

*The* **AMERICAN**  
**FOREIGN SERVICE**  
**JOURNAL**

VOL. 19, NO. 7

JULY, 1942





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JULY, 1942



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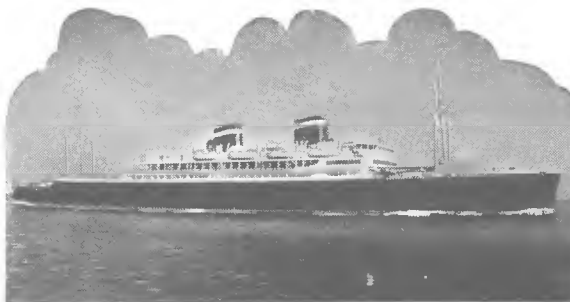
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## Winning a race with time

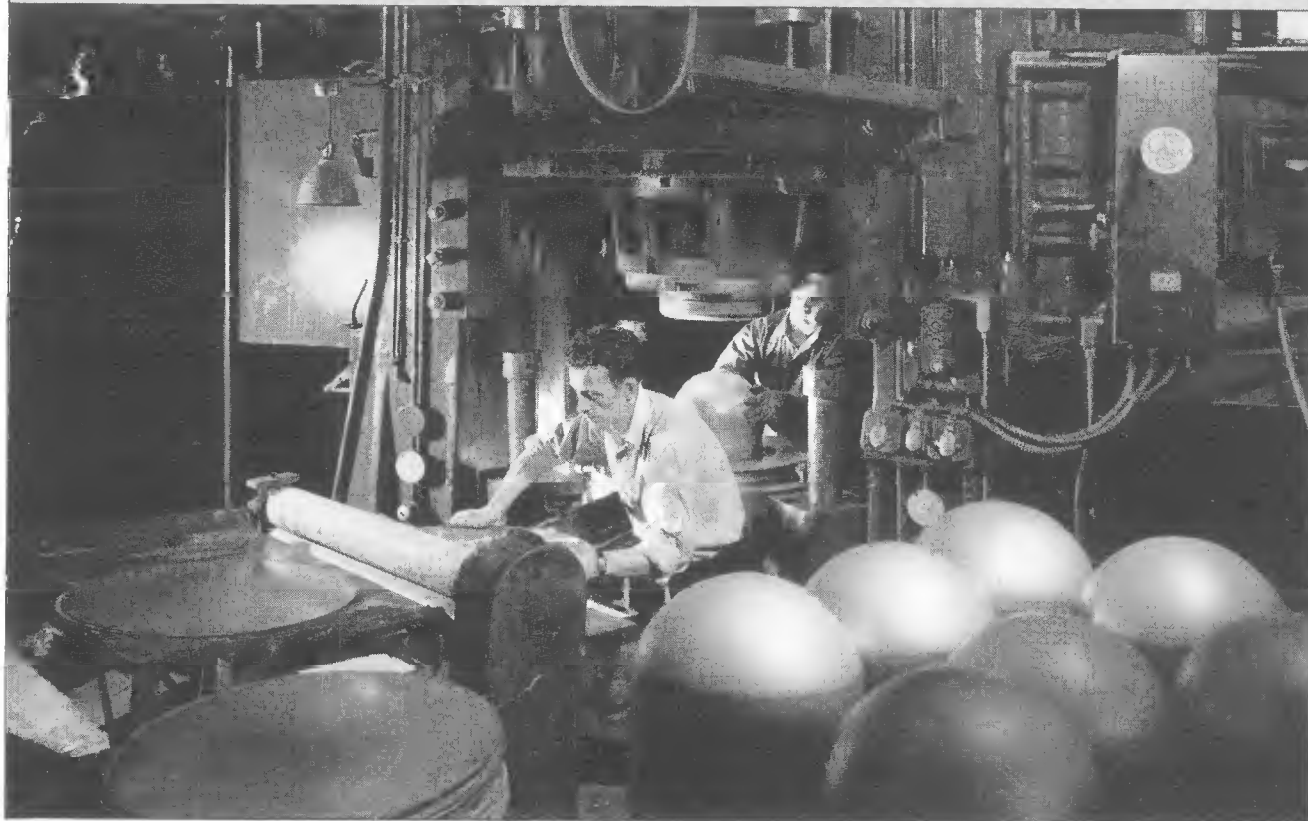
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# THE AMERICAN FOREIGN SERVICE JOURNAL



PUBLISHED MONTHLY BY THE AMERICAN FOREIGN SERVICE ASSOCIATION

Vol. 19, No. 7

WASHINGTON, D. C.

JULY, 1942

## The New Duties of Our Foreign Service

By CHRISTIAN M. RAVNDAL, *Department of State*

AN editorial in the May issue of the FOREIGN SERVICE JOURNAL made this striking observation: "With the United States a full-fledged belligerent, the constructive diplomacy of peace has vanished, the every day concerns of consular routine have yielded in importance to the new demands growing out of the emergency." but, "Whatever the conditions it may have to face, the Foreign Service by training and qualification is quickly able to meet the challenge."

What are these new demands? They include the negotiation of lend-lease agreements, the working out of widespread systems of preclusive buying, securing sources of materials needed for the prosecution of the war, and preventing the enemy from enjoying the use of American commercial and financial facilities. They involve a broad extension of our cultural relations, and a dissemination of information as to the true facts of the war situation, in contrast to Axis propaganda. They mean getting to the Good Neighborhood the merchandise needed for the maintenance of twenty national economies, aiding there and elsewhere in the discovery of subversive activities, sabotage plans and attempts at "tourist" penetration. They require keenness on the spot in anticipating developments so that our Government may take timely action, as well as critical insight in making long range studies and plans toward the full realization of the Atlantic Charter.

There are additional, not substitute, demands.

The Service must continue to perform its normal functions, with one notable exception. No longer is trade promotion an order of the day. It is now a question of with how little we and our friends can get along, in order that every commodity and ship shall serve the direct war effort.

It was to be expected in an organization so far flung as our Foreign Service, suddenly confronted with revolutionary changes in its duties and responsibilities, that there would be isolated cases in which offices were slow to comprehend the full meaning of all-out war. However, the record of achievement of our Foreign Service as a whole in meeting new demands is one of which we may be deeply proud.

The Foreign Service is on an all-out war basis, under which the individual must more than ever be subordinated to the good of the whole. Prima donnas are being eliminated. The few who would complain of unhealthy climates, bad living conditions, long hours of overtime, bombings, internment and other trials, are silenced by thoughts of the tortures of those fighting on the battle front to preserve a civilization in which constructive diplomacy may function.

The Foreign Service is doing its part. It represents and coordinates all the agencies of our Government that are directly or indirectly concerned with foreign affairs. It reports through the Secretary of State who alone is responsible to the President for the conduct of our foreign relations, but

it is in fact the Foreign Service of the whole Government of the United States.

It numbers only 3,632 men and women: career, non-career and auxiliary officers, clerks and messengers. But it has extended the scope of its reach into otherwise inaccessible parts by drafting the willing, capable, gratis services of American citizens and organizations in foreign lands, employing their specialized knowledge and experience in countless assignments; and it has gained a truer perspective of the varied problems that daily confront it through use of the findings and counsel of the technicians that have been loaned by other agencies of our Government.

*The Procurement of Strategic Materials:*<sup>1</sup> In the raw materials program, the Department of State took the lead in pressing for the acquisition of adequate stockpiles, while the Foreign Service provided the foundation on which the foreign procurement program rests. The whole basis of the program is the continual flow of systematic information from the field on all phases of the raw materials situation, including production, movement and stocks.

Under conditions of war and controlled economies there is practically no open market for the procurement of many defense materials. This, coupled with the extreme shortage of shipping space, has made of procurement a most complicated problem. The demand for certain materials, such as rubber, tin and tungsten, is so far in excess of normal supplies that one of the primary tasks of the Foreign Service at present is to locate scattered stocks and to encourage increased output even on marginal or uneconomic bases. In addition, in many cases, it is necessary to work out arrangements with the local authorities for permission to export. In other instances special contracts must be made with producers, or with the foreign government itself; and always there is the problem of expediting the sale and delivery of the materials.

The procurement of defense materials is rapidly becoming a matter of inter-governmental negotiation. Agreements have been made with a number of other American republics pursuant to which the United States agrees to purchase the entire exportable surplus of various strategic materials, while the government of the vendor country undertakes to restrict the exportation of such materials to the United States, the United Kingdom and other American republics having satisfactory systems of export control.

While the actual financial responsibility and the mechanics of purchasing are matters outside the Department's field of action, it is evident that the

negotiation of such agreements must, to a large extent, devolve upon our Foreign Service. The same is true of many other types of negotiations which have had the effect of assuring to the United States the greatest possible supplies of materials needed in the prosecution of the war. It is true, of course, that in many areas of the world representatives of other agencies of the Government are stationed to supervise purchases and perform various technical functions related to the acquisition of supplies. Such representatives, however, not only work under the administrative direction of the Chief of the diplomatic mission, but their efforts must be seconded by our diplomatic representatives, particularly when contacts with governmental authorities are involved.

The war and the raw materials program have necessitated the accumulation of an enormous amount of data from the field; and the Foreign Service is at present sending in periodic reports on a scale which dwarfs all previous economic reporting. Without such data, the war agencies in Washington would find it impossible to carry forward our present vast production program.

*Trade Intelligence and Proclaimed List Activities:*<sup>2</sup> The war has also imposed a new and heavy burden on the Foreign Service in the area of investigation reporting on the status of firms and individuals as trading and financial connections for American business.

Early in the fall of 1940 the Department of State in cooperation with other interested agencies and departments undertook to study the extent and nature of the problem created by the representation of American firms in the other American republics by certain persons who were identified, directly or indirectly, with Nazi and Fascist activities. Since that time and particularly since the establishment of various economic warfare controls by this Government, American Foreign Service officers have had to assume the primary responsibility for furnishing the Department and the other interested agencies of the Government with full and accurate information concerning the status of thousands of firms and individuals.

With the publication of the Proclaimed List of Certain Blocked Nationals on July 17, 1941, this work became one of the most important aspects of the entire economic warfare program of the American Government. In January, 1942, the Proclaimed List was extended beyond the American republics to cover Portugal, Spain, Sweden, Switzerland, and Turkey, and today the Proclaimed List includes between eight and nine thousand listings. The general excellence of the reporting which has been done

<sup>1</sup>Material furnished through courtesy of Mr. Howard Trueblood of the Division of Defense Materials.

<sup>2</sup>Material furnished through courtesy of Mr. John S. Dickey, Division of World Trade Intelligence.

by the Foreign Service on this most delicate and difficult job is, in itself, a concrete manifestation of the capacity of the American Foreign Service to perform whatever tasks may be assigned to it.

A comparison of the volume and quality of the reporting on this subject now with the reporting during the last war shows unmistakably the strengthening that has taken place throughout the Service over the last 25 years. The job which is being done today is far superior to the performance in the last war. There are few reporting assignments which reveal more clearly the ability of Foreign Service officers to gather and appraise information than the work relating to the Proclaimed List. The Department and the Foreign Service can be justifiably proud of the job which has been done in this work so far, but the job which remains still to be done is tremendous and offers one of the most immediate and tangible challenges to the resourcefulness, courage, and intelligence of the officers who are charged with this work.

*Foreign Funds Control:*<sup>3</sup> In the fund freezing field, Foreign Service officers have had further new responsibilities thrust upon them. Because such controls are instituted only in times of extreme emergency and in time of actual war, the duties connected therewith are novel and the most recent experience on which they can draw for assistance is the last World War. Naturally, with conditions so wholly different even this experience is not very helpful.

In this area of economic warfare it is the duty of Foreign Service officers to ferret out and evaluate the facts concerning the political and commercial status of firms and individuals within the country to which they are accredited with a view to recommending the listing of those whose conduct is inimical to hemispheric security. Moreover, it is their duty to examine continuously the conduct of all suspicious persons in order to determine whether the record supports recommending their inclusion on the List or whether their activities have been so modified that a recommendation of delisting is appropriate.

<sup>3</sup>Material furnished through courtesy of Mr. Donald Hiss of the Foreign Funds Control Division.



Christian M. Rayndal, Chief of the American Hemisphere Exports Office.

With considerable autonomy delegated to the missions in connection with the granting of licenses to United States concerns to engage in transaction with Proclaimed List nationals, Foreign Service officers are required to find means of obtaining economic intelligence, of analyzing applications and of formulating decisions. Inasmuch as practically all of the other American republics have instituted local freezing controls, officers in the field must follow the actual application of such controls to specific cases in order that the local controls may be properly integrated with the United States controls.

Finally, it is the duty of Foreign Service officers to make periodic checks to determine whether the decision to grant

or deny a license has been complied with by the individual or firm concerned. This responsibility has two facets: In those cases where a license has not been complied with the officers will have to determine which of the sanctions available to the Government should be invoked; developments in each case should also be followed in order that future cases of the same kind may be dealt with on the basis of experience rather than *in abstractu*.

*The Cultural Relations Program:*<sup>4</sup> The cultural relations program is a phase of foreign policy which is important in war as well as in peace. It has increased and intensified the duties of Foreign Service officers both as regards establishing contacts with nationals of other countries and directing activities which serve to develop more effective understanding. Specifically, these activities include sponsorship of broadcasts and radio programs that give an adequate idea of what this country is fighting to preserve, and why, and how; the showing of motion pictures to the same purpose; distribution of books and periodicals, in English and in translation, that interpret the way of life in our democracy; advice and aid for United States schools in the other republics, and presentation of token gifts to schools bearing the names of our own national heroes, as well as of books to schools and to libraries; establishment and development of cultural institutes as centers to promote better knowledge of

<sup>4</sup>Material furnished through courtesy of Mr. Charles A. Thomson of the Division of Cultural Relations.

(Continued on page 405)

## Exchange Ship



The Swedish American liner *Drottningholm* sailing up the Hudson to its dock in Jersey City, bringing diplomats, newspapermen and others from Germany and Italy.



George Wadsworth (left) who had been Chargé d'Affaires in Rome, being interviewed by reporters following his arrival on the Exchange Ship, on June 1.



Passengers wave from the *Drottningholm* to the throng at the dock which came to meet them upon their return from the war torn countries of Europe.

# Internment in Rome

By ELBRIDGE DURBROW, *Second Secretary, Rome*

The first flash announcing the attack on Pearl Harbor was heard in Rome at about 10.20 P.M. local time. Those of us who heard the news went immediately to the Chancery to put into motion the prearranged plans drawn up in case of such an emergency. As we were gathering up the records to burn and were stoking the furnace to the bursting point, none of us realized that for more than five months we would be "prisoners of war de luxe."

Although Italy did not declare war until December eleventh, most of us packed our belongings almost immediately in anticipation of our departure from Rome within a few hours after the expected Italian declaration of hostilities. The British and French had been rushed out of the city within 48 hours; they would not give us more time, we reasoned.

Rumors were running fast and furiously over the "grapevine" as to the date on which the Duce and Fuhrer would declare war. These settled down to reliable reports that the action would be taken on December the eleventh.

At about noon that day George Wadsworth, the Chargé d'Affaires, was asked to call at the Foreign Ministry at 2.30 P.M. At about 2.40 P.M. he was received by Count Ciano who announced to him, with Fascist salute and in all formality, that as of that day a state of war was considered to exist between

## DEPARTURE FROM ROME

Elbridge Durbrow and De Riva, of the Swiss Legation, with audience.

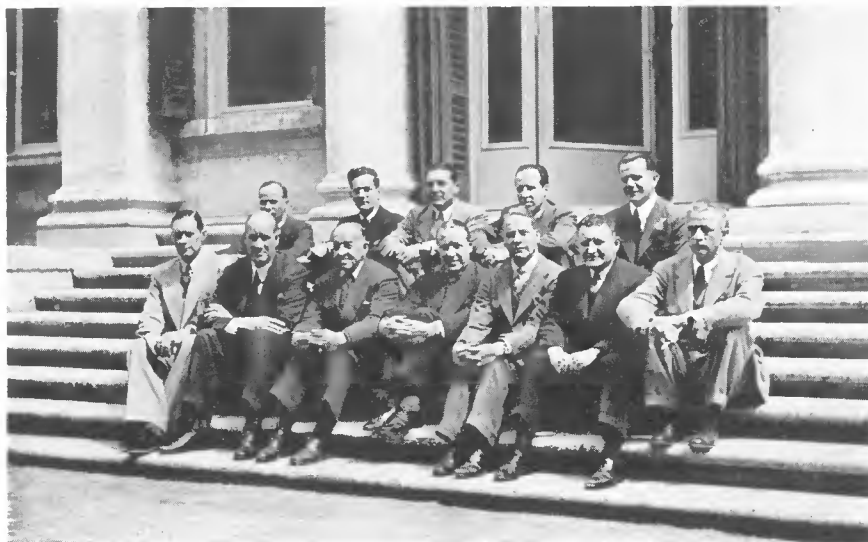


The train pulls out. On platform waving goodbye are Mr. Micheli, Swiss Chargé, Madame de Stutz, Minister de Stutz, and (with arms folded) Marchese dela Rosa of the Italian Foreign Office.



Photos courtesy Burton Y. Berry

MEMBERS OF THE ROME EMBASSY PHOTOGRAPHED ON THE REAR STEPS OF THE CHANCERY  
SHORTLY BEFORE LEAVING FOR LISBON



Courtesy George Wadsworth

Front row, left to right; Burton Y. Berry, Second Secretary; Gilson G. Blake, Second Secretary; Captain L. N. McNair, Naval Attaché and Naval Attaché for Air; George Wadsworth, Chargé d'Affaires; Charles A. Livengood, Commercial Attaché; A. Dana Hodgdon, Second Secretary; Commander John L. Callan, Asst. Naval Attaché and Asst. Naval Attaché for Air. Back row, left to right; Douglas Flood, Third Secretary; William E. Cole, Jr., Third Secretary; Lt. Michael P. Russillo, Asst. Naval Attaché; Merritt N. Cootes, Third Secretary, and John L. Goshie, Third Secretary.

the United States and Italy. It was arranged, however, that Baron Celesia, the Chief of Protocol, would receive him to discuss repatriation plans.

In a less formal manner Baron Celesia and Mr. Wadsworth discussed the problem. Informed of the action to be taken in Washington regarding the members of the Italian Embassy there, Baron Celesia gave the following general indications as to the action to be taken by the Italian Government.

We were to be permitted to remain in Rome and to reside in our own homes pending our departure, which in all probability would not take place for "two or three weeks" (Sic): but each member of the staff would have assigned to him a plain clothes guard who would accompany him wherever he went and, our telephone would be cut. We could move freely about the city with our "guardian angels" but were asked not to frequent public places or try to contact Italian friends, although we would be allowed to do necessary shopping. We would be permitted to sell our personal belongings, furniture and automobiles.

As regards official business it was agreed that we would be permitted to continue to deal directly with the Foreign Ministry in matters relating to our repatriation and could communicate directly by telegraph in clear through the Ministry with the Department and the American Legation at Bern.

In general these arrangements were apparently similar to those applied to the members of the Italian mission in Washington with two very important exceptions; they were permitted to circulate freely

in Washington without guards, and could use their private telephones—that is until they were removed to White Sulphur Springs in the middle of January.

Our entire staff remained at the Chancery till about 7 P. M. on the fatal day, carrying out the "evacuation plan." Mr. Wadsworth explained the "rules and regulations" and most of the staff filed out into the blackout to meet their "new found friends," the "guardian angels" who had been standing watch at the gate since 3 P.M.

The sudden exodus caused considerable confusion. No one had yet been formally introduced and although each guard, in theory, had been assigned to a member of the staff, the guard's pronunciation of his charge's name was quite different than that announced by the person in question. This problem was partially solved by announcing home addresses; the guards in most cases had some idea where their charges lived. The name problem baffled the guards for some time which made it necessary for staff members to announce themselves when leaving the Chancery in the black out as "Via Lima 4" or "Via Po 28." etc.

Many minor and sometimes disagreeable problems arose in connection with the necessary adjustments to our "guarded life," but in the end we more or less got "into the harness," made "friends with our keepers" and in general carried on as usual as far as the rules would permit. It was particularly trying for the women of the Embassy to be followed wherever they went, but they all took their plight in good spirits.

Because we were allowed to remain in Rome we were given an unique opportunity to wind up the Embassy business, to assist the Swiss in setting up an American Interests Section as well as to turn over gradually to them the interests of the other powers formerly represented by the Embassy. The officers and clerks who had been engaged in foreign interests work as well as those in the Special (Consular) Section of the Embassy carried on their work more or less as usual while helping the Swiss officials and clerks to familiarize themselves with the routine. Apart from the foreign interests work, one officer was assigned to maintain daily contact with the Swiss Legation, another was in daily contact with the Foreign Ministry, and a third maintained contact with the missions of all the Latin American countries which had either declared war or broken relations with Italy. By this arrangement we were able to participate in and negotiate part of our own exchange agreement.

Other officers and clerks were kept busy with administrative work and in drawing up lists of Americans eligible for repatriation. Binding for both 1940 and 1941 was completed.

To permit all members of the staff to enjoy a bit of leisure or recreation during the day, a staggered schedule was set up with some one on duty from 9 A.M. to 9 P.M.

With our outside activities curbed to a considerable extent by the "rules of internment," arrangements were made for recreational facilities in the Chancery and garden. The Ambassador's office was made into a Club Room, baseball equipment was obtained from the (Vatican) North American College. A ping pong table was set up, a croquet

course laid out, and other games arranged for. Most of the staff gathered in the Club room each day to hear the one o'clock B.B.C. news and to read the Department's Radio Bulletin, which was received as usual.

The principal diversions outside the Chancery were walking, sight seeing and bridge at our hotels. We could not attend the opera or cinemas or be seen in restaurants or other public places. Golf and tennis were "out of bounds."

In general our guards, who were ordinary, underpaid, somewhat stupid plain clothes policemen, were quite pleasant as long as one could jolly them along a bit. They were as bored guarding us as we were to have them with us. Most of them admitted that they learned more about the churches and antiquities of Rome than they had known existed, for most members of the staff took the opportunity to "do" Rome from top to bottom.

Although we were permitted to retain our cars and circulate in them, walking had more appeal and most of the guards got more exercise than they had ever had before. Many of them complained to their Captain about the excessive exercise, and younger more athletic men were assigned to the heavy walkers. On more than one occasion when a long walk was planned we made arrangements for the guards to follow us in luxury in one of our cars: *noblesse oblige*.

On the question of walking, one guard explained that although he enjoyed walking very much he hoped his charge would not overdo it since it wore out his shoes, a rationed article hard to replace. Another complained in the same vein that since he

*(Continued on page 391)*

Officers of the Rome Embassy staff and their wives, clerical personnel and their wives, and other Americans with official connections who were repatriated on the *Drottningholm*, photographed at the Embassy shortly before leaving Italy.

Courtesy George Wadsworth



## Cultural Factors in the Far Eastern Situation

*Address by Joseph W. Ballantine of the Department of State, before the American Whig Closophic Society, Princeton, New Jersey, at a luncheon on May 9, 1942. The address was broadcast over station WTTM, Trenton, New Jersey.*

. . . . The direction which emphasis upon culture or the converse gives to national policies is well illustrated in the history of the Far East.

China early in its history recognized the value to society of men of letters, and accorded its four principal social groups a relative precedence in the following order: literati, farmers, artisans and merchants. Today in China's resistance against Japanese aggression this social grouping has no practical significance; Chinese armies are recruited from all classes, and the courage with which military leaders such as Chiang Kai-shek and Pai Chung-hsi are keeping up their struggle against heavy odds has caused the Chinese people to revise their estimates of the place of the soldier in society. This, however, is beside the point which I wish to bring out, namely, that in traditional Chinese political philosophy the emphasis has been upon national policies of peace rather than those of war. Japan, which borrowed from China much of its culture and philosophy, as well as its system of writing, accepted in name Chinese order of social precedence but with characteristic Japanese adaptability used the Chinese ideograph which in China was employed to designate the literati class to designate the samurai or warrior class.

Membership in the literati class in China was not a matter of birth but of successful passing of rigorous examinations which were conducted by the state and which were open to all. Throughout the four hundred years of the Han Dynasty various systems for the selection of men for public offices were tried. But from the beginning of the seventh century to the beginning of the twentieth century, for 1300 years, the main system of selection of men for office was by competitive examination open to all people, irrespective of lineage, wealth, or religion. Throughout the centuries there has thus been developed a deep-rooted tradition that officials are not born of a class but should be selected through some system of open and competitive examinations. In this way China came to be governed not by a hereditary aristocracy but by a civil service deeply and widely rooted among the people at large. Traditionally, Chinese officialdom has been sensitive to the voice of public opinion and averse to disregarding manifestations of the will of the people. Although in Imperial China the Emperor was theo-

retically the wielder of absolute power, this was a power circumscribed by important limitations. Notwithstanding his exalted title "Son of Heaven," the Emperor was not regarded as a divine being, but merely as the person upon whom Heaven had for the time being conferred its mandate to rule the Chinese Empire. If the Emperor ruled badly, this was regarded as evidence that he had forfeited the confidence of Heaven, and anyone who succeeded in overthrowing him could rightfully establish a new Imperial line which in turn could enjoy the support of Heaven. Such concepts constitute an important factor in accounting for the essentially democratic nature of the Chinese social system and for the remarkably enduring character of Chinese political institutions.

On the other hand, in Feudal Japan the ruling classes consisted of an hereditary aristocracy comprising the Daimyo, or Feudal lords and their warrior retainers, the samurai. The samurai developed traditions and ethics which were peculiar to themselves. In such a society as that in Japan there also naturally developed class interests and the samurai class, jealous of its prerogatives and power, strove always to place its own interests foremost. When the Feudal system was declared at an end in 1868, there was widespread dissatisfaction among the samurai over their being shorn of their privileged position and especially over the adoption of universal conscription whereby the privilege of bearing arms was extended to commoners. Although the system of universal education which was introduced enabled commoners to compete for entry into the government service, this development, owing to various circumstances, did not have the effect of liberalizing and broadening the political outlook and interests of those who controlled the armed services.

The Japanese Restoration of 1868 marked the ascendancy of the Western Clans led by Choshu and Satsuma over the Eastern Clans, represented by the Tokugawa Shogunate. The influence of the Choshu clan predominated in the army and that of the Satsuma clan predominated in the navy. For a considerable period, statesmen of these two clans alternated in office as Prime Ministers. The army and the navy thus competed with each other for political power and for appropriations for expansion where-

by to increase their political influence.

The unique position of the two armed services in the Japanese national polity has been an important contributory factor to the aggressive courses which Japan has pursued during the last decade. In the case of the Army, independence of civilian control is assured by the direct access to the Throne enjoyed by the Minister of War and the Chief of the General Staff and by the fact that by law the Minister of War must be an army officer of at least the rank of Lieutenant General. Thus the Minister of War is not responsible to the Prime Minister or to the Diet, and the Army is in a position to dictate to the Cabinet through the fact that the Cabinet must collapse if no one qualified for the post of Minister shall agree to serve. A parallel situation exists with respect to the Navy. The size, the recruitment and the equipment of both the army and the navy, according to Prince Ito's interpretation of the Japanese Constitution, belongs to the sovereign power of the Emperor, and no interference with it by the Diet should be allowed.

How this system has affected the Japanese Government's course of policy and action is clearly illustrated by the developments which led to the occupation of Manchuria in 1931.

With its officers inheriting the traditions of the landed gentry and its ranks recruited largely from the peasantry, the army's point of view is largely agrarian. Prior to 1925, the army had more or less confined its interest in domestic political questions to matters concerned with military affairs. But the popular unrest, particularly among the farmer peasants, arising from the severe economic distress of the years following 1929, afforded the army an opportunity to bid for greater political power. The army felt itself directly affected by the economic crisis, as it believed that disaffection among the peasantry might result in disaffection in the fighting services. Denouncing the parliamentary parties and the capitalists, who were charged with selfishly exploiting the masses and with betrayal of national interests by tolerating Chinese disregard for Japan's alleged rights and by pursuing a policy of international cooperation, the military leaders came forth in 1930 and 1931 with a program of social and economic reconstruction, of extreme reactionary nationalism, and of a strong and independent foreign policy.

Conscious of its rising political power growing out of popular dissatisfaction with the existing leadership, and aware of the inability of the Government to interfere materially in its activities, the Japanese army struck suddenly in Manchuria in 1931, confident that a successful campaign there would enhance its popularity and power and con-

tribute to the alleviation of the economic situation at home. Its confidence in the popularity of the action taken was justified; public opinion ratified wholeheartedly the *fait accompli* in Manchuria.

From 1931 onward, Japanese national policies came to be more and more dominated by a militant military class, bigoted, arrogant, grasping and steeped in the traditions of a stultifying feudal code which inculcated a distorted sense of values. It was not to be expected that such a class could furnish Japan a leadership capable of working out along constructive lines liberal and progressive policies, which would be designed to promote the real interests of the Japanese people as a whole and at the same time be consistent with consideration for other peoples.

Japan's courses in recent years reveal a sterility of intellectual and moral leadership which is not only barren of any ideas calculated to benefit humanity at large but does not even offer a constructive plan for bettering the livelihood and welfare of the masses of the Japanese people themselves. For a long time Japan has had an objective of expansion as well as a plan, whose execution was governed by a policy of opportunism. Japanese military leaders have hid for the support of the Japanese people by developing the slogan of a crusade to free China and the rest of East Asia from what they call "the shackles of white domination," and by alleging that the white powers were encircling Japan militarily and stifling her economically. In their appeal, they have effectively used sententious slogans, such as "The New Order in Greater East Asia" and "The Greater East Asia Co-Prosperity Sphere," which have been successively revised and expanded as Japan's conquests have extended to embrace progressively expanding objectives. These slogans are ominous in their implication of Japan's purposes of unlimited conquest and domination.

When Japan first came into contact with the western world its military leaders were impressed only with the material side of western civilization. They cared little for the social gains which had been achieved by the Occident but what they set about doing was to develop Japan's economic strength in order that Japan might become powerful militarily. In the space of a few decades Japan built up an industrial system which in respect to its productive power compared favorably with that of many Occidental nations. While this did result to a certain extent in raising the standard of living of the people, a much greater part of Japan's increased production than was necessary for real defense needs, instead of being distributed to the public, went into armaments. Thus it was that Japan was able to maintain itself both as a first-class military power

and as a naval power. How far Japan has achieved this status at the expense of the welfare and standards of living of the masses of the Japanese people it is difficult to say, but it is pertinent to observe that Japan has a death rate seventy per cent greater than that of the United States and much greater also than that of any western European industrial nation. It is true of course that Japan's death rate is much lower than those of China or India, but these countries are much less developed economically than is Japan, due to causes which are unrelated to any question of a disproportionately heavy burden of armaments.

Much as one may sympathize with the legitimate desires of any people to improve their opportunities and better their livelihood, it is questionable whether such an aspiration can be permanently realized through the outmoded techniques of Nineteenth Century Imperialism, whereby the objectives sought can be attained only at the expense of other peoples through the establishment of a master and slave relationship. Such a program leads only to increased human unrest and insecurity, to wasteful and unsound commercial policies based upon strategic rather than economic considerations, and to accelerating unlimited international competition in armaments, which add to the burdens of the population.

Japan's occupation successively of Formosa, of Korea and of Manchuria did not benefit the standard of living either of the native population or of the masses of the Japanese people. In Formosa, after Japanese occupation the native farmers were forced to divert to cane production large areas which were better adapted for rice production, and the Japanese tax payer had to bear the burden of a highly protected sugar industry which thus yielded profits only to a few Japanese capitalists. In Manchuria, it is probable that Japan has wasted huge sums in unproductive strategic enterprises which a normal peace economy would never have warranted. In occupied China elsewhere than in Manchuria, Japan's economic gains have been achieved chiefly by dispossessing Chinese property owners in favor of Japanese instead of by the creation of new wealth.

There is no apparent reason why Japan should not have been able through policies of peace and fair dealing to have assured the future well being and prosperity of the Japanese people. Japan has easy access to the continent of Asia and the Western Pacific region, areas which possess vast resources of raw material and which provide almost unlimited markets for manufactured products. Japan thus is exceptionally well situated to provide for its future by developing as an industrial and commercial power. With many comparative advantages for the

production of a great variety of manufactured goods, Japan has stood to gain more than almost any other country by accepting and applying the principle of non-discrimination in international commercial relations. The adoption of such a liberal policy cannot, however, be expected unless Japan should get rid of her present reactionary leaders, who cling to exploded theories of military and political domination.

The best safeguard against a country's adopting courses of aggression is democratic institutions, which insure that control of policies is vested in the people, as the people stand most to lose by policies of aggression. Through the spread of education the people can best prepare themselves for responsible self-government on a basis which makes for liberal policies most likely to promote international peace and stability.

There is a close connection between the essentially democratic character of Chinese national institutions and the historically peaceful character of Chinese national policies. One cannot but be impressed by the fact that the Chinese, notwithstanding the fact that they have been engaged in a bitter struggle with Japan for their survival as a nation, have not neglected the matter of education, but have transferred to Free China many of the institutions of learning situated in areas under Japanese occupation. It may be expected that when peace in the Far East is restored and the Chinese are able to turn their energies from their struggle of resistance to peaceful pursuits they will be able to give fuller play to their traditional love of learning, and thus there will be spontaneously assured the future progress and strengthening of their democratic way of life.

May we not also hope that in Japan, too, defeat of Japanese armed forces will result in the thorough discrediting among the Japanese people of their military leaders for having brought suffering and disaster to the nation through pursuit of policies of aggression. It may be expected that at the same time the Samurai cult and all that it implies will fall into disrepute. The Japanese nation would then be free to hearken to the voice of counselors of truer vision and greater wisdom whose leadership will take Japan along courses of peace and worthwhile international cooperation.

In the new Asia which we expect to see emerge from the present war what will be the role of the United States? This is a question of great concern and importance to all of us. There is a tendency on the part of many Americans in considering this question to emphasize the contributions which the United States is to make to Asia. I do not wish to appear to deny the validity of the maxim that it is more blessed to give than to receive, but in order to

bring out the point of view that our future cultural contributions should not be a one-way proposition. I wish to call attention to the desirability that we in America realize more fully and more generally that Asia possesses treasures of great value to us besides silks and other material goods—intellectual and spiritual treasures whose inspiration may contribute much toward helping us adjust our sense of values and enabling us to adapt ourselves to new conditions and to play a more useful role in the world to come. Let me illustrate by one example. All of the religions of Asia, including Christianity, emphasize spiritual values as compared with material values. Because of our war effort our people must now look forward to giving up for some time to come at least many of the material things which we have come to regard as essential for the enjoyment of life. It seems to me that we will be able to adjust ourselves more happily and more readily to the new situation which is impending if we can take lessons from the people of Asia in simplifying our daily lives and in looking more to nature to inspire our lives. A decade ago at the time of the serious depression when people in this country were complaining of hard times I happened to be stationed in Canton, China. I often used to watch the boat people, and it was a never-ending source of pleasurable wonderment to me to see how cheerful those people were notwithstanding the inadequacies, by our standards, of their lives. For shelter they had a covered boat not much larger than an ordinary row boat. For bedding each member of the family had a blanket. With a small charcoal brazier for cooking and a monthly budget of perhaps \$2 for food, the housewife managed to provide the family with a well-balanced diet. Hardly a boat was without a sprig of flowers, tastefully arranged, and perhaps a scroll painting or two with which these people satisfied their craving for the beautiful. I often wondered whether those boat people would not have considered themselves rich beyond the dreams of avarice if they had had as much to live on as many in this country whom we might regard as being on the verge of destitution. I do not advocate our trying to live as the Cantonese *tanka*, but I think we could profit much by cultivating the Oriental's love of nature, his love of art and his appreciation of simple and useful things. With such a beginning we would be better prepared to appreciate the profound teachings of Oriental philosophies, with their emphasis upon values which we have overlooked in our preoccupation with material standards. We have a national habit of measuring both effort and result in terms of money; we say that this work of art cost so many hundreds of thousand dollars or that our national war effort during the current year

is to cost so many billions. Yet as are our natural resources and our national wealth. I do not believe that we can expect material factors to win the war for us. We cannot measure in dollars and cents the amount of moral force, faith in ourselves and in our cause, courageous resolve, and the spirit of sacrifice—that must be mobilized and applied to bring us victory.

A wider diffusion in this country of an understanding and appreciation of the culture of Asiatic peoples will not only benefit us in meeting our own problems of living but will also assist us in meeting our responsibilities as members of a world society. While most of us accept as an abstract ideal the principle of the equality of peoples and of nations are we not lacking in real conviction that it has any sound basis in fact—for we are apt to look down upon the other fellow because he is not like us? We must therefore endeavor to broaden our outlook to a point where we can become capable of judging others by standards of value other than our own. By so doing we shall be better qualified to appraise other peoples at their true worth. Only then may we expect to view more realistically the ideal of equality.

In considering how best we may prepare ourselves for an important role in the future of Asia we must not proceed on the basis of an assumption of our own superiority nor should we assume that all that we find good in our civilization must also be good for the people of Asia. I hope that our contributions can be large along spiritual and intellectual lines—especially in the field of political ideologies—as well as along material and scientific lines. We must clearly recognize, however, that it is for the Asiatics to decide what they are going to take of our civilization. We must also remember that much that we have come to regard as axiomatic in our political ideology is not necessarily so to Asiatics.

The importance of the role which we shall play in Asia in the future will depend not only upon the intrinsic merits of our civilization and our culture but upon the measures of our success in gaining the respect and confidence of the peoples of Asia. Our success in this direction will depend in turn upon the success of our efforts to develop a genuine sympathy for those peoples based upon an understanding of their problems and aspirations and an intelligent appreciation of their cultures and their human worth. With such a beginning we shall be better qualified to address ourselves to concrete measures of practical cooperation in the task of laying the foundations for a regime of progress and peace with justice and fair-dealing in the Pacific area—and wherever we have relationships.

# America Through Axis Eyes

By HENRY S. VILLARD, *Department of State*

TO SEE ourselves as others see us in this war, it is instructive to study the Axis press.

Americans would not be flattered at the distorted picture of themselves presented to the readers of German and Italian newspapers. Like the libelous mirrors in the laugh-producers at an amusement park, the Axis caricatures of life in the United States either accent the flaws in our structure or ludicrously exaggerate the national state of mind. The reading public of the New Order must be gullible indeed if it swallows the current propaganda fare about America and Americans.

One of the characteristics of the American people is that they do not hesitate to criticize or find flaws, the better to remedy what appears to be shortcomings. Constantly seeking improvement, we are given frequently to rebuking ourselves in print for failure to achieve the best of all possible results. Herein lies the real strength of a democracy.

From the Axis standpoint, this American practice of calling attention to our faults, however unpalatable they may be, is doubtless a welcome trait. The publicity we give to industrial strikes, to the stresses and strains inherent in converting our economy to a wartime basis, is avidly seized upon as a genuine admission of incompetence or inefficiency. What could be more convincing than a statement in the *New York Times* or a weekly with wide circulation that production is lagging in a certain factory or that the delivery of a military gadget is several weeks behind schedule? The Germans in particular make the most of these so-called confessions, twisting them into revelations of the sorry state of affairs in the decadent U. S. A., while Italian and other satellite papers read as though their orders were "Please copy."

We all know that one of the earliest casualties of the Hitler regime was the once liberal and independent German press, which speedily degenerated into a spineless Charlie McCarthy for the master propagandist of our time, Herr Goebbels. Since the start of the war, German newspapers have sunk to incredible depths of venality, their columns moreover not only reeking with violations of journalistic tradition, but with vulgar and blasphemous attacks on the enemies of National Socialism. Taunts, jibes, insults and misrepresentation have become commonplace, in varying degree of ferocity. Beginning with Pearl Harbor, scorn of America at war has been a daily feature of all Axis papers.

The attempts to belittle the United States generally fall into three categories: (1) disparagement of our morale, (2) emphasis of our "incompetence," and (3) insistence on our desire to grow rich from the war. Most prominent is the first. A favorite theme is the alleged dejection prevalent in this country—worse than the "hlackest pessimists predicted last fall" according to the *Stuttgarter Neues Tageblatt*—as a result of "continuous defeats," our "miserable unpreparedness" and our "rebellious industry." This pessimism is "rampant" in America, chimes in Signor Gayda in the *Giornale d'Italia*, adding—rather hopefully, one fancies—that the Allied position is "desperate" and that America to "save herself should make peace." American morale is dropping lower, lower, lower, chants the wishful-thinking *Corriere Mercantile*.

The *Lavoro Fascista* commiserates with the poor Americans, who are "disillusioned, lack confidence, and see themselves fighting a long costly war under poor leadership;" while the *Nazione* sheds crocodile tears over the American workers who because of the war have to work overtime, at nights, on holidays and without extra pay. The *Deutsche Allgemeine Zeitung* has discovered a strange "war sickness" in the United States, brought on by a "surfeit of had news" over the radio. Melancholia, headache, stomach pains, loss of appetite and insomnia are some of the distressing symptoms of this ailment, the cure for which is said to be a prohibition of all news broadcasting from Axis sources because such news "causes confusion, doubt and trouble." At the other extreme, the *Hamburger Fremdenblatt*, which instead of depicting Americans in the agonies of acid indigestion, finds Washington a "city of pleasure and disorder," with the upper classes "living luxuriously," the city full of "immigrants, adventurers, diplomats, and swindlers," and the general "hysteria" leading to "wild dissipation." A composite portrait which would indeed challenge the skill of a cartoonist.

For a high note in "hysteria," however, one must turn to the *Berliner Morgenpost*, which portrays a "buying rampage" rather than war enthusiasm spreading over the United States. Our women, one regrets to learn, have been transformed overnight into "hyenas," raiding all shops indiscriminately and purchasing everything at random. Despite attempts at interference by the police, shopping queues persist in forming through the hours of darkness, to descend at the crack of dawn on

"Americans would not be flattered at the distorted picture of themselves presented to the readers of German and Italian newspapers."

the cosmetic counters and to make wild purchases of silks, hosiery, corsets and rubber articles sufficient to last for "two generations." This "hysteria," of course, "increases after each Allied defeat," the implication being that Bedlam was a quiet spot compared to the American pluto-democracy.

In a series of long articles recently the *Hamburger Fremdenblatt*, openly ridiculing the American people, their government, and their morale, repeatedly stressed our "ineffectiveness and confusion." America was described as a "pitiful spectacle on the world stage," with stockbrokers playing the part of statesmen and Anglo-American arrogance, inefficiency and incompetence reigning supreme. After displaying its military and political incapacity America is now proving its deficiencies in the economic field, continues the same paper; while the *Stuttgarter Neues Tageblatt* asserts that only the minimum industrial program can be fulfilled because of our "lamentable waste" and "inexcusable delays." We have the word of Goebbels himself in *Das Reich* that "No reasonable person believes American production figures;" and an Italian counterpiece in *La Nazione* states flatly that the magnitude of America's war potential is mere bluff as President Roosevelt's proposals are "technically impossible." One suspects that the author of this pronouncement may be whistling in the dark when he adds airily that the Axis can confront successfully "any combination" the Allies may bring against it.

Commenting on the "chaotic organization of American war industry, where human life is not worth one cent," the *Bodensee Rundschau* startles its readers with the information that "American

war industries kill more people than American warfare." Figures ascribed to the Metropolitan Life Insurance Company are played up to show that five thousand workers per day were killed or suffered injuries during the first two months of this year, and that a staggering total of working hours were lost through industrial accidents.

Having run the changes on the disorderly, careless, and hopelessly inept American economic system, Axis journalists are fond of harping on the theme of "get-rich-quick" and "money grabbing." "Make Money out of the war" is advertised as the latest slogan, with profiteers "living high" and middlemen acting for the war industries enjoying "fat commissions." Americans want to know "what price glory," but their "dollar-soaked brains" are dismayed to learn "that glory is not a profitable business." The only unalterable conception in America remains "big business" in the opinion of the *Koelnische Zeitung*, which, blithely ignoring the tax situation, finds our newspapers, magazines, radios and motion pictures pointing out the "great chance to make money" out of the hostilities—the thought of which is supposed to revive our drooping spirits.

In support of these claims the *Berliner Zeitung am Mittag* declares that the United States arma-

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**The Following Clarification and Interpretation of Executive Order No. 9128 of April 13, 1942, in respect of Certain Functions of the Department of State and the Board of Economic Warfare, was Issued by the White House on May 20, 1942**

The following will clarify certain relations and functions of the Department of State and the Board of Economic Warfare in the administration of the President's Executive Order No. 9128, regarding the Board and provide for cooperative action between them.

It is contemplated that meetings of the Board will be held at least every two weeks. An agenda for each meeting will be circulated in advance, and each member of the Board is free to raise questions upon his own initiative.

In the making of decisions, the Board and its officers will continue to recognize the primary responsibility and position, under the President, of the Secretary of State in the formulation and conduct of our foreign policy and our relations with foreign nations. In matters of business judgment concerned with providing for the production and procurement of materials to be imported into this country for the war effort, including civilian supply, the Department will recognize the primary responsibility and position of the Board. In many cases a decision may involve both matters of foreign policy and business judgment in varying degrees. No clear-cut separation is here possible. Accordingly, if occasions arise in which proposed action of the Board or its officers is thought by officials of the State Department to be at variance with essential considerations of foreign policy, the Secretary of State and the Chairman of the Board will discuss such matters and reach a joint decision, in matters of sufficient importance obtaining direction from the President.

The Board will continue to recognize that it is the function of the Department of State to conduct or authorize the conduct of all negotiations with foreign governments in Washington and abroad. In negotiations relating to the production and procurement of commodities intended for import in accordance with the President's Executive Order, the State Department will recognize the necessity for the participation of representatives of the Board in order that the latter may adequately discharge its responsibilities. In short, for the effective exercise of the functions both of the Board and the

Department, it is essential that from the inception of any project there be complete exchange of information, mutual consultation and mutual confidence.

In negotiations regarding lend-lease master agreements, subsidiary agreements, and arrangements for their implementation, including reciprocal aid to the United States, the Department will obtain the advice, and with respect to the importation of materials and commodities (other than arms and munitions) will obtain the participation of the Board and keep it fully informed.

Missions and individuals desired by the Board to be sent to the field shall be agreed upon by the State Department and the Board in the light of their common desire to increase to the maximum the war effort. The Board will recognize that all functions which are being or can be performed through the regular or auxiliary Foreign Services of the Department should be so performed. The persons and missions which the Board contemplates being sent to the field, other than through the services mentioned, are those needed for the specialized technical and operational functions connected with production and procurement. The Department of State will recognize the need for sending such persons. In exceptional circumstances the Board and the State Department will collaborate in sending joint missions on problems arising from export control or the general economic warfare activities of this Government.

The Board will recognize that persons sent abroad, as provided above, shall be authorized by the Secretary of State, shall assume the status directed by the Secretary of State, and in this respect be subject to the jurisdiction of the Secretary of State. The Chief of the United States Diplomatic Mission in a foreign country is the officer of the United States in charge in that country under whose supervision are coordinated the activities there of all the official representatives of the United States. All negotiations abroad with foreign governments or officials should be conducted by or under the direction of the Chief of the Diplomatic Mission in the manner described

above applicable to negotiations in which the Department and the Board participate. All activities should be fully reported to the Chief of the Diplomatic Mission and be conducted under his advice and instructions. He will respect the position of the Board's representatives in matters of technical and business judgment and, should questions arise that cannot be settled by agreement in the field, which should rarely be the case, they will be reported through the State Department and settled by the Secretary of State and the Chairman of the Board.

All communications to and from persons or missions sent abroad shall be through the facilities of the Department of State and diplomatic missions, unless other means are agreed upon between the Board and the Department of State. The Department will do its utmost to provide expeditious means for such communications.

Both the Department of State and the Board of Economic Warfare and their officers recognize in the present emergency the need for speed in action and the importance of avoiding all delay in the decision of important matters.

FRANKLIN D. ROOSEVELT.

The White House, May 20, 1942.

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## PRESS COMMENT

(Editorial from the *Washington Post* of May 24, 1942)

### AS YOU WERE

A jealous regard for the prerogatives of the State Department has long characterized Secretary Hull. Ever since he was appointed to his post, he has had to put up with raids on the department's functions, and so far he has succeeded in repelling them. Another success is chalked up to his credit in a new presidential order clarifying an order of April 14 which transferred some of the department's authority to the Board of Economic Warfare. He has now got back that authority.

The zeal for coordination was responsible for trenching upon the State Department's authority. Up till then the buying of war goods abroad—both to keep them out of the hands of the enemy and to feed our war industry—had been spread among half a dozen agencies. The financier and final authority was Jesse Jones as Federal Loan Administrator. Such an arrangement was not conducive to efficiency. Accordingly the BEW was given decisive authority to make purchases abroad. In so far as the order relieved Mr. Jones' overburdened shoulders, the directive had merit.

But it went too far. It would have broken down the ties existing between foreign governments and their agencies on the one hand and our diplomatic agents on the other. Moreover, it would have made for confusion abroad. As the President now says, "The chief of the United States diplomatic mission in a foreign country is the officer of the United States in charge in that country under whose supervision are coordinated the activities there of all the official representatives of the United States." That should be the golden rule in our contacts with foreign governments and agencies.

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## MEMORANDUM ON CONSULAR ASSISTANTS

The act of August 18, 1856, authorized the President to appoint a limited number of "consular pupils" to be assigned to such consulates and to perform such duties as he might designate. This provision of the act of August 18, 1856, was later repealed by the act making appropriations for the diplomatic and consular service for the year ending June 30, 1858, but was revived in substance by the appropriation act of June 20, 1864, which authorized the President to appoint a limited number of "consular clerks" to serve at such consulates and to perform such duties as he might designate. The obvious intent of Congress in authorizing the President to establish this branch of the consular service was to provide for the establishment of a student body in the consular service from which future appointments to the rank of consular officer might be made. (For further information concerning the appointment, compensation, promotion, and duties of these "consular clerks," see Chapter XVIII of the Consular Regulations of 1868.) Attention is called to the fact that in a footnote to Chapter XVI of the Consular Regulations of 1868, a distinction is drawn between "consular clerks" and "office clerks," the latter class of clerks coinciding with our present "clerks" in the Foreign Service. An Executive Order of June 27, 1906 (a copy of which is on file in National Archives), authorized the promotion of consular clerks to the rank of Consul, Class 8, or Consul, Class 9. The appropriation act of May 21, 1908, redesignated "consular clerks" "consular assistants." The provisions of Executive orders relating to "consular clerks" which were promulgated prior to the passage of the act of May 21, 1908, were thereafter applied to "consular assistants" until the promulgation of Executive Order 3354 of November 16, 1920, which in amending paragraph 23

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# Swiss Women Consider Welfare of Soldiers of Same Importance as First Class Military Equipment

By MARIE WIDMER

AT the outbreak of the first world war the women of Switzerland decided that the general well-being of the nation's soldiers, on or off duty, was quite as important as first class military equipment. Under the inspired leadership of Mrs. Else Züblin-Spiller, they consequently began to establish soldiers' sitting rooms in some of the isolated places where men were keeping watch. They scrubbed out abandoned barns and stables, or any shelter that was turned over to them for this purpose by communities or farmers. A stove, some tables and benches, also cheerful curtains and a nook with newspapers, magazines and hooks, quickly gave these places an aspect of "home." And "home" was what these men were missing. The women also decided that refreshments for the soldiers should not include alcohol, but that coffee, tea and milk, sandwiches and cake should always be available in a soldiers' sitting room at a minimum price.

In due time over 1,500 soldiers' sitting rooms were established throughout the land. Else Züblin-Spiller, the pioneer Swiss "Soldiers' Mother," as she was fondly called by the men, had received the active support of "mothers" for each and every sit-

ting room. When the war was over these fine women became members of "The Swiss People's Service," managing welfare homes, factory canteens, students' homes, etc., in behalf of federal, municipal and industrial institutions and organizations.

The soldiers' sitting rooms of the 1914-1918 period were never given up entirely in peace-time. Switzerland, with a population of 4,200,000, maintains proportionately the largest armed force in Europe, at the largest per capital military expenditure of any country in the world. At the age of 19 or 20 fit citizens have to attend a Recruit Training School for 116 consecutive days (cavalry 130 days). Afterwards, a man is enrolled into a regular unit and is called for 8 repetition courses of 18 days each between the ages of 22 - 32. From 33 - 44 he belongs to the First Reserve in which he is liable to a yearly inspection of all his equipment, which Swiss soldiers keep at home, also to a repetition course. In the Second Reserve, from 43 - 48 years of age, he is called to the colors only under special orders.

Swiss soldiers have been drilled in gymnastics from early boyhood on. While they are of Army age the men are required to do a certain amount of



Young Swiss women, enlisted in their nation's army as ambulance drivers, are being drilled in marching. About half of neutral Switzerland's army of over 500,000 soldiers was demobilized at the end of June, 1940 (at the present time about one-third of the Swiss military force is still mobilized), the remainder is still on watchful duty.

Photo Pierre Izard, Lausanne

"War Laundries" have been working at full speed in various parts of Switzerland ever since the Swiss Army started its vigil at the frontier. Patriotic Swiss women operate these establishments which take care of the weekly wash of soldiers who are unable to have this work attended to at their own expense. Wherever necessary, mending is also done and badly worn articles are replaced by new ones. This photograph shows a volunteer sorting clean shirts in the "War Laundry" at Berne.



rifle practice each year under the auspices of a Rifle Shooting Club and according to military regulation. Ski instruction and rigorous winter training have also for many years played a vital part in the Swiss Army.

When the second world war came several hundred new sitting rooms, and in given instances, simple new "soldiers' homes" were opened for the benefit of the men who were once more keeping vigil on the border and at important points within the country. No alcohol is served in these places. Swiss women's benevolent societies and private persons have also made available friendly sitting rooms for soldiers off duty, so that wherever a man may be stationed he can find a pleasant nook in a wholesome environment.

Even before the general mobilization in 1939 the Central Bureau for Swiss Soldiers' Welfare got in touch with various women's organizations regarding the establishment of "war laundries." These laundries, founded and maintained by groups of patriotic women, were a much appreciated feature of the 1st world war. Thinking of their men folk on duty and the many hardships and privations which they have to suffer, the Swiss women reasoned that a human being's health and efficiency depends largely upon cleanliness and comfort. They consequently invited all the men who had no families or means to have this work done for them to send their weekly wash to the nearest war laundry.

The present war laundries are operated in identical manner by over 1,200 women. They cooperate closely with the Central Committee for Soldiers'

Welfare of the Federal Military Department. The Swiss field postal service acts as mediator between soldiers and laundries. Upon their arrival bundles are carefully checked and the contents marked. A professional laundry does the actual washing. After two or three days the rough-dry wash is returned and groups of women now attend to the ironing and mending. All articles are conscientiously mended until they are beyond repair. To replace such worn-out garments some 30,000 women throughout Switzerland, functioning in groups of 20, have declared themselves responsible for the necessary work. The heads of these units attend to the purchasing of the materials for new shirts and underwear, and of the wool for knitted articles, such as socks, vests, sweaters, abdominal binders, caps to wear under helmets, knee-warmers, gloves, etc. All Swiss schools, from Kindergarten up, assist with the knitting, and because it is for the soldiers, many a boy is not ashamed to lend a helping hand. Money for these purchases is provided by the Swiss National Fund to which the entire nation contributes.

The Swiss women have also been building up libraries for the soldiers' sitting rooms. In addition they are actively engaged in welfare work in behalf of soldiers' families in need. Although the Swiss Army has been partly demobilized since June, 1940, there are still numerous men on duty. Their places, in many a strenuous job, especially on the farms, are cheerfully and efficiently filled by women. Like the men, they consider no sacrifice and effort too great to safeguard the neutrality and liberty of their 650-year-old homeland.

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G. HOWLAND SHAW .....	<i>Assistant Secretary of State</i>

HERSCHEL V. JOHNSON .....	<i>President</i>
LELAND B. MORRIS .....	<i>Vice-President</i>
ANDREW B. FOSTER .....	<i>Secretary-Treasurer</i>

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EDITORS' COLUMN

The JOURNAL extends a most cordial welcome to the officers and other personnel who have returned from Europe during recent weeks after a period of duty under conditions of the most trying character. It expresses the hope and confidence that the negotiations, so diligently and painstakingly pursued in the face of immense difficulties, in regard to the return of officers and personnel from the Far East will very soon result also in their safe home coming. We feel that we can truthfully say that it is an American Expeditionary Force, small but distinguished, which is returning to our shores, for though not all have been under fire many have and all have been subjected to the hardships and the shocks of war. Our pride in the achievement of these members of the Foreign Service would probably surpass all bounds, were it not that that achievement was only what we, knowing them of old, had expected of them.

Unfortunately, even though they have come home at last, we can offer them little in the way of repose (beyond a fleeting leave without benefit of four wheels). They have come back to a country resembling more closely in some respects the countries they have just quitted than the one from which they were sent out one, two or five years ago, that is, a country at war. A hundred new jobs are waiting for them. Even on leave they may be asked to give their fellow citizens a first-hand insight into what living under the "New Order" is really like. If they are assigned to the Department, they will find themselves part of an institution which through long hours and seven days a week collaborates in fighting the war on a score of fronts, and at the same time devotes a good deal of thought to the peace that is to come after the war. If they are sent again into the field they will be charged there with the great mass of new duties described in the lead article in this number of the JOURNAL, not to mention the ample budget of more confidential responsibilities which he has not been at liberty to set forth. Wherever they go and whatever they do, however, the JOURNAL is quite willing to take the risk of predicting that they will continue to play their part as energetically and as courageously as our other Expeditionary Forces in Australia, in Britain, and elsewhere throughout the world.



Air raid practice in the Department on June 2. Foreground; a Department First Aid Squad renders assistance to a "wounded" employee. Left to right: Katherine H. Ramsey, Lucy Shults and Virginia Lieherson, all of FA. The "victim," who can't be seen for the handages, is Edward Brennan.



Miss Adele Dix of the Division of Foreign Service Administration greets R. Borden Reams, former Chargé d'Affaires at Copenhagen, upon his first visit to the Department after arriving from Lisbon on the *Drottningholm*.



Photograph by Richard Service

Harry A. Havens chats with Sam E. Woods, former Commercial Attaché at Berlin, who was one of the first members of the Service to reach Washington after the docking of the diplomatic exchange ship.

## News from the Department

By JANE WILSON

### *The Inside Story of the Return of the Exchange Ship*

From all the reports brought back to the Department by the passengers, we think the *Drottningholm* is a misnomer. The ship should have been called, for the return trip anyway, the *Floating Tower of Babel*, in some other language than English. Aside from the *means* of communication the *topics* also added to the conversational confusion, because everyone had so many stories to tell that there was no one to listen. The seasoned *raconteur* had a difficult time of it because hardly could he get started on that one about all of the cats being exhausted on the Antwerp market stalls, and very few rats left, and other super-belt-notching whoppers, when an opponent would interrupt with the indignant story about how his wife had to do their laundry in Bad Nauheim and his radiator-dried shirts were usually worn un-ironed.

The first few days out from Lisbon there were many complaints of seasickness, we hear, but perhaps these reports are made with tongues-in-the-cheek as many of the passengers had had time in Lisbon before sailing to break into a thousand pieces their European fasts, and, anyway, the sea was calm.

All told, the trip doesn't seem to have been at all

bad. For amusement and health the passengers went in for the usual sports, whenever deck space could be cleared of children and dogs. There were movies every afternoon and evening which were enjoyed by all nine hundred and some passengers, their popularity being evidenced by the breaking of several chairs one night in the rush to get one of the limited seats in the C Deck dining saloon where the films were shown.

There was no ship's orchestra and the Swedish crew formed an improvised band of six mouth organs and a banjo to which a few of the passengers tripped the light fantastic, attired in deck clothes (one cabin suit-case per passenger was rationed). The whole scene sounds most informal—a sort of Swedish Hill Billy atmosphere. The ship sailed so ablaze that there were complaints from the younger element aboard regarding the boat deck. And the deck washers were never interfered with in their general routine.

Of course, many pleasant hours were spent reading up in the FOREIGN SERVICE JOURNAL about recent news of the Service. The back issues of the JOURNAL, accumulated for the returning personnel since the disruption of mail service to the occupied countries, had been sent over on the New York-Lisbon crossing of the *Babel*, for the subscribers,

and, we are told, were much in demand. They had been distributed to them on the second day out from Lisbon.

The most interesting passenger on board was the fox. The lady to whom the pet belonged when questioned as to its being entitled to make the trip, replied haughtily that the fox's American citizenship had definitely been established.

It would seem to be in order to toss a bouquet to the officers and crew of the ship and to the American Export Lines' men aboard. On the eastbound trip there were 962 passengers and westbound there were 908. Normally a passenger list of this size would require a crew of at least 600—and the crew of 262 carried on valiantly and uncomplainingly.

The Department had sent a mimeographed series of instructions to members of the Service which were handed to them on the trip. Among the accounting, transfer, personal effects and leave information it contained, was the encouragement to proceed on leave immediately after landing and to "stagger" their arrival at the Department. That seems to have suited everybody all around. Aud, too, the JOURNAL reporter preferred to hear "staggered" stories than all told at once in a habel.

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*Department Gleanings* (without benefit of protocol)

. . . SYDNEY B. REDECKER was assigned Consul to São Paulo last December but hasn't reached there yet because he has been on loan by the Department to various Government agencies in Washington. For a while he was at the Treasury Department and is now at the Board of Economic Warfare. We suspect those many years of his service in Germany might be being profited by. . . . CONSUL GENERAL WILLIAM H. BECK came up from Bermuda the first part of June for the graduation of his daughter, Elizabeth, from the Maret School. Betty, by the way, is quite a poet (see her poem in the May issue of the JOURNAL) . . . OLAF RAVNDAL, brother of Foreign Service Officer CHRISTIAN M. RAVNDAL, has been appointed Assistant Chief of AE (American Hemisphere Exports Office) . . . LUCIEN MEMMINGER, JR., came down to the Department from Yale the other day for a visit. Brother Charles graduated in June from the Episcopal High School. The Memminger Srs. are in Pretoria. . . . THE HONORABLE ALEXANDER W. WEDDELL, after his recent operation, is making rapid progress at his home, "Virginia House," Richmond. He compares himself during his convalescence to *le roi Yvetôt—se levant tard, se couchant tôt*. . . . As a satisfactory sequel to that story we ran in the May issue of the JOURNAL about Vice Consul GEORGE WEST's experience in the blizzard in Godthaab, he turned up in the Department

the last of May on leave, apparently hale and hearty—with no limp. . . . GEORGE PLATT WALLER, former Chargé at Luxemburg, made an address in June over Station WRUL in Boston to the people of Luxemburg. We hear too that Mr. Waller has been awarded an honorary LL.D. by Jones University in Alabama. . . . Retired F.S.O. MAURICE P. DUNLAP is going to spend the summer in New England completing that book he is writing on Viking history as applied to modern life. He has already had two books published on Scandinavia. Mr. Dunlap was last in Bergen and, incidentally, says that everyone seems to have forgotten there ever was a *City of Flint* episode, but he never will. . . . EDWIN SCHOENRICH was grumbling the other day about a few printer's errors in his Spanish text book recently published. We don't believe anyone will notice them but the author. . . . June 1 marked the fiftieth anniversary of the affiliation of CLARENCE C. ASPINWALL with the Security Storage Company. Many members of the Foreign Service are personally acquainted with the President of that organization which has so often cured their moving headaches. . . . THE HONORABLE ROBERT WOODS BLISS when recently in the Foreign Service room remarked that the use of the word "American" in the JOURNAL'S Foreign Service Changes, in designating our Foreign Service Officers, seemed a little redundant. It certainly is! Objection sustained and appreciated. . .

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*Anastasisium*

Beginning with the May issue the JOURNAL has been going to the field with a new ink-stamped set of letters and numbers on the envelopes. These read something like this: TEC-W-172. That TEC stands for "technical," as page proofs of all magazines with foreign subscriptions must be submitted to the Technical Data License Division of the Export Control Branch of the Board of Economic Warfare. The W stands for their Washington office. This Board censors all "technical, professional or scientific" material, referring articles dealing with purely military or naval matters to the Public Relations offices of the War and Navy Departments respectively.

All of which leads up to the fact that Foreign Service Officers who have been considering writing up those interesting experiences of theirs, but were deterred for fear of contributing to the war economics of the enemy, can do so now with no inhibitions. After going through the State Department mill and the Board of Economic Welfare mill, the results are not going to influence the tread of goose-steps. And as a heartening note, the Board hasn't found anything out of line with the two issues reviewed by them so far, only, on the accompanying list of countries of destination which we submitted



## WHAT'S HIS NAME?

(Second in a series of caricatures by Charles Dunn, cartoonist of "Nation's Business.")

Duke and Harvard are his alma maters. Once he did newspaper work. He entered the Foreign Service in 1930. Did you know him in Kingston? In Shanghai? In Patras? Athens or Cairo? Or have you seen him recently in the Department busily engaged in unravelling Near Eastern problems?

(For identification see page 397)

to the censors, one area occupied by the enemy was included (the postal routes are a little difficult to keep up with these days). We had that locality red penciled!

The list of countries to which the June JOURNALS were sent, with the numbers to each country, make an interesting study. This list, which follows, does not include, of course, the JOURNALS for members of the Foreign Service detained by the enemy or who are now in localities to which there is no mail service. Their copies are being held for their transfer or return to the Department. And, also, if the JOURNAL hasn't been reaching a post regularly, the back issues will be supplied to the subscriber, as far as possible, when requested.

Countries of Designation	No. of Copies	Country of Designation	No. of Copies
Afghanistan	1	Iceland	2
Algeria	4	India	16
Arabia	1	Iran	5
Argentina	20	Iraq	6
Australia	19	Ireland	7
Azores	2	Liberia	1
Belgian Congo	2	Madagascar	2
Bermuda	3	Martinique	1
Bolivia	7	Mexico	59
Brazil	32	Monaco	1
British Guiana	1	Morocco	8
British Honduras	1	Netherlands West Indies	3
British West Indies	10	New Caledonia	1
Canada	60	New Zealand	5
Canary Islands	2	Nicaragua	6
Ceylon	2	Palestine	4

Chile	12	Panama	11
China	43	Paraguay	5
Colombia	20	Peru	14
Costa Rica	6	Portugal	10
Cuba	22	Portuguese East Africa	1
Dominican Republic	6	Saudi Arabia	1
East Africa	2	St. Pierre-Miquelon	1
Ecuador	8	Society Islands	1
Egypt	11	Spain	18
El Salvador	3	Sweden	12
Eritrea	1	Switzerland	25
France	13	Syria	4
French East Africa	1	Tunisia	1
French Guiana	1	Turkey	9
Great Britain	39	Union of South Africa	11
Greenland	2	U.S.S.R.	7
Guatemala	6	Uruguay	11
Haiti	5	Venezuela	14
Honduras	4	West Africa	5
		<b>TOTAL</b>	<b>660</b>

### Foreign Service Philosophy

Came a personal letter the other day from an F.S.O. recently assigned to a small South American post. All of his household effects—and he and his wife had made a beautiful collection—are now reposing on the bottom of the Atlantic, being recently consigned there by a Nazi torpedo. Guess what he had to say about it? Just this:

"If the things had to be lost, it was better that they go down with a bang. If they had reached us here I am sure that they would have been gradually but thoroughly destroyed by the local help."

(Continued on page 395)

## News From the Field

### FIELD CORRESPONDENTS

ACLY, ROBERT A.—*Union of South Africa*  
BECK, WILLIAM H.—*Bermuda*  
BINGHAM, HIRAM, JR.—*Argentina*  
BONNET, ELLIS A.—*Ecuador*  
BUTLER, GEORGE—*Peru*  
CLARK, DUWAYNE G.—*Paraguay*  
CRAIN, EARL T.—*Spain*  
FISHER, DORSEY G.—*Great Britain*  
FUSS, JOHN C.—*Ireland*  
FULLER, GEORGE G.—*Central Canada*  
KUNIHOLM, BERTEL E.—*Iran*

LIPPINCOTT, ABBEY E.—*Palestine, Syria, Lebanon, Iraq*  
LYON, CECIL B.—*Chile*  
LYON, SCOTT—*Portugal*  
MCGREGOR, ROBERT G., JR.—*Mexico*  
MITCHELL, REGINALD P.—*Haiti*  
POST, RICHARD H.—*Uruguay*  
SMITH, E. TALBOT—*Abyssiniu, Eritrea, British and Italian Somaliland.*  
TAYLOR, LAWRENCE W.—*French Equatorial Africa, The Cameroons and Belgium Congo.*  
TRIOLO, JAMES S.—*Colombia*  
WILLIAMS, PHILIP P.—*Brazil*

### SANTIAGO DE CHILE

#### EXHIBITION OF AMERICAN BOOKS

From May 4 to May 21 there was held in the University of Chile, under the auspices of the Chilean Commission of Intellectual Cooperation and the Society of Writers of Chile, an interesting exhibition of American books. The exhibition was an enormous success and was visited by some 250 persons daily. It did much to dispel the illusion that our civilization is merely material and to convince the Chileans, as Ambassador Bowers phrased it in a speech which he delivered at the inauguration of the exhibition, that more people in the United States "read books than read the ticker tape of the stock market." This inauguration was a very impressive occasion and was attended by the Chilean Minister of Foreign Affairs, the Rector of the University of Chile, don Juvenal Hernández, who will shortly visit the United States on a travel grant from the State Department, the Chiefs of diplomatic missions of the American Republics, other members of the diplomatic corps and leading Chilean academic and literary personages.

In view of the widespread interest which this exhibition has caused, a brief explanation of its origin may prove of interest. About six months ago the assistance of Ambassador Bowers was solicited on behalf of the Santiago Book Fair which was being planned for January 1942. Such an appeal naturally was irresistible to the author of "Hamilton and Jefferson," "The Tragic Era" and many other works, so he immediately wrote to his own publishers and some fifteen other publishers in the United States, urging them to cooperate by sending books to the

Fair. Their response was generous, and some four hundred volumes were sent to Chile. They constituted a representative collection of what is being published in the United States today, and ranged from Donald Peattie's "Audubon's America" and Carl Sandburg's four volumes of Abraham Lincoln to Dorothy Draper's "Decorating is Fun" and Milton Silverman's "Magic in a Bottle." There was a particularly large and catholic collection of books on South America, including Stefan Zweig's "I Like Brazil," Jean Austin's "Mexico in Your Pocket," Carlton Beals's "Latin America," Hubert Herring's "Good Neighbors," Salvador de Madariaga's "Hernán Cortés" and countless others. There were novels and technical books, biography and history, books on psychiatry, on medicine and gardening, on mathematics and the psychology of sex, on painting, on sport, on religion and poetry, and even one entitled "Multiple Human Births;" decorative bindings and simple ones, special printing and common or garden type, all sorts were included in the exhibition. One book which caused particular interest was a fine edition of a Chilean author's work published in the United States, Father Subercaseaux's "Life of St. Francis," with beautiful illustrations by the author. Father Subercaseaux's history is interesting, for he was married for many years before taking orders and his wife is now a nun. But that is another tale.

When some of the volumes had already arrived in Chile, and after all of them had left the United States, the organizers of the Book Fair informed Ambassador Bowers that unfortunately they had been forced to abandon the project, as the other

American Republics had not found it convenient to send collections. Thus, as the Ambassador declared in his speech at the opening of the Exhibition, he found himself open to the suspicion of having solicited personally hundreds of free books for no other ostensible purpose than the expansion of his own private library. He was rescued from this awkward predicament by the cooperative spirit of the University of Chile, which welcomed the opportunity of holding an exhibition composed entirely of American books. Funds for the current expenses of the exhibition were supplied by the Cooperative Committee of Santiago, which likewise kindly agreed to underwrite a similar exhibition at the University of Concepción, where the books were sent at the close of the Santiago exhibition. Later the books may be displayed at Valparaíso and other Chilean cities, but eventually they will be donated to the University of Chile, the National Library and the Chile-United States Cultural Institute.

The Chilean press was most liberal in its praise of the venture, and already the University authorities are trying to arrange for a much larger exhibition of American books next year.

One Santiago paper, *El Imparcial*, in its leading editorial of May 4, summarized the local sentiments quite adequately when it said: "The exhibition of American books has an important significance, since it illustrates a phase of life in the United States which few of us appreciate, so accustomed are we to associate North Americans with heavy industry and big business. The visitors to the above-mentioned exhibition will justly learn to appreciate the interest which the great American public has in the various phases of human knowledge, and the attention which is devoted to these is amply illustrated by the books on display."

The exhibition served another purpose: it illustrated far more adequately than words the freedom of our mode of life, that freedom for which we are today fighting. Ambassador Bowers expressed this idea in his speech at the opening of the exhibition

when he said: "I am proud to say that American literature is written in an atmosphere of freedom. No censor with a club stands at the elbow of our novelists and historians. We do not illuminate our culture by the glow of bonfires for the destruction of masterpieces that may not appeal to some few in power. These books at least are the emanations of free spirits. There is no manacle on the wrist of our writers, no penalty is imposed because they write their honest thought. We have never sent an author into exile. Creative literature can thrive in the United States because we subscribe as a nation to John Milton's appeal for unlicensed printing."

CECIL B. LYON.

### LA PAZ

Ambassador and Mrs. Pierre deL. Boal arrived at the La Paz airport on May 23. The plane on which they were travelling was met some distance from the city by two training planes of the U.S. Air Mission to Bolivia which acted as escort to the field. He was greeted on arrival by the Chief of Protocol of the Bolivian Foreign Office, Mr. Jorge de la Barra, Major Reyes Peñaranda, representing the President of Bolivia; Mr. Allan Dawson, Chargé d'Affaires, and other members of the staff.

On May 23, at 11 a.m. the Ambassador presented his credentials to President Peñaranda. The procession from the Embassy residence to the Presidential Palace was escorted by motorcycle police. The credentials were presented to the President in the presence of the Cabinet, the Military household, and the Embassy staff. A number of American residents of Bolivia also witnessed the ceremony. When the Ambassador left the Palace the military band on the square played the "Star Spangled Banner."

Thus the Mission at La Paz became an Embassy. (See Service Glimpses on page 387.)

JOHN C. POOL.

(Continued on page 402)

Exhibition of American Books  
in Santiago de Chile.



## The Bookshelf

FRANCIS C. DE WOLF, *Review Editor*

CORDELL HULL. A BIOGRAPHY. by Harold B. Hinton. Doubleday, Doran & Co., Inc., Garden City, New York, 1942. xi, 377 pp. \$3.00.

Colonel Hinton has produced a book that is inspiring as it is absorbing about our great Secretary of State. He must have worked hard to amass the wealth of material on this Tennessean who does not talk easily about himself. It is a complete story of the statesman's life to date—from the days of his boyhood in Tennessee to the fateful day last December when the Secretary's indignant anger blazed forth at the treacherous Japanese envoys.

Cordell Hull was born in one of the backward regions in the upper Cumberland country of Tennessee. The Secretary's father was a capable man who prospered in a modest way. He soon picked Cordell as the most promising of his five sons and backed him to the full extent of his very considerable ability.

Character and dependability must have developed early in the Secretary for at twenty-six he raised a company of Tennessee volunteers which he captained during the Spanish-American war. From the bar, to the Legislature, to the Bench, to the House of Representatives, and eventually to the Senate, he made his way according to the accepted rules. He worked hard and studied hard. When the Democrats won control of Congress in 1912, Hull, serving his second term, became one of the party leaders. He wrote the Income Tax Law and participated largely in framing the Underwood Tariff.

In 1920 he suffered the only defeat of his career at the polls but it was retrieved in 1922 and in 1930 he was elected to the Senate. When Roosevelt won the Presidential campaign in 1932 he surprised the country by making Hull the Chief of his Cabinet. Few dreamed that nine years later Cordell Hull would enjoy the confidence and esteem of the American people and those of European and South American nations as well, beyond that of any living American.

The new Secretary of State had an enormous fund of information gained through his tariff studies on the economic conditions of every country of Europe but, unfortunately, the continent was far beyond the point at which the removal of trade barriers could reduce its war fever. He sensed the imminence of

the war and he warned both privately and publicly of its inevitability. It was in 1933 that Hull, accompanied by Hinton, a news reporter for the *New York Times*, sailed for Montevideo on his first diplomatic adventure in South America. He told Hinton at the time:

"Europe is finished. You and I will hardly live to see the day when Europe will be able to drag itself out of the pit it is now digging. The race of political and economic nationalism which has started in Europe will have to be run to its conclusion—to the impoverishment of its inhabitants—whether or not there is actual war.

"In our own interest, we must look to our relations with these countries down here. Among the Americas we may be able to find the answer. We ought to be able to work out a pattern of life which will inspire the whole world to follow our example when the present tumult dies down. Remember, we may not have as great a past as Europe, but we have a greater future."

Adolf Hitler had been Chancellor of the German Reich only six months, Hinton points out,—and Cordell Hull's remarks went unheeded. These pages revealing the Secretary's struggle to warn his country of the war to come, a struggle largely thwarted by public indifference and inertia, are the most dramatic reading of the biography.

The biographer explains Mr. Hull's negotiations with Japan by saying:

"He believed that war with Japan would serve Hitler's purpose better than any other course the United States could follow and he believed that war with Japan could be avoided without material loss to this country."

He convincingly answers those who regarded this as a policy of appeasement by pointing out:

"They neglected to take into account the situation that would have prevailed if Japan had decided upon its attack two years, or even six months earlier than it did. Subsequent military developments showed conclusively that the precious time for preparation this country gained by temporizing with Japan was worth hundreds of times as much as the tactical value of the aviation gasoline, scrap iron and other war materials which were permitted to be sold to Japan by American nationals during those days of doubt."

Hull is a straight talker and an exceedingly careful one, his biographer says. The following anecdote from the book emphasizing this trait will be appreciated by those in the Service who have followed the Secretary's daily press conferences. During Hull's younger days in the Tennessee Legislature, hangers-on at the State Capital were discussing the young legislator's agility in avoiding a direct answer to a question. One of them bet he could extract a direct answer: he stopped Hull as he was entering the capitol and asked him what time it was. Hull took out his own timepiece, looked at it and shot back at his questioner "What does your watch say?"

The figure that emerges from Colonel Hinton's book is an unassuming, conscientious, determined, hard-working, far-sighted public servant, a firm believer in the ultimate triumph of reason and justice in the settlement of national and international problems. There is an integrity about Mr. Hull which has impressed his fellow Americans, the common people and the man of worth and high station in foreign lands. He is trusted by Latin American diplomats above any of his predecessors. It is Cordell Hull's major characteristic, this rugged honesty of purpose, coupled with a will to serve mankind rather than himself. There is one other major characteristic about Mr. Hull and that is his courage. Like Lincoln, whom he resembles in more ways than one, Secretary Hull is not discouraged by reverses and mean opposition.

The biographer makes the point that in the conduct of foreign affairs Mr. Hull has been essentially his own master despite rumors and impressions to the contrary. When peace comes again Secretary Hull with his expert knowledge of economics and abiding faith in liberal principles and practices will have much to contribute toward the making of a better world.

A reference to Mrs. Hull by Colonel Hinton will be appreciated by all in the Service who have met this kindly lady:

"She has made a career out of seeing to it that her husband has been comfortable and in good health and happy through the quarter of a century she has lived with him. \*\*\*\*"

"\*\*\*\* She it is who persuades him to take those little vacation trips to Virginia or Florida which do him so much good. She wants him to be in good health for his own sake, but in pursuing that subjective goal she is also serving the general good. If there is such a thing as a dower right in a statesman's public heritage, Frances Hull deserves it."

Mr. Hull has already served longer as Secretary of State than any predecessor and it is safe to say that history will place him among the most eminent

occupants of that office. High tribute to Mr. Hull both personally and as a statesman is paid in a foreword by Under Secretary Sumner Welles:

"Cordell Hull is the least self-seeking man I have ever known. One of the striking sidelights on the years of his distinguished statesmanship has been his willingness to stay in the background and to let others take the credit and glory. \*\*\*\*"

"This may seem like a small attribute to bulk so large in a contemporary tribute to the Secretary of State, but it is a symptom of the inner sureness, the sound judgment, and the practical idealism which have made him the great man he is. He towers above his fellows in clarity of vision and refusal to be led astray from the main issue.

"His name will always be associated with the rapid building, on the foundation of justice and equality, of the new structure of inter-American cooperation. \*\*\*\*"

"I have never seen him discouraged. During countless times, in these past nine years, when the situation seemed absolutely hopeless, he would try a new tack, evolve another formula, explore a new avenue. To him, no effort was too great, no mental searching too severe, to devote to the task of saving his country, and the world, from the horrors of war—\*\*\*\*"

"\*\*\*\* He relies on the ultimate triumph of reason to solve all human problems. He could not, if he would, coerce anyone into an intellectually repugnant course. His life, public and private, has exemplified that kind of democracy, governmental, intellectual, and spiritual, in which lies the future hope of the human race."

GEORGE W. RENCHARD.

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AMERICA IN WORLD AFFAIRS, by Allan Nevins, Oxford University Press, New York, 1942; 140 pp., with a brief bibliography. \$1.

The acid test of interesting writing is the composition of a handbook. Professor Nevins comes through without injury to his reputation.

Composed before the entry of the United States into the war, this book was obviously intended to set before English readers an account of the constitutional mechanisms and the moving political forces behind American foreign policy. It is largely concentrated on the factors and circumstances surrounding the relations of the United States with other countries during the last decade. Nevertheless, the author, who is a distinguished historian, has packed his pages with historical reference and illustration drawn from the whole period of nation-

(Continued on page 407)

# Reorganization of The Division of Foreign Service Administration

EFFECTIVE June 1, 1942, the position of Mr. Harry A. Havens, senior Assistant Chief of the Division of Foreign Service Administration, was reclassified from CAF-12 at \$5,000 to CAF-14 at a salary of \$6,500 per annum, the grade and salary in which the chiefship of the Division has been allocated up to the present time. Mr. Havens receives this promotion as he is about to enter his thirty-fifth year of continuous service in the Department of State. There are few persons in the Department or the Foreign Service who do not know this kindly, efficient officer, and it can be stated with certainty that all those who do know him count him as their friend. This substantial recognition of his many years of efficient service will therefore be extremely gratifying to the Service.

His advancement results from a change in the status of the Division of Foreign Service Administration which should be of practical benefit to the missions and consular offices served by it, in as much as its powers are broadened and its facilities expanded. For those interested, the departmental order is quoted:

## DEPARTMENTAL ORDER 1023

Provision is hereby made for the reorganization of the Division of Foreign Service Administration, and to this end its functions are defined with a view to implementing the authority vested in it in the broad field of administrative policy relating to the Foreign Service of the United States, which comprises the formulation and execution of highly specialized methods of control, which must be exercised with due regard to their bearing on the proper conduct of foreign affairs and which necessarily involve questions of policy. The present order supersedes any provisions of existing orders in conflict therewith.

Departmental Order No. 310 of August 19, 1924, establishing the Division of Foreign Service Administration and subsequent orders relating to the duties of the Division are accordingly amplified in recognition of (1) the intimate connection between the conduct of foreign relations and the administration of the Foreign Service; (2) the importance, com-

plexity and professional character of the work of administering that Service and directing its activities; and (3) the consequent need of the Division of facilities, comparable to other divisions of the Department, to enable it to keep its work current, give prompt attention to the requirements of the Foreign Service, and otherwise perform its functions satisfactorily.

Under the general direction of the Assistant Secretary of State and Budget Officer, the Division of Foreign Service Administration shall serve in an advisory and executive capacity in matters concerning the administration of the Foreign Service; and in this connection it shall have responsibility for the organization and administrative procedures of the Foreign Service, with a view to insuring that the pertinent provisions of law, executive orders and instructions of the Secretary of State are observed and given full effect, and that the appropriate officials are kept currently informed of developments of interest to them. It shall accordingly have immediate responsibility for the administration of the Foreign Service under the provisions of the act of February 23, 1931, as amended, and other acts affecting the Service (22 U.S.C. Sec. 1 *seq.*), executive orders issued pursuant thereto, and instructions of the Secretary of State; and it shall have the duty of initiating recommendations, coordinating instructions and executing approved action with a view to facilitating a proper functioning of the Foreign Service in the conduct of the Government's business abroad and the performance of services for American citizens.

Because of the close relationship between the functions of the Division of Foreign Service Administration and the Division of Foreign Service Personnel, the Foreign Service Buildings Office, the Office of Fiscal and Budget Affairs, the Special Division and the Division of Accounts, there shall be the closest possible cooperation between these subdivisions of the Department in the interest of efficiency and effectiveness.

In carrying out the functions of the Division of Foreign Service Administration, the Chief of the Division shall have the aid of three permanent As-

sistant Chiefs having the requisite specialized training and experience, who are hereby authorized to act with and for him in the capacity of consultants and in the consideration and disposal of matters of policy and administration; of four permanent Divisional Assistants, having the necessary specialization and professional qualifications to act as advisers in their particular fields and perform work of special difficulty involving policy and the establishment of precedents; and such additional officers and staff as may be found necessary and as may be approved by the Assistant Secretary of State and Budget Officer.

The duties of the Division of Foreign Service Administration shall include the following:

(1) It shall serve as a general headquarters and coordinating agency for all administrative matters that have to do with the functioning of the Foreign Service.

(2) *Regulations.* It shall be the province of the Division to draft regulations and instructions on matters of administration and administrative policy, and to coordinate in collaboration with the Office of Coordination and Review the issue of regulations and instructions prepared by other divisions for the Foreign Service. In performing this function it shall deal with questions of procedure and policy relating to the regulations in general as opposed to particular subjects, concerning which recommendations will be made by the interested divisions; it shall for example be responsible for determining whether proposed regulations or instructions are inconsistent with others already in effect, or whether demands being made on the Foreign Service are beyond the facilities available to meet them; and it shall be the duty of the Division to compose any such inconsistencies or deficiencies in collaboration with the interested divisions of the Department.

(3) *Appropriations.* It shall be the duty of the Division, in collaboration with the Office of Fiscal and Budget Affairs and under the supervision of the Assistant Secretary of State and Budget Officer, to prepare and justify budget estimates for the Foreign Service and its establishments. It shall, moreover, control the expenditure of appropriated funds for salaries, quarters, equipment, supplies, and other expenses of the Foreign Service authorized by



Harry A. Havens, senior Assistant Chief of the Division of Foreign Service Administration.

law. It shall be responsible for the gathering of data bearing on the cost of living abroad and for the classifying of posts with a view to making an equitable distribution of allowances; it shall supervise the establishment and maintenance of wage scales designed to keep salaries of foreign clerks and employees in line with wages paid for like services at their posts; and it shall cooperate with the Division of Foreign Service Personnel in formulating programs for the promotion of clerical and miscellaneous employees of the Foreign Service.

(4) *Changes in Foreign Service Offices.* Under the supervision of the Assistant Secretary of State and Budget Officer, and subject to the action of the Board of Foreign Service Personnel, the Division shall have in charge the establishment, dis-

continuance, or other change in status, of Foreign Service offices abroad; and in this connection it shall establish and follow a regular procedure, which shall include requesting the views of the interested geographical division, ascertaining from the Division of Foreign Service Personnel whether such officers as may be needed can be made available, instructing the appropriate mission abroad to take up the matter of the prospective change with the foreign government concerned, preparing a suitable press release for the Division of Current Information in case publicity is desired, and drafting of instructions covering the actual opening, closing, or other change in the Foreign Service office in question.

(5) *Contracts, Property, Maintenance.* The Division of Foreign Service Administration shall have charge of the administration and maintenance of government-owned and leased property abroad, and it is directed to establish an effective maintenance service to function in close collaboration with the Foreign Service Buildings Office. It shall accordingly be the duty of the Division, when any building is turned over to the Foreign Service for use, to arrange for its maintenance and staffing from funds appropriated for the current expenses for the Foreign Service. It shall, moreover, be responsible for leases and other contracts affecting properties which are rented for the purposes of the Foreign Service, but not involving purchase or prospective purchase of such properties. It shall also

(Continued on page 398)

EXCHANGE OF LETTERS BETWEEN  
PRESIDENT ROOSEVELT AND  
AMBASSADOR WEDDELL

Virginia House.

Richmond, Virginia, March 28, 1942.

My dear Mr. President:

Upon the advice of my physician I am about to enter hospital to undergo an operation of some gravity, which, they tell me further, even if successful, would be followed by a longish period of convalescence and observation. My return to Spain could not, therefore, under most favorable circumstances, take place for some months.

In these circumstances, and in the public interest, I am constrained to ask for permission to apply for retirement to take effect at the expiration of my leave.

My deep regret in relinquishing my post is tempered by the hope that you may later make use of my services.

I am, my dear Mr. President.

Loyally yours,  
ALEXANDER W. WEDDELL.

The President, the White House.

THE WHITE HOUSE

Washington, April 1, 1942.

Dear Alex:

I have received your letter of March 28 with the deepest regret. In view of what you tell me that your physicians believe that you should have a long period of convalescence after your operation and that you could consequently not return to Spain for some time to come, I feel it necessary to accept, as you ask, your application for retirement as Ambassador to Spain.

You have served this Government with great distinction for many years as a Foreign Service officer and, more recently, as Ambassador to Argentina and as Ambassador to Spain. I am particularly sorry that your illness should make it necessary for you to retire at this time, but I hope that your health will soon be completely restored and I shall call upon you for service once more when you are well again.

With my best wishes for a speedy recovery and with kindest personal regards, believe me

Yours very sincerely,  
FRANKLIN D. ROOSEVELT.

The Honorable Alexander W. Weddell,  
Medical College Hospital, Richmond, Virginia.

FOREIGN SERVICE ASSOCIATION  
CORRESPONDENCE

American Embassy,  
London, November 6, 1941.

MY DEAR MR. BRANDT:

I acknowledge with deep appreciation the receipt two or three days ago of your letter of September 24th informing me that at a meeting of the Electoral College of the American Foreign Service Association held on September 23, 1941, I was elected President of the Association for the year beginning October 1, 1941.

As a Foreign Service officer yourself, it is hardly necessary for me to go into any detail as to how deeply I appreciate this honor. No Foreign Service officer could receive anything which would be more gratifying and which would make him feel prouder than this expression of confidence on the part of his colleagues. I hope that, if some suitable occasion offers, an expression of my appreciation may be conveyed to the members of the Association who are serving in the Department.

With all good wishes, I am

Yours very sincerely,

HERSCHEL V. JOHNSON.

George L. Brandt, Esq.,  
Chairman, Executive Committee,  
American Foreign Service Association,  
c/o Department of State,  
Washington, D. C.

American Embassy.

Berlin, October 24, 1941.

MY DEAR MR. BRANDT:

I have received today your letter of September 24th in which you inform me that I have been elected Vice-President of the Association for the year beginning October 1, 1941. I express to you and the members of the electoral college my gratification at this appointment. I will continue to serve the interests of the Association in any way that I may possibly be of service.

Your letter took me back to the days in 1917 when a group of us met in Washington and started the idea of a consular bulletin from which all of this fine and strong association has developed. If my memory doesn't fail me, I had the honor of being a member of the first executive committee of which Wesley Frost was chairman. During these long years something of real worth has been accomplished by the Association and by its publication. I believe that we will see more benefits. I am one

(Continued on page 392)

## Letter to the Editors

(Association Members are Invited to Comment)

Calcutta, India,  
March 24, 1942.

The Editors  
The American Foreign Service Journal  
Department of State  
Washington, D. C.

Dear Sirs:

An example of the splendid spirit of loyalty exemplified by the majority of alien clerks in the Foreign Service and the hardships they are encountering in many places in the Far East, is revealed in the enclosed copy of a letter from Cecil R. Penheiro, who was a clerk at the Consulate General in Rangoon. Mr. Penheiro could have departed for his home in India early in February on an American vessel, but elected to remain until the closing of the office. Upon the recommendation of this office, the Department has approved of Mr. Penheiro's employment here.

Unlike Foreign Service Officers caught in enemy territory upon the outbreak of war, whose reciprocal exchange has been arranged for by the Department, alien clerks who have faithfully remained at their posts have had to face the possibility of internment for the duration of the war, not to mention uncertainty regarding the loss of salary during that period. Furthermore, where offices have closed, because of the military situation, officers have received transportation expenses and per diems in proceeding to another post, whereas alien clerks, like Mr. Penheiro, unless ordered elsewhere, have enjoyed no such privileges.

If no arrangements can be made to compensate alien clerks at a later date out of Government funds for their misfortunes, possibly the Foreign Service Association may wish to consider raising a fund privately to be distributed at a future date to those who are most deserving and most in need.

Very truly yours,  
ROBERT L. BUELL,  
*American Consul.*

Enclosure:  
Copy of letter from Mr. Penheiro  
March 14, 1942.

JULY, 1942

Cheeraponjee, Assam, March 14, 1942.  
George R. Merrell, Esq.  
American Consul General  
Calcutta, India.

My dear Sir:

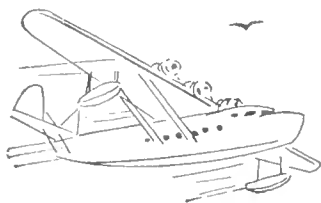
I am writing to tell you that I was an employee (stenographer) of the American Consulate General, Rangoon, which was closed on the afternoon of February 18th, and that I am now seeking employment. I arrived here today after an extremely strenuous and cruel journey from Rangoon—a part of which covered 95 miles of thick jungle and 36 miles of hills. Hunger, thirst and cold have left quite a few dead on the hills which possess only 3 Dak Bungalows that cannot be found except by the aid of coolies. Water also was difficult to locate which—like the Dak Bungalows—were away from the path far down below. The higher we went, the colder it became, and towards the peak the cold was severe, strong wind adding to it. There were thousands of refugees on the road, including Europeans and Anglo-Indians, as well as women and children. Many refugees who, according to information obtained at the starting point, were supposed to have enough money to cover the journey, fell short of it and were unable to proceed. Since the 19th February, the day I left Rangoon, I have had no news of any kind. From rumors current in Shillong, I learned that practically half of Calcutta has been evacuated. Whether this is true or not I do not know, but Calcutta is my destination as I have to seek employment there. I have two letters for delivery to you from Mr. Schnare, which I am enclosing herewith, and I hope that, in the event of a vacancy in your office, I will be given a chance. I am ready to start immediately should there be something to do. If there be nothing doing in Calcutta, may I request you to be so good as to ask Bombay and Karachi to do something for me. I know the high ideals for which the American Consular Service stands and I should like to serve nowhere else.

Mr. Schnare told me to ask you for my salary for the month of March. Please send it to the address given below.

My salaams to you and all other members of the staff.

Very respectfully yours,  
(Signed) C. PENHEIRO.

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## Foreign Service Changes

*The following changes have occurred in the Foreign Service since May 16, 1942:*

Maynard B. Barnes, of Vinton, Iowa, First Secretary of Legation and Consul at Reykjavik, Iceland, has been assigned Consul General at Brazzaville, French equatorial Africa.

Alvin M. Bentley, of Owosso, Michigan, has been appointed Foreign Service Officer, Unclassified, Secretary in the Diplomatic Service, and Vice Consul of Career, and has been assigned Vice Consul at Mexico, D. F., Mexico.

H. Francis Cunningham, Jr., formerly Third Secretary of Embassy at Berlin, Germany, has been designated Third Secretary of Legation and Vice Consul at Stockholm, Sweden, and will serve in dual capacity.

Forrest N. Daggett, of Pasadena, California, has been appointed Foreign Service Officer, Unclassified, Secretary in the Diplomatic Service, and Vice Consul of Career, and assigned Vice Consul at Rio de Janeiro.

Frederick E. Farnsworth, of Colorado Springs, Colorado, Vice Consul at Montreal, Canada, has been assigned Consul at Montreal, Canada.

The assignment of Waldemar J. Gallman, of Wellsville, New York, as First Secretary of Embassy at Ankara, Turkey, has been canceled. In lieu thereof Mr. Gallman has been designated First Secretary of Embassy and Consul at London, England, and will serve in dual capacity.

Outerbridge Horsey, New York, Vice Consul at Budapest, Hungary, has been designated Third Secretary at the Embassy and Vice Consul at Madrid, Spain, and will serve in dual capacity.

M. Gordon Knox, of Villanova, Pennsylvania, formerly Third Secretary of Embassy at Berlin, Germany, has been designated Third Secretary of the Legation and Vice Consul at Stockholm, Sweden, and will serve in dual capacity.

Harry G. Krausse, of Brownsville, Texas, Vice Consul at Matamoros, Mexico, has been appointed Vice Consul at Reynosa, Mexico.

F. Ridgway Lineaweaver, of Philadelphia, Penn-

sylvania, Vice Consul at Habana, Cuba, has been assigned Consul at Habana, Cuba.

James G. McCargar, of Palo Alto, California, has been appointed Foreign Service Officer, Unclassified, Secretary in the Diplomatic Service, and Vice Consul of Career, and has been assigned Vice Consul at Vladivostok, U.S.S.R.

Brewster H. Morris, of Villanova, Pennsylvania, formerly Third Secretary of Embassy at Berlin, Germany, has been designated Third Secretary of Legation and Vice Consul at Stockholm, Sweden, and will serve in dual capacity.

David K. Newman, of St. Louis, Missouri, Vice Consul at Alexandria, Egypt, has been appointed Vice Consul at Port Said, Egypt.

Nelson R. Park, of Longmont, Colorado, Consul at Barranquilla, Colombia, has been assigned Consul at Matamoros, Mexico.

Ernest V. Polutnik, of Great Falls, Montana, formerly Vice Consul at Budapest, Hungary, has been appointed Vice Consul at Glasgow, Scotland.

Milton C. Rewinkel, of Minneapolis, Minnesota, formerly Third Secretary of Legation and Vice Consul at Budapest, Hungary, has been designated Third Secretary of Legation at Lisbon, Portugal.

T. Ayres Robertson, of St. Louis, Missouri, has been appointed Vice Consul at Monterrey, Mexico.

William Langdon Sands, of Ft. Myers, Florida, has been appointed Foreign Service Officer, Unclassified, Secretary in the Diplomatic Service, and Vice Consul of Career, and has been assigned for duty in the Department of State.

William L. Smyser, of Elkins Park, Pennsylvania, formerly Third Secretary of Embassy at Berlin, Germany, has been designated Third Secretary of Embassy and Vice Consul at Madrid, Spain, and will serve in dual capacity.

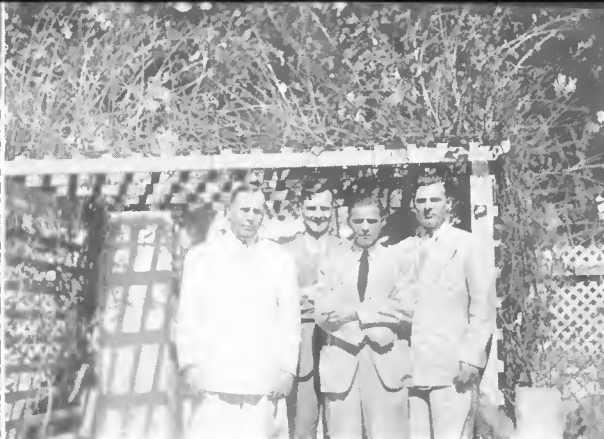
Walter J. Stoessel, Jr., of Beverly Hills, California, Vice Consul at Caracas, Venezuela, has been designated Third Secretary of Embassy at Caracas, Venezuela.

John Z. Williams, of Reno, Nevada, Vice Consul at Ciudad Trujillo, Dominican Republic, has been appointed Vice Consul at Tampico, Mexico.

*(Continued on page 390)*



*Mr. and Mrs. Douglas Henderson at Nogales. Doug is showing a lot of affection for that set of Regulations.*



*The Caribbean Mission at Barbados—Coert duBois; Dr. Brown, British Fisheries Commission; Mr. Frank Norris of the British delegation; E. R. Pierce of Caribbean Office.*



*Pan American Day at Bahia, Brazil. Consul Castleman greets a street demonstration of students from a window ledge of the Consulate three stories up.*

## SERVICE GLIMPSSES

*Ambassador Boal presents credentials at La Paz, May 23, 1942*

*(See News from the Field)*

*Left to right: Juan Franco Suarez, Assistant Chief of Protocol; Allan Dawson, First Secretary; John C. Pool, Third Secretary; John A. Embry, Commercial Attaché; Captain Roberts, Assistant Military Attaché; Bromley K. Smith, Third Secretary; Lt. Col. Bennett, Military Attaché.*

*Ambassador and Mrs. Boal arrive at La Paz, May 19, 1942*

*Left to right: Lt. Colonel Bennett, Military Attaché; Allan Dawson, First Secretary; Ambassador Boal; Mrs. Boal; Jorge de la Barra, Chief of Protocol; Mr. Victor Wallin; Major Reyes Peñaranda, representing the President of Bolivia.*

*Photos courtesy John C. Pool.*



# PROMOTIONS

JUNE 18, 1942

*The following Foreign Service Officers have been nominated for promotion in the Foreign Service:*

FOREIGN SERVICE OFFICERS OF CLASS THREE TO BE  
FOREIGN SERVICE OFFICERS OF CLASS TWO:

Raymond H. Geist, of Ohio  
Loy W. Henderson, of Colorado.

John B. Faust, of South Carolina  
Claude H. Hall, Jr., of Maryland  
R. Borden Reams, of Pennsylvania  
Charles S. Reed, 2d, of Ohio  
Arthur R. Ringwalt, of Nebraska.

FOREIGN SERVICE OFFICERS OF CLASS FOUR TO BE  
FOREIGN SERVICE OFFICERS OF CLASS THREE:

Selden Chapin, of Pennsylvania  
George F. Kennan, of Wisconsin  
Samuel Reber, of New York  
Robert Lacy Smyth, of California  
Angus I. Ward, of Michigan.

FOREIGN SERVICE OFFICERS OF CLASS EIGHT TO BE  
FOREIGN SERVICE OFFICERS OF CLASS SEVEN:

Robert A. Acly, of Massachusetts  
Fritz A. M. Alfsen, of New York  
Edward Anderson, of Florida  
Hiram Bingham, Jr., of Connecticut  
Ralph J. Blake, of Oregon  
Carl H. Boehringer, of Michigan  
Hedley V. Cooke, Jr., of New Jersey  
Sherburne Dillingham, of New Jersey  
Douglas Flood, of Illinois  
Miss Constance R. Harvey, of New York  
Reginald S. Kazanjian, of Rhode Island  
Edward P. Maffitt, of Missouri  
Ernest de W. Mayer, of New York  
George E. Miller, of New Jersey  
Reginald P. Mitchell, of Florida  
William D. Moreland, Jr., of Oregon  
Shiras Morris, Jr., of Connecticut  
Paul H. Pearson, of Iowa  
Archibald R. Randolph, of Virginia  
Frank A. Schuler, Jr., of Michigan  
Elvin Seibert, of New York  
Jay Walker, of the District of Columbia  
Joe D. Walstrom, of Missouri  
Rolland Welch, of Texas  
H. Bartlett Wells, of New Jersey.

FOREIGN SERVICE OFFICERS OF CLASS FIVE TO BE  
FOREIGN SERVICE OFFICERS OF CLASS FOUR:

Maurice W. Altaffer, of Ohio  
William W. Butterworth, Jr., of Louisiana  
Paul C. Daniels, of New York  
Cecil Wayne Gray, of Tennessee  
A. Dana Hodgdon, of Maryland  
George H. Winters, of Kansas.

FOREIGN SERVICE OFFICERS OF CLASS SIX TO BE  
FOREIGN SERVICE OFFICERS OF CLASS FIVE:

LaVerne Baldwin, of New York  
Warren M. Chase, of Indiana  
Oliver Edmund Clubb, of Minnesota  
Raymond A. Hare, of Iowa  
Bertel E. Kuniholm, of Massachusetts  
Rufus H. Lane, Jr., of Virginia  
James S. Moose, Jr., of Arkansas  
William T. Turner, of Georgia.

FOREIGN SERVICE OFFICERS OF CLASS SEVEN TO BE  
FOREIGN SERVICE OFFICERS OF CLASS SIX:

George V. Allen, of North Carolina  
Robert Y. Brown, of Alabama  
Albert E. Clattenburg, Jr., of Pennsylvania  
Robert D. Coe, of Wyoming

FOREIGN SERVICE OFFICERS, UNCLASSIFIED, TO BE  
FOREIGN SERVICE OFFICERS OF CLASS EIGHT:

Maurice M. Bernbaum, of Illinois  
Stephen C. Brown, of Virginia  
Leslie W. Johnson, of Minnesota  
Fred K. Salter, of Georgia  
Milton Patterson Thompson, of Tennessee.



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WASHINGTON, D. C.

C. J. MACK, General Manager

## FOREIGN SERVICE CHANGES

(Continued from page 386)

Casimir T. Zawadzki, of Buffalo, New York, formerly clerk at Berlin, Germany, has been appointed Vice Consul at Belfast, Northern Ireland.

*The following changes have occurred in the American Foreign Service since May 30, 1942:*

Stephen E. Aguirre, of El Paso, Texas, Consul at Mexicali, Baja California, Mexico, has been assigned Consul at Ciudad Juarez, Mexico.

Byron E. Blankinship, of New York, New York, has been appointed Foreign Service Officer, Unclassified, Secretary in the Diplomatic Service, and Vice Consul of Career, and has been assigned for duty in the Department of State.

William F. Busser, of Philadelphia, Pennsylvania, Vice Consul now serving in the Department of State, has been designated Third Secretary of Embassy and Vice Consul at Mexico, D. F., Mexico, and will serve in dual capacity.

William E. Dunn, of Sulphur Springs, Texas, Commercial Attaché at Guatemala, Guatemala, has been assigned for duty in the Department of State.

Elbridge Durbrow, of San Francisco, California, formerly Second Secretary of Embassy at Rome, Italy, has been assigned for duty in the Department of State.

F. Russel Engdahl of Spokane, Washington, formerly Consul at Shanghai, China, died on May 13, 1942.

Ernest E. Evans, of Rochester, New York, Consul at Matamoros, Tamaulipas, Mexico, has been assigned as Second Secretary of Embassy and Consul at Mexico, D. F., Mexico.

Douglas N. Forman, Jr., of Sommerville, Massachusetts, has been appointed Foreign Service Officer, Unclassified, Secretary in the Diplomatic Service, and Vice Consul of Career, and has been assigned Vice Consul at Bogota, Colombia.

George P. Shaw, of San Diego, California, First Secretary at the Embassy and Consul at Mexico, D. F., Mexico, has been assigned for duty in the Department of State.

Joseph S. Sparks, of Glendale, California, has been appointed Foreign Service Officer, Unclassified, Secretary in the Diplomatic Service, and Vice Consul of Career, and has been assigned Vice Consul at Habana, Cuba.

Orray Taft, Jr., of Santa Barbara, California, Vice Consul at Algiers, Algeria, has been assigned Vice Consul at Mexicali, Baja California, Mexico.

George H. Winters, of Downs, Kansas, Consul now serving in the Department of State, has been assigned Consul at Nueva Laredo, Tamaulipas, Mexico.

## INTERNMENT IN ROME

(Continued from page 363)

was classified as a "non-heavy worker" he only received the ordinary food ration which had been scientifically worked out to nourish sedentary workers and he was therefore perpetually hungry because of the excessive amount of exercise. Any and all excuses were used by most of the guards to get out of taking long walks.

Despite the fact that members of the Embassy staff wandered all over Rome talking English no resentment was shown by the population and as a general rule the guards were more than friendly. Although it was against their rules and one was punished for it, they carried packages for us, ran errands on many occasions, and enjoyed having a glass of wine with their charges.

One officer had a guard who had served in the American Army in France in 1918, was gassed and returned to Italy. His attitude was particularly friendly. Another guard was wearing a miniature service ribbon button in his lapel. His charge asked when and where he had served in the Army. The guard replied, "In the World War." The officer stated he had also served in that war to which the guard replied, "That one was a good war."

Although there were many irritating things connected with our "imprisonment" and it was far from pleasant waiting month after month in a very artificial atmosphere in an enemy country, looking back on our "ordeal" it could hardly have been less onerous.

By February 1st all of us had given up our apartments and moved into hotels in anticipation of departure. In the hotels we continued to receive the quadruple ration given all members of the Diplomatic Corps, which supplemented by our own commissary supplies, made our lot much better than that of the ordinary Italian citizen who is now able to obtain barely enough food to keep him fit to carry on. Despite our privileged treatment, however, the food was very monotonous, the main course usually consisting of fowl with meat only once or twice a week.

On such a diet and under the long strain of waiting, it may be easily imagined that everyone's spirit rose to a high pitch when we learned that the SS. *Drottningholm* had finally sailed from New York. On the same day the first special train pulled out of Rome for Lisbon with part of our staff and part of the Latin American group. The fourth and last train left Rome on May 13th carrying the bulk of our staff. No one even thought of the fact that to some it is considered bad luck to start a trip on the 13th. We had waited too long for that day and were at last homeward bound.

JULY, 1942



# YEARS OF BACARDI



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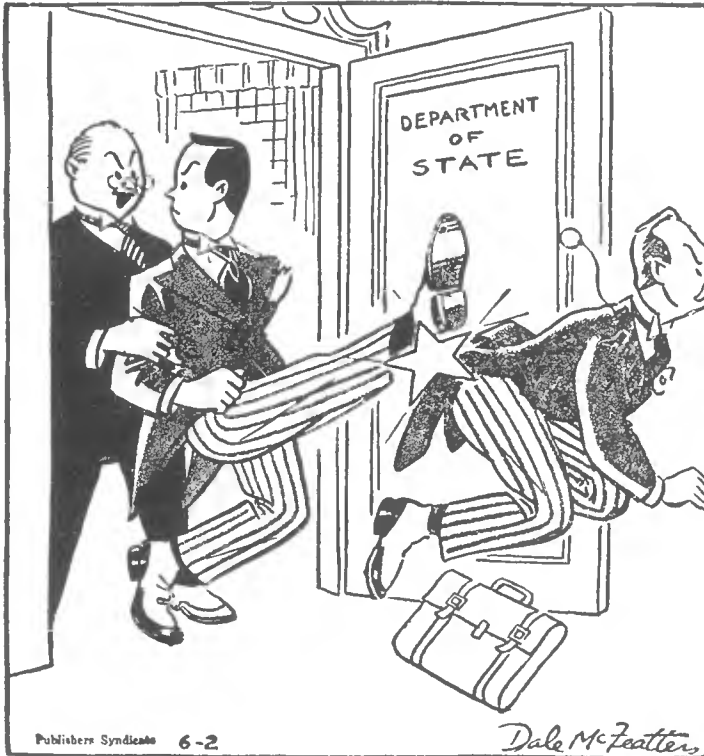
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"No, no, Perkins—that's not the way we sever diplomatic relations with another country!"

## FOREIGN SERVICE ASSOCIATION CORRESPONDENCE

(Continued from page 384)

of those who hope that it will be possible to acquire some sort of modest Association building or home in Washington where visiting members may meet and even have living quarters. I can understand that these are no days for such a project, but I like to think it will happen sometime.

Yours very sincerely,  
LELAND B. MORRIS,  
Foreign Service Officer.

George L. Brandt, Esquire,  
Chairman, Executive Committee,  
American Foreign Service Association,  
Care Department of State,  
Washington.

### BIRTHS

THIEL—A son, Cyril Leo, Jr., was born on April 25 to Mr. and Mrs. Cyril L. Thiel, at Guayaquil, where Mr. Thiel is Consul.

### IN MEMORIAM

SMITH.—Mr. Sydney Y. Smith, Principal Administrative Assistant and Drafting Officer of the Department of State, died during the night of Friday, May 29. Mr. Smith had been a valued employee of the Department of State for sixty-one years.

The Secretary has addressed the following letter to Mrs. Smith:

May 30, 1942.

Dear Mrs. Smith:

I have learned with deepest sorrow of the death of your husband. Mr. Smith rendered very helpful services to the State Department with great public spirit and wholehearted devotion over a period of many years. His friends and associates will feel a keen sense of personal loss with his passing.

Mrs. Hull and I send you and your family our heartfelt sympathy in your bereavement.

Sincerely yours,  
CORDELL HULL.

ENGDahl.—F. Russell Engdahl, last assigned Consul at Shanghai, and recently detained by the enemy, died on May 13, in Hong Kong.

JUKES—Arthur D. Jukes, Vice Consul at Habana, died on May 30, in Miami.

HOYT—Ira F. Hoyt, Passport Agent in New York, died on May 28 in New York.

JOHNSON—Henry A. Johnson, retired Foreign Service Officer, died on May 12 in Banning, California.

### FOREIGN SERVICE RETIREMENTS

The following retirements from the American Foreign Service became effective on June 1, 1942:  
Austin C. Brady, FSO—Class III.  
Alfred R. Thomson, FSO—Class III.

### MARRIAGES

SHULLAW-SULLIVAN—Miss Jean Sullivan and J. Harold Shullaw were married on May 11 in Washington, D. C. Mr. Shullaw is assigned Third Secretary and Vice Consul at Cairo.

PARSONS-CROW—Miss Elinor Crow and Mr. Marcellis C. Parsons, Jr., were married on June 6 in Rye, New York. Mr. Parsons is Vice Consul in Lisbon.

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## AMERICA THROUGH AXIS EYES

(Continued from page 369)

ment industry made "huge profits" in 1941, abnormally large "even for American conditions;" while the *Corriere Mercantile* agrees that American manufacturers are "making fortunes." In a more restrained vein, the *Deutsche Allgemeine Zeitung* contents itself with stating that "New York and Philadelphia capitalists" are interested in the war from a business standpoint, Americans as a whole being attracted to other continents not because they think that have a "world mission" but purely because "they seek power and ownership."

There are some weird reports in both German and Italian papers as to conditions in embattled America. A complete blackout is compulsory every night in New York, because ships silhouetted against the famous skyline make easy targets for U-boats. In the *Telegrafo*, a music-loving Italian editor mourns the closing of the Metropolitan Opera in New York "for lack of funds," thus demonstrating that "although the people are earning more than before they are not interested in culture." Mutinies occur daily, a "fear psychosis" grips American skippers and their crews, and a serious steel shortage is aggravated by a campaign of "passive resistance" to scrap iron collections, run the stories in the German dailies. On the more sensational side is the tale of thousands of "formerly free Norwegian sailors" now languishing in American prisons or placed behind barbed wire in concentration camps where they are exposed to "unbearable conditions and the most brutal and inhuman treatment."

Perhaps the most effective comment on the foregoing comes from the German press itself, discussing a congress of foreign journalists lately held in Venice. "In our conception," says the *Frankfurter Zeitung*, "journalism is the instrument of nations and their ideals. Our press is disciplined to serve the nations' freedom . . . our method is truth. Our enemies propagate lies, false denials or keep silent. We develop the reader's intelligence, disseminate joint ideals. . . ."

But the prize should be given to the *Berliner Lokal Anzeiger* for its review of a newly published volume entitled "World War Mongery of the United States Press." "It must be concluded," states this paper bitterly, after referring to the "spiteful and false articles" which were suggestive in creating an "anti-German" feeling, "that Germany, which was responsible for developing the printing press, has unconsciously furnished the enemy with weapons with which to interfere with the existence of the German people."

## NEWS FROM THE DEPARTMENT

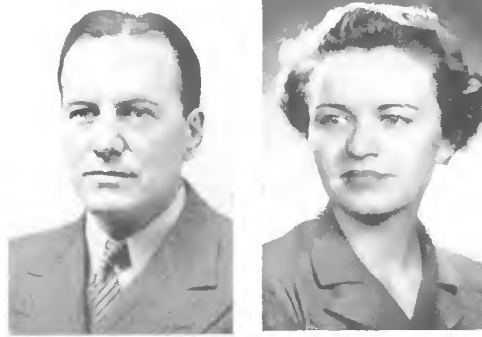
(Continued from page 377)

### Earthquake in Ecuador

On May 14 a statement by the Secretary of State was issued to the press: "I have learned of the tragic death of VICE CONSUL AND MRS. JOHN M. SLAUGHTER in the earthquake in Guayaquil with the deepest regret. This is another instance of a Foreign Service family who have given their lives in the service of their country in as true a sense as if they had been killed upon the battlefield."

At 9:15 p.m. on May 13 a severe earthquake shook Guayaquil causing an estimated 60 deaths, wrecking large concrete buildings, and disrupting city electric and communication lines. The quake lasted one minute.

At 1:54 a.m. on May 14 a telegram reporting the disaster, sent by CONSUL GENERAL ALFRED T. NESTER, was received in the Code Room of the Department and was handed immediately to Foreign Service Officer WILLIAM D. MOORELAND who was the watch officer on duty in the Secretary's Office at that time. Mr. Nester, in reporting the earthquake, stated that all members of the staff of the Consulate General were known to be safe with the exception of Mr. and Mrs. Slaughter who, it was feared, were trapped and possibly fatally injured by the collapse of the



The late Mr. and Mrs. John M. Slaughter

apartment building in which they lived.

The next day a telegram from Mr. Nester confirmed the death of Mr. and Mrs. Slaughter, their bodies having been found in the wreckage of the house.

Mr. Slaughter was appointed Junior Economic Analyst in the Auxiliary Service on February 11, 1942, and was commissioned as Vice Consul at Guayaquil on February 19. He took his A.B. degree at Williams

College in 1926, where he majored in economics, and later specialized in Spanish at the University of Notre Dame. He traveled extensively in South American newspaper work and later for American importing firms in whose interest he had occasion to call on our Consular Officers in South America, and government officials in addition to his business contacts.

Mr. and Mrs. Slaughter were married just before proceeding to Guayaquil. Their many friends in the Foreign Service are deeply grieved at their tragic death.

### Rare Book Donated to Association Library

Retired CONSUL GENERAL G. BIE RAVNDAL has made a most interesting contribution to the Foreign Service Association Library: a copy of the first and

This heap of debris was, the day before the photograph was taken, the apartment building in which Vice Consul and Mrs. Slaughter lived. They were crushed by its collapse during the earthquake in Guayaquil.





Tel Aviv, the Miracle City, which has mushroomed in a few short years from empty sands in Palestine, photographed for THE GEOGRAPHIC by W. Robert Moore.

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The NATIONAL GEOGRAPHIC MAGAZINE, *Washington, D. C.*

---

*Gilbert Grosvenor, Litt.D., LL.D., Editor*

---

only year book of the American Club of Constantinople (1921-22). Mr. Ravndal terms this book a "curiosum" as he believes copies of it are "as rare as flowers at the North Pole." However, for other reasons, it merits attention. It throws a pleasing light on American patriotic endeavors on the Bosphorous in the wake of World War I. In Mr. Ravndal's account of the career of Commodore Parker, our first envoy to the Sublime Ottoman People, the student may discover useful historical data.

The Association is indebted to Mr. Ravndal for this valuable donation.

### Clipper Fares

Do you remember back there in Medieval times when you used to catch a freighter to come to the States on home leave, as your budget couldn't look a luxury liner in the face? Look at these recent trans-Atlantic clipper quotations: Lisbon-New York round trip, \$1,125; Foynes-New York round trip, ditto; Monrovia-New York round trip, \$1,517—that is, *if* you were given leave at your own expense, and *if* you could get passage.

Unusual conditions existing at various posts are resulting in requests by Foreign Service Officers for unusual supplies these days.

Cayenne, French Guiana, has an electric system which is turned off during the day. For this reason the Department approved CONSUL GEORGE D. LAMONT's request for a kerosene refrigerator.

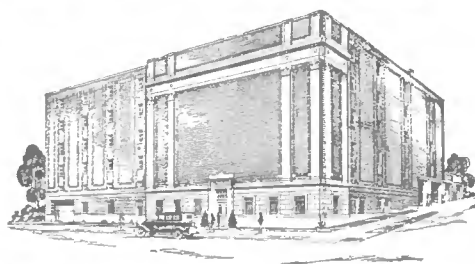
JOHN S. SERVICE, Third Secretary at Chungking, in a letter to his brother, RICHARD SERVICE, assigned to the Department, asked to be sent a mechanical pencil with a goodly supply of lead. This seems like a weight savings device, too, particularly since VICE CONSUL PHILIP D. SPROUSE carried it with him on his recent plane trip to the Far East.

CONSUL RALPH MILLER, preparing to depart from Washington to open up a Consulate in Mombasa, was advised by the War Department (he didn't have a post report to go by) to take a supply of flint, soap and shoe polish as matches and the other items are practically non-existent in Kenya.

### IDENTIFICATION OF CARICATURE ON PAGE 377

George V. Allen, Business Manager of the JOURNAL.

JULY, 1942



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**REORGANIZATION OF THE DIVISION OF FOREIGN SERVICE ADMINISTRATION**

(Continued from page 383)

have charge of matters relating to the exercise of the power conferred on the Secretary of State to furnish officers and employees of the Foreign Service with heat, light, and household equipment in accordance with the pertinent provisions of law and regulations, particularly the act of June 26, 1930 (5 U.S.C. 118a).

(6) *Equipment, Inventories.* It shall be the duty of the Division to keep diplomatic and consular supplies needed to enable them to function properly; and to take adequate measures to preserve Government property and fix responsibility therefor. In this connection it shall maintain a system of inventories that shall constitute an official record of Government archives, furniture and other equipment, except expendable supplies, in Foreign Service offices abroad.

(7) *Diplomatic Pouches, Couriers, Despatch Agencies.* The Division shall maintain in collaboration with the Division of Personnel Supervision and Management a diplomatic pouch service between the United States and foreign countries in accordance with the principles of accepted international practice and arrangements which have been or shall be reached between the Department of State and the Post Office Department, the Bureau of Customs, other Government departments, and carriers. It shall also have charge of the instruction, routing and discipline of diplomatic couriers; and shall supervise the activities of Despatch Agents maintained by the Department at ports. In carrying out the foregoing function, the Division shall be responsible under the supervision of the Assistant Secretary of State and Budget Officer for determining what classes of material may properly be transmitted in diplomatic pouches, who may be documented as diplomatic couriers, and related matters; and shall draft regulations and instructions governing the diplomatic pouch and courier service.

(8) *Designation of Military, Naval and Other Attachés.* The Division shall draft diplomatic notes, instructions and other communications in connection with the designation of Military, Naval and other Attachés to Embassies and Legations of the United States in foreign countries, and of Military and Naval Observers, Shipping Advisers, etc., to serve at consular posts or elsewhere abroad. In performing this function it shall make recommendations of policy relating to the appointment of such officials in general, as distinguished from questions

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of policy affecting the countries to which they are to be sent, which come within the province of the geographical divisions.

(9) *Legislation affecting the Foreign Service.* The Division shall, when necessary, propose legislative action to meet the needs of the Foreign Service and in general serve in an advisory capacity in connection with other legislation affecting the Service. Under the supervision of the Assistant Secretary and Budget Officer and in collaboration with the interested divisions of the Department, it shall, when requested to do so, draft reports on bills, communications to the Bureau of the Budget and other correspondence in this connection. It shall also follow the course of Congressional action on measures relating to the Foreign Service, supply the Foreign Service with copies of new laws and Congressional reports of interest to the Department and to the Service, and draft regulations and instructions implementing enactments relating to the administration of the Foreign Service.

(10) *Emergency Services. Protection of Interests.* The Division shall handle in cooperation with other interested divisions wartime and emergency problems affecting Foreign Service personnel, their dependents and property, including measures for their protection, such as the construction of air raid shelters, the rental of emergency quarters, the shipment of essential food and supplies, the removal of families and effects to places of safety, etc.; and other special services, such as the administration of special allowances for evacuated families, the notification of relatives regarding the welfare of Foreign Service personnel, assisting officers and employees to meet the requirements of the Treasury Department in obtaining funds, and cooperating with the responsible divisions in making arrangements for the travel of Foreign Service personnel. It shall also render general administrative assistance to missions sent abroad by other departments and agencies of the Government, give advice to Foreign Service personnel regarding claims for losses because of the war, and take measures to safeguard Government property and the effects of officers and employees in enemy territory.

(11) *Work of Foreign Service Directly Supervised.* The Division shall exercise direct supervision over the following activities of the Foreign Service with a view to insuring compliance with the pertinent provisions of law and the realization of the purposes they are designed to achieve: the documentation of merchandise, including the certification of consular invoices; services rendered involving the estates of American citizens dying abroad; the performance of notarial services; the issue of reports of deaths abroad of American citi-

zens; execution of commissions to take testimony and letters rogatory; the handling of extradition cases, in collaboration with the Office of the Legal Adviser; the handling of cases and performance of services for the Veterans' Administration; dealing with matters involving diplomatic and consular rights and privileges, such as tax exemptions, in collaboration with the Division of Protocol; and other functions that do not fall within the sole province of other divisions of the Department.

(12) *Bonds, Leaves, Retirement and Records.* The Division shall be charged with the responsibility for carrying out the provisions of law relating to the bonding of Foreign Service officers and certain other personnel of the Service; the granting of leaves of absence to Ambassadors, Ministers, Foreign Service officers, and other personnel of the Foreign Service under the rules and regulations established by the Secretary of State pursuant to law and Executive Orders; the carrying out of the provisions of law relating to the payment of annuities to retired Foreign Service officers and their widows; and the keeping of official records covering bonds, leaves of absence, retirement (in collaboration with the Division of Accounts), the establishment, change of status, and closing of Foreign Service offices, listing of the staff at such offices, inventories of Government property at missions and consular offices, the status of appropriations, including salaries, allowances, and allotments with pertinent dates, and all other records necessary to an efficient administration of the Foreign Service.

The authority delegated to the Chief or Acting Chief of the Division of Foreign Service Administration by Departmental Order No. 644 of May 25, 1936, to sign contracts for contingent expenses under the Appropriation, "Contingent Expenses, Foreign Service," and to sign transportation requests for domestic and foreign travel, and by Departmental Orders Nos. 310 of August 19, 1924, 336-B of June 1, 1925, 386 of October 4, 1926, 497 of July 3, 1930, and 931-B of March 25, 1941, to sign correspondence, vouchers, purchase orders, and other documents, is hereby confirmed and extended to the senior Assistant Chief of the Division. The other Assistant Chiefs shall sign such classes of correspondence as the Chief or Acting Chief of the Division may authorize.

Mr. Harry A. Havens, Mr. Francis E. Flaherty, and Mr. Maynard B. Lundgren are designated Assistant Chiefs of the Division. Mr. Havens shall serve as the senior Assistant Chief.

CORDELL HULL.

Department of State,  
January 26, 1942.

JULY, 1942

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## NEWS FROM THE FIELD

(Continued from page 379)

### MEXICO, D.F.

#### Foreign Service Conference Mexico City April 27 to May 2, 1942

The principal Consular Officers in charge of posts in Mexico, 22 in number, conferred with officers from the Department in the Embassy in Mexico City during the week of April 27 to May 2, 1942. Visitors from Washington included the Honorable Wayne C. Taylor, Under Secretary of Commerce; John G. Erhardt, Chief of the Division of Foreign Service Personnel; Herbert S. Bursley, Assistant Chief of the Division of American Republics; Christian M. Ravndal, Chief of the Division of American Hemisphere Export Control; Newbold N. Walmsley, Assistant Chief of the Division of American Republics, and Francis Russell, Assistant Chief of the Division of War Trade Intelligence.

The Ambassador presided at the meetings and with Mrs. Messersmith played host to the visitors at a buffet supper on the evening of April 27. Guests included most of the officials at the Mexican Ministry of Foreign Affairs, headed by the Acting Minister, Sir Jaime Torres Bodet, and his wife.

Other parties were given by Messrs. Shaw and Finley, of the Embassy staff. But the Conference stressed the seriousness of the times and every effort was made by the Ambassador and others who led the discussions to place emphasis upon the Foreign Service Officers' wartime responsibilities. No record was kept, the meetings being informal and conducted in round table fashion.

The officers were particularly fortunate in having Mr. Taylor present. He has been so intimately connected with our war program in Washington and his understanding of the Foreign Service and its problems, derived from his experiences as a member of the examining board for the Foreign Service, enabled him to make many valuable contributions to the discussions. Mr. Taylor was ably assisted by Mr. Butterworth and Messrs. Ravndal and Russell, whose present tasks in Washington are connected with our commercial and economic wartime program.

The Chief of the Division of Foreign Service Personnel has probably rarely seen so many Foreign Service officers gathered together under one roof—22 officers from the field, 4 from the Department, and 27 in the Embassy in Mexico City, or 53 in all. According to Mr. Erhardt, there are at present 856 officers in the service. Of these, 115 are awaiting exchange and repatriation and 125 are not actively assigned. That leaves 616 officers. Of

these, 53 or 8.6 per cent were in attendance at the Conference.

ROBERT G. MCGREGOR, JR.

### MONTEVIDEO

A long row of Third Secretaries adorned the dock as the nightboat from Buenos Aires arrived on June 2, bearing a most welcome visitor—Charles B. Hosmer. After a breakfast reception at the Hotel Nogaró and attending a large cocktail party at the Embassy in honor of "La Campana de la Libertad," Mr. Hosmer discovered that his engagement calendar was filled for his entire period of inspection.

Incidentally, the "Campana de la Libertad" deserves a few words of explanation, being a Uruguayan organization which sprang up quickly after the news of Pearl Harbor as a symbol of continental solidarity. Within a few weeks it had enrolled 4,000 members and it is now approaching the 10,000 mark and has contributed hundreds of pesos to the Red Cross—not bad for a small town.

Mr. Hosmer is to speak at a luncheon of the American Association on June 5, and will be formally presented to the entire staff at the Embassy on June 6. This reception will serve at the same time as a farewell for Shiras and Ibbey Morris, who are returning to the United States where Shiras will take a tour of duty at the Department.

The two latest arrivals are Byron White, on May 27, from Nogales, and Duane B. Lueders, on May 30, who has just passed his examinations. The entire staff is celebrating their advent with a cooperative dance.

RICHARD H. POST.

### MEMORANDUM ON CONSULAR ASSISTANTS

(Continued from page 371)

of the 1896 edition of the Consular Regulations abolished the use of the words "consular clerks" in the Consular Regulations, and replaced them with the words "consular assistants." The Act of May 24, 1924, (43 Stat. 142) abolished the grade of consular assistant, and authorized the recommissioning of all consular assistants then in the service as Foreign Service officers, unclassified. The act of February 23, 1931 (46 Stat. 1208), which completely amended the act of May 24, 1924, carried over a proviso from the act of May 24, 1924, to the effect "that the grade of consular assistant is hereby abolished." The Executive Order of June 18, 1925, effected a complete amendment of those sections of the Consular Regulations which contained provisions relating to "consular assistants," no reference to this branch of the consular service being carried over in the new sections.



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## NEW DUTIES OF OUR FOREIGN SERVICE

(Continued from page 359)

the United States; fostering of art exhibitions, recitals, and concerts in the United States by artists of other American republics and of similar presentations there by our own artists; arrangements for exchange of students, teachers, technicians, and leaders of thought and opinion; cooperation in projects to improve social welfare and public health, and otherwise better living conditions. In addition, and continuously, our Foreign Service officers are called upon to maintain cordial and productive acquaintance with intellectuals in the several countries and to initiate and foster cultural interchanges with individuals and groups in the United States.

*Keeping the Other American Republics Supplied.* The development of a fuller appreciation of the true meaning of neighborliness also finds expression in the very real sacrifices which the people of the United States are making to enable the other American republics to maintain their economies. We are going without in many cases so that our neighbors may have. We appreciate the fact that often they cannot turn to substitute employment, that they are generally more dependent than ourselves upon undiversified industry.

But our supply of the most important commodities is not large enough to meet more than the essential needs of our neighbors; and this places upon our officers and clerks abroad an enormous responsibility. They must determine what really are those needs. They must get all pertinent data: consumption figures, the pattern of consumption, that is the use-pattern distribution of total consumption by end uses, the limitations imposed on non-essential uses, data as to domestic production, exports and imports, stocks on hand, the possibilities of using substitute materials, and the possibilities of finding substitute employment for any displaced labor involved. In many countries the statistical services are inadequate, the difficulties of securing precise information from official and trade sources are almost insuperable. It is often impossible to obtain commodity data which, in the United States, are readily available through government or organization channels.

The officer must nevertheless make a critical analysis of all obtainable data, reviewing his findings in the light of all relevant politico-economic factors. Only then may he make his recommendations to Washington. Thus far he has been called upon to study over 200 of the critical commodities involved in the import trade of the country to which he is



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assigned. And he has been required to revise his findings periodically, so that the authorities in Washington who are responsible for allocating materials and licensing goods for export may keep currently informed.

He must also study and critically evaluate projects for the development or maintenance of industry in foreign countries which are recommended as useful in the war effort but require plant or materials from the United States. Throughout he is faced with that most complicated problem, the securing of shipping space, and the estimation of the minimum cargo tonnage needed by the area in which he serves.

*Planning for the Peace to Come:*<sup>5</sup> From the viewpoint of foreign commercial policy, there are already under way developments of great long range importance. The first public indication, of an international character, of these developments was given in the Atlantic Charter in which the President and Prime Minister of Great Britain jointly declared in behalf of their countries that:

(1) "they will endeavor, with due respect for their existing obligations, to further the enjoyment by all States, great or small, victor or vanquished, of access, on equal terms, to the trade and to the raw materials of the world which are needed for their economic prosperity;

(2) "they desire to bring about the fullest collaboration between all nations in the economic field with the object of securing, for all, improved labor standards, economic advancement and social security; . . ."

These principles were subscribed to in the United Nations Declaration by all of the nations actively resisting aggression. Finally they were embodied in Article VII of the master lend-lease agreement concluded with the United Kingdom on February 23, 1942. The provisions of this Article set the framework for the final economic settlement for the exchange of aid during the lend-lease program. The Article provides that the terms and conditions of this settlement shall be such as not to burden commerce but to promote better international economic relations. To that end, the Article contemplates agreed action, in which all like-minded nations may participate, directed to the expansion of production, employment and the exchange and consumption of goods; to the elimination of all forms of discriminatory treatment in international commerce; to the reduction of trade barriers; and, in general, to the attainment of all of the economic objectives of the Atlantic Charter. The Article calls for early conver-

<sup>5</sup>Material furnished through courtesy of Mr. James C. Sapington of the Division of Commercial Policy and Agreements.

sations to determine the best means of attaining these objectives by agreed action.

Master lend-lease agreements similar to that with Britain have been offered by this Government within the past few days to the Union of Soviet Socialist Republics and to China, and it is probable that like agreements will be proposed to other nations associated with this country in the war effort. It is contemplated that all of these agreements will incorporate the principles set forth in Article VII of the agreement with Britain.

The importance and scope of the work to be done in implementing these economic principles cannot be underestimated; it is not exaggerating to state that the hope of the postwar era depends in great measure upon the effectiveness of translating these principles into agreed action by the greatest possible number of nations. Since it is believed that it is desirable to anticipate postwar pressures with a strongly laid program of economic action, the Department is now actively engaged, in collaboration with other interested agencies of the Government in preparing for the implementation of Article VII with a view to making early proposals to other governments; and the program of action contemplated by Article VII will place an even deeper responsibility upon our Foreign Service—the task of winning the peace in the sphere of international relations.

## THE BOOKSHELF

(Continued from page 381)

al existence. His analysis of the principal traditions or attitudes affecting the foreign policy of this country has a wide sweep and should be of great use to any foreigner.

The intelligent reader will, of course, look for informed and judicious opinion. Mr. Nevins is no dry-as-dust. His work, primarily one of interpretation to foreigners, will be found to be sound but hardly startling. The American reader, however, may discover profit in the richness of historical reference and amusement in occasional remarks which must have been meant for him—for example, those concerning some of President Theodore Roosevelt's more "strenuous" impulses.

Mr. Nevins is by no means cocky, nor is he apologetic, in presenting his country's foreign office and foreign policy to the British. Only in his treatment of the Manchurian crisis and of Sir John Simon does the reviewer feel that he has erred, going too light on the British Foreign Minister.

This is a useful book, above all, for those numerous persons abroad—they are by no means all British—the intensity of whose interest in the foreign policy of the United States exceeds the accuracy of their information about it.

JOHN R. TOOP.

JULY, 1942

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