views known to others through the medium of the JOURNAL, deserve not only attention but also, in so far as this is possible, an intelligent reaction to their ideas and a clarification of the problems in which they are interested.

This need is partly answered by the letters of other officers, replying to those which have already appeared. It is hoped, furthermore, that articles such as those by Mr. Shaw in the March issue and by Mr. Messersmith in the present issue will go very far toward answering the questions of Foreign Service Officers and explaining to the Service at large the necessities which govern its administration.

It is obviously impossible, however, for persons in authority in the Department to comment on all the views expressed in this manner by Foreign Service Officers. It is in the hope of filling at least a portion of the remaining gap that the FOREIGN SERVICE JOURNAL Editorial Board has decided to depart from precedent to the extent of commenting from time to time itself on Foreign Service problems which have been the subject of discussion in the JOURNAL. By summarizing comment which has appeared in its columns, by giving direction to the exchange of views between members of the Service, and by calling attention from time to time to apparent errors of fact or of omission on the part of its correspondents, the Board hopes to increase the JOURNAL's usefulness as an organ for both the education and the expression of Foreign Service opinion.

Before inaugurating this practice, however, the Board would like to make it clear that it represents neither the Foreign Service nor the Foreign Service Association nor the Department of State. The views which it expresses are merely those of a group of officers on duty in the Department of State. Their

(*Continued on page* 252)



News from the Department

By Robert P. Joyce, *Department of State*

On Fehruary 23 the Secretary received a courtesy call on the part of the United Kingdom Delegation for the negotiation of a trade agreement. The Department announced that, pending the conclusion of the public hearings, the discussions between the United Kingdom Delegation and officials of the Department would be confined to the general terms of the agreement and preparations for detailed negotiations. On March 14 public hearings started on the proposed trade agreement before the Inter-Departmental Committee for Reciprocity Information. On the same day, the Secretary made public the text of a letter he had addressed to fifteen members of Congress from Maine, Massachusetts, New Hampshire and Vermont in which he stated that "from the standpoint both of our economic well-being and of peace, suspension or abandonment of the trade-agreements program would be the worst possible blunder" (see Radio Bulletin No. 60).

Count René de St. Quentin, newly-appointed French Ambassador to the United States, called upon the Secretary on February 28 to arrange for the presentation of his credentials to the President, which took place on March 3.

The Sultan of Muscat and Oman, accompanied by an aide-de-camp and a secretary as well as by Chief of Protocol Summerlin, arrived at Washington on the morning of March 3 and was formally received at the Union Station by the Secretary of State, the Chief of Staff, the Chief of Naval Operations, the Commandant of the Marine Corps, Presidential Secretary McIntyre, Under Secretary of State Welles, the Chief and Assistant Chief of the Division of Near Eastern Affairs, and the Commanding General of the Washington Provisional Brigade. The President entertained the Sultan at luncheon on that day and the Secretary gave a dinner for him that night. Under Secretary Welles entertained in the Sultan's honor on March 4. During his four-day visit to Washington, the Sultan visited the Federal Bureau of Investigation, the Washington Navy Yard, Fort Meyer, and went to Mount Vernon on the Secretary of the Navy's yacht "Sequoia." He departed from Washington for New York on March 6.

On March 9, the Secretary, in his capacity as an ex-officio trustee of the National Gallery of Art, attended a meeting of the Board of Trustees. Chief Justice Hughes and Secretary of the Treasury Morgenthau are also ex-officio trustees of the board in charge of the projected National Art Gallery at Washington, made possible by a trust fund set up by the late Andrew W. Mellon.

In an address entitled "The American Foreign Service in a Chaotic World," delivered before the Democratic Women's Luncheon Club of Philadelphia on March 7, Chief of Personnel Shaw stated, in speaking of the selection of recruits for the Foreign Service: "We want effective individuals with plenty of stamina and with a good, solid education that has taught them how to deal with ideas and facts and how to think straight. That is our irreducible minimum. Our present examination tends to bring forward the man who has won his education hy hard work, who has wanted that education and knows why he has wanted it, and to eliminate the man who has had every kind of educational advantage presented to him, but who nevertheless has gone through college in aimless and effortless fashion with a low C grade. Such a tendency is all to the good." He concluded his address hy stating: "If our ideals are to survive it will be because they

deserve to survive, and if they deserve to survive, it will be because of the thought, the effort, and, above all, the sacrifice which we are willing to devote to their realization. That is the task of each and all of us in these critical days, but it is particularly the task of whose whom we send abroad to represent us and our ideals."

On the occasion of the inauguration of the two Pan-American short-wave broadcast frequencies, Chief of the Division of the American Republics Duggan delivered a radio address opening a program directed to Brazil. He concluded by stating: "Occupying half of the South American continent and with a like proportion of the Hispanic-American population, Brazil cannot fail to play an important role in inter-American affairs. The broad understanding between our two peoples, achieved in peace and amity, will continue to be a guarantee of tolerance and mutual respect in this hemisphere. Efforts which are being made to promote closer relations form another link in the more than a century of cordial and harmonious relations between the Brazilian and American peoples."

Chairman McNinch of the Federal Communications Commission announced on February 26 the appointment of an Inter-Departmental Committee appointed by the President to study international broadcasting. It was stated that special attention would be given by the Committee to methods of cooperation with the American Republics in the use of the Pan-American radio frequencies temporarily allocated to the World-Wide Broadcasting Corporation and the General Electric Company. Mr. McNinch will serve as Chairman of the Committee and Harvey B. Otterman and George H. Butler will represent the Department.

On March 7, the United States and Czechoslovakia signed a trade agreement, the Secretary signing for this country and the Czechoslovak Minister signing for Czechoslovakia. The agreement becomes provisionally effective on April 16, 1938. It was proclaimed by the President on March 15.

Assistant Secretary Berle

The Honorable Adolf A. Berle, Jr., took the oath of office on March 7 as Assistant Secretary of State and entered upon his duties the same day.

Richard Pattee

On February 16, Richard Pattee was appointed a Senior Divisional Assistant in the Division of the American Republics. Mr. Pattee has made extensive studies in the field of the history and culture of Latin America, for some years was an instructor at the University of Puerto Rico and has lectured on Hispanic-American history.

Foreign Service Officers in the Department

During the month of February and the first half of March, the following changes occurred with respect to Foreign Service Officers assigned to the Department: Robert L. Buell reported for duty in the Office of Philippine Affairs. Monnett B. Davis, who has been assigned Consul General at Buenos Aires, was assigned temporarily to the Department and detailed to the European Division. Bernard Gufler, who has served four years in the Department, left Washington for his new post at Kaunas. George L. Brandt, who has been serving in the Visa Division, left Washington late in March for his new post at Mexico City.

Foreign Service School

The Foreign Service School, under the direction of J. Klahr Huddle, opened at the Department on March 15 with the following officers as members of the class: William Barnes, Maurice M. Bernbaum, Stephen C. Brown, J. Dixon Edwards, Herbert P. Fales, Kingsley W. Hamilton, John D. Jernegan, Perry Laukhuff, G. Wallace LaRue, Brewster H. Morris, J. Graham Parsons, Henry V. Poor, Walter Smith, Philip P. Williams, Evan M. Wilson, and Robert E. Wilson. After a preliminary session in the morning, the School was briefly and informally addressed by Assistant Secretary Messersmith and Chief of Personnel Shaw. Assistant Secretary Messersmith said that the world was going through more fundamental economic and political changes than many experienced Foreign Service Officers realized and that the Service must adapt itself to changed conditions. He emphasized that flexibility is one of the most important and desirable characteristics of a Foreign Service Officer. He pointed out that Government service usually demands a sacrifice of material advantage and that a successful Foreign Service Officer could probably do better financially in another field. He said that there is no post that this Government maintains where an officer has no opportunity for initiative and has no chance for advancement in the Service. Mr. Messersmith stressed the primary importance of the representative capacity of an officer and his obligations to interpret the best that there is in American life and tradition, in addition to interpreting the policy of our Government. He concluded by saying that the Department is building an extremely capable personnel which will be grinding out its work for years to come.

Mr. Shaw, in extending a welcome to the members of the Class, referred to the Foreign Service School as a graduate school—a professional school—designed to be sure for pouring information into more or less receptive minds, but also to provide that attendance at the School may be considered an active learning process. The Department expected, he said, that the routine and regular work would be done and done well but that there was a vast field

beyond that. He concluded his remarks by saying that the next thirty years, which presumably the new officers' careers will cover, will probably not be calm, stable years, but just the opposite, offering unusual opportunities for work of an interesting, instructive character and for building an eventful and meritorious career.

VISITORS

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

	January
Eugene M. Hinkle, Ciudad Trujillo	16
Edward Anderson, Mexico City	16
William P. Robertson, Oporto	16
Monnett B. Davis, Buenos Aires	19
Julian F. Harrington, Department	21
Leland Harrison, Bern	19
Kenneth S. Patton, Singapore	23
Reginald S. Castleman, Managua	25
Norah Alsterlund, Buenos Aires	28
	March
Keeler Faus, Paris	3
Sarah Russell, Tokyo	4
Arthur C. Frost, Zurich	7
Carol H. Foster, Sao Paulo	7
Kingsley W. Hamilton, Foreign Service School	7
William C. Bullitt, Paris	7
Carmel Offie, Paris	7
Ely E. Palmer, Beirut	8
Parker W. Buhrman, Sydney, N. S.	9
John Muccio, La Paz	12
Philip P. Williams, Foreign Service School	14
Garret G. Ackerson, Jr., Budapest	14
G. Wallace La Rue, Foreign Service School	14
Evan M. Wilson, Foreign Service School	14

INCOME TAX RETURNS

The following notes were received from the Consulate at Geneva, dated February 28, 1938:

Referring to the article "Income Tax Returns" in the February, 1938, JOURNAL, which states that post allowances should be included in Item 1 of the return, the following is quoted from a letter dated August 1, 1936, received by Consul Boucher, of the staff of this office, from the Internal Revenue Service (Chestina B. Barakat, Chief of Section), Baltimore, Maryland:

> "An error was made by you in including in the total income the amount of $413.47, cost of living allowance. This amount has been eliminated from your income as same is not subject to tax."

A further letter, dated December 10, 1937, from the same office, stated:

> "The income of wife, a non-resident alien, from sources outside the United States is exempt from tax."

SHERMAN PAPERS

The JOURNAL *has received a letter, quoted below, from the Library of Congress. Correspondence in this matter should be addressed to Jeannette P. Nichols, Room 24, Deck 37, the Library of Congress, Washington, D. C.*

In the Library of Congress, at Washington, D. C., is a collection of Sherman papers; but it is sadly lacking in letters written by the late John Sherman. Since he had thousands of correspondents scattered over the United States, many of his letters probably have been preserved in private hands. It is desired to borrow such letters, so that copies may be added to the collection permanently housed in the Library. Loans of letters are particularly desired at this time, because a biography of Senator Sherman is under preparation at the Library.

John Sherman was an important figure, and anyone who helps to preserve his letters contributes definitely to our national history.

It is hoped that all those who have letters signed by Sherman may be moved to send copies of them, accurately transcribed, to the Library of Congress for my "attention." If originals are sent, they will be copied and returned immediately, or added to the preserved collection, according to the wish of the sender. This service to history and to the memory of Senator Sherman will be highly valued by historians. The project has the warm sympathy and cooperation of many members of the Sherman family, including Mr. P. Tecumseh Sherman of New York City and Mr. Henry S. Sherman of Cleveland, Ohio.

IN MEMORIAM

With sincere regret, the JOURNAL records the death of Alberta Britton Kendrick, which occurred at her residence at the Standard Hotel, Dublin, on February 16, 1938, after an illness of three days. Mrs. Kendrick was the mother of Stephen E. C. Kendrick, Consul at Dublin.

BIRTHS

A son, Kevin Bradley, was born at Boston, Massachusetts, on March 7, 1938, to Mr. and Mrs. Leo J. Callanan. Mr. Callanan is Consul at Malaga.

A son, Reginald P. Mitchell, Jr., was born at Jacksonville, Florida, to Mr. and Mrs. Mitchell. Mr. Mitchell is third Secretary at Dublin.

A son, Emil John Codoner, was born on December 26, 1937, at St. Jean de Luz, to Mr. and Mrs. Manuel J. Codoner. Mr. Codoner is vice consul at St. Michael, Azores.

1937 INDEX

Copies of the 1937 Index of the JOURNAL are now on hand, and will be sent to all subscribers who request them.

News from the Field

SANTIAGO

The arrival from Buenos Aires of the "flying fortresses" commanded by Lieutenant Colonel Robert Olds coincided with the celebration of Washington's Birthday in Santiago. Chargé d'Affaires Wesley Frost was host to the fifty officers and men making the flight, at a large reception at the Embassy attended by some 500 persons from official, diplomatic and American colony circles.

The flight attracted a great deal of attention since it was the first visit of American aviation units to Chile in ten years. Moreover, the size, speed and other characteristics of the planes aroused considerable curiosity and interest. The Chilean public is definitely airminded. There are Chilean national airlines, French and German lines to Europe, and the Panagra service to the United States. In addition, French and Italian fliers have recently visited Santiago and the Chilean aircorps has just received a consignment of German military planes.

Shown in the photograph are Chargé d'Affaires Frost (wearing gray hat); on his right, Dr. Benjamin Cohen, long Counselor of the Chilean Embassy in Washington, now Chief of the Diplomatic Section of the Chilean Foreign Office; on Mr. Frost's left, Major Cummings, Military Attaché; next to Major Cummings appears Col. Olds.

Two experts from the Department of Agriculture are now in Chile, Dr. Blood and Mr. Tremelling, on the last leg of a trip which has taken them through Peru, Bolivia and Argentina in search of specimens of wild tomato plants. The purpose of such specimens would be to provide disease-resisting plants which could be grown successfully in the United States. They report considerable success (the western Andean slopes are supposed to be the tomato's homeland).

The National Library has an excellent American

Arrival of planes at Santiago

room in operation, which supplies many of the leading publications and reviews of the United States.

As often happens, the personnel situation in Chile has been in a state of flux in recent months. Carlos Hall has left Antofagasta for leave in the United States, with George Adams taking over the Consulate in his absence. Renwick McNiece, Consul at Valparaiso, has taken a short trip to southern Chile where he reports good luck in some of the famous trout streams, even though documentary proof has not yet been presented. Mr. McNiece, by the way, had the distinction of winning the "long distance" cup at his class reunion at Princeton last June.

The Truebloods reached Santiago early in February and immediately launched on the somewhat laborious task of locating suitable permanent living quarters. A tremendous amount of building has taken place in Santiago during recent years but even so, suitable houses are scarce. John Shillock plans to take home leave in April, shortly after the arrival of Ambassador Armour.

Santiago, Chile, Seen from Santa Lucia

Consul General Dow is also anticipating home leave which he wants to arrange so as to attend his daughter's graduation from college in June, in Washington. Counselor Wesley Frost, who has been Chargé d'Affaires since the departure last October of Ambassador Philip, also has a daughter who is graduating from college this June but does not expect to be able to be present.

The Naval Attaché, Commander "Tip" Merrill, is completing his tour of duty in April and his successor, Commander Webb, is expected a month or so before his departure. Major Cummings, the Military Attaché, has just returned to Santiago after a long stay in the Chaco, where he served as one of the neutral military observers of the Peace Conference.

Numerous large ships carrying hundreds of tourists have recently visited Valparaiso. The travelers visit Santiago for a day or longer and some groups are entertained at a country estate by authentic Chilean "huasos" (gauchos) who give riding exhibitions and play and sing their native music. On the days when the tourists are in Santiago, the city is scoured for every available person who knows some English to act as interpreter-guides on the motor and shopping expeditions. Encouraged by the recent growth in tourist arrivals, a local syndicate is erecting a 15-story hotel, which is expected to be one of the finest and largest in South America.

HAMBURG

The Honorable Hugh R. Wilson, accompanied by his private secretary, Mr. Peter Belin, son of the Honorable F. Lammot Belin, ex-ambassador at Poland, duly arrived at Berlin on the morning of February 16th, after having stopped at Paris and London, and was met at the Berlin railroad station by the protocol officers of the German Foreign Office and staffs of the Embassy and the Consulate General. Mrs. Wilson is to follow later.

Third Secretary Edward Page, Jr., while taking leave in Italy en route from Moscow to the Department, at the end of January, became so seriously ill with pneumonia at Sistrière that the attending physicians are said to have abandoned hope for him. His friends will be glad to hear, however, that news arriving in Berlin about the middle of February indicated that he was well on the way to sound recovery and expected soon to be as well and hearty as ever.

(*Continued on page 238*)

A Political Bookshelf

CYRIL WYNNE, *Review Editor*

The Republics of South America, a report by a study group of members of the Royal Institute of International Affairs. London, Oxford University Press, 1937; Pp. x, 372; 21s.

Every school boy now knows that the United States takes a deep interest in the welfare and progress of the other American Republics, and that its relations with the Southern continent are being drawn closer every day. In view of this awakened consciousness of the other Americas on the part of the United States, it is of interest to observe corresponding efforts on the part of Great Britain to increase its knowledge of that continent. The Council of Chatham House has published this "Report" to assemble within the covers of a single volume the essential facts needed to introduce the general reader to the study of the Republics of South America. The volume now presented is an admirably compact yet remarkably comprehensive approach to this broad field of study. The chairman of the reporting group, Mr. Philip Guedalla, surveys the scope of the volume in an introductory note as follows:

> "South America has formed the subject of a vast haphazard literature and of an impressive body of specialized studies. But no single work assembles the essential data on its physical and racial ingredients, the history through which its free Republics have evolved, and the economic facts by which its life and prospects are conditioned. In attempting such a survey its authors have confined themselves to the ten Republics of South America . . ."

For the information of the prospective reader, and to give him a more precise indication of the subjects treated in the book, it will be useful to list briefly the thirteen main chapter headings: The Physical Setting; Communications; Population; Origins, Conquest, and Colonization; Independence and the Rise of New Nations; The Ten Republics (recent histor yand politics of each of the South American Republics); Main Lines of Economic Development; The Land; Labour Conditions and Labour Movements; Financial Development; Religion and the Church; Culture and Education; and International Relations. These thirteen chapters, for the most part, are in turn sub-divided into a number of sections dealing with various aspects of the general subject.

The first chapter is very aptly concerned with the geological and geographical characteristics of South America. The topographical and climatic characteristics of the continent have exercised a profound influence on its history. This influence can be discerned not only in the political history of South America but in its economic and social development as well. No student should attempt to make a serious study of South America without at first familiarizing himself thoroughly with the main physical features of this great continent of infinite variety. The reporting Group has fully recognized this important principle in the painstaking thoroughness with which it has presented this subject in the opening chapter.

While it is not feasible in the brief scope of this review to give a complete summary of the multitude of interesting facts contained in the Report, the random selection of a few may have the desirable effect of stimulating curiosity and prompting a reading of the book in its entirely. For example, in the discussion of air transportation on Page 57 we read that "the total mileage of passenger, air mail and goods services in operation in 1933 is estimated at 30,000, and it has certainly increased since then. This figure compares favourably, in relation to population and economic development, with the 29,687 miles of airways in the United States." Later on, in the discussion of the boundary dispute between Chile and Argentina at the turn of the century, one reads with interest, "In 1902, however, new treaties of arbitration were signed, which were of deeper significance than the frontier dispute which occasioned them. For these were the first general arbitral agreements signed by modern nations . . ." (p. 148)

In the section devoted to the recent political history of Uruguay, reference is made to the Uruguayan Constitution of 1934; and the reader is informed that in that Constitution "arbitration of international disputes is incorporated as a fundamental law." (p. 168) In the same section (and elsewhere) adequate mention is made of the remarkable social legislation of Uruguay since the first administration of José Batlle y Ordonez in 1903. In the discussion of land-holding in South America, and the agrarian problem, it comes as somewhat of a shock to read that "There are estates in Brazil which are larger than England." (p. 193)

And today one is apt to forget that one South American country, Argentina, became for a brief period during the World War a creditor country and made a loan of $250,000,000 to the Allies.

Although the book is by design primarily factual, it nevertheless contains many observations and interpretations, some of them of an extremely thought-provoking nature. Under the heading "Public Finance" it is pointed out that the revenues of the South American Republics arise for the most part from indirect taxation. "Direct taxation is almost negligible, partly because of the high cost of collection where the population is widely scattered and individual incomes are small, and partly because such taxes are always more unpopular because they are more easily appreciated, and even the most dictatorial of governments cannot afford to alienate public support entirely." (p. 232) This fact is of particular significance when considered in conjunction with the wide spread in purchasing power between the relatively few wealthy property-owners and land-holders of South America and the great mass of poverty-stricken farmers and laborers comprising the bulk of the population. In view of the relatively heavy incidence of indirect taxation on the poorer classes, there is room for speculation regarding the future economic and social development of the continent in the event that appreciable progress should be made in the substitution of direct taxes for the generally prevailing indirect levies.

The chapter on "Culture and Education" abounds with stimulating observations and comment. The problems of educating the masses under a dictatorial type of government are touched upon. "The educator may mean the education of a child so as to become a man fit for enjoying and using freedom; the state may mean the formation of a type of man desirable to those who are concerned with the exercise of authority." (p. 266) It is to be fervently hoped that the leaders in thought and action of the South American Republics will fully appreciate their responsibilities and will strive to maintain untrammeled the search of the soul for truth. To the authors of the Report, however, the path is not yet clear. "Until a clearer conception of the relations between culture and political action becomes common in South America, the situation will be full of risks. It should be remembered, further, that the widespread influence of modern methods of propaganda, which is sufficiently evident in Europe, is even greater in countries where the masses are uneducated." (p. 266) In the same chapter the references to South American Universities, student movements, and cultural relations with the United States and Great Britain also contain facts and interpretations well worth the reader's attention.

Not only are there many thought-provoking passages in the volume under review but there are also several other passages which are frankly controversial. For example, in discussing banking, the authors point out that attempts to transplant European systems of central banking "were unsuccessful until some form of exchange control was also established. This was done in almost all the Republics during the recent depression, and there is no indication that it should be dispensed with even in time of prosperity." (p. 242) Again, under "International Relations" one reads as follows:

> "For many years after Independence the external relations of the South American nations were determined by a single factor. The recognition of the new Republics in 1825 by Canning gave them a charter of independence with the British navy as its sanction . . . The first effective relations of the new Republics with the outer world were with Great Britain; and it was British recognition and the protection of the British fleet, rather than the Monroe Doctrine unsupported by naval armaments of international significance, which ensured that the first decades of South American independence were undisturbed by foreign intervention." (p. 305)

The foregoing emphasis on Canning and the British Navy represents, of course, a British point of view; and as such it may be readily understood. However, notwithstanding the undeniably important influence of those two factors, historical accuracy should not overlook the fact that diplomatic recognition was accorded to the government of Buenos Aires by the United States in advance of Great Britain; and the importance and international significance of Monroe's famous utterance, even at that early date, cannot lightly be dismissed. Somewhat beyond the realm of controversy is the one error of fact which has been detected. On page 312 it is stated that the boundary dispute between Ecuador and Peru "is at present being arbitrated by President Roosevelt at Washington." Although representatives of the two republics are dealing with the problem in Washington, the matter is still the subject of direct negotiations between them.

In reading the book the reviewer has been on the alert, as a matter of curiosity, to detect an obviously British point of view in the presentation and interpretation of the many subjects treated. With the exception briefly noted above, the search has been in vain. On the contrary, the "Republics of South America" represents a scholarly and objective approach to a broad and complex subject and concludes with a full and fair appreciation of the close relations binding the United States to the

(*Continued on page* 252)

Foreign Service Changes

The following changes have occurred in the Foreign Service since February 11, 1938:

E. Allan Lightner of Mountain Lakes, New Jersey, who has been serving as Vice Consul at Buenos Aires, Argentina, has been assigned as Vice Consul and Third Secretary of Legation at Riga, Latvia, to serve in a dual capacity.

The assignment of G. Frederick Reinhardt of Oakland, California, to the Foreign Service School has been canceled. He will remain as American Vice Consul at Vienna, Austria.

William E. Chapman of Oklahoma City, Oklahoma, who has been assigned as Consul at Bilbao, Spain, and now in the United States on leave, has been assigned as American Consul at Gibraltar.

George Atcheson, Jr., of Berkeley, California, Second Secretary of Embassy at Nanking, China, has been assigned American Consul at Shanghai, China. This is in addition to Mr. Atcheson's assignment to Nanking.

The following changes have occurred in the Foreign Service since February 25, 1938:

Troy L. Perkins of Lexington, Kentucky, who has been serving as Language Officer at Peiping, China, has been designated Third Secretary of Embassy at Peiping.

Henry V. Poor of New York, New York, who has been serving as American Vice Consul at Montreal, Canada, has been assigned to the Department of State for the Foreign Service Training School beginning March 15, 1938.

Evan M. Wilson of Haverford, Pennsylvania, who has been serving as American Vice Consul at Guadalajara, Mexico, has been assigned to the Department of State for the Foreign Service Training School beginning March 15, 1938.

Marselis C. Parsons, Jr., of Rye, New York, who has been serving as American Vice Consul at Berlin, Germany, has been assigned Vice Consul at Medan, Netherlands Indies.

Whitney Young of New York, New York, who has been serving as American Consul at Tientsin, China, has been assigned as American Consul at Swatow, China.

J. Hall Paxton of Danville, Virginia, who has been serving as Second Secretary of Embassy at Nanking, China, and now in the United States on leave, has been assigned as American Consul at Shanghai, China.

In the non-career Service:

William W. Walker of Asheville, North Carolina, who has been serving as Vice Consul at Surabaya, Netherlands Indies, and who is now in the United States on leave, has been appointed as American Vice Consul at Port Limon, Costa Rica.

PUBLIC HEALTH SERVICE CHANGE

Assistant Surgeon Frederick P. Burow is to be relieved from duty at Naples, Italy, on or about May 1 and is to proceed to Ellis Island, New York.

NEW ENTRIES INTO SERVICE

The data appearing under the sixth and fifteenth names in the list of successful candidates in the recent Foreign Service examination which was published on pages 170 and 171 of the March number of the JOURNAL should be corrected to read as follows:

Philip M. Davenport, of Chevy Chase, Md.; born in Washington, D. C., December 21, 1915; attended University of Pennsylvania 1933-37 (B.S.), Fletcher School of Law and Diplomacy, 1937-38.

William L. Krieg, of Newark, Ohio; born in Newark, October 11, 1913; attended Dartmouth College 1931-35 (A.B.), Fletcher School of Law and Diplomacy 1935-37 (A.M. 1936).

BUDGETARY REQUIREMENTS

(*Continued from page* 210)

to the Department during the few years that it has been granted by Congress; and it has enabled the Department to meet some unforeseeable emergencies when Congress was not in session and deficiency appropriations could not therefore be obtained. It is well to explain however that if this transfer provision were to be used too extensively it might prove harmful, as the Bureau of the Budget and Congress would be almost sure to assume in considering the next succeeding budget that any appropriation from which it was possible to transfer a substantial sum must have been too large and should therefore be reduced. This provision is not therefore a "cure all" for inadequate appropriations and may be relied upon only to meet emergencies. It should also be understood that the transfer provision does not solve the Department's difficult problem of controlling Foreign Service appropriations. Expenditures in the Foreign Service are made at 354 foreign establishments and they must be estimated to cover all periods for which accounts have not actually been received. As the result of this unavoidable situation, it is impossible for the Department of State to know the actual balance in any Foreign Service appropriation until all accounts from the field are received, which will be four or five months after the close of a fiscal year. The transfer provision is of no assistance in solving this problem, because the Comptroller General has ruled that it is inoperative after the close of a fiscal year to cover a deficiency and the Department must therefore be absolutely sure that it has not permitted expenditures in excess of any appropriation.

7. Are there any material increases or decreases in the 1938-1939 appropriations for the Foreign Service?

It would be preferable to defer any detailed analysis of our Appropriation Act for the fiscal year 1939 until it has passed the Senate and is signed by the President. I will be glad to give you something further for the JOURNAL at that time. It does not seem expedient at the moment to add anything to the Department's press release of February 19, 1938, from which I will quote the following paragraph:

> "The effect of this bill if enacted into law in the same form it has passed the House of Representatives will be to make available for the maintenance of the Department of State proper approximately $91,000 more than for the current fiscal year; and the appropriations for the Foreign Service will be approximately the same as for the present year, which will nevertheless

permit some modest improvements in the Service, owing to the nonrecurrence of certain items that had to be provided for during the current year."

In conclusion, I would like to leave the thought with you that members of the Service can contribute most effectively to the success of efforts to obtain more liberal financial support for the Department and the Foreign Service by performing their duties in a manner that will reflect only credit on them and also in missing no opportunity to increase the knowledge of the general public in the United States concerning the character and importance of their work. In other words, it is not a question of bringing pressure to bear on particular members of Congress with respect to any specific increases in appropriations, but of creating a general demand in this country for reasonable and proper expansion in our Department of State and Foreign Service to enable them to deal successfully with the constantly increasing demands upon them. We have many friends in both Houses of the Congress and we can best help them to help us by developing a public opinion that will support them in their efforts.

"SOLD ON THE F. S."

(*Continued from page* 211)

all of which contribute to national prosperity.

It was a source of great gratification to me to obtain the sympathetic cooperation of our diplomatic and consular officers in the many European cities I visited. They were genuinely helpful. Obviously, I am sold on the American Foreign Service, and I am convinced that our Government's representatives abroad are doing valuable work for American trade and business interests.

CCC CAMPS

(*Continued from page* 221)

proven intelligence and experience. On an average, there are two or three instructors from the military staff teaching in each camp, five or six instructors from the technical staff, three instructors from among the advanced enrollees, one WPA or NYA teacher, and one teacher from a nearby community for every two camps. Thus, each company averages approximately seventeen instructors each month.

CCC enrollees come from such widely divergent backgrounds of training and experience that the program of camp education must be sufficiently flexible and adaptable to fit their needs. About 3 per cent of the enrollees are illiterate, and 39 per

cent have not completed elementary school, although the age of the average enrollee is nearly 19.

More than two-thirds of the enrollees had never had any systematic vocational training before reaching camp, and the majority of them have made no basic plans for earning a future livelihood. A recent report of the Department of Labor reveals that out of 124,788 juniors who entered the camps during October, 1937, 22,795 or 18.3 per cent had never been employed before, and 13.8 per cent had been out of work for more than six months before reaching camp. It is obvious, therefore, that the CCC continues to provide to a large number of young men their first real opportunity to gain work experience and training.

When faced with an educational situation such as the CCC, where individuals range all the way from illiteracy to the college status, from low intellectual level to very superior, from practically no special interest to any one of a hundred different interests, and when to these differences are added differences in work experience, ambition, temperament, and emotional stability, an individualized educational program based upon diagnosis of individual needs and careful guidance is not only desirable but clearly essential.

In evolving a training program for individual enrollees, the Adviser has two objectives. These are to make the enrollee (1) more employable and (2) a better citizen. In accomplishing these objectives the educational program in the average camp has undertaken the following basic activities:

1. The removal of illiteracy.
2. The correction of common school deficiencies.
3. Training on work projects.
4. Vocational instruction.
5. Cultural and general training.
6. Avocational and leisure-time training.
7. Character and citizenship development.
8. Assisting enrollees in finding employment.

The achievements of camp education have not been inconsiderable. Since 1933, nearly 65,000 enrollees have been taught to read and write. Nearly 550,000 enrollees have been better grounded in elementary school subjects, and more than 350,000 have taken high school subjects. College courses have been pursued by nearly 55,000 men.

The camps have demonstrated that education and work can be successfully combined. The camp work project is the practice school in which class instruction is applied. There are about 40 major classifications or vocations broken down into many hundreds of smaller jobs which may be taught on camp work projects. In addition, the administration of the camp offers valuable training and experience in such jobs as store management, stenography, cooking, and auto-mechanics. Since April, 1933, over 1,150,000 enrollees have received job instruction on work projects. This instruction has been supplemented by organized vocational classes in camp in which over 500,000 enrollees have studied.

Each class, as nearly as possible, is centered around some practical project. For example, the agricultural class may be built around a garden project, the English class around the camp newspaper, the arithmetic class around the company exchange, the current events class around the local forum.

Learning by doing is stressed on all occasions. Enrollees learn how to apply the theoretical to a practical situation. The undertaking of a project in connection with class work affords them trial-and-error experience, self-examination, self-appraisal, and self-awakening. Having successfully solved a given problem or carried through an assignment of work, the enrollee's mastery over a new field of knowledge is more certain.

To further enrich class instruction, Advisers make regular use of films, slides, exhibits, charts, graphs, and outside lecturers. During last November, 5,087 films were shown enrollees, and 8,282 lectures on special topics were delivered to them. The total attendance for these showings was 383,508 persons.

Camp officials have constantly been aware of their responsibility to help enrollees find satisfactory employment. Enrollees are advised as to the best methods of applying for work and locating job leads. Approximately 8,000 enrollees are leaving the camps each month to accept better paid jobs; and approximately 470,000 former CCC men are now employed in private industry.

On June 28, 1937, Congress extended the life of the CCC for three more years and included "vocational training" among the major purposes of the Corps. It further provided: "That at least ten hours each week may be devoted to general educational and vocational training." It authorized the Director of CCC to permit enrollees to break their term of enrollment to attend an educational institution and return to camp at the conclusion of the school term.

With a record of five years of achievement in the conservation of both natural and human resources, the Civilian Conservation Corps stands today as a convincing example of what a nation can do to plan its way through a baffling social and economic problem. There now confronts us, however, the question of how to better relate the camps and their techniques to the institutional life of America on a long-term basis.

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NEWS FROM THE FIELD

(*Continued from page 229*)

LEIPZIG

The adjoining photograph shows those attending the farewell dinner given on the evening of the 26th of January, 1938, by Consul General and Mrs. Ralph C. Busser at their home in Leipzig in honor of Signor Giovanni Andreozzi, Italian Vice Consul, about to depart for his new post at Adrianople, Greece, who was presented with an autograph album and silver tray having engraved thereon the signatures of the host, hostess, and invited guests, including Consul and Mrs. David H. Buffum, Vice Consul and Mrs. Paul M. Dutko, the Consuls General of Poland and Roumania, the Consuls of France and Switzerland, Intendant Stüber and Direetor Rosskopf of the German Broadcasting Company, Dr. Uhlendahl (Director of the German Library), opera singers August Seider and Irma Beilke, Duke and Duchess von Lenchtenberg, Professor Zamboni of the University of Leipzig, Herr Richard Lehmann (Chief Editor, "Neue Lepziger Zeitung"), Dr. Tempel (City Councillor), Dr. Brauer, Dr. Waldemar Rosen, Dr. Pagano, Herr Westphal, and their wives.

MAZATLAN

The U.S.S. *Jarvis*, commanded by Lieutenant Commander Robert R. Ferguson, was in port from January 21 to 24, on a shake-down cruise. The *Jarvis* had been commissioned the previous month and was much praised by all who had the opportunity to visit it.

Vice Consuls Wilson and Ellis entertained local Mexican officials, the Mazatlán consular eorps and the officers of the destroyer at a stag luncheon at one of the local hotels. The officers were also entertained at dinner by the Mayor. They in turn gave a buffet dinner followed by a movie on board the *Jarvis* for some members of the American colony and the highest local Mexican officials.

Consul and Mrs. Rufus H. Lane, Jr., arrived in Mazatlán on January 30 after having spent several months on leave in the United States following Mr. Lane's transfer from Calcutta to Mazatlán.

Vice Consul Robert E. Wilson left here on February 16th to spend a month's leave in Arizona and Iowa before reporting for duty at the Foreign Service Officers' Training School.

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THE NATIONAL GEOGRAPHIC MAGAZINE

Gilbert Grosvenor, Litt.D., LL.D., Editor, WASHINGTON, D. C.

A disappearing vestige of the old Portugal, long-horned oxen in the transport business. A *Geographic* illustration by W. Robert Moore.

OSLO

The following letter was received from Betty Beck, twelve-year-old daughter of William H. Beck, Consul General:

DEAR FOREIGN SERVICE JOURNAL:

I am writing this letter about Norway, and I hope you'll find something interesting in it, although I am a poor writer.

Norway is not really as cold as some people think. The Gulf Stream makes it warmer and because of that we are not all living in snow huts here. In fact, it is not so cold as Ottawa, Canada, where we last lived.

The chief sport in winter is ski-ing. The busses and "triks" or street-cars, have racks on the end for your skiis. This is because practically half the population goes out ski-ing on holidays and Sundays. The trains run at all hours for the mountains. At Easter there is a mad rush for space. The children begin ski-ing early here. On Sundays during the snow season children of three or four are seen ski-ing happily along with their parents, and quite old people are seen taking the hills with ease and skill. They ski more easily than they walk, it seems.

Since Sonja Henie became famous, skating rinks where music is played for fancy skating, have sprung up all over Oslo, and skating has become very popular, especially with the children. Then, too, before the heavy snowfalls there is skating on the many lakes and fjords nearby. Every winter a skating carnival is held at Bygdøy, a suburb of Oslo. All the children who have funny or pretty costumes can take part. The best one wins a prize. Last year Sonja Henie's cousin skated for us, and you can see that she is on the way to becoming as great a skater as her older relation. She is only about my age, twelve, I think.

At Easter everybody's ski-ing suits and red flannel underwear are being gotten out, and about three weeks before everybody leaves for the mountains to have a grand time ski-ing. There are many beautiful modern hotels high up in the mountains, as well as huts, with numberless trails all marked with different colored ribbons—some for beginners and some of course very difficult. Sometimes, towards Easter, they ski right down into the apple-blossoms and lilacs. Usually the vacationists are brown as berries, from the high mountain sun, but somehow this "paaske brun" (Easter brown)

doesn't last very long. Altogether the holidays in Norway are lots of fun.

In summer the beaches are usually crowded with people sunning themselves on the rocks, because the sun lasts on into the late evening. There is usually very little or no sand on the beaches near Oslo, for whenever they spread it over the bare rocks in cartloads the sea just comes and washes it away. Just the same that doesn't seem to keep the people from enjoying the bathing season. The water is not as cold as I expected; in fact some days the sun on it has caused it to be quite warm.

In Spring the sailboats spring up in the fjord like mushrooms, each chained to its own buoy, and numbered in big black letters. They look just like seagulls on the quiet ripples of the blueish-brown water. In winter they are stored away and are painted and shined up for use the following spring. The rowboats also receive this treatment.

Advertising is being done here a great deal, too. When I first came to Oslo I was surprised to see here and there along the streets in town, long poles, bearing on the top a banana, looking very real, and skinned back so that when it snows it looks like banana whip. That is advertising Fyfe bananas.

Well, as now I can't think of anything more to say, I will have to close.

Lots of love,

ELIZABETH (BETTY) BECK.

P.S. If I have forgotten anything that you would like to know I hope that you will write to me.

LETTERS

(*Continued from page* 215)

will be appointed Consuls.

Class II, Consuls and Diplomatic Secretaries, $6,000 to $8,000 a Year

This class will be comprised of officers who have proved their qualifications for the Service. They should receive a salary increase of $200 a year. All promotions on the "merit" system should be abolished, for I am firmly convinced that it is impossible to fairly evaluate relative merit between capable officers in a Service such as ours, considering the innumerable geographic, economic and fortuitous circumstances involved. They will of course be subject to a high standard of efficiency and conduct, and some of them no doubt will fall from grace and be eliminated. In 10 years or, say,

GROUP PHOTOGRAPH OF STAFF AT KAUNAS, LITHUANIA, AUGUST 25, 1937

(Farewell visit of Minister Arthur Bliss Lane to Kaunas)

Left to right: Clerk Joseph Schapiro, Clerk Helen E. Wayvada Clerk Valentine Honig, Clerk Edwin L. Murphy, First Secretary and Consul C. Porter Kuykendall, the Honorable Arthur Bliss Lane, Third Secretary and Vice Consul Walter J. Linthicum, Clerk Lydia Voishvillo, Clerk John Massey, Clerk Vladimir Kublitzky, and Janitor Joseph Damarodas. (Absent: Vice Consul Basil F. Macgowan, Clerk Margaret Olsufjeff, and Messenger Matthew Milukas)

at the age of 40, they should be subjected to another examination, both oral and written, to ascertain their qualifications for Class I. If found ineligible they should be retired at the end of their 16 years of service at a yearly pension equivalent to one-half their average annual salary for the previous 10 years.

Class I, Consuls General and Counselors, $8,000 to $10,000 a Year

These are the men who will be "tops" in the Service, in fact as in theory. They must be considered as of ministerial or ambassadorial timber, and that timber should be sound. They should receive an increase in salary of $200 a year for 10 years when they may be nominated by the President to be ministers or ambassadors, or retired in 4 more years at the end of 30 years' service at a yearly pension of three-fourths their average annual salary of the previous 10 years. Ambassadors and ministers, former Foreign Service Officers, whose services as such terminate will be retired on a yearly pension of three-fourths their average annual salary of the previous 10 years.

Retirement of Present Officers

No scheme of reorganization that contemplates a reduction in the number of officers can be made effective without eliminating officers at present in the Service. Compulsory retirement at the end of 30 years' service, on pension as at present provided, of officers considered ineligible for the higher posts is the only logical consideration if reorganization is to follow constructive lines.

Summary

At the risk of being tedious I shall venture to depict the Service as it might be built on the foregoing premises. At the top will be an ambassador or minister, below him an officer in the dual capacity of consul-general and counselor, attached, of course, to the mission. There should be but one consul general assigned to any one country. Such a policy will raise the prestige of that office and at the same time that of mere consuls which must suffer at present by the abnormal number of consuls general, nine in Germany alone, for instance. Below the consul general and counselor and acting under his supervision are $7,000 to $8,000 grade Class II men of a number sufficient to perform expeditiously the work required, designated simply as diplomatic secretaries. We should, I think, eliminate the first, second and third degrees, and fix their relative rank for administrative purposes by seniority. Every subordinate office in the Service will be in charge of a Class II officer and will be well-staffed with Class III men. Once a year, or oftener if found necessary, the head of the mission designates a secretary to inspect and report on all consulates in the country. Efficiency ratings

of all officers will be submitted yearly to the Department by the mission.

Conclusion

The foregoing is of course a mere outline for reorganization. On such a basis, however, the Service might be conducted more easily and efficiently, I believe, than at present, and at less cost to our Government. I have purposely refrained from discussing the mechanics of the Service. Many of Mr. Chapin's suggestions would fit into the structure proposed in my plan, but I should like to suggest than any plan may be spoiled by installing complicated mechanism that will not function. Endeavoring to regulate on a percentage basis the number of officers in each class is an instance of what I mean. The needs of the Service in personnel should be determined; yearly entries should be governed largely by the number of retirements and separations of the previous year, and the number of officers in each class kept at requirement level by promotions from the lower grade.

Very truly yours,

THOMAS MCENELLY.

Singapore, January 18, 1938.

Zürich, Switzerland, February 15, 1938.

THE EDITOR,
THE FOREIGN SERVICE JOURNAL,
WASHINGTON.

SIR:

I have enjoyed the comments in the JOURNAL on how to improve the Service but feel that in pressing secondary issues there is a risk of instability and lost motion by too much tinkering with our basic Act, which for the most part is very sound. I suggest that one change would go far to improve efficiency and esprit de corps.

Every officer with his family should be able to count on statutory leave with *transportation home paid* after performance of three years of service abroad. Section 22 of the Moses Act, which already provides the legislative hasis therefor, if fully implemented by the necessary appropriation, would be a tremendous factor in giving us a contested and viable personnel. The Department of Commerce brings its men home regularly every third year. Why shouldn't the Department of State have similar treatment? Our Service is ten times as large, extending into every corner of the globe, and consequently it would cost more; but this item should be budgeted for just as regularly and religiously as office rent or postage stamps. A billion dollar country can spend half a million dollars a year for this special purpose without a violent strain. Even then, the money does not go abroad, but benefits the American Merchant Marine upon

which all Foreign Service Officers must travel. Our hard-pressed Merchant Marine would not be pampered by this trifling subsidy.

In a world poisoned by endless propaganda it is more important than ever before to bring home our officers and their families, in order that they may renew their contacts with American life and institutions. There is no sadder sight than the official orphan stranded with his family for many years in a distant, perhaps unhealthful, post, becoming deeply disheartened by inability to save enough to come home on leave. Such a man can hardly be a fit American representative. If missionaries and business men are worth bringing home periodically, Uncle Sam's own agents deserve equal consideration, not for their own pleasure but for the efficiency and integrity of the Foreign Service. The Consul's plight is aptly described in the terms applied to the American expatriate in Italy by Hawthorne in "The Marble Faun" as quoted in "The Flowering of New England" by Van Wyck Brooks, page 476:

> "The years . . . have a kind of emptiness, when we spend too many of them on a foreign shore. We defer the reality of life in such cases, until a future moment, when we shall again breathe our native air; but, by and by, there are no future moments; or, if we do return, we find that the native air has lost its invigorating quality,—and that life has shifted its reality to the spot where we have deemed ourselves only temporary residents. Thus, between two countries, we have none at all, or only that little space of either, in which we finally lay down our discontented ones. It is wise, therefore, to come back betimes, or never."

Surely if billions must be spent on our National Defense in this mad world race for armaments, the "Department of Peace," our sole official instrument to head off the universal catastrophe, should not be so stinted in the comparative pittance needed to maintain essential contact with its representatives by bringing them to headquarters once in three years.

Sincerely yours,
A. C. FROST,
American Consul General.

January 10, 1938.

THE EDITOR,
THE FOREIGN SERVICE JOURNAL,
WASHINGTON.

SIR:

I have read with great interest Mr. Chapin's two articles in THE FOREIGN SERVICE JOURNAL containing suggestions for the further improvement of

the efficiency and morale of the Foreign Service, and I feel that their publication should usefully serve as a spur to the submission to the JOURNAL by other officers of constructive observations on the same subject. In accordance with this view, I feel impelled to address the present communication to you in order to set forth suggestions concerning one of the important subjects discussed by Mr. Chapin, namely the American non-career service.

American clerks, as I understand it, are appointed to posts in the field through one of three possible procedures: by transfer from the Department; by appointment from the United States; or by appointment locally upon the recommendation of the officer in charge. I presume that a certain proportion of the clerks transferred or appointed from the United States to the field are chosen after a Civil Service Examination; but that is not true of the American clerks appointed locally. Their selection, as a matter of fact, is almost entirely on the judgment of the principal officers concerned; and that judgment does not appear to produce uniformly satisfactory results. Far too many are selected by principal officers consciously or unconsciously influenced by personal considerations. Temporary appointments are frequently made in emergencies after slight, if any, examination; and these appointments are often later made permanent without serious reconsideration.

Although the scale of pay and allowances for American clerks is not unreasonable in comparison with similar positions at home, very few clerks, even of outstanding ability and long service, have so far been advanced to the higher pay brackets. Promotions have been even fewer and farther between than with officers. Long periods of service at the same post have tended in many cases to cause clerks to become "set in their ways," to dull their ambition and to develop such expatriate instincts as they might have. On the other hand, inefficient or unpopular clerks are likely to be transferred with remarkable frequency—the joke being very much on the other office!

At this point it behooves me to add to what has just been said a tribute to the considerable number of able, conscientious, hard-working American clerks stationed at pleasant and unpleasant posts throughout the globe. All the more credit is due them for doing their jobs well and without complaint under frequently adverse conditions.

So much for the situation. As for the remedy, certain improvements are obviously indicated: larger appropriations to make regular promotions possible; optional retirement after thirty years' service regardless of age; credit for service at unhealthy posts; increased retirement pensions; a stricter application of the involuntary retirement provisions of the law; no more "forgotten men" as far as transfers are concerned; government-paid home leave; and a system of personnel administration and rating as equitable and as controlling as that governing the career service.

Mr. Chapin has suggested other and more fundamental remedies, and they unquestionably deserve serious consideration. I venture, in that connection, to set for the following further proposals, some of which would appear to fit in with Mr. Chapin's suggestions and some of which would not:

1. That the American non-career service include a majority section composed of stenographer-typist clerks, all of whom would be appointed between the ages of 21 and 35 and after an examination which, whether under Civil Service Regulations or not, would include proficiency in typing as a sine qua non. Normally proficiency in stenography would also be a requirement; but provision might be made for this to be waived under special circumstances. In addition to the usual other subjects covered in such an examination, additional credit might be given for languages. The examination could be taken either in Washington or at one of a number of designated posts conveniently located in the field. The field examinations would be supervised by a board of officers above a certain grade, under the chairmanship of a senior officer selected for his special qualifications. Within the area covered by one of the examination districts no original appointment would be made to the typist-stenographer service except after examination in the United States or at the examination post having jurisdiction.

While the primary purpose of this service would be to provide competent stenographers, the duties of these employees need not be limited to typing and stenography. At small posts they would naturally have many other clerical duties, and at large posts they should be given every opportunity to display their abilities along varied lines.

2. That provision be made for the appointment in the field of temporary clerks without examination upon the recommendation of the officer in charge at the post concerned. These appointments would only be made in emergencies, and would be for a maximum period of six months subject to a number of extensions up to a total of three years. Temporary clerks would be on a lower scale of pay than permanent ones, would not receive rent or post allowances and would not contribute to the retirement fund. They would be eligible for permanent appointment only after examination in the usual manner, except that after a certain period, say six months, of satisfactory temporary service they could be appointed to a vacancy upon receiving a passing grade regardless of the grades of

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other candidates. On receiving a permanent appointment a clerk would be given credit towards retirement on his previous temporary service upon payment of a sum equal to the total of the deductions from his salary which would have been made during that period had he had permanent status—payable in installments, if desired.

3. That in addition to the stenographic-typist clerical service there be constituted a corps of employees ranking midway between clerks and career officers. All aspirants for appointment to the rank of Foreign Service Officer would be required to serve a minimum of three years in this corps. They would be appointed to it after an examination which would cover the same general scope as the present Foreign Service examination but would be somewhat less exacting. Although clerical subjects such as stenography and typing would not be included, extra credit might be given for typing.

The aim of this proposal would be to draw into the Service a greater proportion of the large number of able young men who are anxious to enter. At present out of the unsuccesful 90 or 95 per cent of the candidates who take the examination unquestionably scores are competent men who would be useful in posts abroad in a clerical capacity. If the number of successful candidates for entry into the sub-officer service were doubled, and examinations were held yearly, the Service would be assured a periodic fresh crop of able employees to fill all posts *above* the rank of stenographer.

The measure would provide that after three years' service in this corps employees having good records would qualify to take a second written and oral examination, success in which would mean appointment as Foreign Service Officer. This second examination would be less comprehensive than the first but more selective, and would take into account the record made and the knowledge gained in the sub-officer corps. It *might* also be provided that members of this corps could be appointed to the Foreign Service after passing only an oral examination, if they have had say six years of meritorious service. Likewise, employees of the stenographer-typist category *might* be eligible for appointment to the sub-officer corps after six years meritorious service subject only to passing an oral examination.

The age limits for *all* appointments to the sub-officer corps would be 21 to 30 and to the Foreign Service 24 to 35. A sub-officer would start at a salary of $2,000 and a Foreign Service Officer at $3,000.

Sub-officers would be given a title somewhat similar to the French title of Chancelier. They would serve both in missions and in consular offices, but would not enjoy diplomatic or consular rank.

Their duties would include the various services ranging between (but not including) stenography-typing on the one hand and the work of Vice Consuls and Third Secretaries on the other. This would include code work, filing, routine notarials under supervision, interviewing passport and visa applicants under supervision, filling in passport and visa forms, invoices, accounts, reception room interviews, translations, checking despatches for elementary errors, routine protocol, routine shipping, etc., etc.

A sub-officer aspiring to enter the Foreign Service after three years would normally receive an excellent grounding in all phases of Service work. If in a capital he might serve part of his time in the mission and part in the Consular office. Moreover, there would appear to be no reason under this system for newly appointed Foreign Service Officers to serve at foreign posts as students, and their period in the Department training school could be substantially reduced. Upon receiving their titles of Vice Consul they would be full-fledged officers, not on probation; and the rank of Vice Consul would rise correspondingly in prestige.

Members of the sub-officer corps failing to qualify for the Foreign Service would be eligible for appointment to the local rank of Vice Consul after eight years' service and to the local rank of Consul after sixteen years' service. They would have a scale of pay rising up to $5,000 as a maximum after twenty or twenty-five years' service.

The preceding suggestion would be in line with Mr. Chapin's very apt comments on the need for a group of officers of ability and experience but possibly lacking qualities required for the Foreign Service. These non-career Vice Consuls or Consuls could be used suitably for service at a considerable number of Consular posts, such as those described by Mr. Chapin, the importance of which is more routine than anything else. In this connection, it is suggested that if the titles of Vice Consul and Consul are to represent real goals to a non-career employee, they should only be bestowed after a fairly long period of meritorious service. The circumstance that in the past many clerks have been appointed Vice Consul within a few months of entering the service has tended to cheapen the rank and title of Vice Consul not only for non-career holders but for career holders as well. This would apply even more forcefully with respect to the title of Consul if it were accorded too indiscriminately to non-career men.

4. That upon the entering into effect of these provisions the clerks already in the service be divided into three categories: (1) Those found qualified after oral examination to be placed in the sub-officers corps; (2) of the remainder, those

having ratings of satisfactory or better to be placed in the stenographer-typist section; and (3) those found unsatisfactory to be separated from the Service or retired under Paragraph (d) of Note 7 of Section 24 of the Consular Regulations. No employee would receive less compensation than he was receiving prior to the inauguration of the new system.

All Foreign Service Officers would continue in their status, but new appointees would enter as provided under Paragraph 3 above.

The foregoing suggestions are submitted primarily as additional material for discussion. No doubt some of them are impractical of adoption for reasons outside the scope of my knowledge or experience. In conclusion I shall, however, list the possible objections which have occurred to me, my answers thereto and the principal advantages which I believe would result from these proposals.

Possible objections:

(a) That the appointment of a large number of typist-stenographers by a board of unspecialized Foreign Service Officers would be a bureaucratic system which would prevent principal officers from selecting specially qualified persons to fill their local needs.

The officers on the Examination Boards need not be entirely unspecialized. They should be selected for their particular qualifications and might be drawn from any post within a given area, meeting once or twice a year. It would not require unusual technical knowledge to supervise examinations in typing, stenography and general clerical subjects. The Board would take the special local needs of each post into consideration in its recommendations to the Department.

Even though in some cases there might be too bureaucratic a handling of local needs, the enormous advantage of ending the appointment of permanent clerks because of personal friendship or other such considerations with little or no regard for the good of the Service would more than offset this disadvantage. Moreover, principal officers would still be able to select temporary clerks in emergencies.

(b) That a Foreign Service Officer does not need three years of clerical training. Suitable material for the career service would not be improved, indeed it would be harmed, by service as a clerk. Some persons will feel that the Service has already been made democratic enough, and that it should not be made more so. In fact, this will doubtless be the main objection to the proposals.

The principal consideration behind these proposals is that with millions of unemployed in the United States the Service can afford to set extremely high standards not only for its career officers but for its non-career employees as well. As it is, competition for entry into the Service is so severe that in the 1936 examination out of 727 candidates 33 were successful. Yet the majority of the unsuccessful 694 were good men, anxious to embark on a Foreign Service career and many of them determined to try again. My thought is that our higher clerical duties might well be performed by men such as these.

As to obliging an officer to perform clerical duties for three years, I can see no harm and enormous good in the scheme. The sort of man who has the ambition, energy and intelligence to pass two stiff examinations and serve three years apprenticeship is not going to have his outlook narrowed, his imagination and initiative suppressed or his sense of proportion warped during those three years—particularly as he is still very young. On the contrary, a man whose experience has been limited to preparatory school and college, if he has anything to him, is going to gain in every direction by his sub-officer training. And if he does not, then he should not pass his second examination.

It should be noted, moreover, that apart from the difficulty of passing the examination, the Foreign Service at present offers the easiest road to an important career, in point of required steps, of almost any in the United States. We have no West Point; we have no Annapolis; nor is a post-graduate university course of several years essential as it is for law, medicine and engineering. There would be nothing unreasonable or unfair in requiring an apprenticeship of three years before appointment as an officer. It would, in fact, be much more in line with the practice followed by many foreign governments.

(c) That clerical and officer functions are entirely different and nothing would be gained by intermingling them.

Clerical and officer functions in many respects are not so very different or far apart. In fact, the higher clerical and the junior officer duties merge to such an extent that it is often difficult to tell where one ends and the other begins. Many Vice Consuls and Third Secretaries do mostly clerical work; on the other hand, many clerks do nothing but officers' work. If the Service had a West Point there is no question but that much of the training provided would be in the sort of work that clerks do in missions and Consular offices. And given the basic foundation of a sound general education, what better special training could there be? Through the clerks' hands passes all the work of the Service. The present system whereby Vice Consul study in the field and in the Departmental school teaches them, in its practical aspects, just

what they would, or should, learn as senior clerks over a period of years of service in both missions and consulates.

(d) That the Service needs an uninterrupted supply of new officers and that the supply would be interrupted for three years upon the inauguration of the new system.

Although there would be an interruption in the supply of new Foreign Service Officers, the first groups of sub-officers, each one twice as numerous as the previous classes of officers, would more than make up for the fewer officers. The only reduction would be in titles not in total personnel.

(e) That the personnel turnover in a suh-officer corps would be too rapid, due to the circumstance that it would be composed mainly of candidates for the Foreign Service. The successful ones would be promoted out of it after a few years, and most of the others, disappointed at not making the grade, would soon resign.

The clerical personnel turnover is already very rapid. Under the proposed organization the typist-stenographers would certainly be no less satisfied than they are now, and the sub-officers would have far more reason for remaining in their corps than do the senior clerks today. A sub-officer failing the Foreign Service examination would be able to take it again after a year, and once again after a second year. At the end of the sixth year of service he would be eligible for appointment as Foreign Service Officer without taking the written examination. If that did not materialize he would still be eligible for such appointment up to the age of 35. And those sub-officers having little hope of entering the career service could still look forward to appointment as Vice Consul (which under this system would mean far more than it does today), and eventually as Consul with a salary up to $5,000 a year and allowances. All in all, the suh-officer corps as a career in itself would hold forth many advantages as compared to openings in private life, especially in times of depression. And it would be infinitely more attractive than anything the present non-career service can offer.

One very important further advantage of these proposals would be that the sub-officer corps would constitute an invaluable reserve of officer material to draw upon in a period of great emergency such as another general war. It is unnecessary to recall the vital need which arose for competent men in our Foreign Service during and immediately after the World War. Unfortunately, our present system is doing little more than provide for the minimum requirements of a peace-time service. The greatly increased needs which will arise in case of war ought not to be overlooked.

Very sincerely yours,

EDWARD P. LAWTON.

Cienfuegos, Cuba, February 15, 1938.

THE EDITOR,
THE FOREIGN SERVICE JOURNAL,

SIR:

I have been a reader of THE AMERICAN FOREIGN SERVICE JOURNAL for many years and I have always found it interesting. The February, 1938, issue, however, deserves comment upon its excellency. The information given concerning the preparation of Income Tax Returns is of real value and I am sure it will be appreciated by all members of our service who are fortunate enough to receive taxable incomes.

The section entitled "Some Problems of Citizenship" is very interesting and forces upon the average reader the realization that he may not yet know quite all there is to learn concerning citizenship cases. I hope this section will be definitely continued and extended to cover a wide field of Foreign Service problems and activities. Properly handled it could be made to constitute almost a Foreign Service School for the men in the field.

Contributions such as "Russia and the Alaskan Purchase" are likewise both interesting and helpful.

It is indeed encouraging to note the publication of Vice Consul Nelson P. Meek's letter in this issue. As a possible further contribution to this cause I am enclosing a memorandum covering my personal views upon the subject.

One of the greatest problems of all Foreign Service Officers and employees who have children of school age is that of providing such children with an American education. . . . It would be interesting to hear the opinions of other members of the Foreign Service upon this matter.

With most sincere wishes for an ever better and better FOREIGN SERVICE JOURNAL, I remain,

Very respectfully yours,

HERNAN C. VOGENITZ,
American Vice Consul.

(The memorandum referred to by Mr. Vogenitz contains comment upon certain difficulties under which the non-career and clerical personnel are working. He makes a plea for such changes in the non-career service as the following:

Optional retirement after thirty years.

The same credit toward retirement as is granted career officers for service at unhealthful posts;

Increased retirement benefits, based upon actual contributions to the retirement fund;

More promotions to the higher grades in the clerical service;

Automatic salary increases in the non-career service similar to those in the career service;

Increased recognition for efficient work on the part of non-career officers.)

EDITORS' COLUMN

(*Continued from page* 224)

excuse for advancing their views in this manner is not that they have any representative capacity. It is merely that they are, through the circumstances of their service in Washington, in closer contact with those who bear the responsibility for the administration of the Service than officers in the field can be. They also enjoy exceptional opportunities for meeting and exchanging views with a large percentage of their own colleagues. And if their views are presented as those of a group rather than individually, it is because the recent reorganization of the system by which the JOURNAL is edited has made it necessary for them to consider these matters collectively rather than individually. The control of editorial policy is now exercised by the routing of JOURNAL material to all the members of the Board and by periodic meetings at which the details of editorial policy are discussed. It is impossible in these circumstances to avoid collective consideration of the content of the material presented, and the conclusions arrived at are unavoidably those of the Editorial Board as a whole and not of any single individual.

BOOKSHELF

(*Continued from page* 231)

Southern continent. The importance of the Montevideo conference of 1933 is fully recognized, and the Buenos Aires conference of 1936 is referred to as "the most successful Pan-American conference ever held." (p. 322) The concluding sentences of the book are of significance: "The South American countries now seem likely to find the degree of international cooperation they desire rather in the Pan-American system than in the more universal institution at Geneva . . . and ultimately they may show the way to harmonize the universal with the regional peace-systems, so that membership of one is complementary to membership of the other."

PAUL C. DANIELS.

The Law of Civil Aviation. By Nils Henry Moller, M.A., LL.M. (Cantab.). (Sweet and Maxwell, Limited, London, 1936, $7.50.)

In a 550-page volume on *The Law of Civil Aviation* the author has traced the development of the law in Great Britain, has made numerous citations to British air navigation acts and decisions of the British courts and has included in the appendices beginning on page 341 copies of international conventions, British air navigation acts and other documents referred to in the volume.

Part I of the book contains a detailed analysis of the International Convention for the Regulation of Aerial Navigation, a multilateral convention within the field of international public air law, signed at Paris on October 13, 1919, which sets forth the conditions under which civil aircraft of one of the parties may be flown in territory of the other parties. Part I is, however, as stated by the author, primarily concerned with the general trend of British orders and regulations and with the powers which have been exercised by way of extra-Parliamentary legislation coupled with the present manner and extent of their exercise.

Part II deals largely with the liability of the operators of aircraft for damages resulting from injuries to persons and property on the surface, and to persons and property in the course of transportation by air. In discussing the development of the principles of law relating to the liability of the air transport operator and the extent to which his liability may be limited, the author makes numerous references to two important international conventions within the field of international private air law, the Convention for the Unification of Certain Rules relating to International Transportation by Air, signed at Warsaw, Poland, on October 12, 1929, and the Convention for the Unification of Certain Rules relating to Damages Caused by Aircraft to Persons and Property on the Surface, signed at Rome on May 29, 1933.

The numerous citations of British laws and decisions should be of special interest to anyone interested in the development of civil air law in Great Britain but aside from the references to three important international conventions the book is of limited value as a reference work so far as the development of air law and air navigation on an international basis is concerned.

STEPHEN LATCHFORD.

The Hidden Lincoln. From the Letters and Papers of William H. Herndon. Edited by Emanuel Hertz. (461 pp. New York: The Viking Press. 1938. $5.)

This is one of the most revealing books on Lincoln that has ever been published. Herndon was for 21 years Lincoln's law partner at Springfield, Illinois, and he has played the Boswell to his great friend. Much of the Herndon material has already been printed but the publication of *The Hidden Lincoln* makes it clear that a great deal has been concealed for over half a century. It has long been suspected that the unpublished Herndon papers would give the true story of Lincoln's relations with Ann Rutledge, Mary Owens and Mary Lincoln (whom Herndon calls a "female wildcat"!), that they would explain Lincoln's heredity and that they would reveal other secrets that "a

woman should not see." Herndon may not always have been correct in his interpretations but his story is a fascinating one.

E. WILDER SPAULDING.

HINDUSTAN

(*Continued from page* 223)

just as you are giving some orders for the day, to hear the master's voice calling for a collar button, because the bearer will drop everything to rush at the master's bidding. That an American woman should have authority in the home strikes an Oriental as strange indeed. Electric bells to call the help are rare, the usage being to cry, in a strident voice, "Bearer," and he comes running, or should. One doesn't call the servant by name, Ali or Mohammed, or whatever it is, but by his occupation: bearer, kitmagarh, et cetera, et cetera. This method is practical if you change servants often.

The kitmagarh, or waiter, looks after the dining room and serves the breakfast and tiffin, practically unaided; but at dinner the butler-bearer brings the soup and part of the other courses. The kitmagarh cleans the silver, sees that the masalchi washes the dishes properly, is responsible for the pantry, and each morning gives out the dry stores, butter, et cetera, to the cook. At meals, the kitmagarh claps his hands imperiously over the outdoor banister to the cook in the godown below across the court where the food is prepared, and the masalchi rushes across and up the steep spiral stairway on the outside of the house, where the kitmagarh receives the dish with becoming dignity and brings it to the table. The masalchi, beside bringing the food from the cook-house, also washes the dishes, and he never breaks a dish!

The sweeper, invariably an Untouchable, sweeps and washes the floors and bathrooms (each person usually has his own bathroom in the better houses), and does any dirty work. He and the masalchi act as general errand-boys for their superiors in the servant hierarchy. Our sweeper is the most picturesque of all the servants; he has a mild manner and a pleasing smile, and is of good physique, with twinkling eyes and a curly, black, close-cropped beard from ear to ear. He wears khaki shorts, with a military-like coat, a large, bright red turban (a mark of Untouchability), and at least four thin gold earrings along the rim of each ear from top to bottom. Quite content he is with his lot on $8.00 a month. The sweeper takes care of the dog, cooks his food (which no other servant will touch), brushes and massages the dog daily, bathes him, and takes him out on his daily walk. Our sweeper is conscientious and "Mike" gets a good walk, but most of the sweepers gather in an adjoining vacant lot and squat together the whole afternoon with dogs closely tethered. The sweeper and the dog are great chums, the sweeper slyly pets him, while the dog reciprocates by licking his whole face from chin to forehead with the greatest gusto.

The cook is also quite a personage and, among other merits, ours is a Christian. He is really an executive, superintending most of the cooking, as he has a mate, or assistant, even if the household numbers but two. The mate, who is an apprentice, and is said to pay the cook for his instruction, peels the potatoes and other vegetables, cleans the kitchen and scrubs the pots and pans, but not the dishes, which are washed by the masalch in the pantry upstairs. The cook, who lives out (the others dwell in godowns on the premises), receives the bazaar money on departure at night and does the marketing early in the morning. The masalchi is up and out very early to cover, on foot, the four miles to market to meet the cook and carry home the comestibles. It is a sight in the morning while at breakfast on the veranda to see the masalchi come trotting up the driveway with a huge basket on his head containing live poultry and a profusion of fresh fruits and vegetables, while the cook, empty-handed, marches behind with a lordly air. Happiness in this land depends on the art of delegating work.

In the afternoon the bearer brings the cook's bazaar book—usually it seems when I am busiest (perhaps this is an Eastern wile), hoping thereby to avoid too close a scrutiny. The account book is all written up in passable English by a professional scribe in the market place, and this service costs an anna (about $0.02) a day.

The servants, except the sweeper already described, all dress in white uniforms. You provide about four a year, and also pay for the laundry. They look quite attractive in the big baggy trousers and long white well fitting coats, with wide girdles of red, white, and blue ribbons and white turbans decked with a tricolor ribbon, as it is the vogue for Consuls to use their national colors. The office bearers are still more resplendent with the seal of United States embroidered brightly on their breasts.

You would expect, with all these servants, a 24 hours-a-day service; but that is not the case. They have a disconcerting habit of disappearing in a body at frequent intervals during the day, and for hours you are alone in the house. They all vanish to their godowns as if by magic in the early forenoon; about 11 a. m. they come back and make a few gestures at appointed tasks, and then are off again until tiffin. After that another complete disappearing act occurs until teatime (the lady is supposed to be resting the entire afternoon until tea). After tea they stay around fairly well until dinner

is served, after which they "salaam" as soon as possible, unless there are guests, and go for the night. Merely saying goodnight to all of them, as they troup in one by one, becomes after a time quite a bore. If there are guests they stay on cheerfully, but even then are often hard to summon for the "chota pegs."

Then there is the dhobi, or washerman, who gets the wash one day and brings it back just one week later and NOT before. The "durzi," a male seamstress, will come by the day or month and squat on the veranda for your sewing. Considering how the dhobi massacres the wash, rips off the buttons, and tears clothes on the rough rocks which are his washboard, the "durzi" has plenty of follow-up work.

The mali will act as "durwan" (gatekeeper), unless you have these functions subdivided. Our next-door neighbor has a durwan who shouts in a loud voice at frequent intervals during the night to prove his worth and to scare off the evil spirits. His vocal efforts are an excellent source of insomnia. Don't forget the chauffeur, whom you MUST call the "driver." Although it is not incorrect to drive your own car, the driver should be in the rumble-seat or elsewhere in evidence, and he is needed to guard all removable features when you stop. Of course, the driver doesn't wash the car; that is another vocation. The average driver is usually quite innocent of any knowledge of the mechanism.

The newer dwellings (houses are called "bungalows" even when two stories) are often very attractive, with spacious compounds which have room for a good lawn-tennis court. Immense rooms, with marble floors and many doors and windows, high ceilings and many huge fans, white tile baths and electric refrigerators, combine to make a comfortable, even palatial, setting, which tempers life in the tropics. A large veranda faces the south, from which, as in Washington, the breeze comes, and there one spends much spare time throughout the year thinking about this queer, eventful Consular life.

Housekeeping in Hindustan has its problems, but if you have good servants the system functions remarkably well. One must have much patience and realize that your helpers are not far removed from the primitive. As with servants in other lands, they have much also to put up with in you and your strange notions. Their nats and their spirits are very real to them, but they are greatly mystified by your own spirits which you call bacteria and germs. You laugh at their superstitions, but so do they at your ridiculous insistence on boiling milk and water. Your queer ideas about sanitation haven't even a religious basis as have their customs of ceremonial purity. They have a child-like outlook and

what they take is not stealing as you are all just one happy family. They come from a far country and would like you to share their family cares and burdens. One had his daughter to marry off, and, as he had no money, would I please pay the cost, or "as much as the memsahib cares to give." Another must have a special ceremony to get his four-year-old daughter's ears pierced or she could never get married. He had money for the operation but needed funds for the feast. You dare not start to listen to the thousand family woes or to embark on the endless mirage of private philanthropy. But the rich texture of native life and the tales of infinite variety will add to your housekeeping experience.

CONTRIBUTORS TO THIS ISSUE

Assistant Secretary GEORGE S. MESSERSMITH answers many of the questions that probably have occurred to most officers at one time or another. His comment clarifies many points related to the fiscal problems of the Department, and the JOURNAL is most grateful to him for his interesting and helpful contributions.

ROBERT MILLS McCLINTOCK recounts a real thriller. He was third secretary at Santiago at the time of his adventure.

The Service will appreciate the generous comment made by THEODORE C. WIEHE, as well as the interest taken by former American Minister LEO R. SACK in making the material available to the JOURNAL.

The Editorial Board has decided to devote a section of the JOURNAL to letters received from members of the Service, and expresses its thanks to those who have made contributions. Such comment, when carefully thought out and prepared, makes interesting reading and serves a useful purpose.

WILLIAM PERRY GEORGE contributes to the liberal education of officers with his entertaining article on wines. The illustrations by RODERICK BEACH, who is a friend of S. W. BOGGS, Geographer of the Department, always are welcome additions to the JOURNAL's pages.

The exposition by HOWARD W. OXLEY is interesting in comparison with the approach being made by other nations to similar problems. The article was prepared especially for the JOURNAL.

MRS. ARTHUR C. FROST has given some valuable hints to prospective housekeepers in the far east. Mr. Frost was Consul General at Calcutta from 1931 to 1934.

The usual grateful acknowledgment is made of the numerous other contributions to this issue.

DEGUSTATION

(*Continued from page* 218)

G. 1934 Château Mouton d'Armailhacq, 5° Crû Pauillac

H. 1934 Château Léoville Lascases 2° Crû St. Julien

I. 1934 Château Margaux, Grand Vin Margaux

K. 1934 Château Latour, Grand Vin Pauillac.

He asked me to note down my observations, if I felt I could put them into words.

He first poured a little wine from each bottle into the corresponding glass, then picking up one glass at a time he rinsed it with the wine that was in it, and emptied the contents into the sink. He was careful to put back each glass into its compartment before taking another. He then poured from each bottle again, half filling the glasses, and announced that we were ready to begin.

We worked around from wine "A," just smelling each wine. He must have made his notes mentally, but I put mine down on the sheet of paper, as faithfully as I could, when I could think of anything to write. It was by no means easy. There were no two wines alike, yet they differed so finely that it was hard enough to perceive the difference, let alone define it in words. Or else the difference was striking, yet indefinable. How is one to describe a *single* wine, for that matter? First of all, it is pleasant or it is unpleasant; and secondly, it is that because it is sweet, or it is dry, or it is too sweet, or too dry. And then? It is useless trying to identify each of ten or twenty wines like that. There is no system, yet each wine must be accurately classified in the mind according to the subtle characteristics which are peculiar to it, and to it alone. I got around to "K," with scant satisfaction to myself and feeling not a little foolish as I glanced at my notes. Then I went back and smelled two or three of them over again. Uncle Alfred contented himself with one thoughtful smell of each, and got through rather quickly, looking completely nonchalant about it.

Then we tasted the wines. I thought this operation would be easier, but it was not. We sloshed each wine about in our mouths as we strolled from counter to sink after each sip. Back and forth we marched, from counter to sink and from sink to counter, crossing each other in the middle of the room. I was far too engrossed in seeking definitions for the sapid qualities of what was in my mouth to be concerned with what we looked like.

All this time I had been under the impression that my notes were for myself, but to add embarrassment to perplexity Uncle Alfred asked me to read them. I am still embarrassed as I reread them now:

A. Nose: strong, long, full, green coffee.
Taste: a little acid, clinging tang.

B. Nose: same, fine cigar.
Taste: less acid.

C. Nose: much more subtle.
Taste: firestone, new bread.

D. Nose: short, sweet, like "B."
Taste: full body, tea.

E. Nose: short.
Taste: dryer, violet and cedar.

EE. Nose: long, character, subtle.
Taste: rose, violet, a bouquet.

F. Nose: sharp, long, definite.
Taste: sharper in mouth, body absolutely harmonious.

G. Nose: long, definite.
Taste: less sharp.

H. Nose: rich, long, powerful.
Taste: rose, violet, truffle; supple, faultless.

I. Nose: high and a little flat, long.
Taste: specific violet taste, a little rough today.

K. Nose: high, sweetish, sustained.
Taste: splendid, majestic.

The following week I participated in a *dégustation* of white wines, and made the following notes:

1936 Donzac Entre-Deux-Mers. Nose: quick, a little sulphurous.
Taste: similar, typical Graves, cloudy.

1936 Domaine de Lescure, Verdelais. Nose: deeper, cooler, graver.
Taste: startlingly suave in contrast.

1936 Crû Morange Virelade. Nose: bitter, dusty, long.
Taste: monastery wine.

1936 Crû Vincent Merlet Preignac Sauternes.
Taste rather surprisingly sweet for its deep smell.

1935 Crû Bergeron-Lamothe. Nose: Inside of an old trunk. Moth balls.
Taste: delicate, but with too sweet after-taste.

1936 Crû Bergeron-Lamothe. Nose: cool, dark.
Taste: delicate, rich, consistent.

1936 Château Gassies Haut-Barsac. Nose: unbalanced, an old barn.
Taste: tired, a bit flat, may convalesce.

And so on. We tasted sixteen white wines!

The two *dégustations*, and subsequent experience, have convinced me that a deep knowledge of

wines requires years, and perhaps a lifetime of constant application to such comparisons. And even so, many important questions go generations unsolved, among the experts. Thus only a few nights ago a group of connoisseurs sat down together to dine, and to decide whether or not 1871 was equal to 1875. Before each plate were ten glasses, for the ten arguments to be considered:

"Some vineyard of the Médoc."

1871	Pontet Canet	1875
"	Léoville Lascases	"
"	Mouton Rothschild	"
"	Margaux	—
"	Yquem	
"	Guiraud	

The dilettante will never acquire this knowledge, but anyone with a palate can learn to differentiate between good wines and bad, and all that is necessary to overcome that feeling of confusion when handed a wine list is to remember the châteaux that appeal to one, and the years that are "good." As far as Bordeaux wines are concerned the following recent years are good:

Red Wines	
1899	****
1900	****
1904	**
1906	**
1911	***
1916	***
1920	***
1924	***
1926	***
1928	***
1929	****
1934	***
White Wines	
1899	****
1900	****
1904	***
1906	***
1911	***
1914	****
1916	***
1920	***
1921	****
1922	***
1924	****
1926	***
1928	***
1929	****
1934	***

An *old* wine is not necessarily a *good* wine. It is better to select a good recent year, than a wine produced in an indifferent year a long time ago. Nevertheless a red Bordeaux should not be drunk until it is more than two years old.

An *old* red wine should always be decanted with care. It should also be gently warmed, or *chambré*, to the temperature of the room in which it is to be served. Perhaps the best way to accomplish this is simply to leave the bottle in the dining room a few hours. A white wine should be slightly chilled before serving.

Trade-Agreement Notes

By EDWARD I. MULLINS

ON March 7, the eighty-eighth birthday of Thomas Masaryk, the first President of the Czechoslovak Republic, the United States signed a trade agreement with that country. The agreement goes into effect provisionally on April 16.

Courtesy of Associated Press and Evening Star

The Secretary and the Minister of Czechoslovakia signing the Trade Agreement

The foreign trade figures of agreement and non-agreement countries for 1937 in comparison with 1936 stack up as follows:

	1936	1937	*Per Cent Gain*
	Millions of dollars		
Trade Agreement Countries			
U. S. Exports	$ 893	$1.255	40.6%
U. S. Imports	1,031	1,218	18.1%
Non-Agreement Countries			
U. S. Exports	1,563	2,090	33.7%
U. S. Imports	1,391	1,866	34.1%

As might be expected, the hearings on the proposed agreement with the United Kingdom before the Committee for Reciprocity Information established a new record. Some 400 persons were heard from March 14th to the 23rd. Due to the number of appearances an augmented Committee was divided into four groups.

Mr. Marc Catudal, who spent some two years in the Trade-Agreements Division and resigned in September, 1937, to pursue the study of law in the University of Kansas, has returned to the Division—and we are unable to get the connection between his resignation for the pursuit of law and returning to Washington with a bride. We welcome "them" back into the fold.

Hearings were held on the proposed Turkish agreement on February 23. Mr. Henry J. Wadleigh of the Division of Trade Agreements and Mr. Norman H. Burns of the Tariff Commission have sailed to Istanbul to assist in the negotiation of the agreement.

A book, "The International Economic Position of Argentina," by Mr. Vernon L. Phelps of the Division, was published on February 17, 1938. Also the volume by Mr. Tasca entitled "The Reciprocal Trade Policy of the United States," recently mentioned in these notes, has appeared on the book shelves.

INTERNATIONAL RADIO BROADCASTS

General Electric's enlarged short-wave broadcast schedule, to include use of the two new frequencies recently granted W2XAD by the Federal Communications Commission, will go into effect March 4. Four frequencies will then be used by stations W2XAD and W2XAF in transmitting programs to international listeners.

The broadcasting schedule will be increased by two and one-half hours with the use of the new frequencies. W2XAD, on 21,500 kilocycles or 13.95 meters, will be in operation from 8 a.m. to 12 noon; on 15,330 kilocycles or 19.56 meters from 12:30 p.m. to 7 p.m.; and on 9.550 kilocycles or 31.41 meters from 7:30 p.m. to 12 midnight, EST. Station W2XAF, operating on a frequency of 9,530 kilocycles or 31.48 meters, will be in service from 4 p.m. to 12 midnight, EST.

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TO BARILOCHE

(*Continued from page* 213)

There was a small gale whipping from the north over Lake Llanquihue and as a former yachtsman I instinctively said to myself, "you would need three reefs down in that breeze." From what hit us later, bare poles would have been more than sufficient. Unfortunately, however, the wings of an airplane can not be reefed!

From Lake Llanquihue we fought through very rough air and dense rain along the leeward wall of a deep gorge which connects Llanquihue with Lake Todos los Santos to the east, forming a craggy moat at the foot of the huge volcano, Osorno. We had just slipped past the shoulder of the volcano and were over Todos los Santos when a white squall struck which almost tore the wings off. The pilot told me that evening that when it hit he had the motor throttled to a minimum and the stick hard down, but that in spite of this the air speed was 120 miles an hour and the rate of climb 200 feet a minute! The buffeting was tremendous. Had we not held desperately to the iron stanchions of the fuselage we should most certainly have been tossed right through the linen roof of the cabin. I am positive that I pressed my finger prints into the cold metal. About this time it occurred to me that this was one of those moments when you were supposed to review your past life and compose yourself for the future. I was too much interested, however, in what was happening, and in squeezing drops of iron out of that stanchion!

Under such conditions we were unanimous in one desire—to get out of that vicinity with all possible swiftness. Wagner is a magnificent pilot, and he used all his skill that day. With the storm howling about us the old ship staggered around in a steep bank and we whipped down the cañon back to Lake Llanquihue, which looked like a placid haven after the tempest over Osorno.

It was now late in the afternoon and the nearest port was Puerto Montt. Johnny skirted the southern shore of the lake until we struck the ever-useful railroad; from there we hedge-hopped damply down the track to the military airdrome of Chaviza, spending the night in Puerto Montt.

To a man who first got to Nahuel Huapi by driving a Ford over the wild Pampa it would take more than one rebuff to prevent his return by air, so the next morning we set off once more, through glorious sunlight, to attempt the crossing by the

Bariloche Pass, which leads from Lake Todos los Santos through the Andes to Lake Nahuel Huapi. It was then that I was fortunate in snapping a photograph of Osorno.

This time we flew over Todos los Santos without difficulty, admiring the turquoise color of the beautiful lake and its deep fjords which finger the forested mountains. The luck held while we were in the Bariloche Pass itself, a precipitous gorge so deep that, while we flew with wingtips almost brushing the pine trees on the leeward side, the floor of the cañon was a sheer thousand feet below. However, as we snaked through this forbidden chasm the mist thickened until at last there was danger that it would close in upon us. To fly blind in such a place was to fly very quickly into oblivion, so once more we turned back, defeated.

Johnny looked aft inquiringly at Mr. Smith and rolled his eyes upward. Over the top? Mr. Smith jerked his thumb toward the sky. Over the top it was.

We spiralled above Todos los Santos for fifteen minutes until we were above the crater of Osorno, above the forbidding reefs of El Tronador, the Thunderer, above the newly washed white clouds. The sky was brilliantly blue, the sun golden. Flying over clouds which hide mountains looks so supremely simple! Nevertheless, there was not one of us who did not listen anxiously for each beat of the motor. One failure and we should be gliding down helplessly into the soft white sea, to crash in the opaque mists below the shining surface.

The luck held, and with a strong tail wind we were "over the hill," as pilots term the transandine crossing, in fifteen minutes. Fortunately we found a rift in the clouds over Lake Nahuel Huapi and through this spiralled down to the little Argentine town of Bariloche, where the schools were dismissed and the children flocked out to crane their necks at this mysterious visitor from Chile.

We gave them a good show, as it took us thirty-five minutes to find the landing field. We scared all the cattle and sheep in western Neuquén before we at last discovered the field, located almost at the door of the Estancia Jones, our destination. The "airport" differed from the rest of the Pampa only in the possession of a white circle in the center of the field and three forlorn gasoline drums; but it was a perfect natural landing place.

On the morning after our arrival Mr. Smith took one glance at the snow falling on the Andes and decided that he did not want to see the Grand National so much, after all. We were stormbound three days at the Estancia Jones, and, although we attempted once to bluff the weather and get across, the Andean wind blew us eighty miles off course in an hour and gave us definitely to understand that the route to Chile was closed.

We were probably the most comfortable castaways who ever staked down an airplane to an emergency landing field. All that I had ever read in W. H. Hudson and Cunningham Grahame about the genial life of the Pampa or "Camp," came true. We bought ourselves *bombachos*—the baggy trousers of the Argentine horseman—boots and *fajas* or brightly colored wool belts, donned *ponchos* and turned *gaucho pro tem.* It is magnificent country for sport, with wild boar hunting providing the most excitement. As for riding, it is the principal means of transportation and does not come under the category of sport. I, suffering the usual fate of a sailor on a horse, did not so classify it, either. I found solace, however, in my *bota* or goatskin wine bottle: if one could not ride like a *gaucho*, one could at least drink like one! These *botas* are magnificent things. They are made in Estremadura, in Spain; leathern sacks holding two quarts of wine, the hair of the goat on the inside to give the drink a hirsute flavor. One imbibes by tilting back the head and letting the wine spurt into the throat. Old timers tell you that a real *gaucho* can do this and say "Gregorio"; but this is a base deception, designed solely to set Panagra pilots and Third Secretaries strangling in their beautiful new *bombachos* and boots.

After so many false starts we at last came to say our goodbyes provisionally, and good Mrs. Jones kept an extra roast in the oven against our return. However, on the morning of the fifth day Mendoza gave us good weather on the Chilean side and once more we went over the top. The huge volcanos of Chile came again into view above the clouds, making me feel a second time that God, having made Fuji-san, had cast four more such mountains from the same mold. Then the clouds drifted away and we found ourselves above Lake Ranco, with the green forests of Valdivia fringing its shores, and knew we were in Chile. After a seven hour flight from Bariloche I unloaded my *bota* of wine from the plane at the Santiago airport and my duties as "official ballast" were ended.

COVER PICTURE

The Chief of the Gayhead Indians (Pawkunnawakutt tribe) of Martha's Vineyard, Massachusetts. The photograph was taken by Frances C. Macgregor of Hingham Center, Massachusetts.

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