The AMERICAN FOREIGN SERVICE JOURNAL

VOL. 21. NO. 4 APRIL, 1944

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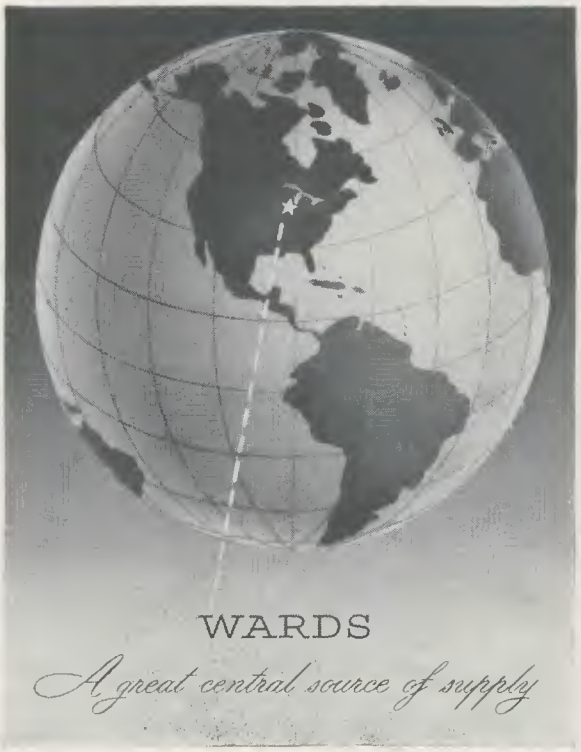

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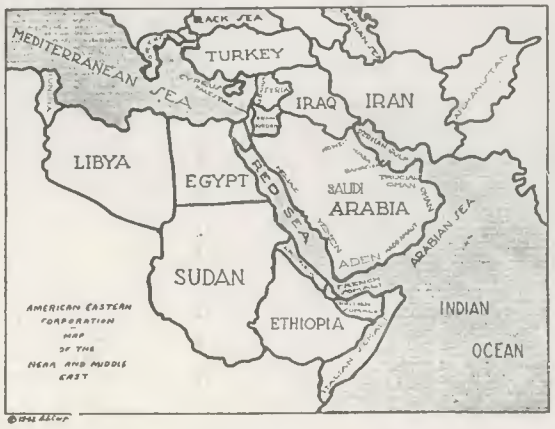

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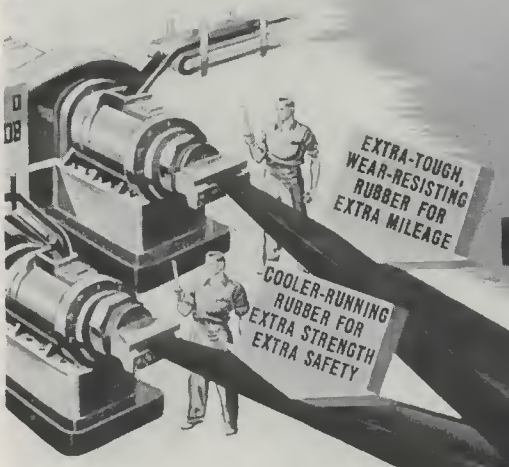

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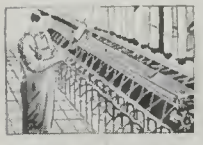

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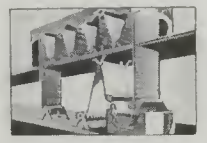

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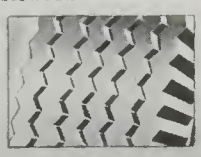

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Selection and Training of Civil Affairs Officers

This article appeared in "The Public Opinion Quarterly," Winter 1943. In view of its unusual interest to Foreign Service Officers, special arrangements were made to reproduce it here.

By Colonel Joseph P. Harris

THE importance of the administration of territories occupied by the Allied military forces was early recognized in the present war by the United States and Great Britain, and suitable steps are being taken in planning for this responsibility, including the selection and training of officers with special qualifications for the supervision of civil administration.

This fact is in great contrast with the experience in previous wars. Despite the fact that every war since the War of 1812 has required the establishment of military control over the civil government of occupied territories — including the Philippines, Cuba, Puerto Rico, and parts of Mexico, the Southwest, California, and several southern states in our Civil War—little thought or preparation was given to the matter during World War I prior to the actual occupation of a part of Germany. To the contrary, when our army occupied a part of the Rhine Province, following the Armistice of 1918, there had been little preliminary planning, and no prior selection and training of officers for the military government of the occupied area. Untrained in the general functions of civil affairs, the officers assigned knew practically nothing about the governmental institutions, laws, and customs of the area to be occupied. Very few could speak the language. The responsibility for the control of local officials was delegated to military commanders in the areas where their troops were garrisoned. Each division commander handled the matter as he saw fit, utilizing one or another member of his staff. Inasmuch as the territory assigned to the divisions was determined by military rather than political factors, it did not conform to the boundary lines of the major political subdivisions. Divisions were, in most instances, garrisoned in a territory covering parts of several German *kreise* or counties. As a result, the civil affairs officer of the division had to keep in touch with the officials of several counties, while these civil officials received other and often different instructions from other civil affairs officers.

The plan did not work well. As soon as the civil affairs officer of a division became somewhat familiar with his duties and with the local officials and problems, he was likely to be given another assignment or the division to be moved; and a new officer, untrained and unfamiliar with civil affairs problems, took over. These defects were fully recognized, but because of the lack of a group of specially selected and trained officers for civil affairs duties, the system was the only practicable one that could be used. In due course, as certain divisions were withdrawn, Colonel I. L. Hunt, the Officer in Charge of Civil Affairs of the Third Army, was able to set up a better organization with specially se-

lected, experienced civil affairs officers, each team assigned to a German *kreis*.

It was never possible, however, to set up this form of organization (which has come to be known as a "territorial" form of military government, as distinct from the "tactical" form) throughout the occupied territory. At one time, when it looked as though Germany might refuse to sign the peace terms and the Allied armies would advance into Germany, it was planned to use a tactical organization for military government of the advanced area, despite its disadvantages, because the Army did not have the necessary number of qualified, trained civil affairs officers to establish a territorial form of military government. This lack of trained officers made it imperative to delegate the responsibility for military government to military commanders to handle as best they could with untrained officers of their commands.

It should be noted, however, that the record made by the American Army in the military government of its section of the Rhine Province, despite the lack of planning and the prior selection and training, was, on the whole, much better than could have been expected. This was due in part to the great wisdom and ability of Colonel Hunt. While some mistakes were made, and a few officers given civil affairs assignments had to be relieved, by and large, the good judgment, common sense, and adaptability of the American officers given these assignments served them well.

The conditions then were far different from those which will face an army of occupation in Germany today. The problems of control of the population and civil authorities were relatively simple. The cities had not been bombed and the area had not been fought over. In spite of shortages of food and materials, and some disruption of the transportation system and local municipal service, the economic, political, and social conditions were still relatively good. The population was quite ready and willing to cooperate with the occupying army; the local bureaucracy was intact and prepared to carry on their normal duties and to obey the orders of the Allied army. The people, happy that the war was over, showed little ill will toward the Americans. Cities and other local units were prepared to go ahead with essential services without assistance or direction from the occupying army. Broadly speaking, there were few threats to the maintenance of law and order, despite the fact that Germany had undergone a bloodless revolution. Military government at the local level was primarily concerned with the supervision and adjustment of relations between the civilian population and the American troops garrisoned in the area. At the higher level, numerous inter-allied commissions were established to handle the larger problems involved in the armistice terms, including the delivery of specified stocks and equipment, various economic matters, transportation, imports and exports, and the like.

That such favorable conditions for military government will obtain again in the occupation of the remaining Axis countries is not to be expected. Already the cities of Germany are being destroyed by bombing; after they have been subjected to military operations, they, like the cities of Russia, Italy, Sicily, and North Africa, will be in serious condition. The economy of Germany and Japan will be severely disorganized and in many respects destroyed prior to military occupation. It is highly probable that a great wave of lawlessness, disorder, famine, pestilence, and chaos will attend the collapse of both Germany and Japan. The maintenance of law and order, the reestablishment of essential services, the feeding of starving populations, the maintenance of health and the suppression of epidemics, and initiation of the healing processes of rehabilitation—these will constitute tasks of the greatest magnitude.

And the success with which these tasks are accomplished will determine in large measure whether the war will have been fought in vain. It will likewise affect the length of time necessary before the world can recover from the disastrous destruction of the war, and will have a mighty influence on the preservation of the future peace of the world. The United Nations will be judged on their administration of occupied areas as well as on their military operations. The assault is soon over, but the occupation and administration of the territory last much longer, often with more permanent effects.

The administration of occupied territory has been of much less importance in previous wars than in the present one. We are today in the midst of a total war in which whole nations are engaged. The skill with which occupied territories are administered is a highly important factor in the winning of the war itself. Modern armies cannot operate effectively from bases which are poorly administered. Lines of communication of the army must be protected, and the economy of the occupied area directed into the channels necessary for the support of the armed forces. How long it may be necessary to maintain military control over the Axis countries after the end of hostilities, and the extent and nature of the control, no one can now predict; but that control is certain to be essential to the accomplishment of the war aims of the Allied nations.

TRAINING PROGRAM

Recognizing all this, the War Department, a few months after the outbreak of hostilities, established

the School of Military Government, located at the University of Virginia under the direction of Brigadier General Cornelius W. Wickersham, for the training of officers for the higher administrative positions in occupied territories. The function of selection and training of officers in civil affairs was assigned to the Provost Marshal General of the Army, Major General Allen W. Gullion. The first class started in May, 1942, with fifty officers. This beginning has since been expanded, and other training schools in military government have been established. At the Training Center of the Provost Marshal General at Fort Custer, Michigan, a series of related training programs is being conducted. There is one course for enlisted men, another for company military police officers, another for civil affairs officers who on completion are assigned to one of the Civil Affairs Training Schools which have been instituted at the following universities: Harvard, Yale, Michigan, Chicago, Boston, Pittsbugh, Wisconsin, Northwestern, Western Reserve, and Stanford.

The several training courses at Fort Custer are all relatively brief. While varying in content and emphasis, depending upon the needs of the students and the type of work for which they are being trained, all of these courses contain some training in the following subjects: army organization, tactics, and staff work; police and security; and government.

The course of instruction at the School of Military Government at Charlottesville, which runs for twelve weeks, is divided into the following principal types of instruction:

1. Army organization and procedure, including staff work, tactics, supplies, etc.

2. Principles of military government and the administration of occupied territories.

3. The law of land warfare applying to occupied territory, and the conduct of military commissions and tribunals.

4. Experiences in military government, including brief historical accounts of previous military occupations, and actual experience in the present war.

5. Training in the major Axis countries and special areas, including geography, population, economic, political, governmental and social institutions, psychology, history, and recent trends.

6. Language training.

7. Miscellaneous training relating to economic, social, military and other problems in occupied areas.

At the School of Military Government and also at the Civil Affairs Training Schools in the various universities, officers are assigned to sections of from eight to twelve for problem work. These sections make surveys, prepare plans for setting up military government in specified areas or countries, and work out solutions of hypothetical problems. Given specific, practical situations or problems which have arisen in the field, the sections are asked to prepare plans, actions, orders, proclamations, and ordinances to deal with the situation, making use of the instruction on military government and the special study of the area.

The training programs of the Civil Affairs Training Schools at the cooperating universities are similar to that at Charlottesville, with somewhat more emphasis on area and language instruction. The course of instruction runs for eight weeks, each university specializing in a particular area and the language of that area. The officers assigned to the universities are of the ranks of second lieutenant through lieutenant colonel, while those assigned to Charlottesville are of the ranks of captain through colonel. In general, the training offered at the School of Military Government at Charlottesville is designed for the principal administrators and headquarters staffs, while the universities train officers for specialist, staff, and field positions.

The cooperating universities draw upon available personnel in their own faculties and outside for teachers and lecturers who have expert information on the areas for which they are training. In all instances these universities have faculty members who have made a special study of the history, economics, geography, people, and institutions of the area. All of the universities are located in or near a great metropolitan area which has in its midst persons with detailed knowledge of the particular area. These persons, usually former residents of the area, and in many instances its prominent officials, professors, or business men, are being utilized as special lecturers or consultants. A number of the universities are supplementing the customary historical, social, political, economic, and cultural instruction with practical information about the country and its institutions—highly useful to its future military administrators. The area instruction at the university civil affairs schools, being limited to a particular area, is more intensive than the corresponding instruction at Charlottesville, which includes instruction on the major Axis countries and Axis-occupied countries. At best, however, because of the limited time available, the area instruction must consist largely of general background material. A more intensive study, with attention to particular cities or areas, is provided overseas after the officers have been definitely assigned to a city or area.

Since the School of Military Government started

a year and a half ago, the content of the instructional program has been substantially changed. On the actual problems of administering occupied territories in this war more and more information has become available. At the start there was no actual experience in this war to go on. The School has been particularly fortunate in having two distinguished British officers with considerable experience as military government administrators in Africa to serve as visiting members of its faculty.[1] The problem work has been greatly improved and made more realistic in the light of field experience, and the instruction now given draws on recent experience in Sicily and Italy.

In addition, more emphasis is being given to instruction in language, not originally considered a part of the instruction. The Civil Affairs Training Schools at the universities devote nearly one half of the course to language instruction, utilizing the intensive method of instruction in conversation which has been developed by the American Council of Learned Societies. This method involves the use of assistants or "informants," who carry on conversation with small groups of students for two or more hours daily. These assistants, although they speak the language fluently, do not give instruction in grammar, which is given by a language instructor. The results have been very good, most students acquiring a considerable proficiency in the language during the short course of eight weeks.

In addition to the training in military government given in this country, officers on arrival overseas are given further training. The course of instruction at these schools embraces intensive language training, and further instruction in the particular country, as well as military government. Officers with field experience lecture to the School. When the officers are given definite assignments to a particular city or area, usually as a team or group, they then make a special study of that city or area.

Through all of these related programs for the training of administrators of occupied territories runs a fundamental philosophy—expressed or implied—that while the first and primary purpose of military government is to advance the cause of our arms and to promote the military objectives, there is also a secondary purpose and responsibility, under international law, to maintain law and order in the occupied area, to feed the starving, to protect the population against pestilence and disease, and, as far as military operations will permit, to aid the area to bind up its wounds, reestablish essential services, and start the healing processes of economic rehabilitation. Our purpose is not to loot or to despoil, but to lay the groundwork for the eventual restoration of the political and economic life of the area under conditions which will provide the basis of a lasting peace. Military and humanitarian considerations are not necessarily opposed to each other, though they may be so at times; and at those times military necessity must be the prime consideration.

Another basic philosophy of the training programs is that that military government is best which governs least. A cardinal principle which is always stressed is to utilize responsible local officials to the maximum extent possible, and to leave in their hands the actual administration of government, reserving to the military authorities only that control and supervision which is necessary to protect our armed forces and to accomplish the purposes of the occupation. The essential role of civil affairs is thus supervision rather than detailed administration, though at times detailed administration may be necessary. The cooperation and good will of the inhabitants is always sought.

THE SELECTION OF OFFICERS

The degree of success in the administration of occupied territories will depend largely on the ability of the officers in charge. The task is one which requires officers of unusually high qualifications. Even in peace time, the position of the executive of a large German or Japanese city, province, state, or other governmental unit is one requiring great administrative ability and experience, great wisdom, diplomacy, and qualities of leadership. The burgomaster of Berlin and other large German cities, the presidents of the states and Prussian provinces, and corresponding positions in Japan command the highest talents of the country. It must be remembered that government in these countries occupies a much larger role than in America. In both countries the top positions of bureaucracy are achieved only after years of training and advancement up the administrative ladder, and they carry great prestige. While the American military officers charged with the supervision of the government of these countries cannot be expected to have such expertness in the law, customs, practices and techniques as the chief administrators of the country possess, nevertheless they should have equal experience and stature in the management of men and affairs.

The British have drawn heavily on the colonial service, as well as the civil service at home, for their chief civil affairs officers. Many of the top administrators of the Italian colonies of Africa were officials with years of experience in the colonies. The United States, having no equal source of officers with gov-

(*Continued on page* 204)

[1]Lieutenant Colonels T. R. Blackley and W. J. Miller.

The First Salute to the American Flag

NOVEMBER 16, 1776, was a momentous day in the history of America and a little Dutch island in the Caribbean. It was on that day that an American brig, the Andrew Doria, hove to in the sheltered bay of a tiny island in the West Indies, called St. Eustatius. There was nothing remarkable about an American ship dropping anchor there because St. Eustatius was a wealthy island which acted as entrepreneur in the brisk trade being carried on between Holland and the struggling young Federation. Nevertheless the occasion was marked for history because the Andrew Doria was the first ship to bring the brand-new flag of America, the Stars and Stripes, into a foreign harbor.

It was that bright red, white and blue banner, with its 13 stars and stripes, streaming in the breeze, which troubled the mind of Abraham Ravene, Commander of the windswept, rock Fort, as he stood watching the brig approach the shore. But if it troubled Ravene, there was no doubt in the mind of the Island's handsome young Governor, Mynheer Johannes de Graef. He ordered that the salute be fired from the cannons of his island. Moreover, according to the historical account, he received the captain, Isaiah Robinson, "most graciously."

Strangely enough, the story of this event in the history of both Republics, the United States and the United Netherlands, lay buried deep in archives until 1872, and it was the portrait of a be-wigged and fine looking Dutch chevalier, hanging in the State Capitol in Concord, New Hampshire, that brought it to light.

Young Benjamin F. Prescott had just been appointed Secretary of that State and one day, shortly after his appointment, he became curious about the portrait. He had heard that the subject of the picture was actually the first foreign magistrate to salute the American flag. The story, however, had a legendary air about it and Prescott was not satisfied.

He searched through the archives and, eventually, came upon a letter from the donor of the painting. The letter, dated 1837, merely said that the salute had been given and added that it had been fired at the command of the gentleman in the portrait, Johannes de Graef, Governor of the Dutch Island of St. Eustatius in the previous century.

Now that legend had become actual fact, Prescott became more and more curious. He sat down and wrote to the United States Minister in the Hague, Mr. James Birney, asking for further information and ere long received the following reply:

"In an old book, 'Nederlandsche Jaerboecken', or Dutch Annals, containing contemporary accounts of remarkable histories that occurred in the United Provinces or in the countries of the States General, there is a full and minute account given, in correspondence and depositions, of the historical fact about which you make inquiry.

"It shows clearly that, on the 16th of November, 1776, Johannes de Graef, Governor of the Dutch Island of St. Eustatius, of the West Indies, did, after due consideration, fire a regular salute to the new flag of 13 stripes of the American colonies.

"This, of course, sets aside the opinion of Commodore Preble, founded upon the diary of Surgeon Green, that the salute fired on the 14th of February, 1778, was the first salute given the American flag."

The United States Minister was not only prompt he was also thorough, for he followed up his letter with extensive quotes from Dutch sources, which revealed that the historic event was not an isolated event. Indeed, it led to an exchange of sharp diplomatic notes between the British Government and the States General of the Republic of the United Netherlands.

The first written letter of protest came from one Christopher Greathead, Governor of the British Isle of St. Christopher (now known as St. Kitts), which was only 12 miles away from St. Eustatius. Greathead, who desired to report the affair to

his Government in London, sent the letter to de Graef by his "representative," a certain Mr. Stanley, who was told to "investigate the case."

But the Dutch Governor of the prosperous little Dutch island did not possess a firm mouth and strong chin for nothing. He gave short shrift to Mr. Stanley, whom he even refused to see, merely penning the following lines concerning the salute:

". . . Regarding the reception given by the forts of this Island, under my commandment, I flatter myself that, if my masters exact it, I shall be able to give such an account as will be satisfactory."

Apologizing politely for not having received Stanley, de Graef concludes:

"I have preferred to give Your Honour my answer only in writing rather than entering upon any examination with Mr. Stanley (without wishing to detract from the respect due to that gentleman) of the important contents of Your Honour's letter, or of my conduct at all events. I will not at present say more of the propriety of this step, which seems to bear the appearance of exacting an account of my actions in my own Government, which no one in the world is entitled to do except my Gentlemen and Masters."

Johannes de Graef, himself, suffered no consequences from the incident. He was subsequently recalled, but his Government backed his decision and later on he returned to St. Eustatius.

At the time of Johannes de Graef's Governorship, St. Eustatius was a thriving West Indian island.

Much armament was exported from Holland to St. Eustatius, which, in turn, smuggled it into the Confederacy. A visitor on the island in 1776 and 1779 reported that no less than 3,162 ships sailed from St. Eustatius during his 13 months' stay. Another report said that in 1779 vessels brought 12,000 hogsheads of tobacco and 500,000 ounces of indigo from North America. They went home laden with military supplies "made in Holland."

This continuous flow of war goods to the young Republic eventually became too great for England to tolerate and, in December, 1780, she declared war on the Republic of the United Netherlands. Though at the moment we can hardly imagine all this controversy between the now strongly allied nations, at that time it spelled the end for "The Golden Rock." Early the following year, February 3, 1781, the British Admiral, Rodney, conquered St. Eustatius.

It may be appropriate at the end of this little story to quote a paragraph from a letter written by John Adams in acknowledging the early recognition (first after France) of the United States by the Government of Holland:

"Your Republic, I am persuaded, will have no cause to repent of the part she has taken in favor of America—and may the friendship, correspondence and alliance between the two Nations be perpetual."

Without Aid of Protocol

By Stephen Latchford
Adviser on Air Law, Department of State

As a very young man I arrived in Panama during the early period of the construction of the Panama Canal, to take up my duties as a stenographer in the employ of the Isthmian Canal Commission. Early one Sunday morning shortly after my arrival and as I was sitting on a bench in the Cathedral Plaza in the City of Panama, it suddenly occurred to me that I had neglected to perform an important duty in that I had not yet paid my respects to the President of the Republic of Panama, Dr. Manuel Amador. I was not concerned with such a trivial matter as approaching the American Legation to observe the usual niceties of protocol by requesting the Legation to ascertain through the Panamanian Foreign Office whether an appointment could be made for me to call upon the President. Incidentally, one might readily imagine what the reply of the Legation would have been if I had asked that it arrange an appointment for me to see the President of Panama. Such a request would have been received only with amusement as it was quite evident that the Legation was not arranging for interviews with the President on behalf of all newly appointed employees of the Isthmian Canal Commission.

I had no sooner had the inspiration to call upon the President when I proceeded down to the end of a short street leading off from the Cathedral Plaza where the Presidential Palace was located. As I recall the Palace faced a side street overlooking the Bay of Panama and was diagonally across from the Miramar Hotel. The flag of the Republic flew from a mast on the Palace and the seal of the Republic appeared in the front of the building. The first floor of the building was occupied by the Treasury of the Republic. At the entrance from the street extending to Cathedral Plaza there was a stairway leading up to the second floor where the President resided.

When I appeared at the entrance to the stairway on the street level a policeman asked what my business was, and I informed him that I had recently arrived in Panama as an employee of the Isthmian Canal Commission and desired to pay my respects to the President. He did not understand English and asked me to wait for a moment while he went upstairs and got another policeman who could speak fairly good English. When I repeated the nature of my mission to the second policeman he told me to wait until he could go into the Presidential quarters in order to find out whether I could be received. He very promptly returned and informed me that the President was then eating his breakfast but that he would be glad to see me as soon as he was through.

I was then ushered into a room on the walls of which were a number of pictures, with large gilt frames, of distinguished personages, which was apparently the diplomatic reception room. As I sat in this room I could look across the hallway and see the President at the breakfast table dressed in a bathrobe and wearing bedroom slippers. It was not long before the second policeman whom I had addressed informed me that the President was then prepared to receive me, whereupon I was escorted into the Presidential study adjoining the breakfast room. I was not asked by the second policeman for any details as to my name and position or whether I had been recently appointed as American Minister or as Chairman or member of the Isthmian Canal Commission, nor did the President ask for such details when I was ushered into his presence. Possibly, in view of his democratic manner he was not particularly concerned about such details. In any event, there could not have been a more cordial reception if the President of the United States had dropped in on the President of Panama in this informal manner.

The interview lasted for perhaps more than an hour and there was quite a variety of topics discussed. We talked about the progress made in the construction of the Canal, historical events and matters of general world interest. I found that the President, who I understand had at one time in his career been a doctor for the Panama Railroad Company, was particularly interested in health matters and in the progress which had been made in the way of sanitation by the authorities of the Canal Zone.

As stated above I was not requested to give any information as to my name and position, although the President doubtless realized from my youthful appearance that I was probably not a member of the Isthmian Canal Commission or a newly appointed Minister Plenipotentiary representing the

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The Isles of Death

By Commander J. E. Capstickdale

TAKE a good look at your map of the Indian Ocean, and you will not find the "Isles of Death." But you will find the Cargados Carajos, also called St. Brandon's Isles, a group of reefs and islets projecting only a few feet above the surface of the sea. Discovered by the Portuguese, they were originally named "Baixos do Nazareth." In 1918, the Cargados Carajos were ceded to Mauritius, then under British rule. And that same year, the islands completely disappeared during a storm.

Dozens of ships have been lost on these coral reefs—treasure galleons from China and the Indies, pirate vessels, corsairs and privateersmen. That is why sailors have christened them "Isles of Death." Lying athwart the old sailing trade routes, they are visible at best in the clearest weather for only eight miles. At night a ship out of her reckoning would not sight the low reefs until it was too late to put about. Inevitably she would join the dead ships lost with all hands, that found their graves there since the earliest days of Indian Ocean voyages.

That is what happened to the *Cabalava*, a 1200-ton East Indiaman, which went ashore on July 7, 1818. She was southward bound from England to India and carried a luxury cargo for the rich planters consisting of fine textiles, stationery, watches, perfumery, liquor and specie. One hundred and twenty-five were washed ashore when the ship struck, in company with casks of brandy and beer. Ultimately, all hands came to land safely. Not a life was lost!

The first thing the castaways did was to stave in one cask after another and drink up the contents. If the Captain had been wise he would have smashed the casks in the first place, and he regretted later that he had not done so. There was plenty to drink, but little food and no water. Most of the men had jumped overboard naked, and the broiling sun blistered even their tough skins intolerably. The supercargo was greatly to be envied for he had salvaged a complete suit of clothes—even to a pair of shoes.

Something had to be done and the chests that floated ashore supplied the answer. Soon the shipwrecked sailors had broken these open and helped themselves to the contents. They swathed themselves in bright-colored flowered chintzes rifled from the chests. On their heads they wore large hats with waving plumes—the latest in chic millinery—that had been intended to adorn rich Anglo-Indian ladies.

From wreckage the men constructed a rude framework and over this they draped more gay coverings and materials from the cargo, as makeshift tents. Any port in a storm! Surely such a swaggering crew bedizened like the chorus of a comic opera had never before been cast away on a desert island in the midst of an ocean.

In spite of beer and brandy they became thirsty, but there was no water. That part of the cargo consisting of expensive essences and toilet waters didn't help much. Scented soap there was too in quantity, but they did not immediately find a use for it.

Officers and a few of the more sober among the crew salvaged casks of water, cheese, five sheep, some dead chickens and five very lively pigs from the wreck and stood so close inshore they could wade out to her. The sheep were promptly killed and eaten, so what with mutton and chicken, food was no longer a problem. What did constitute a problem was food for the pigs. They were given pomatum, sweet scented soap and beer, and throve on it.

One of the men remembered that by digging in the sand between high and low tide, it is possible to find fresh water. So, with that most important want supplied, the crew of the *Cabalava* settled down to a riotous time on their tiny island.

However, one of the officers named Franken and ten volunteers decided to fetch help from Mauritius 250 miles away, and they set out in a cutter which they had repaired. On July 14th, they set sail and with all odds against them, they managed to reach Mauritius in very good time. A vessel was promptly dispatched from Mauritius and took off the "chintz castaways."

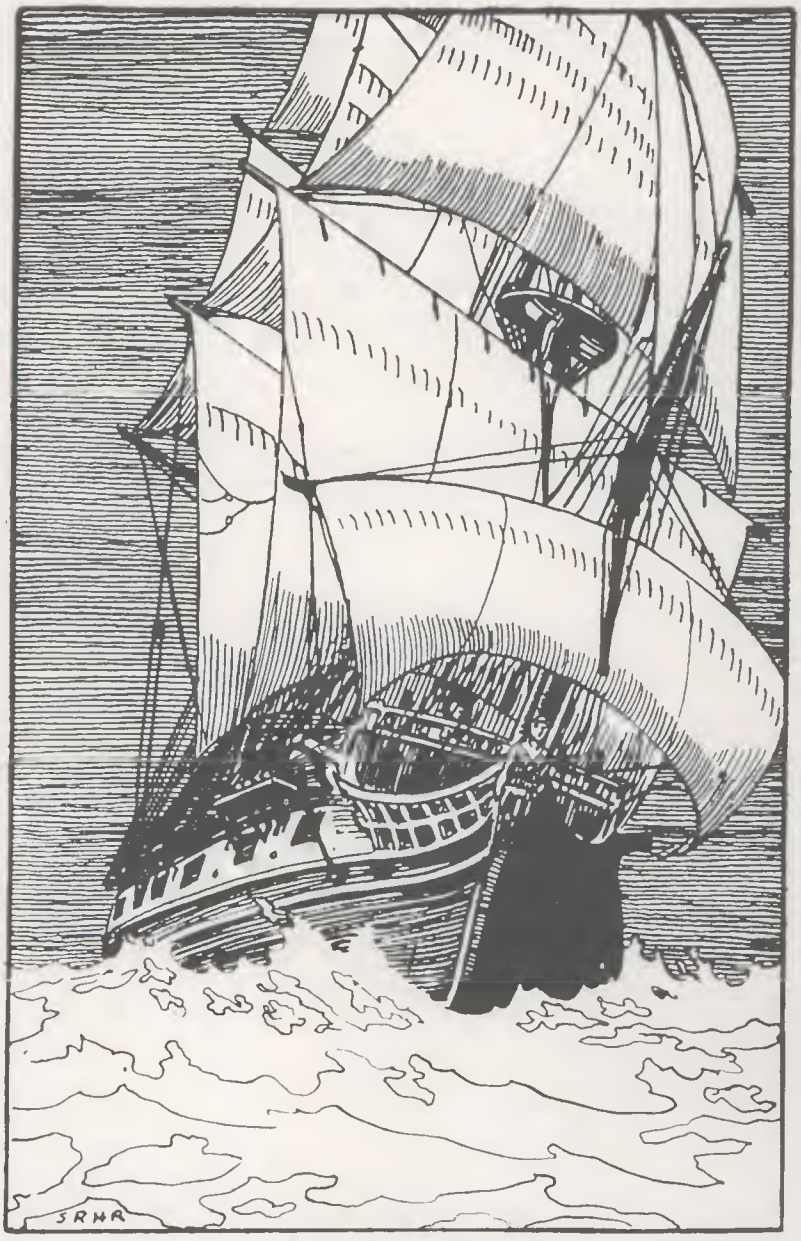
Meanwhile, some of these had withdrawn to a neighboring sand bank taking with them all the liquor that was left. They named their sandspit very appropriately "Beer Bank." Although they did little there except carouse, they did insist on holding Sunday services and reciting as much of the Prayer Book as they could remember. As their ringleader afterwards quaintly declared, "this we did to prove we were respectable Britons,—not heathens."

So ended the history of one of the oddest, and certainly the most ludicrous wrecks on the annals of the sea.

A scientific expedition ought to be fitted out to explore the Cargados Carajos. I have seen ships' anchors through clear water on the reef—anchors that must have been there for hundreds of years— and rusty metal, relics of East Indiamen, old timbers covered with coral, fragments of wreckage. Why, these islands reek with romantic history that has never been investigated and written.

I once made an accidental discovery of a treasure here, or rather the last traces of it. Living on one of these islets which has a diameter of less than a quarter of a mile, I was negotiating a pass in the reef at slack water, when one of the boat's crew dropped his knife overboard. He dove to recover it, and with the knife brought up the golden hilt of a sword having a large garnet in a claw setting. Sold later on in London, this realized about a hundred pounds.

This sword hilt, however, was all that was won from the reef that two centuries ago harbored pirates. Further intensive search revealed nothing but a few museum pieces. Yet after the Caribbean, the best bet for pirates' treasure is the Indian Ocean. At one time no fewer than 230 craft flying the skull and crossbones harried this sea, lying in wait for treasure ships on their way home. It was at these isles that the Frenchman Mission, perhaps the largest scale pirate of all time with exception of the Barbarossa, was drowned following the loss of his ship in a cyclone.



East Indiaman *Cabalava*

There are about thirty of these coral islets altogether, two to five feet above sea level, curved crescent-wise, twenty-six miles from tip to tip. Someone with imagination surely named them: Mapare and Avocare; Albatross, Siren, Pearl, St. Raphael and Frigate. They have the healthiest climate in the world. Trade clouds roll across the blue sky, and in calm lagoons drift fishermen's canoes. Beautiful to look upon from the sea they are, with their emerald green palms and brilliant white beaches, set in water like blue silk.

In spite of cyclones which sweep the low beaches with hard-driven waves, men maintain a precarious footing here. For these shallow waters teem with fish. The great Saya da Malha bank to the Northeast is the most prolific fishing ground in the world. And great sport with sailfishing is to be had. I have

caught giants that weighed three tons, and could be taken by an expert with a rod and line.

Turtles come in thousands to lay their eggs on the sandy shore. Each female leaves hundreds of eggs in the hot sand. Largest of all are the leathery turtles with shells four feet long, weighing up to a thousand pounds in exceptional cases. Many captured on these shores weighed five hundred pounds.

Only one islet—St. Raphael—is inhabited by the fishermen. Here about forty Mauritians toil the year around to provide their native island with cheap and excellent food. Here are a few tiny whitewashed houses, sheds for drying fish and a cement tank for storing rain water. There are no springs or wells on the island, but fresh water can be obtained by digging on the beach between high and low tides. A fine grove of casuarina trees provides shade and beauty.

Very different is Frigate Island, either named for the frigate bird, or vice versa. It is inhabited only by those birds—and by cats. From some of the many wrecks in these waters were saved, or swam ashore, the ships' cats, and they now number uncounted thousands. Large, fierce and wild, they bear little resemblance to the tame domestic pussy who purrs at our hearth.

These felines live in burrows below ground in the interstices of the coral, emerging only at night in search of fish. On the 200 yards wide fringing reef, dry at low water, the cats form a semi-circle reaching to the water's edge. Then they close in, driving before them all the fish that have remained in the many little pools and channels. Such a drive may yield a ton of fish or more.

Here too, the turtles come to lay their eggs at high water mark. Often they do not win back to the water, although the distance to safety may be less than thirty feet. Cats come in hordes and cut off their retreat. Many hundred attack each turtle, usually at or near the shoulder at the junction of the armored carpace and the flesh. They employ a nip and run technique. Soon the skin is pierced and the hole enlarged by tearing away the flesh, until a tunnel exists between back and belly carpaces. In the end, these latter are all that remain, even the flippers are scraped out. The whole operation may take only ten minutes. It sounds almost incredible that a 700 pound tortoise may be hamstrung and literally eaten alive in such a short space of time by these voracious felines.

Right on this same island, I witnessed another ruthless exhibition of wild Nature. Sitting in the shade of some salt scrub, I watched sixty or eighty baby turtles newly hatched emerge from the sand. They blinked in the bright sunlight, shook themselves and made for the sea distant about forty feet, but not more than half a dozen lived to reach it.

Out of a clear sky, which previously had not contained a single bird, there came a shrill whistling and rushing of wings. Down dropped a flight of frigate birds. With their stabbing beaks in a few seconds they had converted the beach into a shambles.

I jumped into action with the only weapon I possessed—a Malacca cane loaded with six inches of lead. In a few moments it was all over and the beach as quiet as before. I was left nursing cuts and bruises, and narrowly escaped losing one eye. My tunic was torn to ribbons, and my heavy sun helmet slashed beyond recognition. But I had the satisfaction of accounting for a few of those murderous creatures. The Frigate incidentally, is about the fastest bird known on the wing. The Swift is faster for short distances.

Anyone choosing the Cargados Carajos Islands for a retreat will not be plagued by neighbors. These islands are the only outcrop of land in 250,000 miles of coral reef lying in the ancient Ethiopic Sea. In postwar times they may become an ideal refuge for those weary of clamor. I have re-named the "Isles of Death." I call them the "Isles of Romance."

Editors' Note:

From the South Indian Ocean Pilot (U. S. Hydrographic Office Publication 161) 1927. Pages 161-162:

"CARGADOS CARAJOS SHOALS (16° 35′ S., 59° 35′ E., B. A. Chart 181).—This extensive group of reefs, islets, and shoals is under the jurisdiction of Mauritius and is universally known there as St. Brandon.

"The Principal or great reef is above water, extending from the southwestern extremity in a curve to the northeast, north, and northwest.

"Several small islands and rocks stand on the reef; others are detached off the northern and western sides. Of the former, there are two unnamed islets covered with low bushes on the northern extremity.

"Ile Raphael (16° 25′ S., 59° 33′ E., B.A. Chart 1881), a small islet 1 mile southward of the northern end of the reef, has on it a permanent settlement of two dozen fishermen. They are engaged all year in catching and drying fish, of which there is a great quantity in this vicinity. There are several houses and sheds on the island, and a large cement tank for catching rain water, of which there is never any scarcity. No wells exist. There are several casuarina and coconut trees. The islet is visible about 10 miles.

"None of the remaining islands of the group is more than 8 to 10 feet (2.4 to 3.1 m.) high; the

(*Continued on page* 194)

Proposed Foreign Service Legislation

THE following message was sent to Congress by the President on February 29, 1944:

"I commend to the favorable consideration of the Congress the enclosed report from the Acting Secretary of State and the accompanying draft of proposed legislation to amend the Act entitled 'An Act for the grading and classification of clerks in the Foreign Service of the United States of America, and providing compensation therefor', approved February 23, 1931, as amended."

Following is the text of Acting Secretary Stettinius' report to the President recommending amendment of the Act for grading and classification of clerks in the Foreign Service: "I have the honor to submit, with a view to its transmission to the Congress, if you approve, a bill to amend the Act of Feb. 23, 1931, as amended by the Act of April 24, 1939 (22 U.S.C., secs. 3, 5, 7, 11, 12, 15, 23a, b, c, f and g). The principal purpose of this bill is to assure a Foreign Service adequately equipped to deal with the complexity of problems and wider scope presented in modern international affairs. Maintenance of good relations and mutual understanding between the United States and other nations makes indispensable an effective Foreign Service; a Foreign Service trained to cope with political, social and economic problems, as well as adequately to represent this country's interests, to protect its nationals, to foster its trade. The problems of the present emergency in the field of international relations and the practical certainty that they will continue either permanently or for an indefinite period after the War, have impelled the Department to give careful consideration to the adaptation of the Foreign Service to its new needs and responsibilities, and particularly to seek legislative authorization to permit the recruitment of a permanent corps of highly qualified technical and scientific officers. The need for this has been emphasized by the present situation in the other American Republics and elsewhere throughout the world, which has led the Department to provide its missions and certain important consulate posts temporarily with highly specialized personnel not available in sufficient numbers in the ranks of the Foreign Service. This has been made possible through the establishment of the so-called Auxiliary Service to which appointments have been made for the duration of the War. It is expected that the volume and importance of regular diplomatic and consular work will continue to increase. The Foreign Service as now constituted is qualified to carry on this work fully and effectively; furthermore, it contains within its ranks some officers who have become specialists in finance, economics, research, public relations and other technical fields. However, new and unprecedented personnel requirements in the field call for the services of a greater number of specially trained technicians than can be developed within the Foreign Service as presently organized. It is felt, moreover, that a certain number of these should be experts of high standing who have devoted themselves principally or exclusively to important work in their particular fields. Whenever such a specialist is needed, the Department should be in a position to seek the services of the best talent available, and the attached bill provides the necessary legislative authorization for meeting that need. Recruitment for the Foreign Service was discontinued immediately after Pearl Harbor. Today its strength is below normal and continuing to decrease, while the Department is faced with increased responsibilities of the greatest importance, now practically all of which are directly related to the war effort. When peace comes there will for a number of years have been no new entry. Officers who have remained at their stations as a matter of duty during the War will retire. To cope with the personnel problem which will confront the Department, and to increase the efficiency of the Service, is the principal purpose of the legislation proposed. It is not enough that new recruits be obtained, who in time will be enabled to discharge the heavy responsibilities of the post-war period, but immediately hostilities cease and more normal relationships are resumed, a corps of technical and scientifically trained personnel will be essential to augment the remaining corps of Foreign Service officers, whose ranks, further depleted by deaths, resignations and retirements, will be inadequate to the multiple responsibilities of the peace. Officers of this category will be appointed to the Foreign Service by the Secretary of State, after such examination as he might find suitable. They will be appropriately commissioned with designations appropriate to their duties in the Foreign Service establishments to which they may be assigned. They will be recruited from the existing Foreign Service Auxiliary, the administrative, fiscal and clerical personnel of the For-

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The Scrap Rubber Drive In Tahiti

By Agnes A. de Lambert*

HAVING received a letter of instruction in regard to the collecting and shipping of scrap rubber, and having secured the consent of the Governor, I called a meeting of the American Women War Workers on March 5th, 1943, to plan a campaign for this collection.

The following methods of publicity were planned: Radio announcements, daily ads in the local news sheet called "The Presse," announcements at the movie theaters, announcements on the Consulate Bulletin Board, letters to the chiefs of the 18 districts to ask them to tell their people, letters to the pastors of the 7 Churches, letters to the presidents of the two Chinese groups (Kuo Min Tang and Koo Men Tong), and posters for 17 bulletin boards in town. (These are put out by our Committee with war pictures sent out by the Office of War Information in Washington.)

After inserting a notice in "The Presse," our Committee decided it would be a good plan to make a tour of the Island to visit all the chiefs, and some Americans and some other people to explain the Drive and to ask cooperation. I first secured the consent of the Governor, then four of us hired a chauffeur, at a reduced rate, and made this tour of about 90 miles.

The scenery was beautiful, but the roads very poor. We were caught in the rain twice. Several times we had to ford streams, as the bridges had been washed away. It did not seem possible to cross a certain river in the car, so two of the Committee volunteered to wade the 100 feet. They held up their skirts and found a shallow way going over. They blistered their feet sliding on the rocks, but undauntedly finished the trip to the chief on the other side. On their return crossing they decided to take a short cut—unwisely—as they suddenly found themselves in the water over their heads! They finished the rest of the trip in the unique costume of bathing suits (put in the car for a later swim!), with "pareus" draped around for skirts.

*Wife of Richard M. de Lambert, Consul, Tahiti.

Tahitian dancer and guitarist.

Photo by Mrs. de Lambert

Luncheon party given by the Tahitian Princess Terii (in the Mother-Hubbard).

Photo by Mrs. de Lambert

Some of the rubber collected by the American women in Tahiti

We were given a hearty welcome everywhere and promised cooperation. In every instance when we asked the chief if he preferred an American in his district to collect the rubber, the chief said he preferred to make the announcement to his people and to have the rubber brought to him.

Half-way around at noon, we lunched at a well-known Chinese restaurant. The menu included "Varo," that strange "fish" that resembles a large centipede and tastes somewhat like lobster.

I had difficulty getting the radio announcer to make the announcements with a "punch." Never did succeed, but at least the announcement was made, which was something.

After hearing that the rubber had been left in the open and not locked up at the City Hall, I asked the Mayor if he would please have it locked up, so that it would not be stolen.

The Chinese cooperated splendidly. The Chinese children went about on bicycles with sacks, picking up bits on the beach, in the town, and at Chinese stores. They also packed what they had collected. I went to the Chinese school to thank the director and children for their cooperation and "treated" each of the 230 children to candy and ice cream. It was a "royal" welcome, as I paraded to each school room with the directors carrying the candy, and students carrying the huge freezer!

Each member of the Committee was asked to talk to as many people and merchants as possible. Lists were made of the stores so that there would be no duplications. The importance of personal contact was stressed.

I made a request for trucks to collect the rubber on the announced date. The one granted us was without brakes. It had one bad light, a whispering horn, a bad clutch, and a two-gallon gas tank (converted from charcoal), etc., etc., so that frequent stops for refilling had to be made.

An American man kindly consented to go with the truck to supervise the workmen and to give to each chief the letter of thanks we had prepared. Two trips were made, on different days. This rubber was put in the yard at the City Hall with the promise that it would later be locked indoors.

On March 30th, four of us went around town in a truck donated by an American business man to collect what had not been taken to the City Hall. (How simple this sounds—but how complicated it was!) We also collected what boxes and sacks we could get for packing it. This load was taken ot the City Hall and locked up.

Shortly after, a peculiar situation developed. The Government began selling bicycle tires to the public. In order to purchase one, the buyer had to turn in an old bicycle tire. Consequently, many people were going to the City Hall to take an old tire from our scrap rubber pile and using it for the purpose of buying a new one. The official in charge said that these old tires would be sent to the scrap rubber drive in Australia. Therefore our Committee decided that an order should immediately be given to a Company to pack the rubber. This was done. Months later, the Government here gave us these old tires also, more than 1,500, to send with our shipments.

For the expenses, we had a White Elephant sale which was very successful . . .so successful that it was considered a Pro-American demonstration.

If this rubber could contain the fight that it took to collect it, ours would have extra "punch" against the Axis.

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EDITORS' COLUMN

The entire Foreign Service will by now have had the opportunity to read the text of the pending legislation before Congress entitled "An Act for the Grading and Classification of Clerks in the Foreign Service of the United States of America, and Providing Compensation Therefor" which is carried textually in this issue of the JOURNAL and which, if passed, will affect the basic structure of the Foreign Service established under the Rogers Act of 1924.

We have for some months discussed in this column the problem of what should be done to enable the Service to meet the demands which will be made upon it in the post-war period. We have urged that the sound non-political structure of the Foreign Service established under the Rogers Act be maintained and that the undoubted need for specialists be met from within the personnel of the Service itself, from the personnel of other Departments loaned to the Foreign Service under Section 4 of the proposed legislation, and by recruitment after examination to the lower ranks of the Foreign Service as provided for under existing legislation. We have been critical of the lack of vision which prevented adequate expansion of the Service at a time when it was still possible. At the present moment we feel an immediate effort should be made to obtain new recruits for the Service from military and naval personnel brought back from combat duty by the War and Navy Departments. Some of the most distinguished officers now in the Service were wounded in the last war. We should look into this possible means of obtaining qualified men without delay.

At an informal and capacity meeting held in the Department in March, Mr. Shaw discussed frankly with most of the Foreign Service Officers in Washington the general problems confronting the Service today and the need for the immediate enactment of the pending legislation. We feel that this discussion was helpful and wish that it had been feasible for all of the officers in the Service to have had the opportunity of hearing from Mr. Shaw himself his own reasons for recommending the passage of the pending bill. We also feel that the Service should know that Mr. Shaw during the past two years has received from the Executive Committee of the Foreign Service Association suggestions with regard to the legislation under consideration and has given serious and in most respects favorable consideration to these suggestions.

The overwhelming body of Foreign Service Officers, in our opinion, will regard the proposed legislation, with the exception of Section 5, as benefiting the Service. That part of Section 5 which provides for the appointment of officers without Service experience to the higher ranks of the Foreign Service will be questioned on two counts. First, will the waiving of the requirement that Foreign Service Officers in responsible positions have previous career experience strengthen the caliber of the Service as a whole? There is considerable apprehension that this provision might prove to be the opening wedge to destroy the country's trained career Foreign Service whose members are brought in after non-political examination and promoted to responsibility on the basis of merit. In our opinion it is in the interest of the Government to retain intact the original concept of the career Foreign Service established by the Rogers Act.

Secondly, we have serious doubts whether it will be in the best interests of the Government to put officers without Service experience in positions supervising the first-rate career officers now found, for instance, in Classes VI and VII of the Service. On this count we believe that the advocates of admitting new personnel without Service experience into the higher ranks of the Foreign Service should give consideration to the now existing situation, where the best abilities of many highly qualified officers in Classes VI and VII, veterans in Service experience, are not being utilized to the fullest advantage due to the slow rate of promotion that has dogged their careers regardless of their capabilities or the character of their work. Before any recruitment of personnel to the higher grades of the For-

(*Continued on page* 224)

LETTERS TO THE EDITORS

Mexico City, Mexico,
February 9, 1944

The Editors,
THE AMERICAN FOREIGN SERVICE JOURNAL,

Gentlemen:

In the editorial column of the December, 1943, issue of THE AMERICAN FOREIGN SERVICE JOURNAL, you invite interested Foreign Service Officers to express their opinions on the subject of increased personnel for the Foreign Service.

The idea that, as compared to Foreign Service Officers, the temporary Auxiliary Officers now in the field are technical "experts" seems to me to be one that can be successfully challenged, and one which should be promptly discarded in any reasonable discussion of the matter alluded to in your editorial statement.

Daily association with Auxiliary Officers and close observation of their work for more than a year lead me to conclude that only by courtesy, mental complacency, and a manifest distortion of terms, could the description "technical" and/or "specialist" be applied (with other than mere nominal accuracy) to more than extremely few such temporary officers now in the field,—if some twenty-eight of their number stationed at this post form a true cross-section of the entire Auxiliary Officer Corps which it has been persistently rumored may be entirely or partially "blanketed" into the classified grades of the permanent career Foreign Service.

Brought into service largely from business life, Auxiliary Officers also include men who previously were lawyers, educationalists, government employees, et cetera. Their qualifications, and the experience they may have acquired in former vocations and businesses, are candidly believed to make them no more highly equipped for their present work than are tens of thousands of capable male adults to be found throughout every State in the Union.

Except in a few cases of recognizable specialization (such as the Minerals and Agricultural Attachés and their assistants), observation clearly reveals that Auxiliary Officers on the whole possess no exclusive information, have no special knowledge, display no higher degree of sound judgment, and are in position to apply no particular skills or techniques, which do not already form integral parts of the professional equipment of the average career Foreign Service Officer and are being currently applied by him up and down the world without fanfare or ostentation, as well as by many an unassuming experienced non-career vice consul.

The influx of Auxiliary Officers a year or so ago seems to have had the peculiar effect of projecting into some minds the idea that so outmoded have become the knowledge and ability of the permanent career Foreign Service Officers that these men are now or may very soon be entirely ineffective in successfully coping with war-time problems and post-war conditions. An extension of this insidious idea is to regard the new Auxiliary Officer group as being, somehow or other, more technically able, better equipped mentally, and therefore comprising the ideal future officers for service abroad both now and in the future.

Their presumably temporary or "for the duration" employment status was thought to justify the higher salary scale by which Auxiliary Officers now benefit as compared with many of the permanent Foreign Service Officers. However, if they are incorporated into the Foreign Service on a permanent basis, their higher relative salary levels will become more prominent when viewed in the light of comparative ages and experiences. For instance, one 31-year-old Auxiliary Officer has received a commencing salary which the average Foreign Service Officer might expect (hopefully) to receive upon attaining the age of 50 years and after having performed 25 or more years of above par service at a variety of posts in many different countries. (An obvious danger to the internal harmony of the Service may occur when a high-salaried but administratively inexperienced member of the former Auxiliary Service is placed in charge of a post, over well-trained and highly competent but low-salaried career officers of many years' service abroad.)

Even salary inequalities such as the one instanced above might be justified if Auxiliary Officers were extraordinarily endowed men in all respects, possessing ability utterly surpassing that of Foreign Service Officers. It is frankly believed that the known facts will sustain no such claim on behalf of any but infinitely few Auxiliary Officers.

In their moments of patriotic fervor, our British friends refer affectionately to their globe-encircling Royal Navy as "The Silent Service," because it efficiently and unceasingly—but with very few or no words, and a total absence of self-advertisement—patrols the seven seas; protects British interests, advances British policy.

A similar tradition of silent but entire devotion to Duty, together with a rapid, competent, disciplined response to all demands upon it, have become recognized characteristics of the American Foreign Service, coupled with a modest shunning of

all forms of personal aggrandizement, and a careful avoidance of loud claims to further general Service objectives.

But may not this voluntarily hushed attitude of selfless devotion to the performance of Service duties, and adherence to Service ideals, be maintained too much and too long? Has not the time perhaps now come for discreetly but clearly emphasizing the excellent qualities which the permanent career Foreign Service has displayed during these many years past, as a body of alert, competent, and highly trained men who are mentally and *technically* equipped to serve successfully the interests and needs of our Government abroad, whether the problems to be met are of simple nature or call for specialized treatment?

Silence may well cease to be a virtue if it be taken to signify our acquiescence in a position of admitted inferority to the Auxiliary Officer group as regards professional ability and technical capacity in the present and post-war periods. It seems to me that, in discussions of the subject to which you have editorially referred, stress should be placed where you rightly assign it, i.e., upon the high degree of *technical* training and the rich and *specialized* experience which Foreign Service Officers have acquired during very many years and all over the world.—with strong emphasis upon the crystal-clear fact which you so ably express:

> "The average individual Foreign Service Officer is better fitted to handle the coming post-war duties abroad than any group of specialists or technicians recruited from civil life in the United States."

Sincerely yours,

ERNEST E. EVANS,
Foreign Service Officer.

American Embassy,
México, D. F.,
February 21, 1944.

To the Editors of the
AMERICAN FOREIGN SERVICE JOURNAL:

I have read with great interest, as have all my colleagues, the now-famous December editorial in the FOREIGN SERVICE JOURNAL and I have followed with even greater interest the subsequent discussion that has taken place, to which the JOURNAL has so generously given its space.

I feel that one of the main points has been largely if not entirely missed throughout the discussion. It is simply this. Actual experience in some of the largest and most important missions abroad demonstrates that only a negligible proportion of the so-called "specialists" and "technicians" are working on the specialties in which they were trained or in the technical subjects in which they had developed proficiency prior to their appointment to the Foreign Service Auxiliary. This is not due to any administrative fault. It is in the practical nature of the problem. Thus, for example, a lawyer will be doing review and administrative work, a former automobile salesman will be assistant in a "blacklist" section, a former customs expert will be preparing commodity reports and interviewing export managers, a former student for the bar will be preparing commodity import recommendations, an officer trained in investment banking will be performing special liaison, secretarial and committee work functions. Many other examples could be cited. What is hardest to find is a man who is in the niche of his particular specialization, based on his past training and experience. Incidentally, it will be agreed, I think, that none of the above-enumerated duties are such that they cannot be adequately performed by regular FSO's. The only reason, as we all know, that they are not being so performed is because the existing number of FSO's has unfortunately proved inadequate to cope with the size of the emergency tasks assigned to the Service.

Would not these temporary officers really be best described as "assistant" or "supplementary" Foreign Service Officers, and are not the much-used terms "specialists" and "technicians" in fact misleading? Their present duties are not only those that would ordinarily be assigned to regular Foreign Service Officers, but in many cases to non-career vice consuls and clerks remunerated at much lower rates of pay.

If most of the Auxiliary Officers are not working as specialists or technicians now, except in the very general sense that they may be spending most of their time on economic work rather than on consular, political or representational duties, is there any reason to assume that in the post-war situation there will be greater need for the exercise of their special and technical talents, in their particular application, than there is today?

If the foregoing is true, and most of those working in the field will realize that it is, then the real issue is this: How do these men measure up, in a permanent, continuing and all-round sense, as compared with the career men who have come up through the ranks, after lengthy study and training, examination, special schooling, test, probation and trial, and in many cases difficulties resembling the legendary "fire and water." Their loyalty, adaptability, judgment, strength of character, knowledge, and their special qualities, latent if not exercised, as "observers, reporters, administrators, coordinators and negotiators" (as defined by Mr. Ferris in his

(*Continued on page* 209)

PRESS COMMENT

State Department Should be Expanded

The House Appropriations Committee has cut the appropriation requested for the State Department for the next fiscal year. By normal standards the cuts were not particularly severe, and they leave a small increase over the current fiscal year. But they should be considered with reference to the fact the original budget request had been calculated very conservatively and was too small to enable the State Department to discharge adequately its responsibilities.

The organization of the peace and the protection of American interests in the postwar world will depend very largely on the State Department. We are entering a period in which this department will, or should, become, in many ways, the most important in the Government. It should be able to obtain and hold men of the very highest competence. The department, as it now stands, is not strong enough to perform the tasks which lie ahead of it. It has neither enough men nor enough first-class men. It is underfinanced in almost every way.

Incredible as it may seem, the State Department is the smallest of all the regular departments of the Government—with a budget even smaller than that of the truncated Department of Labor. You could tuck the whole department and its foreign service into the corner of a bureau or division in some of the other departments or special agencies.

The House Appropriations Committee recommended for the State Department and its foreign service, including special expenses in connection with international conferences, a total of $44,200,000 for the next fiscal year. This is less than one-twentieth of 1 per cent of the present annual cost of the war to the Federal Treasury. It is less than the cost of 4½ hours of the war.

The war agencies have been built up and some of them, in their need for first-class administrators and experts, are passing their peak. The State Department is just at the beginning of a period of expanding responsibilities. These include responsibilities directly connected with the conduct of the war, as well as with the organization of the peace and advancement of American interests in the peace settlement.

For example, the State Department has been given the job of coordinating abroad the field operations of various Government agencies. Lack of coordination among these agencies has given rise to severe criticism, notably by touring Senators and journalists. To do this job the State Department must have more good men. It has been expanding what it calls its Foreign Service Auxiliary—to differentiate the personnel from the permanent career men of the regular Foreign Service. But the House Appropriations Committee not only cut the funds requested for this purpose but expressed apprehension over the rapid expansion of the Foreign Service Auxiliary during the last three years.

A long-standing defect in the State Department and its foreign service has been a low salary scale, together with inadequate allowances for expenses. During the last 20 years many able young men have entered the Foreign Service as a career. In posts of lower responsibility some can scrape along on their small salaries. But as they move up most of them find that to hold their own, especially in competition with their opposite numbers in the missions of other great nations, they must have private means. Those without private means are easily tempted by private employment and their training and experience is lost to the Government. Substantial private income is essential to most ambassadors and ministers and assistant secretaries of state.

The British make much more ample provision for the men in their foreign office and service—even though many of them also have private incomes. Their salary scales rise to a higher level and they provide ample funds for entertainment to their ambassadors and ministers. For many years the British Ambassador to the United States has received, in salary and allowances, between four and five times the sum which the American Government pays to its Ambassador to Great Britain.

The State Department itself is to blame, in the first instance, for its inadequate financing. It has been myopic about its needs. The recent reorganization was only a small first step toward putting it into shape to perform its responsibilities. It will have to expand. It will have to employ more first-class talent—and its choice should not be restricted to men of private wealth. This will mean larger appropriations, much larger when compared with the funds previously expended through this department, although insignificant when compared to the

(*Continued on page* 194)

News From the Field

FIELD CORRESPONDENTS

Acly, Robert A.—*Union of South Africa*
Beck, William H.—*Bermuda*
Berry, Burton Y.—*Turkey*
Bingham, Hiram, Jr., *Argentina*
Breuer, Carl—*Venezuela*
Buell, Robert L.—*Ceylon*
Butler, George—*Peru*
Childs, J. Rives—*North Africa*
Clark, DuWayne G.—*Paraguay*
Dow, Edward, Jr.—*Egypt*
Drew, Gerald A.—*Guatemala*
Duff, William—*India*
Fisher, Dorsey G.—*Great Britain*
Fuess, John—*New Zealand*
Gatewood, Richard D.—*Trinidad*
Gilchrist, James M.—*Nicaragua*
Groth, Edward M.—*Union of South Africa*
Huddleston, J. F.—*Curacao and Aruba*
Hurst, Carlton—*British Guiana*
Kelsey, Easton T.—*Eastern Canada*
Ford, Richard—*Iran*
Latimer, Frederick P., Jr.—*Honduras*
West, George—*Sweden*
Lord, John H.—*Jamaica*
Magnuson, Eric W.—*Central Canada*
Memminger, Robert B.—*Uruguay*
Minter, John R.—*Southern Australia*
Ocheltree, John B.—*Greenland*
Page, Edward, Jr.—*U.S.S.R.*
Palmer, Joseph, 2nd—*British East Africa*
Triolo, James S.—*Colombia*
Turner, Mason—*Western Australia*
Williams, Arthur R.—*Panama*

MONROVIA

American officials returning courtesy call at the British Legation, Monrovia, Liberia, after inauguration of President Tubman. First row, reading left to right: John P. Trent, British Charge d'Affaires; Lester A. Walton, U. S. Minister to Liberia; Sir Hubert Stevenson, Governor of Sierra Leone; Admiral William A. Glassford, special representative of the President. Second row, left to right: Reginald Long, British Vice Consul; Capt. Nugent H. Gibson, Liberian Frontier Force; Col. R. E. Danielson, aide to Admiral; M. Peter Wilkins, aide to Governor.

Courtesy Richard F. Boyce

HABANA

Officers of the Department of State together with the officers of the other U. S. Government departments and agencies attached to the Embassy. Reading left to right, *first row:* R. F. Boyce, First Secretary; C. E. Davis, Special Representative of F.E.A.; C. H. Ducoté, Commercial Attaché; Col. J. N. Hart, Naval Attaché; E. O. Briggs, Counselor of Embassy; Ambassador Spruille Braden; A. F. Nufer, Counselor of Embassy for Economic Affairs; Col. E. R. Tausch, Military Attaché; P. G. Minneman, Agricultural Attaché; J. West, Legal Attaché; G. C. Howard, First Secretary. *Second row:* J. A. Fortier, Customs Agent; C. R. Clark, Treasury Representative; C. W. Smith, Third Secretary; Lt. A. J. Powers, Assistant Naval Attaché; W. W. Walker, Third Secretary; Lt. Comdr. E. T. Anderson, Assistant Naval Attaché; H. C. Adam, Second Secretary; E. M. Hinkle, Second Secretary; K. F. Potter, Second Secretary; L. R. Lutkins, Third Secretary; H. B. Wells, Second Secretary; H. R. Telford, Assistant Legal Attaché; S. S. Owens, Assistant Legal Attaché; T. S. Campen, Assistant Commercial Attaché; W. E. Skilton, Economic Analyst; J. Bennett, Junior Economic Analyst; A. B. Horn, Special Assistant.

The Bookshelf

FRANCIS C. DE WOLF, *Review Editor*

WHERE'S THE MONEY COMING FROM? by Stuart Chase. The Twentieth Century Fund, New York, 1943. Pp. 179. $1.00.

This is a stimulating book dealing in popular style with the question of a better functioning of the economic system. It is the third in the series "When the War Ends" being written by Stuart Chase for the Twentieth Century Fund.

As is his custom, Stuart Chase discusses here economic questions in an easy to understand and interesting manner. He endeavors to show how postwar expenditures for improving living conditions in the United States can finance themselves. Full employment, he says, is an aim which can and must be attained without unreasonable delay. All over the world people will demand this.

In war-time, goods are produced in huge volume, but in peace-time, when we shift to producing refrigerators, radios, and food, goods dam up and are not consumed, because, he says, financial obstacles are in the way. The channels of distribution are financial, and these become clogged due to problems of money costs. The main part of his book is concerned with an analysis of this question; few economists would dissent with his basic reasoning of how the economic system functions and its shortcomings.

His solution is through what he calls a compensatory economy, which has four main principles:

1. Businessmen should carry the maximum load of production and distribution.
2. The federal government in cooperation with local governments should undertake to fill serious gaps in employment. This would be done by financing projects rather than direct federal construction.
3. The federal government would insure minimum standards of health, housing, nutrition, and education.
4. Subsidies should be extended not to producers but to consumers, old people, sick people, etc. Their expenditures would, in turn, benefit producers. Producer subsidies interfere with competition and should therefore be avoided.

His method of financing the program would be through taxation and government loans. The loans would be primarily to cities and states, at low rates of interest and on a self-liquidating basis for carefully prepared projects. Only the losses on such loans would, he says, be a burden on the federal taxpayer. Money spent to expand production, he says, creates its own means of repayment.

In addition to this program he would have the tax system so constructed as to discourage the holding of large sums of money idle. Savings should be put to work and not be hoarded in the form of money withdrawn from the income stream.

Whether one agrees with his program or not, the book is recommended as a thoughtful and interesting discussion of important questions.

JOHN PARKE YOUNG.

WEATHER AROUND THE WORLD, by Ivan Ray Tannehill. Princeton University Press, 1943. 200 p. $2.50.

In his modest preface, Mr. Tannehill explains "Why another book about the weather?" No apologies or explanation are necessary for such an interesting book as this one. The book is "intended to serve as a general introduction to world weather for the layman . . . who after the war will travel by sea and air to nearly all parts of the world. . . . There is no single book that answers conveniently the questions they will have in mind."

The book is divided into three groups. Chapters 1 to 7 describe atmospheric phenomena in general terms. Chapters 8 to 14 take the reader all over the world and the high seas. The Appendix describes weather records around the world.

Each chapter is written in such a way as to keep the layman interested in the technical terms and data by mentioning numerous examples taken from the files of weather history. Illustrations, maps and photographs help greatly in this respect, make meteorological facts clear and successfully avoid any impression of technical abstraction. Simplified charts are especially clear.

The extreme values of intensities of weather phenomena are carefully collected and recorded for stations all over the world and the reader will be able to answer some difficult quiz questions such as: Which are the 2 foggiest regions on earth? (The Kurile Islands and Newfoundland, as Americans have learned recently.) How high is the world record for rain in a 24-hour period? (46 inches in the Philippines in July 1911.) What is the highest temperature ever recorded for sea water? (100° Fahrenheit in the Red Sea.) Which capital has very humid air and is practically rainless? (Lima, Perú.)

COMMANDER P. L. SCHERESCHEWSKY

THE SENATE FOREIGN RELATIONS COMMITTEE, by Eleanor E. Dennison. Stanford University Press, Stanford University, California, 1942, pp. xviii + 201. $2.50.

In her preface and in her conclusion the author of this little book raises some vital questions. She believes that in the past the Committee on Foreign Relations has been constituted upon the basis of political expediency and without regard for geographical balance, and, as a result, the committee has too often contributed to muddling and obstructionism in the conduct of our foreign policies. She admits that the committee has sometimes risen above partisanship, as when Senator King, a Democrat, worked with the Whig Secretary of State, Clayton, to push the none-too-popular Clayton-Bulwer Treaty through the Senate. But she thinks the record of the committee is so dubious that its rôle should be very seriously reconsidered and its organization overhauled before we start making treaties after the defeat of the Axis. The method of appointment should be changed and, further, the committee should be converted into a liaison designed to promote harmony between the Senate and the Executive.

With Dr. Dennison's assumption that it is up to the Senate to reform the Foreign Relations Committee so that it may work more successfully with the Executive, Senator Elbert D. Thomas takes issue in his interesting foreword. He believes that the Executive has failed to meet the Senate half way. A faulty partnership is a joint responsibility. American Executives too often come to power unsympathetic with the Congress and especially are they inclined to ignore the Senate as long as possible when foreign policy is in the making. Could the Foreign Relations Committee be used as a council of state—such a council as the Founders contemplated when they established the Senate itself—"no President would be defeated in a treaty program." The reader may wonder whether, under Senator Thomas' method for securing harmony, the council of state would be expected to agree with the Executive or the Executive with the council of state.

The author does small justice to the truly significant problems which she had in mind when she wrote her preface and her conclusions. Her section on the "Nature of the Work of the Committee" occupies just two pages. One chapter suffices for the committee's "History, Organization, and Procedure." The only other general chapter in the book is on the "sectional distribution of committee membership" which, though "peculiar," has "fortunately not had serious results." The last three chapters describe the committee's relationship to the Clayton-Bulwer Treaty, the Cuban question, and the Permanent Court.

E. Wilder Spaulding.

MILITARY PSYCHOLOGY, by Norman C. Meier. Harper and Brothers, New York and London, 1943. $3.00.

This book is best summarized by the author's own words—"The psychologists themselves do not understand their role with complete clarity. . . . The function of the professional psychologist, at this junction, is perhaps to offer what he considers to be of possible value in the hope that it may meet with some utilization in the war effort."

In keeping with the above remarks, found in the preface, there is placed before the reader a kaleidoscopic view of knowledge, attributed to the field of psychology, which the author believes is applicable to military psychology. Much of the information contained in the book is entirely correct (i.e., the description and use of the soldier's Form 20 card, the officer's 66-1 card, etc.), but is completely known by the military. Likewise the discussion of "leadership" contributes little, or nothing, more to either the definition or understanding of this quality. Consequently, the book is of possible value only to civilians, in that it is interesting reading and contains factual information concerning the military which is undoubtedly new to them.

There is a danger that both the military and the civilian reader may misinterpret much of the author's opinions. Although many of the more theoretical concepts presented appear simple and perfectly clear, they require greater technical background for their evaluation and application than will be possessed by the majority of readers.

Although the author may not have been completely motivated by it, the book appears to have been written primarily to "sell" professional psychologists to the armed forces. If Dr. Meier is successful in selling many of the psychological concepts, there is no question but that professional psychologists should be employed to apply the concepts. However, in the opinion of the reviewer, it is too late to test these general concepts in the armed forces. They may have been of value several years ago in the selection and training of military personnel, but at this time adequate experience has been gained in actual combat, which, after all, is the end toward which selection and training are originally accomplished.

PRESS COMMENT

(*Continued from page* 189)

cost of fighting the war. The losses which the Nation may suffer through failure to make the State Department as strong as good administration and plenty of money can make it are beyond calculation. —*Ernest Lindley, Washington Post,* February 18, 1944.

Diplomatic Pay

The zeal for economy which has been reaffirmed by the Republican membership during the appropriation season is commendable. But zeal is not enough. To it must be joined discrimination, and then there will be wise economy. An example of questionable economy is the House committee's cut in the 1945 budget of the State Department. To be sure, some pruning may have been in order, as, for instance, in the request for 2½ million dollars for international conference work. This, of course, was a guesstimate on the part of the State Department. The House committee lopped off a million dollars, and that was equally a guesstimate. Similarly there cannot have been any understanding approach to the drastic curtailment of the budget for cooperation with other American republics. The House slashed this allowance from 4½ to 3½ million dollars. Altogether the State Department got 3 million dollars less than it asked for.

For a long time we have pleaded for staff work at the elbow of the appropriation committees so that departmental estimates shall be handled with independent and enlightened consideration. The State Department is an agency the budget of which requires particularly prudent treatment in the light of impending needs. Congress ought to understand that if we are to take our proper place in the world, renovation in our horse-and-buggy diplomatic service is required. That requirement will cost money. Democratization should go hand in hand with renovation, and that, too, will cost money. It is ridiculous that our Ambassador in London should get only $20,000 a year while the British Ambassador in Washington gets over $80,000. In peacetime only a very rich man can accept the post in London. We believe it was John W. Davis who said that he had to retire from the embassy and become counsel to the Morgan firm because he could not afford to pay $100,000 a year out of his own pocket. To reserve that post, and all the other plums in the diplomatic service, for rich men is certainly no exercise of the American way. It is, rather, a spur to an alien stratification of our society, and, moreover, does not enable the service to get the best men from the entire country. It will only contribute to weakness in our relations with other nations if we continue to let private business skim off the cream of the talent of this Nation.

Of course, it is up to the State Department to modernize a budget along these lines for consideration of Congress. It should have been part of the recent reorganization which was initiated with such a flourish. Surely a reorganized department requires a reorganized budget. The present budget, so far as can be made out, rested on the old, antiquated base, with a superstructure of extras for wartime and other new responsibilities. If a new budget were offered as a necessary underpinning for a democratized and streamlined State Department, Congress might regard that budget in a fresh light. In these days it is not enough to cut all down the line and label the result economy. Service is a better watchword to have in an approach to the State Department budget in these vital times.—*Washington Post,* February 21, 1944.

A FOREIGN SERVICE "BELIEVE IT OR NOT"

The first public intimation of the landing of American troops in North Africa in November, 1942, which I saw was a small item in the Spanish press stating that the Americans had landed at Sidi-Ferruch. No one seemed to know where this strange place was, but the mention of the name would have told volumes to the student of the recondite in American consular annals, proving once again that history repeats itself in its own peculiar way.

An early American Consul to the Barbary Coast had made a study of the means of conquering that region and his plan provided for landing at Sidi-Ferruch and coming up on Algiers from the west, and that was the very spot used later by the French in 1830 in conquering the country. Over a century later it was another American Foreign Service Officer, Robert Murphy, who was to point the way.

ARTHUR C. FROST.

ISLES OF DEATH

(*Continued from page* 182)

larger ones are covered with low shrubs and creepers, having the appearance of grass. The others are mere sand banks; they are visited in August for breeding purposes by enormous numbers of sea birds, whose eggs, which lie on the ground in thousands, are excellent eating.

"*Frigate Island,* with grass growing in spots, is 3 miles southward of Pearl Island; it has 10 to 20 fathoms (18.3 to 36.6 m.) around it, 1,000 to 1,200 yards distant, and on it landing can be effected. This island swarms with rats.

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GOODYEAR

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". . . Murdered, Madagascar, 1888"

By Jane Wilson

HEROES OF STATE they are called — those diplomatic and consular officers whose names appear on the Memorial Plaque erected in the entrance of the Department of State. Sixty-seven names appear in bronze letters; a selected 67 men "who while on active duty lost their lives under tragic or heroic circumstances."

The press has been ever interested in the stories behind these deaths. Often the newsmen request of the Department the "inside" facts about these men whose untimely deaths were due to epidemic, volcanic eruption, lost at sea, earthquake, drowned saving life, and murder . . .

There's an intriguing inscription in the middle column of this plaque: "Victor F. W. Stanwood, Murdered, Madagascar, 1888."—Nothing more.

A Press Release issued by the Department on September 19, 1931, on the subject of the memorial plaque reads, "Victor F. W. Stanwood, Consular Agent at Andakabe, Madagascar. Shot and killed November 3, 1888. Stanwood had been active in endeavoring to stop the slave trade on the west coast of Madagascar and was shot by Captain Duverge when Stanwood attempted to arrest him in a dispute growing out of the wreck of the American vessel *Solitaire*. The matter was referred to Congress." Nothing more.

But there is much more.

It's all in a dusty, rusty old volume in National archives; a huge ten-pound tome: "Volume 5, Consular Letters, January 1, 1887, to December 31, 1888." All that's left of the gilt letters of the subtitle is . . . ATA . . . In it's day it read TAMATAVE.

The official letters and despatches contained in this old tome are handwritten and worn. The edges are brown from age. But in the stilted style of those days is related a story of pathos and humor, piracy and danger, illness and fortitude. Blood is smeared between the lines laboriously written at roll-top desks beneath smoky oil lamps.

We had no diplomatic representatives in Madagascar with the opening of Tome 5. There was an American Consulate at the principal port of Tamatave with R. M. Whitney Acting Consul, and several consular agencies, with Victor F. W. Stanwood in charge at Andakabe on the west coast.

Stanwood had been in Madagascar many years. He knew just what he was up against, he knew the country and he understood the people. And he was a long way from the State Department. In fact, he was a long way from the Consulate at Tamatave on the east coast.

The life of a consular representative in Madagascar in 1887 was no bed of roses. The political background of the country was one of darkness and blood. In 1861 Ranavalo the Cruel, Queen of Madagascar, had died. With the beginning of our Archives Volume, Queen Ranavalomanjaka reigned; Jean Laborde's name figures in its pages—forerunning figures to the fighting times of 1895 when the French were to take over the island.

These bloody politics are referred to in the Consular Letters insofar as they affected our interests there, which they did most seriously, and are interspersed with familiar consular routine notes: difficulties with American seamen, trade disputes and our old friend *accounts and returns*.

Acting Consul Whitney's despatches from Tamatave in the front of the volume were short and to the point, with no waste of penmanship. He forwarded along Mr. Stanwood's Andakabe matters, his own accounts, and routine consular reports.* He had been there seventeen years, he sounded tired of the responsibility of Acting Consul and we believe we can hear a sigh of relief from the pages where he acknowledged receipt of the communication from the Department advising of the appointment of John P. Campbell to take over the reins as Consul at Tamatave.

On January 10, 1887, comes Mr. Stanwood's first note of foreboding in the volume. He sent to the Department, through the Tamatave office, a newspaper clipping from the *London Weekly Times* which stated that the Sakalavas (or lower native element as opposed to the Hova or educated class of the country) need not fear under the existing political set-up; "They will not be molested. Their chiefs understand this." Stanwood wrote in his report: "There is much uneasiness and anxiety among our people here about the matter."

Andakabe was a Sakalava town and was becoming more and more out of control of the Hova Government.

In February of that year Consul Campbell arrived at Tamatave and from the length of his reports, must have been a meticulous and conscientious man. He must have secured a native clerk for this work

*Our consular officers of the 20th century would smile to see the form "Movement of vessels" which Mr. Whitney sent to the Department from Tamatave for the last quarter of 1886. "Vessels arriving during quarter: 2. Tonnage: 810 83/100."

(*Continued on page* 201)

Service Glimpses

Ruth and Kenneth Yearns photographed prior to their departure for Calcutta. Mrs. Yearns, before leaving for India, was on the staff of the JOURNAL.

At the Douglas Army Air Base, Douglas, Arizona. Left to right: Captain Cardozo, U.S.A.; Major Moreno, Mexican Army; Brigadier General Francisco Padilla, Commandant of the Agua Prieta Garrison; Vice Consul Raymond Phelan; Senor José Ruiz, Mayor of Agua Prieta; Lt. Col. Vásquez Melo, Mexican Army; Senor Benjamin Romero, Agua Priete Collector of Customs.

H. J. L'Heureux, Acting Chief Civil Administrator, presenting the Good Conduct Medal to a group of enlisted men at AFHQ somewhere in North Africa.

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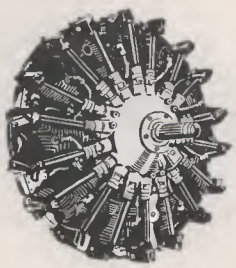

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as the handwriting shows many flourishes and hard-to-read curlycues peculiar to the Malagassy script. He pleads respectfully for suitable furnishings for the consulate. They must have been meagre as he says there was no table, nor was there a map of the U. S. in Tamatave. What distressed him more than anything else was the lack of a flagstaff. "It is customary here at the Hova forte as well as at all the foreign consulates to hoist the different national flags every Sunday from 8 o'clock in the morning until 6 p.m.", he wrote Assistant Secretary of State James D. Porter. "This custom I have been unable to observe since my arrival owing to the want of a flagstaff. So you can judge the immediate necessity there is for those things. You may ask the question what has become of the staff that has been hitherto in use? I am informed by the Vice Consul that it was struck by lightning and shattered to pieces." Poor Consul Campbell.

His description of "Madagascar fever" (recurrent malaria) contracted by him shortly after his arrival are pitiful in the extreme. Then follow pages from him regarding the difficulties of obtaining his exequatur mingled with reports of the negotiations of the French Madagascan loan. "The commercial interests of the country are at present in a very demoralized condition, the results, I presume, of a three years war."

He really had his own troubles, so for a time Mr. Stanwood at Andakabe is lost in the pages.

Then comes a lone, pleasant report from Consul Campbell when an American man of war, the *Alliance* arrived in port. He together with Captain McGreggor called on the Governor who on behalf of the Queen and Prime Minister presented the Captain with the customary present of a bullock, six chickens and two geese.

His consular accounts in these files bear the penciled notation in the margin "Gov. Porter approves of this. O.K. T.M." That is the way those matters were handled in the Department in those days!

The Department also approved the purchase of a new flagstaff.

We next hear of Stanwood in September 1887. He had written to the States suggesting that the Consulate at Tamatave be moved to the Capital, Antanarivo. Campbell wrote the Department that he didn't think a thing of the idea. Aside from the trade interests at the port, he objected to Stanwood's recommendation because "The Capital is distant inland from here nearly two hundred miles taking from eight to ten days to reach there upon men's shoulders."

In February 1888 Campbell advised the Department: "I am in receipt of quite a number of de-

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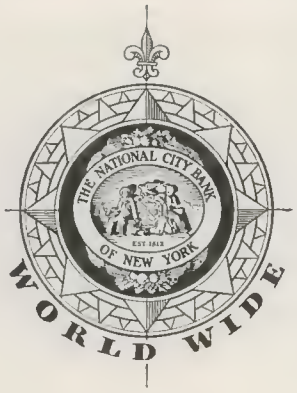

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spatches from our Consular Agent Stanwood in Andakabe giving most lamentable accounts of the sad State of Disorders existing on the West Coast and attributing the cause to the removal of the Governor and the enormous increase in the slave traffic. Consular Agent Stanwood has formally and officially complained in a general manner against the conduct of the men engaged in this Slave trading business and against their audacious impudence in daring to use the United States flag in order to cover up their nefarious work. In an especial manner Mr. Stanwood has officially protested to this Consulate against threats made against his life . . . aggravated, he states, on account of his pronounced opposition to the Slave bartering and the illegal acts of these men. . . . Up to the present I have refrained from sending a special despatch to the Department upon this subject as I have to be very prudent and somewhat guarded as to Mr. Stanwood's statements, for I am informed he has a reputation for exaggeration. However, be that as it may, there is no doubt and the fact cannot be ignored but that there exists a sad state of disorder on the West Coast." He then promised to forward Mr. Stanwood's despatches when he was "satisfied of the extent and the true nature of these difficulties."

In the meantime a typhoon struck Tamatave and shattered the precious flagstaff.

In May Mr. Campbell reported to the Department that the Queen planned to send soldiers to the West Coast to subdue the Sakalavas and to try if possible to put down the slave dealers.

Then follow pages and pages on the situation at Court and of the French-English controversies over the island. Mr. Campbell really had his troubles.

It seems that Mr. Stanwood had not been exaggerating. On October 6 his despatches were forwarded to the Department; before they could reach there Victor Stanwood was dead.

"Regarding the threats against my life," Stanwood had written Campbell in these letters in August 1887, "these are from Asiatics, British subjects and Africans who are engaged in slave traffic which dates back to 1879." The slave dealing commenced to increase in 1884, continued to do so through 1885 and at last in 1886 an Englishman commenced it here in the very face of the Governor and exportation was also carried on in the south on a large scale. Now there is no control here, those slavers will most probably attempt to kill me or burn my house or both. I have been attacked more than once in former years."

In a later despatch Mr. Stanwood reported that the slave traders were furnishing powder to the Sakalavas for use in rebelling against the Hova rule. This powder which was stamped with an American brand and bore "a staring picture of the U. S. flag," fell into the hands of the authorities who complained to Mr. Stanwood. "I have made efforts to stop the business. . . . Very many times the slave dealers have threatened to kill me. Warning letters are thrown into my compound frequently; three last night. These are sometimes from friends who do not wish to be known in the matter, fearing for themselves."

These slave dealers "peddled" African slaves (which sold around $30-$40 each) along the coast after they had been long enough in the vicinity to learn any Sakalava to be serviceable. Also these dealers transferred from one part of the coast to another natives of Madagascar (preferably women and children) who had been kidnapped and who were always carried to a distance from their homes to be sold. It was believed a U. S. flag on a ship carried immunity from search and was consequently used in this ugly business. Stanwood fought long and hard against this practice.

"Among all the bitter things that have been said of me," he wrote, "no one yet has ever had the temerity to say I am a coward."

He bemoaned the situation to Campbell and offered as a solution that the Malagassy Government send new governors.

"American trade suffers all the damage and we are by no means disposed to submit quietly," he had written.

Sakalavas were resorting to piracy; they raided villages carrying off young women and all the cattle. He pleaded with Campbell to get the Malagassy Government to take action. Campbell in turn pleaded with the Court, but could get no satisfaction.

On February 1, 1888, Stanwood wrote, "For some days past a creole has been in possession of the Government Inclosure by written authority of the Governor. Yesterday some British subjects arrived there. As I write they are yelling in a style that would make an Apache pale with envy. They are all crazy drunk and are firing their muskets in all directions. There is only an open paling fence between the inclosure and my premises, so you can judge what a pleasant time I am having! There are only five Hova soldiers here and even they cannot say anything as the ruffians hold written authority from the Governor.

"For six months I have been compelled to keep firearms within reach day and night for safety's sake. My servants have also kept weapons within reach all that time . . . the strain is beginning to

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tell on my health. . . . They want to get me out of the way so that the flag of the U. S. can be used as a cover for all their illegal and criminal trade the same as was previous to 1879."

Stanwood's inch-thick reports end.

Campbell wrote the Department on December 9, 1888, reporting his colleague's death: "The sad account reached the Consulate this morning that Consular Agent Stanwood was shot dead at Belo, a port about 25 miles south of Andakabe by Captain du Vergé of the schooner *Solitaire*." Stanwood had boarded the *Solitaire* to investigate the "irregularities" of the ship and according to various accounts had been shot in the breast by Captain du Vergé before he had had occasion to talk with him. "The man calling himself du Vergé," wrote Campbell, "claims to be an American citizen and the report is current here that he once held a position in the U. S. consular service somewhere on the south-west coast of Africa,* but he is by birth a native of Mauritius."

Campbell reported that although Stanwood met his death at the hands of a man claiming himself to be an American citizen, it must be remembered that this man du Vergé during the Franco Malagassy War was the intimate associate of the clique of criminals who opposed Stanwood. "The murder of Stanwood," wrote Campbell, "is, I believe, the outgrowth of such disorders and of the incapability of the Hova Government of being able to cope with them."

A portion of the cargo of the *Solitaire* had been —firearms for the slave dealers.

*According to the Department's records L. de R. du Vergé, who was born in Mauritius, was appointed consul at St. Paul de Loanda on March 7, 1882, and resigned Aug. 1, 1883.

WITHOUT AID OF PROTOCOL

(*Continued from page* 179)

Government of the United States in Panama. Just before taking leave of the President, however, he asked for my name and upon being told he stated that he had met someone of my name during his travels in Europe. He also took occasion to say before my departure that he had visited some of the Eastern states in this country and had greatly enjoyed his visit.

During my service as Chairman of the American Section of the International Technical Committee of Aerial Legal Experts I have had occasion to travel to a number of countries, but owing to the lack of the effervescence of youth and the restraining influence of American diplomatic missions, I have never again had occasion to "crash the gate" for the purpose of calling upon heads of governments, who consequently may have missed a golden opportunity to have an informal chat with a "distinguished American visitor."

SELECTION AND TRAINING OF CIVIL AFFAIRS OFFICERS

(*Continued from page* 176)

ernmental experience, necessarily has to rely largely on officers drawn from business, industry, law, the regular army, and the other professions. Few of these men have had foreign experience or speak a foreign language.

Before describing the method of selection of officers for civil affairs training and assignment in the United States Army, it is well to consider briefly the several types of positions involved, and the qualifications which are desired. The positions may be classified into the following broad categories:

1. The military governor of territories and countries, who ordinarily is the commanding general of the armed forces in the area. The actual supervision of the local authorities is exercised in his behalf by the chief civil affairs officer who is a member of his staff.

2. The top executive or administrative positions, including the chief civil affairs officer on the staff of the theater commander, or of the commanding general in charge of the forces in an occupied country or territory, his chief assistants, and the chief civil affairs officers in charge of large regions, states, provinces, or cities. These officers should be persons with great administrative and executive ability, and with broad experience in the management of men and affairs. They should have tact, diplomacy, and a high sense of political acumen; and the ability to deal effectively with people of a foreign race. Since they are members of the staff of the military commander, they should have had military experience.

3. Subordinate administrative positions, such as chief assistants or deputies to the chief civil affairs officers. As stated in the Joint Basic Field Manual on Military Government, these officers are used "to investigate problems . . . to collect information, to prepare plans, policies or decisions for consideration of their chief, to prepare orders . . . . and to see to it that the orders are carried out. They are the eyes, ears, and leg men of their chief, and have no authority except that expressly delegated to them." These officers should have similar qualifications to those listed above, but will necessarily be younger and less experienced. This will be the largest group of civil affairs officers.

4. Specialists in such fields as public health, safety, public works and engineering, money, banking, welfare, civil supply, agriculture, law, public finance and taxation, and others. These officers should have professional training and experience in their respective fields. They will act as advisers to the chief civil affairs officers, and be charged with the super-

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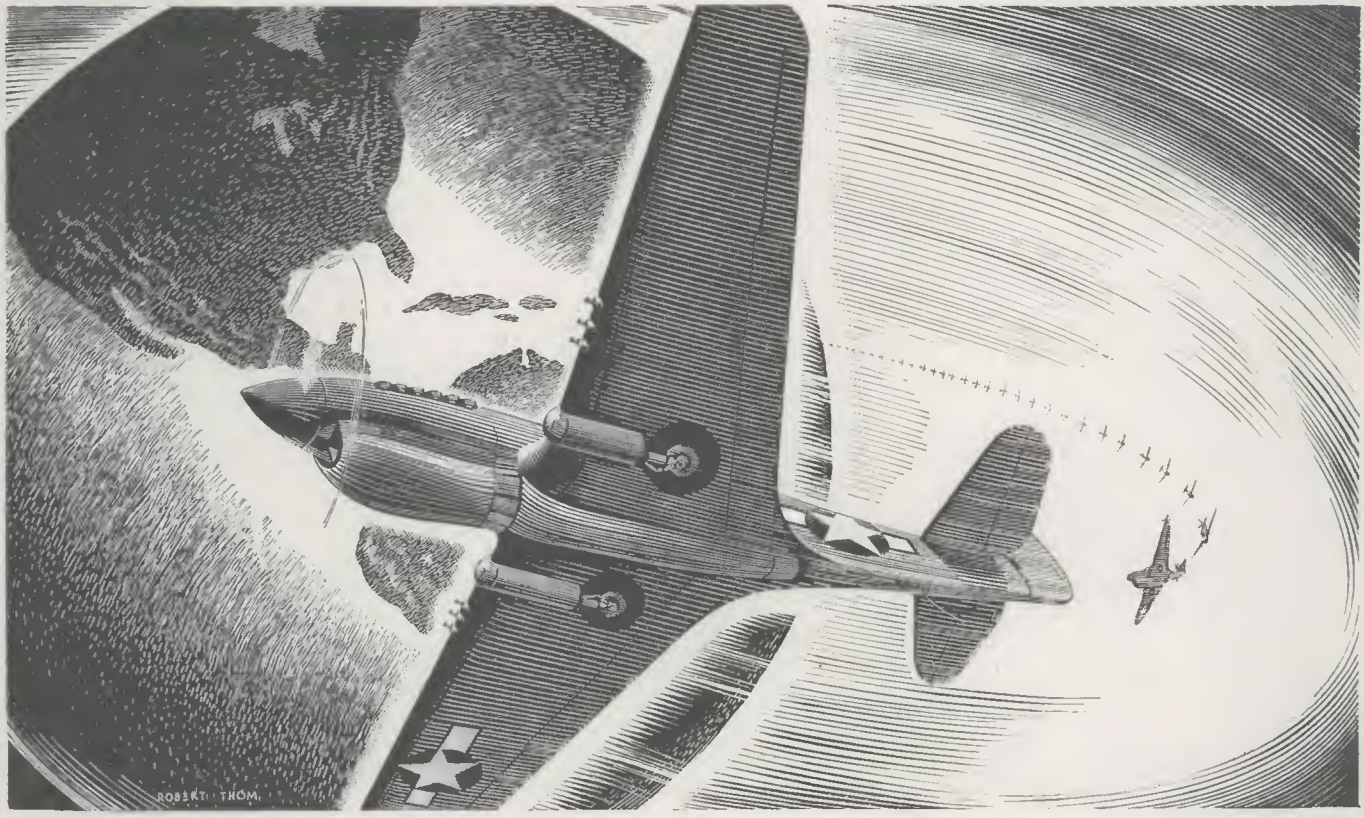

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vision and assistance of local officials in their special field. In unusual circumstances it may be necessary for them to take over and administer local offices, but ordinarily such administration is left to local officials who remain at their posts.

5. In addition to the above classes, a final group of officers will be needed to take care of the internal administration of the civil affairs headquarters and local offices, to handle the correspondence, files, transportation, supplies, billeting, maintain financial and other records, and do a thousand other things which are essential to any administration. These officers should be acquainted with army methods, regulations and procedures.

Officers selected for civil affairs training and assignment come from several sources. (It should be noted that, in addition, a certain number of officers are selected in the theaters of operation and assigned directly to civil affairs duties. After the end of hostilities, other officers may be released from combat units for civil affairs detail.) In 1942 the Provost Marshal General was authorized to build up a pool of Specialist Reserve Officers for civil affairs assignments, and many specially qualified persons were commissioned from civilian life. A large part of the officers selected for training at the School of Military Government and at the Civil Affairs Training Schools at the universities have been drawn from this source, but, except in rare instances, commissions are no longer being granted to persons in civilian life. Officers are now being taken from those already commissioned by the army. Each of the three branches of the army is required to submit monthly a quota of officers recommended for civil affairs training and assignment. In addition, applications may be made by individual officers, such applications being forwarded through military channels. Up to the present, by far the largest number of officers assigned to the School of Military Government has come from those who have submitted individual applications.

The directive of the Adjutant General of the Army calls for the recommendation of officers for civil affairs training and assignment in each of the following fields: administration, public works and utilities, transportation, public safety, fiscal, supply, economics, public health, public welfare, education, public relations, communications, legal, liaison, and cultural. Several of these fields are further subdivided, as for example, the fiscal field is divided into the following subclasses: public finance, currency and exchange, banking, accounting, social insurance.

In each of these fields, high standards of professional training and experience are required. In the field of public welfare, for example, the following qualifications are specified:

Head or a principal officer of a large welfare organization such as a large city, county, State, or Federal Government agency, or a large private welfare organization in a position involving broad administrative experience; administrative experience in foreign relief or disaster relief, food or clothing distribution; or a junior officer of demonstrated experience. At least five years' experience in the field of skill is desirable.

In addition to the professional and administrative qualifications, and military experience, the directive calls for officers who have the following attributes:

Civil affairs officers must have high personal qualifications and experience in handling men and affairs. Among the personal attributes desired are the ability to deal effectively with high civilian officials in difficult and complex situations; ability to get along with people in all walks of life; tact; diplomacy; imagination; a broad social outlook; and adaptability to new and unusual customs; ability to analyze governmental, economic, and related problems and to formulate and carry into effect necessary policies; high professional standing in his own field; unquestioned integrity; and ability to assimilate a wide variety of complex subject matter in a short, rigorous training program.

Officers are selected for the School of Military Government and the university civil affairs schools by a board in the Military Government Division of the Provost Marshal General's Office. Final decision is made by the Provost Marshal General. The selection process is based largely upon a review of the education, employment experience and military record of applicants or nominees, as indicated by a personal placement questionnaire. Only in exceptional cases is an interview utilized, though it is agreed that an interview of all candidates would be highly desirable. Particular attention is paid to education, language training, employment experience, the kinds of positions held, whether the candidates are qualifying for positions in the field, and whether they indicate progressively responsible, executive experience in civilian life or in the Army. As a rule, college instruction in a foreign language is required. Special consideration is given to persons who are able to speak a foreign language fluently. Many officers selected have also resided in one of the major Axis countries. No attempt, however, is made to require foreign residence and language proficiency of all applicants, since that would not be practicable.

The qualifications which are required for civil

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affairs training and assignment are high, and an able group of officers has been selected. The list includes many able executives and leaders in business, industry and government, and the professions, as well as promising younger officers. Among those who have been selected for civil affairs training and assignment are several former governors of states, members of Congress, many successful business executives, heads of state, city, and federal departments, city managers, university presidents, deans of law schools, and officers prominent in other walks of life.

The results of this program of selection and training are already evident in the experience in Sicily and Italy, where the officers trained in this program had their first test. The consensus of all observers has been that an extremely able job was done by the American officers and their British colleagues. Civil affairs officers went into cities and towns as quickly as possible after they were captured, and immediately started to restore law and order and to reestablish the essential local services. In some instances cities of 25,000 population were found with only a few hundred people remaining within the city, the other inhabitants living in caves and hillsides nearby in near starving condition. Not only had the larger cities been seriously damaged by the effective bombing of Allied planes; they had in addition suffered destruction and pillage by the army of the retreating enemy. Electric power systems were usually knocked out, water supplies were generally crippled, and all trucks and other vehicles had been carried away by the armies of both sides. Food was short in all of the larger coastal cities. The most urgent problem was that of locating food supplies, principally wheat, and making arrangement for its transportation and milling, as well as for its distribution to the populace through the rationing scheme. The local Sicilian officials, long accustomed to dictation from party leaders, and uncertain of what was expected of them by the occupying army, lacked the initiative to go ahead without orders. Order was quickly restored, looting ended, the people fed, transportation facilities repaired, and the enthusiastic cooperation and good will of the Sicilians secured. The American and British officers alike proved themselves to be resourceful, energetic, and fully equal to the occasion. They have set a record for wise, effective, and humane administration of a type which has proved to be a great strength to our Army and has paved the way for the establishment of a new day in Italy.

The program of the War Department for the selection and training of civil affairs officers for the administration of occupied territories is notable in many respects—in its breadth and scope, the care

with which officers are selected, and the training program which has been developed. Considering how tardy this country has been in the selection and training of men for the higher administrative positions in all levels of government, it is all the more noteworthy. The program promises to afford the Army of the United States the means with which to discharge its responsibilities in the administration of occupied territories.

MARRIAGES

EUSTIS-ARMSTRONG. Miss Mary Howard Armstrong, daughter of George Alexander Armstrong, Consul at Manchester, and Mr. William Ellery Channing Eustis were married on March 4 in New York.

MORSE-WINSLOW. Miss Alice Birkhead Winslow, daughter of Rollin R. Winslow, and Lt. John H. L. Morse were married on February 27 in South Bend, Indiana.

LETTERS TO THE EDITOR

(*Continued from page* 188)

article on the revised Transfer Card system) have presumably been tried and tested. Their recommendations for promotion attest to their satisfactory service.

The question is, in what comparable way have the new men proved themselves capable of taking over the many types of duties and responsibilities incumbent on the career officers, since this is what they will presumably have to do if they are "absorbed," the real fields of "specialization" being far fewer than is generally supposed? The new men may be intelligent and devoted, they may be excellent drafting officers, they may have useful knowledge of certain lines of business (if not too soon obsolescent) which they can contribute directly, or on which their colleagues can draw. But do they have the other qualities which the Foreign Service Officer is expected, and traditionally supposed, to possess?

It is, in my opinion, only on this basis, and in the realization that specialization has not been sufficiently well defined, or the widespread necessity of it proved, that we must judge the desirability or otherwise of inviting the possible "dilution" of our carefully built-up Service with what may turn out to be fundamentally inexperienced, untrained and unadaptable personnel.

Very truly yours,

WILLIAM F. BUSSER.

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BIRTHS

HOOVER. A son, John Page, Jr., was born on March 3 to Mr. and Mrs. John P. Hoover in Caracas where Mr. Hoover is Assistant Commercial Attaché.

BURROWS. A son, James Christian, was born on February 5 to Mr. and Mrs. Charles Robert Burrows in Buenos Aires where Mr. Burrows is Third Secretary and Vice Consul.

MCPEAKE. A son and daughter, Lawrence John and Sarah Elizabeth, were born on February 26 to Lt. and Mrs. Richard McPeake in Montevideo where Mr. McPeake is Assistant Naval Attaché.

IN MEMORIAM

SUNDELL. Mrs. Charles C. Sundell, wife of Vice Consul Charles C. Sundell, died on March 1 in Windsor.

BANASH. Sydney Henry Banash, Vice Consul at Buenos Aires, died on February 24.

FOREIGN SERVICE LEGISLATION

(*Continued from page* 183)

cign Service, or from among the personnel of the Department of State or that of other departments of the Government. It is anticipated that in some instances the services of specialists will be required for only a temporary period and provision is made enabling these to be obtained by detail from other departments. However, there will clearly be a continuing need for a permanent group of highly trained technicians. The accompanying bill would permit the rapid recruitment, as and when needed, of these specialists, and would afford at the same time, to qualified and experienced members of the administrative, fiscal and clerical branch of the Foreign Service a broader field for advancement. Some of the latter employees have responsibilities equalling those of certain career officers. As a result of long experience, they are experts in one or more fields such as office administration, citizenship and immigration work, shipping, and commercial and economic reporting. They would, under the provisions of this bill, be accorded salary classifications and official status commensurate with the character of their duties. It would also offer them an additional incentive to train themselves to qualify and by examination to become eligible for appointment, as Foreign Service officers. Various members of the Congress in the course of hearings on appropriation bills have manifested repeatedly a strong interest in this group of employees, and it is believed when the provisions of this bill are enacted the De-

partment will be enabled to attract the best talent available and to retain the valued services of existing personnel who merit recognition. The bill presented to your consideration carries into the organic Foreign Service law, with minor changes, the provisions of the Act approved June 26, 1930 (5 U.S.C. 118a) relating to allowances for living quarters. These allowances are now granted to enable officers of the Foreign Service effectively to represent this country abroad, and to enable the making of wide contacts, and to permit all American personnel to continue to maintain American standards of living. The allowances, as distinguished from salary, are premised on the varying conditions which obtain at the many duty stations and are essential to meet the extraordinary costs in maintenance of appropriate standards of living and in the performance of the public business. They are essential to the maintenance as well of a mobile, flexible and fully democratic and efficient service. Percentage limitations contained in the legislation now proposed for amendment as respects personnel in each class of the Foreign Service are removed as destructive of the initiative and morale of the younger officers, who by reason of the existing restrictions, are or will be prevented from advancements due to the failure of new recruits to the service and the retention in the higher brackets of officers who but for the War would have applied for and been granted retirement. Removal of the percentage limitations is obviously necessary to prevent the service from becoming completely frozen and to remove the serious threat to efficiency and morale. The proposed bill provides for the bonding of Foreign Service officers, as well as other officers or employees of the Department or the Foreign Service, and recognizes its amended form the pertinent provisions of the Act approved December 29, 1941 (55 Stat. 875). The revision suggested has been drafted in collaboration with officers of the Treasury Department, to whom it is agreeable. Other amendments of a minor character are proposed as matters of administrative convenience, without in any way impairing the effectiveness of necessary controls over those now provided and in keeping with changed conditions and the provisions of the present bill. Section 10 of the draft bill amends, agreeable to Reorganization Plan II of the President, Section 31 of the Act of February 23, 1931, to provide for representation on the Foreign Service Personnel Board of officers of the Departments of Commerce and Agriculture. It, moreover, removes the penalty attaching to acceptance of the position of Chief of Division of Foreign Service Personnel in the Department, a penalty attaching today to no other position in the Federal Government, and one which as a matter of simple justice, as well as

A Caribbean Turtle goes ashore at La Guaira, Venezuela. Photographed for the *National Geographic* by Luis Marden.

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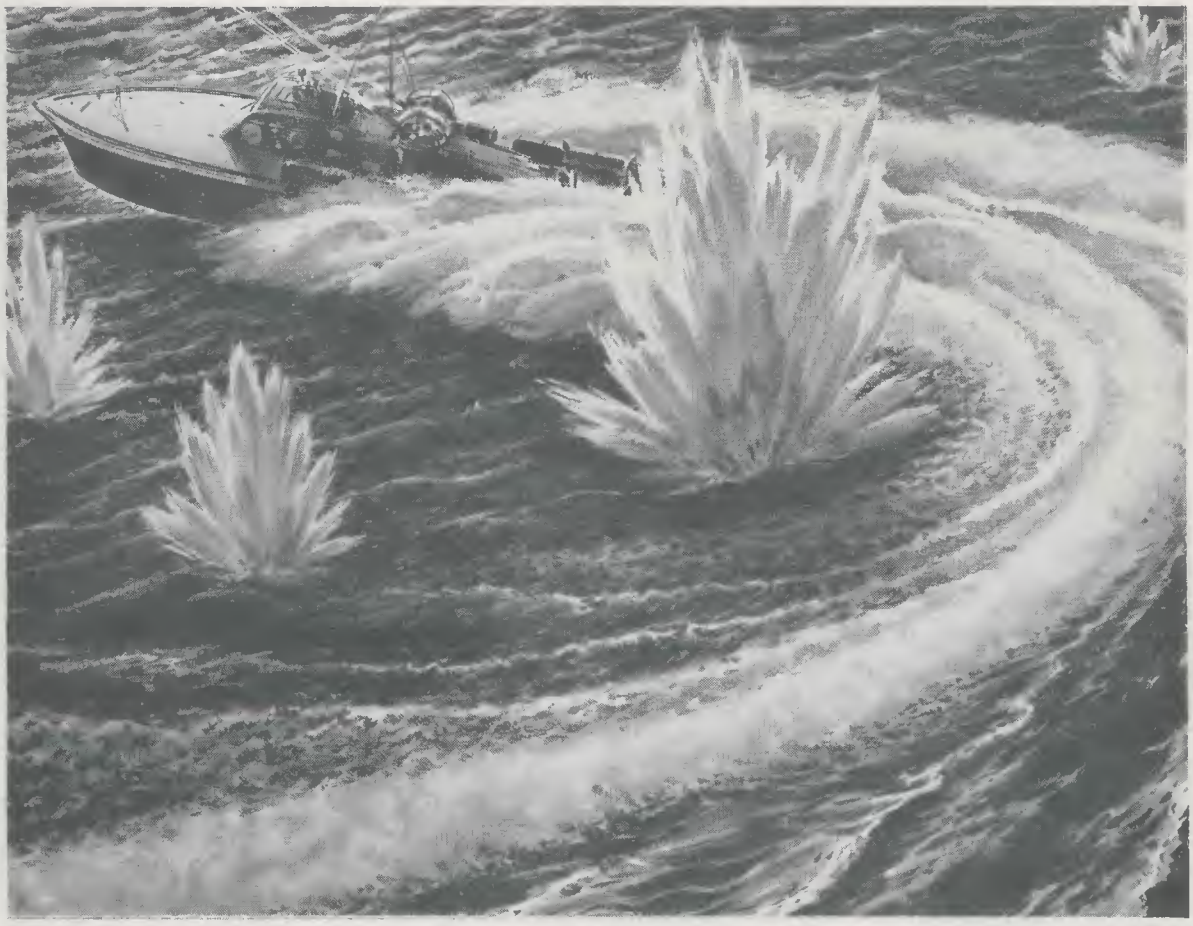
The National Geographic Magazine

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

WASHINGTON 6, D. C.

in the interest of good administration, should be removed. It is axiomatic that if an officer is to be chosen by reference to his special qualifications, character and integrity to assume the responsibilities of this difficult post, he should be accorded the same right to future advancement that is held out to other Foreign Service officers who, while well qualified in various ways, may not combine the qualities and capacities which the Chief of the Division of Foreign Service Personnel must possess effectively and impartially to handle personnel. This officer is especially selected from among officers who have attained the highest grade in the classified service for a most difficult assignment in the Department, acceptance of which occasions loss of the allowances he would be accorded if he were assigned for field duty, and as the law presently provides, he further is denied the privilege of nomination as a minister or ambassador for a period of three years following termination of this assignment, even though he may have meritoriously acquitted his responsibilities. I feel confident that this amendment will have the unqualified approval of the Congress. In addition, the amendment proposed will permit the Division of Foreign Service Personnel to be organized on a basis and scale adequate to cope with the personnel problems of the Foreign Service, which have long since outgrown the physical capacity of the Division as it has been possible to organize it under existing law. Provision is also made for the Director of the newly created Office of Foreign Service Administration of the Department. This legislation would increase the cost of maintaining the Foreign Service but would enable strengthening of that service to serve economically and effectively the expanding needs of all Government departments and agencies in the foreign field. The scale of compensation of the clerical, administrative and fiscal service will follow in so far as practicable the Classification Act of 1923 used by the Civil Service, since this would provide a broad and flexible system under which this personnel could be appropriately classified in accordance with their particular qualifications and experience. The special technical and scientific personnel would be appointed to classified grades within the Foreign Service structure commensurate with the candidate's age, qualifications and experience, and personnel of this category detailed for special duty would be paid as though they continued to serve in their regular Civil Service positions. Personnel would, as a matter of equity, receive the allowances provided pursuant to the amended provisions of this bill and similar to those now granted Foreign Service officers under Section 19 of the Act of February 23, 1931 (22 U.S.C., sec. 12). Suitable retirement privileges would be provided for permanent (but not temporary) appointees through their



WHAT'S BEHIND THE MANEUVER CALLED "GETTING THE HELL OUT OF THERE"?

ONE OF THE PRINCIPAL tactics of the Navy's famed PT boats is this: (a) get as close as possible to your objective without being discovered, (b) roar in and let go with the "tin fish", (c) then execute the maneuver known to PT boat men as "getting the hell out of there."

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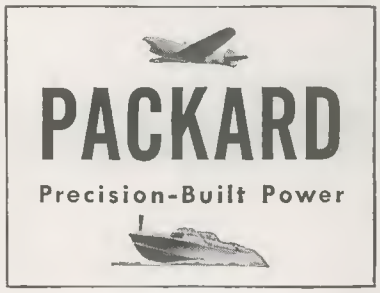

U. S. Army Signal Corps Photo

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integration into the Foreign Service Retirement and Disability System. In the critical years ahead, the Government of the United States will need, and should have, a Foreign Service second to none. It has such a Foreign Service at the present time, and the proposed authority to provide it with a corps of highly trained experts and technicians, recruited from the best talent procurable, will enable it to discharge successfully all the new demands and responsibilities that will be placed upon it. Representatives of the Department of State are prepared, at the request of the appropriate Committees of the Congress, to supply additional detailed information with respect to the accompanying bill. It has been referred to the Director of the Bureau of the Budget, who has informed the Department of State that there is no objection to its submission to the Congress."

Following is the draft of the proposed legislation to amend act for the grading and classification of clerks in the Foreign Service: "Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 1 of the Act entitled 'An Act for the grading and classification of clerks in the Foreign Service of the United States of America, and providing compensation therefor', approved February 23, 1931, as amended, is hereby amended to read as follows:

" 'Sec. 1. The administrative, fiscal and clerical personnel of the Foreign Service of the United States of America shall be graded and classified as follows, and shall receive, within the limitation of such appropriations as the Congress may make, the basic compensation specified, and shall, within the salary range indicated, be entitled to administrative promotions in compensation which shall be made, within the limitations of the appropriations made by the Congress, under such rules and regulations as the President may prescribe: *Administrative Officers.* Class I, $4,600 to $5,600; Class II, $3,800 to $4,600; Class III, $3,500 to $4,100. *Administrative Assistants.* Class I, $3,200 to $3,800; Class II, $2,900 to $3,500; Class III, $2,600 to $3,200. *Clerks.* Class I, $2,300 to $2,900; Class II, all clerks whose compensation as fixed by the Secretary of State is less than $2,300 per annum.'

"Sec. 2. That section 3 of the Act of February 23, 1931, as amended, is amended to read as follows: 'Sec. 3. The Secretary of State is hereby authorized to grant at all posts, allowances for living quarters, heat, light, fuel, gas and electricity, and at posts where in his judgment it is required by the public interests for the purpose of meeting the unusual or excessive costs of living ascertained by him to exist, to grant post allowances to clerks assigned there and also to other employees of the Foreign Service of the United States who are American citizens, within

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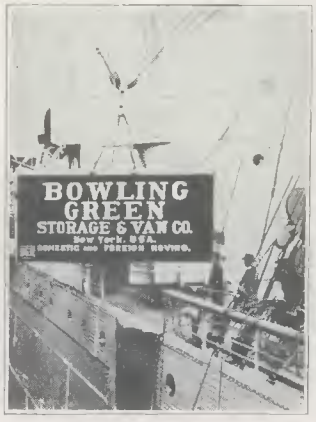

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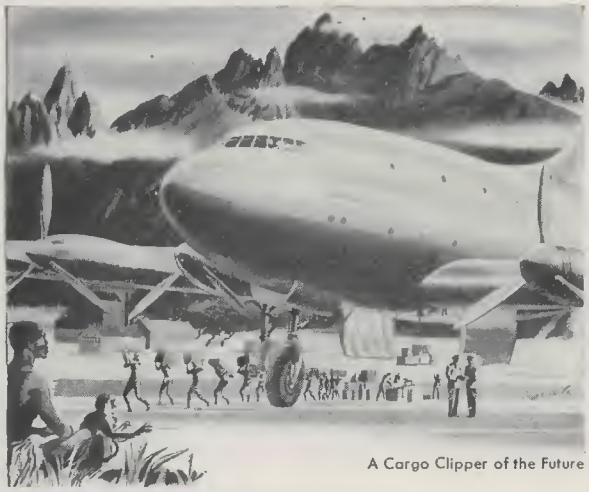

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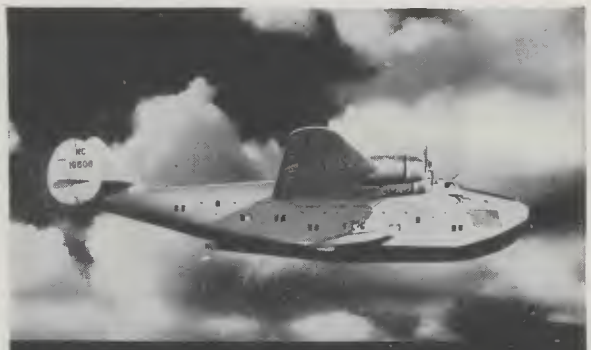

THE SYSTEM OF THE CLIPPERS

such appropriations as Congress may make for said purpose: *Provided*, That all such allowances shall be accounted for to the Secretary of State in such manner and under such rules and regulations as the President may prescribe, and the authorization and approval of such expenditures by the Secretary of State as complying with such rules and regulations shall be binding upon all officers of the Government: *Provided, however*, That all such allowances and the reasons therefor shall be reported to the Congress with the annual budget.'

"Sec. 3. That paragraph (a) of section 10 of the Act of February 23, 1931, as amended, is hereby amended to read: 'Sec. 10 (a). The officers in the Foreign Service of the United States shall hereafter be graded and classified as follows, with the salaries of each class herein affixed thereto, except as increases in salaries are authorized in section 33 of this Act: Ambassadors and Ministers, as now or hereafter provided: Foreign Service officers as follows: Class I, $9,000 to $10,000; Class II, $8,000 to $8,900; Class III, $7,000 to $7,900; Class IV, $6,000 to $6,900; Class V, $5,000 to $5,900; Class VI, $4,500 to $4,900; Class VII, $4,000 to $4,400; Class VIII, $3,500 to $3,900; unclassified, $2,500 to $3,400; *Provided, however*, That as many Foreign Service officers above Class VI as may be required for purposes of inspection may be detailed by the Secretary of State for that purpose.'

"Sec. 4. That section 10 of the Act of February 23, 1931, is further amended by adding at the end thereof the following new paragraph (c): 'Sec. 10 (c). The Secretary of State is hereby authorized to assign for special duty as officers of the Foreign Service for non-consecutive periods of not more than four years, qualified persons holding positions in the Department of State, and at his request, qualified persons holding positions in any other department or agency of the United States who have rendered not less than five years of Government service, and persons so assigned shall be eligible during the periods of such assignment to receive the allowances authorized by the provisions of section 11 of this Act. Persons assigned under the authority of this section shall be eligible to receive all benefits provided by Civil Service law and regulation in the same manner and subject to the same conditions as though they were serving in their regular Civil Service positions and upon termination of their assignment shall be reinstated in the respective department or agency from which loaned. The salaries and allowances of such persons shall, notwithstanding the provisions of any other law, be paid throughout the periods of such assignments from the appropriations provided for the Department of State.'

"Sec. 5. That section 12 of the Act of February

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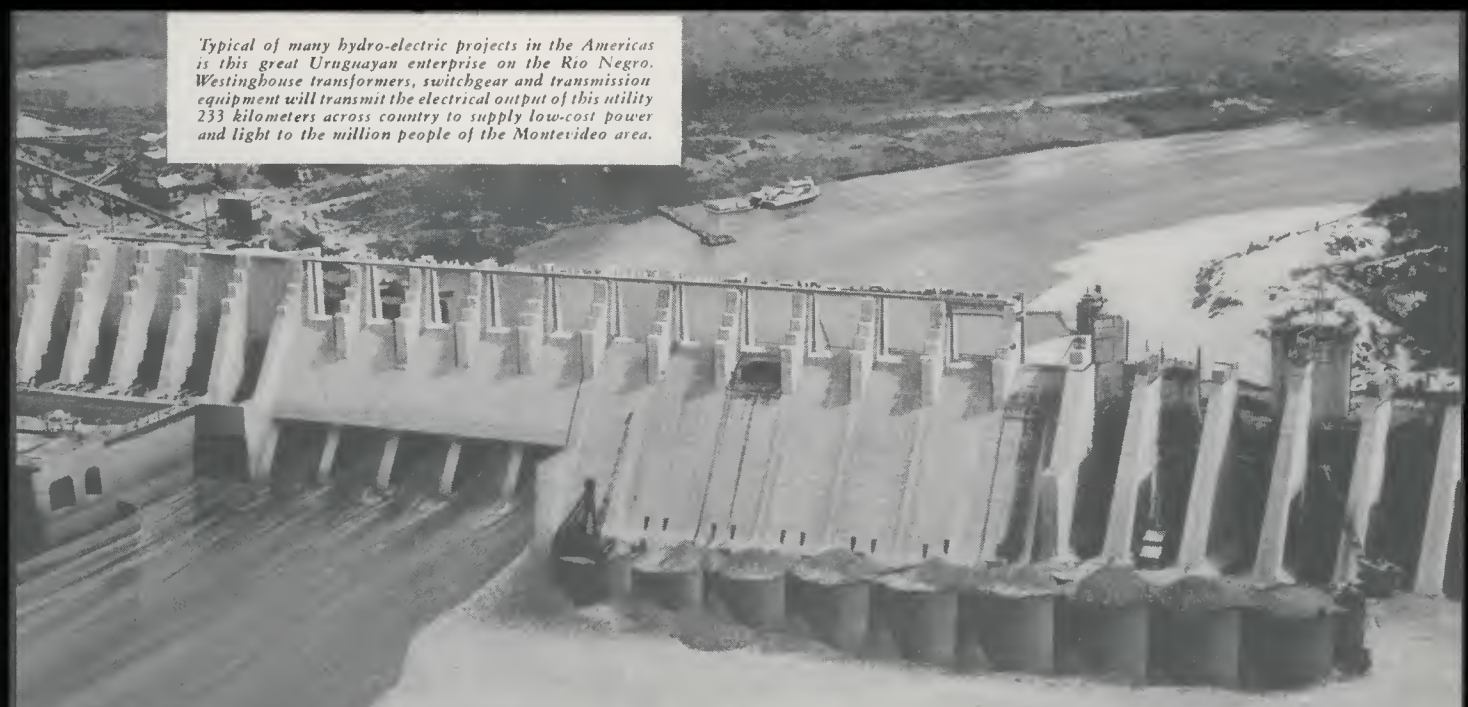
23, 1931, is amended to read as follows: 'Sec. 12. Hereafter appointments to the position of Foreign Service officer shall be made after examination, and officers so appointed, except as hereinafter provided, shall serve a suitable period of probation in an unclassified grade, or, under such rules and regulations as the President may prescribe, after ten years continuous service in an executive or quasi-executive position in the Department of State, by transfer therefrom or, to meet the immediate need for special technical and scientific personnel by transfer of such personnel, from the Foreign Service Auxiliary or the administrative, fiscal or clerical personnel of the Foreign Service or from among the personnel of other departments or agencies who have rendered not less than ten years of Government service and who have demonstrated special qualifications upon assignment for special duty under the authority of section 5 of this Act, by appointment and commission with designations appropriate to the professional, scientific or technical duties to be performed, directly to a classified grade commensurate with the candidate's age, qualifications and experience: *Provided*, That the personnel appointed without requirement of probationary tenure in an unclassified grade shall not exceed at any time in number 5 per cent of the total number of the Foreign Service officers for whom provision is annually to be made by the Congress; *Provided further*, That no person shall be eligible for appointment as a Foreign Service officer who is not an American citizen and who shall not have been such at least fifteen years; *Provided further*, That reinstatement of Foreign Service officers separated from the classified service by reason of appointment to some other position in the Government service may be made by Executive order of the President under such rules and regulations as he may prescribe. All appointments of Foreign Service officers shall be by commission to a class and not by a commission to a particular post, and such officers shall be assigned to posts and may be transferred from one post to another by order of the President as the interests of the Service may require; *Provided*, That the classification of secretaries in the Diplomatic Service and of consular officers is hereby abolished without, however, in any wise impairing the validity of the present commissions of secretaries and consular officers.'

"Sec. 6. Section 14 of the Act of February 23, 1931, is amended to read as follows: 'Sec. 14. That the Secretary of State is directed to report from time to time to the President, along with his recommendations, the names of those Foreign Service officers who by reason of efficient service have demonstrated special capacity for promotion to the grade of minister or ambassador and the names of those Foreign Service officers and clerks and officers and employees in the Department of State who by reason of efficient service, an accurate record of which shall be kept in the Department of State, have demonstrated special efficiency, and also the names of persons found upon taking the prescribed examination to have fitness for appointment to the Service, and any Foreign Service officers who may hereafter be promoted to a higher class within the classification prescribed in section 10 of this Act, as amended, shall have the status and receive the compensation attaching to such higher class from the date stated in his commission as the effective date of his promotion to such higher class.'

"Sec. 7. Section 16 of the Act of February 23, 1931, is amended to read as follows: 'Sec. 16. That every secretary, consul general, consul, vice consul or Foreign Service officer and, if required, any other officer or employee of the Foreign Service or of the Department of State before he enters upon the duties of his office shall give to the United States a bond in such form and in such penal sum as the Secretary of State shall prescribe, with such sureties as the Secretary of State shall approve, conditioned without division of penalty for the true and faithful performance of his duties including (but not by way of limitation) certifying vouchers for payment, accounting for, paying over, and delivering up of all fees, monies, goods, effects, books, records, papers and other property that shall come to his hands or to the hands of any other person to his use as such officer or employee under any law now or hereafter enacted and for the true and faithful performance of all other duties now or hereafter lawfully imposed upon him as such officer or employee, and such bond shall be construed to be conditioned for the true and faithful performance of all official duties of whatever character now or hereafter lawfully imposed upon him, or by him assumed incident to his employment as an officer or employee of the Government; *Provided*, That notwithstanding any other provisions of law, upon approval of any bond given pursuant to this Act, the principal shall not be required to give another separate bond conditioned for the true and faithful performance of only a part of the duties for which the bond given pursuant to this Act is conditioned; *Provided further*, That the operation of no existing bond of a Foreign Service officer or vice consul shall in any way be impaired by the provisions of sections 1-23, 23f-23 l, Title 22 of the U. S. Code; *Provided further*, That the bond of a Foreign Service officer shall be construed to be conditioned for the true and faithful performance of all acts of such officer incident to his office re-



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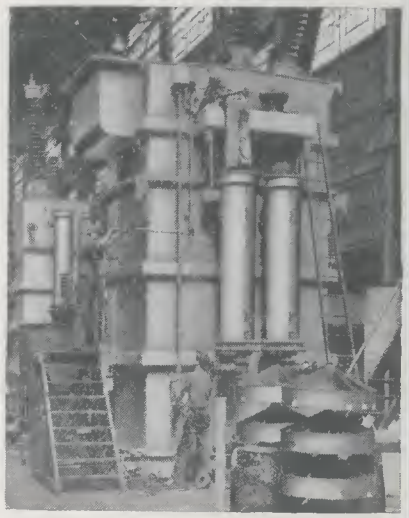

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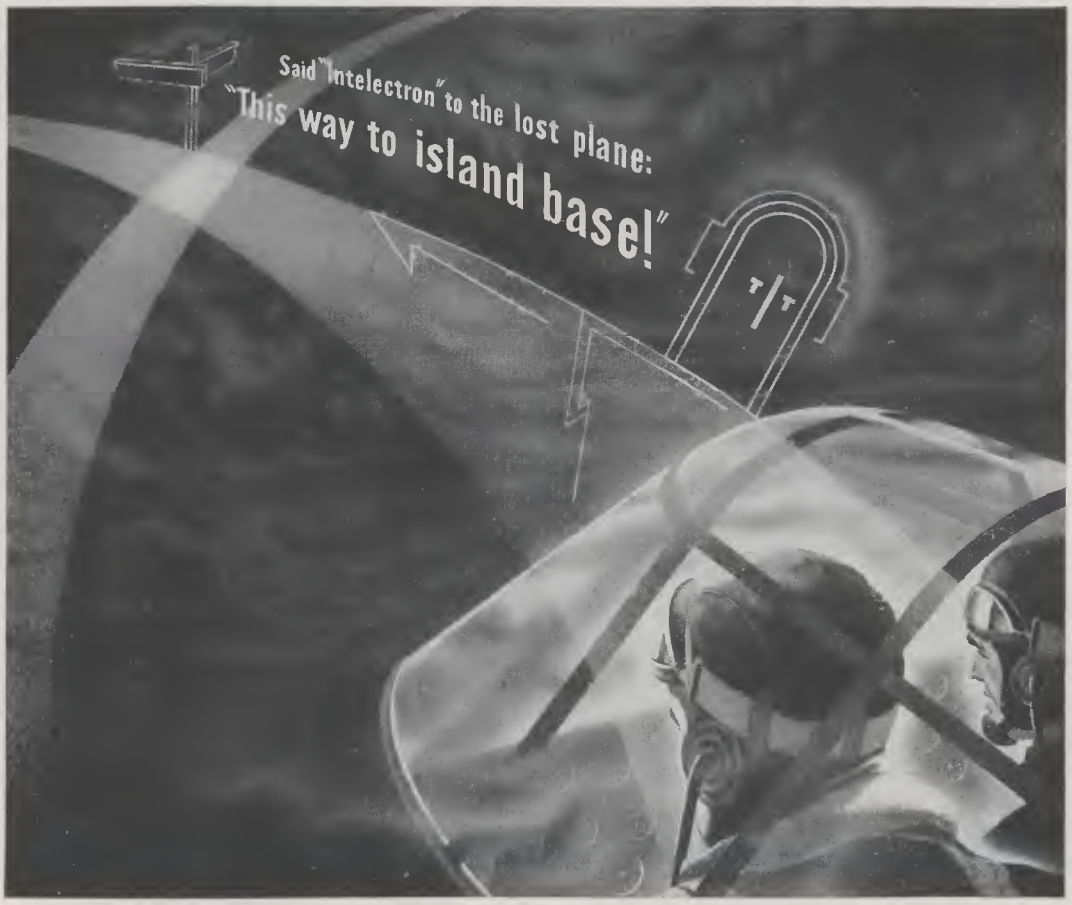

Through the vast distance of the Pacific
And through its fog and storm and night
A lone plane gropes
For a lonely island base
Like a tired circling gull
Uncertain where to light

Little fuel . . .
Long silence . . .
But better than the dread word—
"Lost" . . .

* *

One crew member has not given up hope
He is the radio man
Coaxing his near-human robot
Of dials and tubes and wire . . .
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With his electronic voice
And listening to its stillness
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Another robot is on the job
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Straining his ears
For the overdue transport
And throwing his guiding beam
Across the waves

Then . . . faintly at first . . .
Voice and ears make contact
A traffic signal flashes in the sky
A pathway opens through the clouds
And in less time than it takes to tell
The war bird is nesting in its base

* *

These days *"Intelectrons"*
Are directing the traffic of war
One happy day
They'll guide the commerce of peace

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gardless of whether commissioned as diplomatic, consular or Foreign Service officer. The bonds herein mentioned shall be deposited with the Secretary of the Treasury: *Provided further*, That nothing herein contained shall be deemed to obviate the necessity of furnishing any bond which may be required pursuant to the provisions of the Subsistence Expense Act of 1926, as amended.'

"Sec. 8. Section 19 of the Act of February 23, 1931, is amended to read as follows: 'Sec. 19. Under such regulations as the President may prescribe and within the limitations of such appropriations as may be made therefor, which appropriations are authorized, ambassadors, ministers, diplomatic, consular and Foreign Service officers may be granted allowances for living quarters, heat, light, fuel, gas and electricity; for representation; and also post allowances wherever the cost of living may be proportionately so high that in the opinion of the Secretary of State such allowances are necessary to enable such diplomatic, consular and Foreign Service officers to carry on their work efficiently; *Provided*, That all such allowances shall be accounted for to the Secretary of State in such manner and under such rules and regulations as the President may prescribe and the authorization and approval of such expenditures by the Secretary of State as complying with such rules and regulations shall be binding upon all officers of the Government; *Provided further*, That the Secretary of State shall report all such expenditures annually to the Congress with the budget estimates of the Department of State.'

"Sec. 9. Section 21 of the Act of February 23, 1931, is amended to read as follows: 'Sec. 21. That any Foreign Service officer may be assigned for duty in the Department of State or in any department or agency of the Government in the discretion of the Secretary of State without loss of class or salary, such assignment to be for a period of not more than three years unless the public interest demands further service, when such assignment may be extended for a period not to exceed one year, upon completion of which four-year assignment and reassignment to the field, he may not again be assigned for duty in the Department of State or in any other department or agency of the Government until the expiration of at least three years of field duty. Any ambassador or minister, or any Foreign Service officer of whatever class, detailed for duty in connection with trade conferences, or international gatherings, congresses or conferences, or for other special duty not at his post or the Department of State, except temporarily for purposes of consultation, shall be paid his salary and expenses of travel and subsistence at the rates prescribed by law.'

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"Sec. 10. Section 31 of the Act of February 23, 1931, is amended to read as follows: 'Sec. 31. There shall be in the Department of State a Board of Foreign Service Personnel for the Foreign Service, whose duty it shall be to recommend promotions in the Foreign Service and to furnish the Secretary of State with lists of Foreign Service officers who have demonstrated special capacity for promotion to the grade of minister or ambassador. The board shall be composed of not more than three Assistant Secretaries of State, one of whom shall be the Assistant Secretary of State having supervision over the Division of Foreign Service Personnel and who shall be chairman, an officer of the Department of Commerce designated by the Secretary of Commerce and acceptable to the Secretary of State and an officer of the Department of Agriculture designated by the Secretary of Agriculture and acceptable to the Secretary of State. The officer of the Department of Commerce shall sit as a member of the board only when nominations and assignments of commercial attaches, the selection or assignment of Foreign Service officers for specialized training in commercial work or other matters of interest to the Department of Commerce are under consideration; the officer of the Department of Agriculture shall sit as a member of the board only when nominations and assignments of agricultural attaches, the selection or assignment of Foreign Service officers for specialized training in agricultural work or other matters of interest to the Department of Agriculture are under consideration. The Chief of the Division of Foreign Service Personnel of the Department of State and one other member of that division may attend the meetings of the board and one of them shall act as secretary but they shall not be entitled to vote at its proceedings. No Foreign Service officer below class I shall be assigned as Chief of the Division of Foreign Service Personnel, nor shall such officer be given any authority except of a purely advisory character over promotions, demotions, transfers or separations from the service of Foreign Service officers. The Director of the Office of Foreign Service Administration shall be assigned from among officers of the Foreign Service, but no Foreign Service officer below class I shall be so assigned.'

"Sec. 11. Revised Statutes 1699, 1700 and 1701 are hereby repealed.

"Sec. 12. Section 7 of the Act of February 5, 1915 (38 Stat. 807), restricting the transaction of business by diplomatic officers, shall apply, with the exception of consular agents, to all officers and employees of the Foreign Service."

VISITORS

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

	February
Richard Butrick, Chile	3
Winifred W. Tyson, Casablanca	4
R. C. Burton, Chungking	4
R. English	4
Paul E. Rink, Panama	5
Mary Willis McKenzie, London	5
John B. Bushman, Wellington	5
James H. Lewis, London	5
C. Porter Kuykendall	7
Frances Whitney	7
Mildred A. Holt	7
Karl L. Rankin	7
A. Edith Abell, London	7
Wahlton Ashford	7
Georgia Martinor	7
John Davies, Chungking	7
Jeff D. Mathews, Cairo	7
Joseph Walker, Montevideo	7
Charles H. Whitaker, Manila	8
W. Horton Schoellkopf, Jr., Beirut	8
Dolores Ferguson	8
Claude E. Hobbs, Jr., Quito	9
Alton V. Freeman, San José	9
Jessie Mann, Algiers	10
Robert B. Streeper, Department	10
Ralph A. Jones, Rio	11
John A. Embry, Chile	11
Robert Peter Laxalt, Belgian Congo	12
Leonard E. Dawson, Department	12
Catherine Cooke	14
Theodore C. Weber, Ciudad Trufljilla	14
Roderic Crandall, Rio	14
Martin J. Hillenbrand, Lima	14
John M. Allison, London	14
Mary L. VerKanlen, Managua	14
Charles L. Luedtke, San José	15
Jane Williams, Madrid	16
Helen F. Hayes, Madrid	16
Harold C. Spiegel, London	16
Irene M. Murphy, Buenos Aires	16
Elsie A. Forbes, Madrid	16
Flora L. Mason, Madrid	16
David I. Ferber, Madrid	16
Arline L. French, London	17
A. W. Klieforth	17
Mary C. Doyle, London	17
Homer Brett, Retired	17
Laurence L. Davis, Tunis	17
Barbara R. Warrell, Stockholm	17
A. Edith Abell, London	17
Helen Margaret Bardi, Stockholm	17
Ann M. Schmid, Stockholm	17

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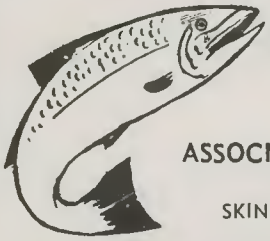

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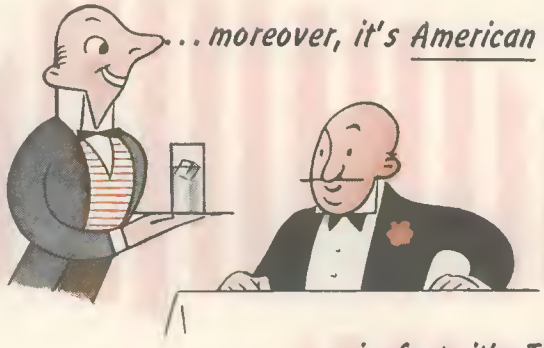
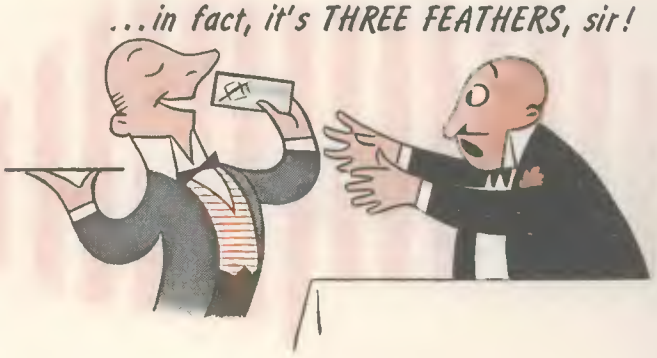
EDITORS' COLUMN

(*Continued from page* 186)

eign Service, in our opinion it would be in the interest of the Government carefully to review the list of junior officers who have up to now been held back and to determine whether any officer in this group was better qualified to undertake, with adequate assistance from new recruits and expansion of the administrative service, the responsibilities which it is proposed to assign to approximately 40 men who, without previous experience in the Foreign Service, are to be given high responsibility.

The Journal wishes to express its appreciation to Mr. Shaw and the other Departmental and Foreign Service Officers who have given much time and thought to the proposed legislation which, if approved by Congress, will in the opinion of the JOURNAL on the whole strengthen the Service. At the same time we believe that there will now devolve upon those officials charged with the implementation of the new provisions direct responsibility of maintaining for the Service through careful administration the standards and character which the Rogers Act aimed to achieve.





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