

JA - M. Pickover

The AMERICAN FOREIGN SERVICE JOURNAL

VOL. 22, NO. 10

OCTOBER, 1945

DEAN ACHESON TAKES OATH AS UNDER SECRETARY OF STATE





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CONTENTS

Cover Picture:

The Honorable Dean Acheson was sworn in as Under Secretary of State on August 27, 1945, by F.S.O. James McKenna, Special Assistant to the Director of Office of Public Affairs, in the presence of Secretary Byrnes.

| | |
|--|----|
| The Berlin Conference | 7 |
| <i>By George V. Allen</i> | |
| Vindication of John S. Service | 12 |
| <i>By Garnett D. Horner</i> | |
| Public Relations—The Spearhead of Diplomacy.... | 15 |
| <i>By Francis Russell</i> | |
| Statement of Ownership, Management, Circulation, etc. | 16 |
| Statistical Survey of the Foreign Service, Part I.... | 17 |
| <i>By Daniel Gaudin, Jr.</i> | |
| Suggestions for Improving the Foreign Service and Its Administration to Meet Its War and Post-War Responsibilities | 20 |
| <i>By Charles A. Bay</i> | |
| Mr. Bevin at the Foreign Office | 23 |
| <i>From the New Statesman and Nation</i> | |
| Editors' Column: Foreign Service Emergency Recruitment | 24 |
| Draft of a Special Manpower Bill | 25 |
| Press Comment | 26 |
| Births | 27 |
| Marriages | 27 |
| In Memoriam | 27 |
| News from the Field | 28 |
| The Bookshelf | 30 |
| Americans in Paris—1945 Version | 32 |
| <i>By Dudley Harmon</i> | |
| Return to the Department?..... | 34 |
| <i>By Major Claude Bowring Morris</i> | |
| Service Glimpses | 35 |
| Promotions | 36 |
| Staff of the Embassy at Port-au-Prince, Photo.... | 38 |
| How the British Do It..... | 43 |
| Visitors | 68 |

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INDEX FOR ADVERTISERS

| | |
|---|----------------|
| American Eastern Corp. | 47 |
| American Security and Trust Company | 37 |
| Arabian American Oil Co. | 63 |
| Association of Pacific Fisheries | 65 |
| Aviation Corporation, The | 42 |
| Bacardi | 59 |
| Barr Shipping Co. | 1 |
| Bellows and Co., Inc. | 41 |
| Bowling Green Storage & Van Co. | 5 |
| Calvert School | 65 |
| Campbell, W. D. & Co. | 65 |
| Chase National Bank | 64 |
| Curtiss Wright, Propeller Division | 61 |
| Douglas Aircraft Company | 57 |
| Firestone Tire and Rubber Co. | 6 |
| Goodyear | 55 |
| Grace Line | 43 |
| Harris & Ewing | 64 |
| International Telephone & Telegraph | 44 |
| Leggett, Francis H., & Company | 4 |
| Liggett & Myers Tobacco Co. | 2 |
| Mayflower Hotel | 46 |
| Montgomery Ward | 3 |
| National City Bank | 58 |
| National Distillers Corp. | 50 |
| National Geographic Magazine | 53 |
| Pan-American Airways, Inc. | 49 |
| Schenley Products | H & III COVERS |
| Security Storage Company of Washington | 37 |
| Socony-Vacuum Oil Co., Inc. | 60 |
| Southern and Standard Engravers | 62 |
| Texaco Petroleum Products | 54 |
| T.W.A. | 39 |
| Tyner, Miss E. J. | 65 |
| United Fruit Company | 61 |
| United States Fidelity and Guaranty Company | 63 |
| U. S. Steel | 52 |
| Waldorf-Astoria Hotel | IV COVER |
| Westinghouse | 56 |
| Wright Aeronautical Corp. | 51 |

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OCTOBER, 1945



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FOREIGN SERVICE CHANGES

The following changes have occurred in the American Foreign Service since July 20, 1945:

Theodore C. Achilles of Washington, D. C., First Secretary and American Vice Consul at London, England, has been designated First Secretary of Embassy and American Consul at the same place, and will continue in dual capacity.

Lawrence S. Armstrong of Penn Yan, New York, American Consul at Camaguey, Cuba, has been assigned Second Secretary of Embassy and American Consul at Lisbon, Portugal, and will serve in dual capacity.

John L. Bankhead of Greensboro, North Carolina, American Consul at Vancouver, British Columbia, Canada, has been assigned American Consul at Windsor, Canada.

H. Merrell Benninghoff of Rochester, New York, now in the Department of State, has been designated American Foreign Service Officer in the Staff of the United States Political Advisor on German Affairs at Hoechst, Germany.

Herbert P. Fales of Pasadena, California, Second Secretary of Embassy and American Vice Consul at London, England, has been designated Second Secretary of Embassy and American Consul at the same place, and will continue to serve in dual capacity.

F. Lester Sutton of Bridgeton, New Jersey, American Vice Consul at Basra, Iraq, has been designated American Consul at the same place.

Henry S. Waterman of Seattle, Washington, American Consul at Monterrey, Mexico, has been designated Consul General at the same place.

The following changes have occurred in the American Foreign Service since July 27, 1945:

Homer M. Byington of Norwalk, Connecticut, Second Secretary of Embassy and American Consul at Rome, Italy, has been designated First Secretary of Embassy and American Consul at same place and continues in dual capacity.

Philip M. Davenport of Chevy Chase, Maryland, American Vice Consul at Karachi, India, has been designated Second Secretary of Embassy and American Vice Consul at Habana, Cuba, to serve in dual capacity.

Ernest E. Evans of Rochester, New York, Secretary on the Staff of U. S. Representative on Advisory Council for Italy, has been assigned American Consul at Milan, Italy.

H. Coit MaeLean of Beaver Dam Farm, Virginia, Secretary on Staff of U. S. Representative on Advisory Council for Italy, has been assigned American Consul General at Milan, Italy.

John H. Madonne of Waco, Texas, Second Secretary of Legation at Bern, Switzerland, has been designated First Secretary of Legation at the same place.

Gerald A. Mokma of Leighton, Iowa, Second Secretary of Embassy and American Consul at Bogotá, Colombia, has been designated First Secretary of Embassy and American Consul at the same place and will continue in dual capacity.

Harold M. Randall of Fairfield, Iowa, Commercial Attaché at the Embassy at Asunción, Paraguay, has been assigned Commercial Attaché to Embassy at Madrid, Spain.

Guy W. Ray of Wilsonville, Alabama, Second Secretary of Embassy and American Consul at Mexico, D. F., has been designated First Secretary of Embassy and American Consul at the same place and will continue in dual capacity.

Francis L. Spaulding of Brookline, Massachusetts, Second Secretary of Legation and American Consul at Reykjavik, Iceland, has been assigned Second Secretary of Legation and American Consul at Stockholm, Sweden.

Llewellyn T. Thompson, Jr., of Los Animas, Colorado, Second Secretary of Embassy and American Consul at London, England, has been designated First Secretary of Embassy and American Consul at the same place and will continue to serve in dual capacity.

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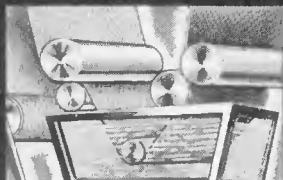
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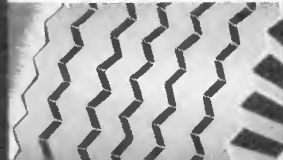
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THE AMERICAN FOREIGN SERVICE JOURNAL

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VOL. 22, NO. 10

WASHINGTON, D. C.

OCTOBER, 1945

The Berlin Conference

By GEORGE V. ALLEN, *Deputy Director, Office of Near Eastern and African Affairs*

WHILE historians are able to cite parallels for practically anything, they will find it hard to point to a meeting in past history equal either in importance or in dramatic setting to that which President Truman had with Prime Ministers Churchill and Attlee and Marshal Stalin from July 16 to August 1st at Potsdam (officially designated as "The Berlin Conference"). The scene of the Conference was amid the shattered ruins of the capital of the defeated enemy. Three powerful allies met to decide the treatment to be accorded the enemy peoples and to discuss means of continuing in peace the collaboration which had been maintained so successfully during war. Every human being in the world had a stake in the success of the meeting.

From the American point of view, the dramatic features were heightened by the fact that no President in our history, with the possible exception of Wilson, has been faced with international responsibilities of comparable importance during his term of office. Yet President Truman had hardly had time to get settled in the White House before these great responsibilities were thrust upon him, and Secretary of State Byrnes left for the Conference scarcely a week after taking his oath of office.

On the British side, the Conference was unique in that it was held after a general election had already taken place but before the votes were counted, necessitating the presence on the delegations of both

the existing Chief of Government and his election rival, to make possible the continuance of the Conference regardless of election results.

It may be added here that I heard no one in Potsdam seriously predict that the Churchill Government would be overthrown. There was a general expectation that the conservative majority would be much reduced, but when the returns started coming over the radio on July 26, the reaction of listeners registered at first unhelief, then, as the extent of the labor sweep became obvious, a slight bewilderment. Churchill had announced before returning to London for the election count that he and Mr. Attlee would return to the Conference "in such order as the people of Britain may decide," but no one seemed to take his remark very seriously. When the change of Government occurred one could not avoid wondering what might happen, when the Conference resumed for its final three days, to the many agreements which had been reached with Churchill.

While the returns were coming in, it was not difficult to judge the reactions of Americans and Britishers, from the expressions on their faces, but one could only guess what the Russians were thinking. Philip Moseley was the only member of the American delegation who had been in England during the election campaign and he came nearer predicting the results than the rest of us. He gave Attlee a slight possibility of returning as Chairman of the

British delegation, but even he was not prepared for the overwhelming labor victory.

It has been suggested that Mr. Churchill would not have agreed to hold the Conference during this period if he had had serious doubts of winning the election. His actions during the Conference, however, were meticulously correct as regards Mr. Attlee, and no one could justly accuse him, judging by his attitude, of not having been entirely genuine in including Mr. Attlee in the British delegation.

One might presume that the Soviet delegation, being undisturbed by either a recent change of government or a prospective one, enjoyed an advantage at the Conference. In practice, it made no difference, as far as I could observe. The manner in which both the Western Democracies carried on regardless of recent or immediate change was heartening to see. President Truman and Secretary Byrnes evidenced no difficulty in addressing their attention to such questions as what to do with a million Somalis of Italian East Africa or where the Polish boundaries should run, or whether reparations should be paid at once or in installments, and a dozen similar problems.

The State Department delegation included three men, Mr. Benjamin Cohen, Mr. Donald Russell and Mr. Walter Brown, who had been recently brought to the Department by Mr. Byrnes. His chief advisor on political matters was Assistant Secretary James C. Dunn. On Mr. Dunn's staff were Freeman Matthews, Director of the Office of European Affairs; Charles E. Bohlen, who served as advisor on Eastern European matters and principal interpreter for President Truman; James Riddleberger (Germany); Cavendish Cannon (Balkans); Llewellyn E. Thompson (Russia); Eugene Dooman (Japan); John Carter Vincent (China) and the writer (Near East and Africa). Charles Yost served as Secretary General of the American Delegation and R. Borden Reams as Chief Information Officer. Wilder Foote was concerned with the press communiqué.

Principal advisors to the Secretary on economic matters was Assistant Secretary of State William L. Clayton, whose staff included Emilio Collado, Director of the Office of Financial Affairs, and Emile Despres. Philip Moseley was called to Potsdam from London and served principally with the economic section of the delegation, dealing chiefly with the economic treatment of Germany and questions of reparations.

The bulk of the American delegation arrived in Potsdam by air three days before the conference opened. The President's party, which included the Secretary, Admiral Leahy, and Messrs. Cohen, Matthews and Bohlen, crossed the ocean by warship and

reached Potsdam by air two days later. Ambassador Davies arrived from England, Ambassador Harriman with Ed Page from Moscow, and Ambassador Murphy and staff from Frankfurt in time for the opening session. The Frankfurt staff, except the Ambassador, wore uniforms, to avoid incidents in a country so recently occupied. F.S.O.'s Heath, Muccio, Hodgdon and Laukhuff visited Babelsburg, looking very distinguished in military dress.

All three of the delegations were housed in a suburb of Potsdam called, not inappropriately, Babelsburg. The fact that the Ufa Film Studios were located in this area and many of the houses in which the members of the delegations lived belonged to German film executives and stars gave rise to considerable light conversation.

The Conference area was divided into three sectors. The American sector included the equivalent of eight or ten city blocks with sixty or seventy-five separate houses. None of the area had been damaged by the war and the quiet, homey residential suburb presented a striking contrast to the tremendous destruction in the nearby urban areas of Potsdam and Berlin.

About half the houses in the American sector were reserved for civilian personnel, including adequate space for additional officials who were called to the Conference, such as Ambassador Caffery, who brought with him from Paris Messrs. Labouisse, MacArthur and O'Shaughnessy, and Admiral Land, who arrived from Washington with two officials of the Maritime Commission in response to an urgent summons.

The other half of the area was occupied by the large military and naval contingents. Someone remarked as Generals Eisenhower and Marshall and Admirals Leahy and King came out of the Joint Chief of Staff offices together one day, "There go four of the five five-star men of the nation."

Since both Potsdam and Babelsburg were in the Soviet zone of occupation, the Russians acted as hosts for the Conference and were responsible for over-all security and for general arrangements. Some two weeks before the Conference opened Russian troops had moved into the Babelsburg area and ordered all of the German residents out of their houses on short notice. The Germans were permitted to take only their personal belongings, leaving the houses fully furnished. It was interesting to speculate, from the type of furniture, books, music, pictures and bric-a-brac, regarding the personality of the person in whose home one was living. One wondered, also, where the people had gone, at an hour's notice, with no telephones, taxis, trains or food. Every house had a well-kept vegetable and

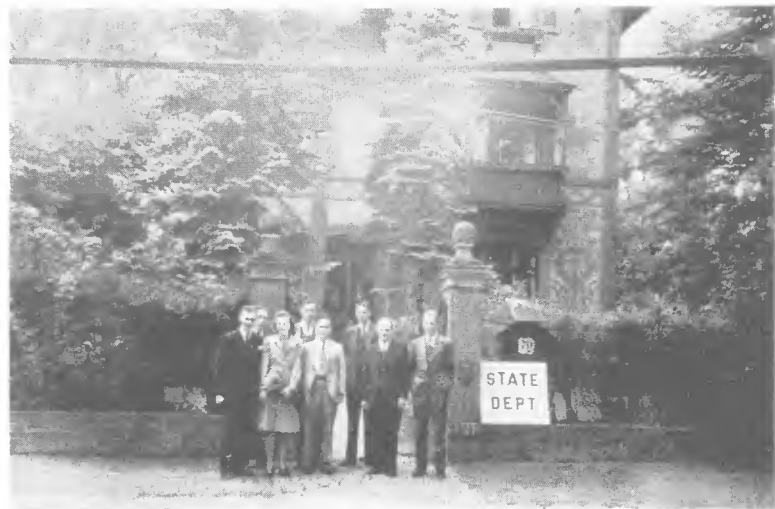
Courtyard of Cecilienhoff Castle, showing a star formed in the center by red begonias planted by Russian troops a few days before the conference opened.



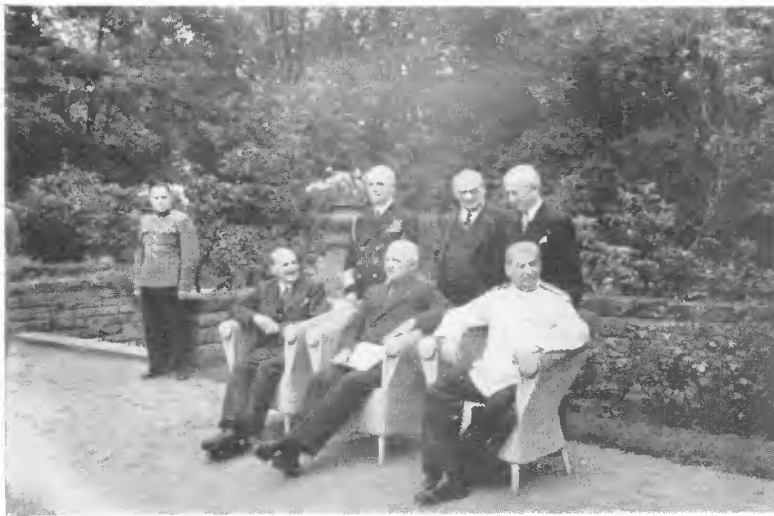
Members of the American delegation and staff. Front row, left to right: Judge Rosenman, Messrs. Cohen, Pauley, Davies, Dunn and Clayton.



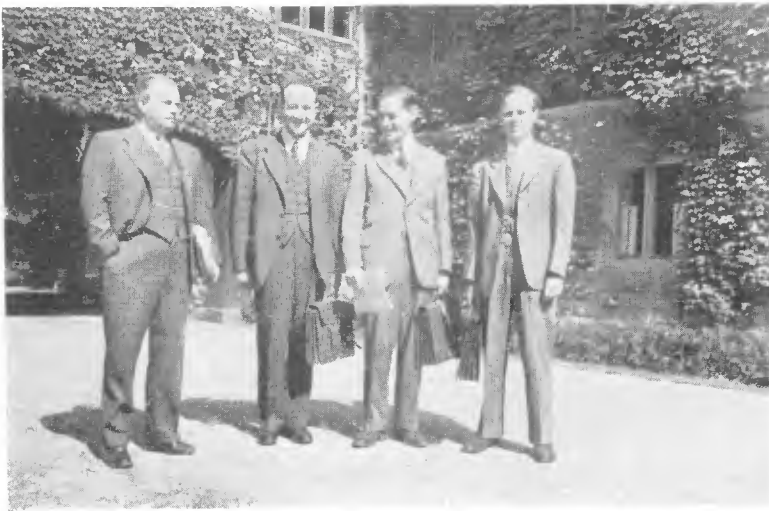
State Department Offices in Babelsberg. Left to right: Messrs. Griffin, Waddel, Miss Yovieh, Messrs. Ward, Graham, Beam, Reams and Yost.



Illustrations selected from photographs taken by Assistant Secretary James C. Dunn



Seated: Mr. Attlee, President Truman and Marshal Stalin.
Standing: Admiral Leahy, Mr. Bevin and Mr. Byrnes.



Four members of the American Delegation at Cecilienhoff Castle. Left to right: Messrs. Mathews, Cohen, Bohlen and Yost.



Conference in the garden outside of the house in which Asst. Secretaries Dunn and Clayton stayed. Left to right: Messrs. Heath, Collado, Moseley and Clayton.

fruit garden, which the German residents had been weeding up until two weeks before we arrived. One wondered who would pick the beans and potatoes and tomatoes our unknown hosts had planted.

Several of us (Cannon, Yost, Vincent, Dooman, Despres, and Colonel John Wise, Army Liaison Officer, and myself) were billeted together in a comfortable house with a pleasant garden. Fred Reinhardt and Jake Beam, members of Ambassador Murphy's staff, were with us from time to time. There was an excellent piano in the house, and Cannon's virtuosity at the keyboard, coupled with the convenient central location of our house and a ready supply of refreshments (thanks to the foresight of the U. S. Army) made our living room a pleasant rendezvous.

Next to us was the U. S. officers' mess, where we ate excellent Army food cooked and served by GI's.

A large house across the street from the residences of Assistant Secretaries Dunn and Clayton was set aside for offices and designated "The State Department." While each officer was provided with a desk and with first-rate secretarial and administrative assistance (detailed from Washington or from posts in Europe), most of the important discussions among the American delegation were with Mr. Dunn or Mr. Clayton across the street, where groups were in almost continuous session from 9:00 a.m. to midnight, except for the time spent at the formal sessions of the Conference.

The meetings of the three delegations were held at Cecilienhoff Castle, three or four miles from Babelsburg. The sessions were held in the ballroom of the Palace where there was a large round table at which the principal delegates of each nation sat. Behind the principal delegates sat the advisers and other persons concerned with the particular subject under discussion.

Normally two meetings of the three delegations were held each day. The first was at 11:00 a.m. of the Foreign Ministers and their staffs and the second at 4:00 p.m. among the Big Three; generally the same personnel was in attendance at both meetings, with the addition of the Chiefs of Government at the afternoon session. At the morning meeting an agenda for the main session to be held that afternoon was agreed upon. The Foreign Ministers discussed various items briefly and if accord could be reached, an agreed report was made to the Chiefs of Government at the beginning of the afternoon meeting, and no further discussions of those items was usually necessary.

Questions are often asked, by persons interested in such matters, as to the mechanics of conducting a conference of this nature. There were between

thirty and forty persons in the conference room at each session, but the Conference was in fact as in name a meeting of three men. At the Big Three sessions no one except the Chiefs of Delegations addressed remarks across the table, with the exception of an occasional statement by the Foreign Ministers. Everything said by President Truman was translated into Russian by Mr. Bohlen. Similarly, Mr. Churchill's remarks were translated by the chief interpreter of the British delegation, and all of Marshal Stalin's remarks were correspondingly put into English by his interpreter. Mr. Page translated for Mr. Byrnes at the morning sessions.

While the necessity for translations slowed the proceedings, it was of assistance in enabling whispered discussions to take place within the delegations during the interim. Documents and maps could be produced and factual information furnished by the advisers, and the official rapporteurs (Thompson and Reams for the United States) had more time in which to take their notes.

Of the three chief delegates, Prime Minister Churchill was the most emphatic speaker, with quick and sometimes amusing repartée. President Truman was outstanding for the genuineness of his tone and the strength of his arguments. Marshal Stalin spoke very quietly, in a tone so low that the members of our delegation who knew Russian (Bohlen, Page, Thompson and Moseley) had to strain to hear him. Stalin looked at the person to whom he was addressing his remarks, but he was of course aware that neither Truman nor Churchill understood Russian, so he had no need to worry whether they could hear him or not. The fact that Truman and Churchill had to speak loudly enough to be heard by each other as well as by their interpreters added to the general impression that Stalin, by comparison, was almost whispering.

Before the Conference opened, the three governments had already exchanged views through diplomatic channels regarding the subjects which the respective governments thought might appropriately be discussed at the meeting. There was no limitation, as far as I am aware, on the subjects which might be suggested for discussion. Naturally, each delegation took to the Conference studies, memoranda, and other documents on the subjects which that delegation had suggested for discussion and on other subjects which were known or thought likely to come up. Usually a delegation which had suggested a subject for the agenda prepared a brief special paper giving its views and recommendations, for distribution to the other delegations when the subject was reached on the agenda.

In the oral discussions, the delegation which had

(Continued on page 51)

Vindication of John S. Service

By GARNETT D. HORNER

THE only American Foreign Service Officer ever to be arrested on charges involving an alleged conspiracy to violate the Federal espionage statute has been completely vindicated.

Still somewhat mystified—along with a lot of other people—about why he was arrested in the first place, John Stewart Service is back on the job, with a choice assignment in Japan.

To show for his experience, he has letters of congratulation on his vindication from Secretary of State James F. Byrnes and former Undersecretary of State Joseph C. Grew, a batch of newspaper clippings condemning his arrest, a big lawyer's bill, and the memories of a little more than two months' leave with pay during which he established his innocence.

Mr. Service, a Class IV Foreign Service Officer who returned to Washington in April, 1945, from China where he had been attached to the staff of the commanding general of American forces in that theater, was arrested by Federal Bureau of Investigation agents on June 6. He was cleared formally on August 10 by a District Court Grand Jury.

Six persons altogether were accused by the F.B.I. of conspiring to violate a section of the espionage statute covering unauthorized possession or transmittal of national defense data. By the time the case got to the grand jury, the charge was simply conspiracy to "unlawfully take and remove Government records and files." Two others accused with Mr. Service also were cleared by the grand jury, which returned indictments against the remaining three.

The grand jury found there was no evidence to warrant indictments against Mark Julius Gayn, a free lance writer, and Miss Kate Louise Mitchell, a co-editor of *Amerasia*, a magazine specializing in Far Eastern political affairs, as well as Mr. Service.

The three indicted on charges of feloniously conspiring between March, 1944, and June 7, 1945, to "embezzle, steal and purloin" Government documents "relating, among other things, to the national defense, the conduct of the war and to domestic and foreign policy and economic policies," were:

Emmanuel Sigurd Larsen, formerly employed in the Office of

Far Eastern Affairs of the Department of State.

Lt. Andrew Roth, formerly on duty in the Office of Naval Intelligence.

Philip Jacob Jaffe, editor of *Amerasia*.

The indictments charged that documents taken from Government files were turned over to Mr. Jaffe.

Mr. Jaffe later was fined \$2,500 on a plea of guilty. When the JOURNAL went to press, the cases of Mr. Larsen and Lt. Roth were awaiting action on defense motions to quash the indictments.

The documents involved—described as "reports, memoranda, correspondence, notes, communications, writings, maps, plans, files and information"—were alleged to have belonged to the Department of State, Navy Department, War Department, Office of Strategic Services, Office of War Information, Federal Communications Commission "and other departments and agencies."

Investigation resulting in the arrests began in Washington in March, 1945—before Mr. Service had returned to Washington from China.

Newspaper correspondents were told that the investigation was started when someone noticed that an article appearing in *Amerasia* contained the verbatim text of parts of a secret OSS report. The matter was turned over to the Federal Bureau of Investigation.

When the Federal Bureau of Investigation made its arrests on June 6, Mr. Grew, then Acting Secretary of State, issued a statement to the press, which said, in part:

"Officers of the Department of State have for some time been giving special attention to the security of secret and confidential information. A few months ago it became apparent that information of a secret character was reaching unauthorized persons not only from the Department of State but from the Department of the Navy as well. After consultation with the Department of the Navy, the Federal Bureau of Investigation

was requested to conduct a thorough investigation of the matter. For the past two and a half months the three departments have been working together to determine how this official secret data was obtained

The author is the Washington *Star* reporter covering the State Department. For a year and a half in 1943-44 he was on leave of absence from his paper when assigned in the Foreign Service Auxiliary as Press Attaché to Ambassador Robert D. Murphy, U. S. Political Adviser to the Supreme Allied Commander in the Mediterranean Theatre.

by unauthorized persons.

"The investigation has resulted in the arrest by Special Agents of the FBI of six persons who are to be taken before United States Commissioners in Washington and New York on charges of conspiring to violate Section 31, Title 50, USCA, which covers the unauthorized possession or transmittal of national defense data."

From all that can be determined, the State Department had left details of the investigation entirely up to the F.B.I. Mr. Grew said he did not know the names of the individuals suspected by the F.B.I. until a week before the arrests were made. He was "inexpressibly shocked" that Mr. Service was involved in the case by the F.B.I.

He was no more shocked than Mr. Service himself, his many friends in and out of the Foreign Service and others familiar with his record as an outstanding young Foreign Service Officer. His excellent record was attested by the fact that he had been given a double promotion—from Class VI to Class IV—on May 16, three weeks before he was arrested.

It did not take Mr. Service long to convince the Justice Department that a blunder had been made in accusing him, but his formal vindication had to await the grand jury hearing. In the meantime, at liberty under \$10,000 bond, he drew his salary on leave—taking only a part of the leave accumulated during war-time years in the field.

A group of friends made up a \$500 fund to pay the costs of his bond, but Mr. Service was out of pocket a good part of a year's salary for his lawyer's fee and other expenses incident to the case.

On the day after his grand jury vindication, Mr. Service was called before the Foreign Service Personnel Board which decided to return him to duty as of August 13. He was assigned to the Division of Chinese Affairs for what Secretary of State Byrnes termed "important work" in connection with Far Eastern Affairs.

After a little more than three weeks in this Division, he was picked to go to Tokyo as a member of the staff of George Atcheson, Jr., acting United



Foreign Service Officer
John S. Service

States Political Adviser to the Supreme Commander for the Allies in Japan.

A specialist on China, his work in Japan was expected to involve mainly liaison with Chinese officials on political aspects of Japanese occupation problems.

Mr. Service, now 36 years old, was born of American parents in Chengtu, China, and entered the Foreign Service as a clerk in the Consulate at Yunnanfu in 1933. He won appointment as a Foreign Service Officer in 1935, serving at Peiping, Yunnanfu, Shanghai, Nanking and Chungking.

In August, 1943, he was detached from the Chungking Embassy staff and detailed to service with the Army in an informal political advisory capacity. This work took him to

Yenan, headquarters of the Chinese Communist forces in North China, for contact with the Communist leaders on behalf of the Allied military forces. He was ordered back to Washington in April of this year, was on consultation in the Office of Far Eastern Affairs for about a month and then was assigned to the Office of the Foreign Service for work in connection with planning expansion of the Foreign Service.

Soon after his return to Washington, Mr. Service met Mr. Jaffee at a dinner given by Lt. Roth, at which most of the guests were interested in the Far East in one way or another. As is the fate of any Foreign Service Officer returning from a "hot spot," Mr. Service was sought out by newspaper and magazine writers for "background" on China, and among them were Mr. Jaffe and writers for *Amerasia*. Mr. Service knew that the Department of State encourages the giving of background information to journalists and of course saw nothing wrong in these contacts.

Talking for background is far different, however, from transmitting classified documents to unauthorized persons, and Mr. Service fully established his innocence of having anything to do with the alleged document thefts.

At the time Mr. Service met Mr. Jaffe and other principals in the case, they apparently were being shadowed by F.B.I. agents and the mere fact of his

association with them inadvertently got him involved in the F.B.I. suspicions. The grand jury action made it obvious that there was not even enough evidence against him to warrant a trial.

By the official record, it was only coincidence that *Amerasia* had been critical of the State Department concerning policy in the Far East.

Beseeching more support of the North China Communist forces, the magazine had criticized particularly the policy of supporting only Chiang Kai-Shek's national government. It also had published an article bitterly critical of Maj. Gen. Patrick J. Hurley, American Ambassador to China. There were unconfirmed reports in the press that Mr. Service had not "got along" with Ambassador Hurley and had been ordered back to Washington at the request of the Ambassador.

Although such things did not enter into the grand jury proceedings, they were in the background of considerable press discussion that followed the arrests of Mr. Service and the five other persons. A part of the press suspected that persecution of critics of Government policy might have something to do with the case.

This press discussion caused Mr. Grew to tell a news conference on June 15:

"There was no consideration whatever of any ideas or ideals held by any individual concerned. The investigation was requested to determine the facts about a substantial traffic in secret documents affecting the national defense. . . . From the beginning of the investigation, the whole matter has been in the hands of the Department of Justice. . . . Personally, I did not know the names of any of the individuals involved until I was told on May 30."

Despite such denials, the suspicion of political motivation in the prosecution persisted with some sections of the press.

Under the headline "Suspicion Justified," the New York *Herald Tribune* commented editorially on August 12:

"Suspicion that the criminal law was being used for political purposes was aroused when three government officials and three journalists were arrested some weeks ago for possession of secret government documents. The suspicion was expressed in these columns, as well as elsewhere, and it now appears that it had considerable justification. . . . Despite the great fanfare of publicity with which the arrests were announced, it turns out that there is not enough evidence against the three (cleared by the grand jury) to take into a courtroom.

"All six of those arrested were critics, ranging in viewpoint from liberal to left wing, of American

policies in the Orient. It was this fact which aroused such strong doubts about the case. The unwillingness to accept the accusations made by the F.B.I. and the State Department was strengthened by the high reputation of several of those arrested. This was especially true in the case of John S. Service. . . .

"If the evidence was so weak that not even an indictment could be obtained—let alone a conviction—why was a man like Mr. Service arrested? Was there a political reason? Or were those responsible for the arrest so incompetent that they could not distinguish good evidence from bad?"

The Washington *Post* said editorially on August 21 that the release of the three persons cleared by the grand jury has fortified the feeling that "the action of the State Department had a political motivation."

"Leaks of so-called secret memoranda," the *Post* added, "are by no means uncommon in Government departments. This is so well known that the fact that this was the only case to be taken up gave it the appearance of persecution."

The day after the arrests Mr. Grew told a news conference:

"I should like to emphasize that the arrest last night of the men involved is one result of a comprehensive security program which is to be continued unrelentingly in order to stop completely the illegal and disloyal conveyance of confidential and secret information to unauthorized persons."

There has been no further word on progress of this investigation. In news conferences following the grand jury action, Secretary Byrnes has said he did not know anything about it.

On August 22, Mr. Byrnes made public letters written by him and Mr. Grew to Mr. Service on August 14.

Mr. Byrnes' letter read:

"My dear Mr. Service:

"I am advised that the Grand Jury, after hearing the testimony of witnesses, has found nothing to warrant an indictment against you.

"One of the fundamentals of our democratic system is the investigation by a Grand Jury of criminal charges. By that process you have been cleared.

"I am advised that at the time of your arrest you were placed on leave of absence with pay. I am happy to approve the recommendation of the personnel board that you be returned to active duty. You have now been reassigned to duty in the Department for important work in connection with Far Eastern Affairs.

"I congratulate you on this happy termination of your ordeal and predict for you a continuance of

(Continued on page 40)

Public Relations - The Spearhead of Diplomacy

By FRANCIS RUSSELL, *Chief, Division of Public Liaison*

THE American people are no longer taking their foreign policy for granted. They want to know more about it, how it is arrived at, how it is carried out. They want to know more about the men and women who represent this Nation in foreign lands. The war and, now, concern about the establishment and maintenance of lasting peace are, of course, mainly responsible for this increasing interest in their relationships with the peoples of other countries.

This growing interest imposes upon the Department of State a corresponding responsibility to keep the public better informed on foreign affairs and, in turn, to make foreign policy more responsive to American public opinion.

President Roosevelt stressed the importance of this democratic process in government when he said:

"The people of a democracy are entitled to the essential facts and the government of a democracy must continuously have, in critical times as well as in peaceful times, the benefit of enlightened public criticism and enlightened public understanding."

And in applying this principle specifically to foreign affairs former Secretary of State Cordell Hull said:

"Back of the states-

men are the great forces of public opinion which, in the final analysis, fashion policies that the statesmen put into effect."

The Division of Public Liaison was set up in February 1944 as a means of establishing a closer communication between the people and their State Department.

This Division was originally made responsible for:

(1) the Department's relations with private groups and organizations interested in the formulation of foreign policy;

(2) the collection and analysis of materials relating to public attitudes on foreign policy questions;

(3) assistance to the officers of the Department in the interpretation of foreign policy to the public; and

(4) the handling of correspondence expressing public views on foreign policy.

In carrying out function number three, the Division has developed a close working relationship with the various public media of information, the feature press, magazines, radio, motion pictures, and the public platform. To give further impetus to this information program, plans are now under way whereby the Office of the Foreign Service

STATEMENT BY OFS

The people of the United States must now assume an even greater responsibility than ever before in international cooperation and in the maintenance of peace, and it is equally evident that the Foreign Service as the servant and agent of our people abroad must perfect itself in every phase and technique of such cooperation.

One of the most urgent activities of the Service, whose importance is yet but dimly realized, is that which for lack of a better name may be called "Public Relations" or even better yet "Public Affairs." It should in a sense form the very spearhead of our diplomacy. To belabor the obvious, international relations are conducted between peoples rather than between governments or foreign offices, and progress in this field is largely based upon the development of mutual understanding. It is for this reason that we in the Foreign Service should put to maximum use the unique assets and opportunities we possess, along the lines suggested in Mr. Russell's article. The Foreign Service and the Division of Public Liaison propose to pool their resources. It is my hope that the entire Foreign Service will respond wholeheartedly to Mr. Russell's appeal.

SELDEN CHAPIN,

Deputy Director, Office of the Foreign Service.

will cooperate more closely with PL—as this Division is called—in bringing foreign policy closer to the people and the people closer to those who carry out their foreign policy.

Since the men and women of the Foreign Service are the representatives abroad of the American people in this field, it is extremely important that mutual understanding between them and rank-and-file Americans be built up and strengthened. One way to promote this understanding is to acquaint the people back home with the work of and the problems confronted by Foreign Service Officers in the execution of foreign policy. Current expansion in the Office of the Foreign Service underscores the long-existing need for giving the public a better understanding of what the Foreign Service is and what it does. For too long its work has been shrouded in mystery so far as the public was concerned. Too often the Foreign Service has been thought of in terms of motion picture characterizations. Equally important is the need to bring Foreign Service Officers in closer touch with what the people back home think and feel about foreign affairs.

In a press conference the latter part of August Secretary of State Byrnes declared that he wanted to provide for a system of rotation which would allow Foreign Service Officers to come home more frequently. He emphasized that he wanted to do everything possible to bring these public officials into closer touch with the people they serve and represent.

There are specific ways in which Foreign Service Officers can cooperate with the Division of Public Liaison to achieve this purpose. One important way is for Foreign Service Officers to meet with organized groups when they come home on leave, consultation, or assignment. By talking about their work and their experiences abroad, they can acquaint the public with foreign policy in action. They also have an opportunity through personal contact with citizens around the country to learn what the people at home are thinking.

Since PL arranges speaking engagements for Department officials, it can, in cooperation with the Office of Foreign Service, schedule speaking engagements for Foreign Service Officers. PL will be glad to advise Foreign Service personnel in the preparation of speeches and articles for publication.

Returning Foreign Service Officers' wives will be encouraged by the Office of the Foreign Service to accept speaking engagements especially in or near

their home towns before women's clubs, church groups, and other women's organizations.

In addition, PL is interested in receiving from Foreign Service personnel information material that can be used in interpreting foreign policy and the work of the State Department to the public. Pictures, background material, illustrative anecdotes, and human interest stories which would be helpful in giving the American people an understanding of other countries and their relationship to the United States are requested. Despatches containing this material should be marked for the attention of the Division of Public Liaison.

Foreign Service Officers, whether or not they are scheduled to return home in the near future, are urged to be on the alert for material of this kind that can be used for speeches, articles, and radio programs.

And incidentally, it is the merit of the story, not the rank of the officer sending it in, that counts.

STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACTS OF CONGRESS OF AUGUST 24, 1912, AND MARCH 3, 1933

OF THE AMERICAN FOREIGN SERVICE JOURNAL, published monthly at Washington, D. C., for October 1, 1945. District of Columbia, Washington City.

Before me, a Notary Public, in and for the State and county aforesaid, personally appeared George V. Allen, who, having been duly sworn according to law, deposes and says that he is the Business Manager of THE AMERICAN FOREIGN SERVICE JOURNAL and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management, etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, as amended by the Act of March 3, 1933, embodied in section 537, Postal Laws and Regulations, to wit:

1. That the names and addresses of the publisher, editor, managing editor, and business manager are:

Publisher—American Foreign Service Association, Washington, D. C.

Editor—Henry S. Villard, Department of State, Wash., D. C.

Managing Editor—Jane Wilson, Department of State, Washington, D. C.

Business Manager—George V. Allen, Department of State, Washington, D. C.

2. That the owner is: American Foreign Service Association, c/o Department of State, Washington, D. C. Chairman of Executive Committee: Merle Cochran, Department of State, Washington, D. C.

3. That the known bondholders, mortgagees, and other security holders owning or holding 1 per cent or more of total amount of bonds, mortgages, or other securities are: None.

GEORGE V. ALLEN.

Sworn to and subscribed before me this 1st day of October, 1945.

E. A. BLACKARD.

(My commission expires February 14, 1946.)

Statistical Survey of the Foreign Service

BY DANIEL GAUDIN, JR., *Second Secretary and Consul, Athens*

The JOURNAL plans to publish two series of statistical tables on the Foreign Service similar to those run in 1939, formulated by Mr. Gaudin from "The Register of the Department of State for October 1, 1942, subsequent Foreign Service Lists and Department of State Bulletins.

The first series of these tables deals with Population of States Compared with Their Representation in the Foreign Service, Universities and Colleges from Which Foreign Service Officers Hold Bachelor's Degree, Ambassadors and Ministers and Previous Career Experience, Total Years in Career Service According to Classes, Length of Time Spent in Classes Completed, and Age Distribution in Each Class.

TABLE I

POPULATION OF STATES COMPARED WITH THEIR REPRESENTATION* IN THE FOREIGN SERVICE
States given in order of their population (U. S. Census, 1940). Number following each state represents its order† in members of the Foreign Service, as of July 1, 1945.

| | | | | | |
|--------------------|-------|--------------------|-------|--------------------------|-------|
| 1. New York | 1 | 18. Minnesota | 20 | 35. Maine | 36.5 |
| 2. Pennsylvania | 4 | 19. Virginia | 8 | 36. Rhode Island | 38.25 |
| 3. Illinois | 6 | 20. Iowa | 13 | 37. District of Columbia | 7 |
| 4. Ohio | 5 | 21. Louisiana | 28.25 | 38. South Dakota | 48.3 |
| 5. California | 2 | 22. Oklahoma | 28.25 | 39. North Dakota | 48.3 |
| 6. Texas | 9.3 | 23. Mississippi | 28.25 | 40. Montana | 44.25 |
| 7. Michigan | 9.3 | 24. Arkansas | 38.25 | 41. Utah | 32.25 |
| 8. Massachusetts | 3 | 25. South Carolina | 25.5 | 42. New Mexico | 44.25 |
| 9. New Jersey | 9.3 | 26. West Virginia | 42.5 | 43. Idaho | 42.5 |
| 10. Missouri | 15 | 27. Florida | 21.3 | 44. Arizona | 32.25 |
| 11. North Carolina | 21.3 | 28. Maryland | 12 | 45. New Hampshire | 38.25 |
| 12. Indiana | 32.25 | 29. Kansas | 32.25 | 46. Vermont | 38.25 |
| 13. Wisconsin | 17.5 | 30. Washington | 24 | 47. Delaware | 36.5 |
| 14. Georgia | 14 | 31. Connecticut | 16 | 48. Wyoming | 44.25 |
| 15. Tennessee | 17.5 | 32. Nebraska | 25.5 | 49. Nevada | 44.25 |
| 16. Kentucky | 27 | 33. Colorado | 19 | 50. (Alaska) | 48.3 |
| 17. Alabama | 28.25 | 34. Oregon | 21.3 | | |

*Taken from *Foreign Service List*, January 1, 1945, under column "Whence appointed."

†Where two or more states have the same number of Foreign Service Officers their rank is indicated by apportioning the same rank number among them (hence the numbers with decimals in Table I above). The rank number of the state immediately following such a group however shows the total number of states which have preceded it. For instance 3 states receive 9.3; the state following them ranks 12.

TABLE 1a

| State | Total Officers | Classes, July 1, 1945 | | | | | | | | | |
|----------------------|----------------|-----------------------|----|-----|----|----|----|-----|------|--------------|--|
| | | I | II | III | IV | V | VI | VII | VIII | Unclassified | |
| Alabama | 7 | | 3 | 1 | 1 | 2 | | | | | |
| Arizona | 6 | 1 | | | 1 | 1 | | 1 | | | |
| Arkansas | 4 | | | | 2 | | | 1 | 1 | | |
| California | 73 | 7 | 3 | 10 | 8 | 10 | 9 | 8 | 5 | 13 | |
| Colorado | 13 | | 2 | 1 | 3 | | 4 | 1 | 1 | 1 | |
| Connecticut | 17 | | | 1 | 4 | 3 | 3 | 2 | 1 | 3 | |
| Delaware | 5 | | | 1 | 1 | 2 | 1 | | | | |
| District of Columbia | 30 | 6 | 4 | | 3 | 5 | 7 | 1 | 2 | 2 | |
| Florida | 11 | 1 | | 2 | | 3 | 1 | 2 | | 2 | |
| Georgia | 19 | 1 | 2 | 1 | 7 | | 2 | 1 | 2 | 3 | |
| Idaho | 3 | | | 1 | 1 | | 1 | | | | |
| Illinois | 36 | | 3 | 6 | 3 | 5 | 5 | 6 | 3 | 5 | |
| Indiana | 6 | | | 2 | 2 | | | 1 | | 1 | |
| Iowa | 20 | 2 | 2 | 1 | 7 | 1 | 3 | 3 | | 1 | |
| Kansas | 6 | 1 | | 1 | 1 | 3 | | | | | |
| Kentucky | 8 | 1 | 1 | | 1 | 1 | 1 | 2 | 1 | | |
| Louisiana | 7 | 1 | | 1 | 1 | | | 1 | 2 | 1 | |
| Maryland | 22 | 2 | 1 | 5 | 3 | 4 | 3 | 2 | 1 | 1 | |
| Maine | 5 | | 2 | | 1 | 1 | 1 | | | | |
| Massachusetts | 56 | 3 | 6 | 8 | 7 | 7 | 5 | 8 | 5 | 7 | |
| Michigan | 23 | 1 | 3 | 4 | 1 | 3 | 2 | 4 | 2 | 3 | |
| Minnesota | 12 | | | 4 | 2 | 2 | | 4 | | | |
| Mississippi | 7 | 1 | 1 | 2 | | 1 | | 1 | 1 | | |
| Missouri | 18 | 3 | 1 | 1 | 3 | 3 | 2 | 1 | | 4 | |
| Montana | 2 | | | | | 1 | | 1 | | | |
| Nebraska | 9 | | 1 | | 1 | 1 | 2 | 3 | 1 | | |
| Nevada | 2 | | | | | 1 | | | 1 | | |
| New Hampshire | 4 | | | 1 | | 2 | | 1 | | | |
| New Jersey | 23 | 1 | | 4 | 6 | 3 | 3 | 4 | | 2 | |

TABLE Ia (Continued)

| State | Total Officers | Classes, July 1, 1945 | | | | | | | | Unclassified |
|---|----------------|-----------------------|----|-----|----|-----|-----|-----|------|--------------|
| | | I | II | III | IV | V | VI | VII | VIII | |
| New Mexico | 2 | | | | 1 | | | | 1 | |
| New York | 99 | 6 | 6 | 16 | 8 | 15 | 13 | 15 | 6 | 14 |
| North Carolina | 11 | | | | 1 | 3 | 3 | 1 | 1 | 2 |
| North Dakota | 1 | 1 | | | | | | | | |
| Ohio | 38 | 3 | 2 | 3 | 6 | 7 | 2 | 6 | 2 | 7 |
| Oklahoma | 7 | | 1 | 2 | | | 2 | | | 2 |
| Oregon | 11 | | | | 2 | 3 | 3 | 3 | | |
| Pennsylvania | 39 | 5 | 3 | 5 | 1 | 6 | 5 | 7 | 2 | 5 |
| Rhode Island | 4 | 1 | 1 | | | | 1 | 1 | | |
| South Carolina | 9 | | | 2 | | 1 | 2 | 3 | | 1 |
| South Dakota | 1 | | | | | | | | | 1 |
| Tennessee | 15 | | 3 | 3 | | 2 | 2 | | | 5 |
| Texas | 23 | 4 | 2 | 3 | | 3 | 7 | 1 | 1 | 2 |
| Utah | 6 | | | 3 | | 1 | 1 | | | 1 |
| Vermont | 4 | | | 2 | | 1 | 1 | | | |
| Virginia | 29 | 1 | 7 | 3 | 3 | 3 | 7 | 2 | | 3 |
| Washington | 10 | | 1 | 1 | | 1 | 3 | 2 | | 2 |
| West Virginia | 3 | | | 1 | | | 1 | 1 | | |
| Wisconsin | 15 | 3 | 1 | 1 | 2 | 1 | 2 | 2 | 1 | 2 |
| Wyoming | 2 | | | | | 1 | | | | 1 |
| Alaska | 1 | | | | | | 1 | | | |
| Total in Class | 784 | 56 | 62 | 103 | 94 | 113 | 112 | 103 | 43 | 98 |
| Total States represented in each class: | 1945 | 23 | 25 | 34 | 32 | 37 | 36 | 35 | 22 | 30 |
| | 1938 | 21 | 18 | 25 | 31 | 24 | 36 | 34 | 35 | 40 |

TABLE II
UNIVERSITIES AND COLLEGES FROM WHICH FOREIGN SERVICE OFFICERS HOLD BACHELOR'S DEGREES

| University or College | No. of Officers | University or College | No. of Officers | University or College | No. of Officers |
|-----------------------|-----------------|------------------------|-----------------|------------------------|-----------------|
| Harvard | 71 | Pennsylvania | 8 | Ohio State | 4 |
| Yale | 57 | U. S. Military Academy | 8 | Vanderbilt | 4 |
| Princeton | 48 | Washington, U. of | 8 | Boston | 3 |
| Georgetown | 28 | Williams | 8 | Bowdoin | 3 |
| California | 26 | Brown | 6 | Chicago | 3 |
| Stanford | 22 | Haverford | 6 | DePauw | 3 |
| George Washington | 15 | Hamilton | 5 | Grinnell | 3 |
| Columbia | 13 | Pomona | 5 | Missouri | 3 |
| Dartmouth | 12 | Texas | 5 | Nebraska | 3 |
| Michigan | 11 | U. S. Naval Academy | 5 | Randolph-Macon | 3 |
| Virginia | 11 | Washington and Lee | 5 | Reed | 3 |
| Wisconsin | 11 | Amherst | 5 | Rochester | 3 |
| Minnesota | 10 | Mercer | 4 | Trinity (Conn.) | 3 |
| Illinois | 9 | Oberlin | 4 | Utah | 3 |
| Cornell | 8 | North Carolina | 4 | Washington (St. Louis) | 3 |

TABLE II—(Continued)
UNIVERSITIES AND COLLEGES FROM WHICH FOREIGN SERVICE OFFICERS HOLD BACHELOR'S DEGREE

| University or College Having Two Alumni | University or College Having One Alumnus | University or College Having One Alumnus |
|---|--|--|
| Alabama Polytechnic Institute | Alaska | Eureka |
| Arizona | Allegheny | Florida |
| Beloit | Augustana | Florida Southern |
| Colgate | Baylor | Fordham |
| Colorado State College Agriculture | Birmingham-Southern | University System of Georgia |
| Colorado State College | British Columbia | Georgia, University of |
| Colorado, University of | Cambridge (England) | Hiram |
| Davidson | Canisius | Howard (Ala.) |
| Delaware | Case School of Ap. Sci. | Idaho |
| Indiana | Central | Illinois Wesleyan |
| John Hopkins | Centre | Iowa, University of |
| Kansas State | Citadel | Iowa State College |
| Luther | Clemson Agricultural | Kansas, University of |
| Michigan State College | Colorado State College of Education | Kentucky |
| Northwestern | Connecticut State | Kenyon |
| Occidental | Dayton | Knox |
| Oklahoma | Denver | Lafayette |
| Swarthmore | Dickinson | Lake Forest |
| Western Reserve | Drake | Lawrence |
| William Jewell | Duke | Lehigh |
| Williamette | East Texas | Louisiana State |
| Wooster | Emory | Massachusetts Inst. of Technology |

TABLE II—(Continued)
UNIVERSITIES AND COLLEGES FROM WHICH FOREIGN SERVICE OFFICERS* HOLD BACHELOR'S DEGREE

| University or College Having One Alumnus | | |
|--|-----------------------------------|-----------------------------|
| Massachusetts State | Parsons | Tufts |
| Marion (Ala.) Inst. | Pittsburgh | Union |
| Midland | Redlands | Valparaiso |
| Millsaps | Richmond | Vermont |
| Mississippi | Roanoke | Virginia Military Institute |
| Mississippi State Teachers College | St. Ambrose | Washington (Md.) College |
| Montana State | St. Joseph's, Rensselaer, Ind. | Wesleyan (Conn.) |
| Nevada | Smith | Whitman |
| Northwest Nazarene | Southwest Mo. State Teachers Col. | Wichita Municipal |
| Olivet | Southwestern | William and Mary |
| Otterbein | Spring Hill | William Penn |
| Pacific | Stetson | Wittenberg |
| | Toronto | |

*As of July 1, 1945. Names of Universities and Colleges taken from biographies in the *Register of the Department of State*, October 1, 1942. Six officers admitted since the compilation of the *Register* in 1942 have been omitted from the list for lack of data.

TABLE III
AMBASSADORS AND MINISTERS AND PREVIOUS CAREER* EXPERIENCE
July 1, 1945

| | Foreign Service or Departmental Experience Number | Percentage of Total |
|-------------|--|---------------------|
| Ambassadors | 21 | 58% |
| Ministers | 12 | 75% |
| Total | 33 | 63% |

*Biographical information of former officers and officials of the Department of State taken from the *Register of the Department of State*, October 1, 1942. Foreign Service Officers serving in Special Offices with the personal rank of Ambassador or Minister not included in this Table.

TABLE IV
TOTAL YEARS IN CAREER SERVICE ACCORDING TO CLASSES*

| Years of Service | Classes, July 1, 1945 | | | | | | | | Uncl. | Total | |
|--------------------------|-----------------------|----|-----|----|-----|-----|-----|------|-------|-------|----|
| | I | II | III | IV | V | VI | VII | VIII | | | |
| Under 6 months | | | | | | | | | | 2 | 2 |
| 1 | | | | | | | | | | 5 | 5 |
| 2 | | | | | | | | | | 1 | 1 |
| 3 | | | | | | | | | | 34 | 34 |
| 4 | | | | | | | | | | 41 | 44 |
| 5 | | | | 1 | | | | | 18 | 13 | 32 |
| 6† | 10 | 15 | 19 | 13 | 9 | 21 | 25 | 17 | 1 | 130 | |
| 7 | | | | | 2 | 2 | 13 | 5 | 1 | 23 | |
| 8 | | | | | 2 | 1 | 24 | | | 27 | |
| 9 | | | | | 2 | 4 | 5 | | | 11 | |
| 10 | | | | 2 | 6 | 16 | 12 | | | 36 | |
| 13 | | | | | 3 | 2 | 1 | | | 6 | |
| 14 | | 1 | | 9 | 12 | 24 | 11 | | | 57 | |
| 15 | | | 6 | 4 | 8 | 14 | 6 | | | 38 | |
| 16 | | 2 | 7 | 6 | 14 | 9 | 3 | | | 41 | |
| 17 | | | 4 | 11 | 12 | 4 | 1 | | | 32 | |
| 18 | | | 9 | 5 | 9 | 2 | | | | 25 | |
| 19 | 2 | 2 | 6 | 3 | 3 | | | | | 16 | |
| 20 | 2 | 4 | 3 | 5 | 3 | 1 | | | | 18 | |
| 21 | | 2 | 6 | 6 | 11 | 3 | | | | 28 | |
| 22 | 3 | 6 | 6 | 7 | 2 | 5 | | | | 29 | |
| 23 | 3 | 3 | 3 | 8 | 6 | | | | | 23 | |
| 24 | 6 | 8 | 5 | 3 | 1 | 2 | | | | 25 | |
| 25 | 8 | 6 | 11 | 5 | 3 | 1 | | | | 34 | |
| 26 | 11 | 5 | 9 | 2 | 2 | | | | | 29 | |
| 27 | | 2 | 1 | 1 | | | | | | 4 | |
| 28 | 1 | 1 | 1 | | 3 | | 1 | | | 7 | |
| 29 | 1 | | 1 | | | | | | | 2 | |
| 30 | 3 | | 1 | 1 | | | 1 | | | 6 | |
| 31 | 1 | 3 | 2 | | | | | | | 6 | |
| 33 | | | 1 | 2 | | 1 | | | | 4 | |
| 34 | 1 | | 2 | | | | | | | 3 | |
| 35 | 2 | 1 | | | | | | | | 3 | |
| 36 | 2 | | | | | | | | | 2 | |
| 38 | | 1 | | | | | | | | 1 | |
| Total Number of Officers | 56 | 62 | 103 | 94 | 113 | 112 | 103 | 43 | 98 | 784 | |

(Continued on page 45)

Suggestions for Improving the Foreign Service and its Administration to Meet its War and Post-War Responsibilities

By CHARLES A. BAY, *Commercial Attaché, Mexico City*

This essay submitted in the JOURNAL contest was accorded a high rating by the Judges.

MY ENTRY into the Foreign Service after World War I was purely an adventure. After nearly two years in France, my undertaking seemed at that time to hold out only attractions and the possibility of doing a service for my country. Moreover, I was without family ties of any kind and I had a few resources to fall back upon if the adventure failed. I also had to choose between the return to an occupation I had left a few years before and the choice of another career. I chose to take the consular examinations and was accepted.

My first assignment was to the capital of a country in which there was considerable political unrest. I must admit that my first look into the Consulate was a bit depressing. It was situated in a poor part of the city and the interior, dark and poorly furnished, reminded me slightly of the post office in my home town when I was a boy. The headquarters of a group of revolutionaries was nearby. One of their secret agents had an office above the Consulate. This apparently was for the purpose of watching the large stream of emigrants which crowded our small quarters every day seeking admission into the United States. The consular premises were quite inadequate for receiving such crowds and it was almost impossible to keep the place clean. On dark days, of which there were plenty, the premises presented anything but a cheery appearance.

At other posts where I served later, it was not uncommon to find the office site deep in the port area or in the retail business district. The furnishings were modest and oftentimes of local manufacture. All was very respectable and clean, but without pretension. I soon became accustomed to the rigid exercise of economy in operation of the office, as one of the elements in grading an officers' efficiency was his ability to keep budgetary expenses down.

With the added responsibilities which our country assumed at the end of World War I and with the



Charles A. Bay
FSO Class II.

increased interest in foreign trade, there was a corresponding realization in our country of the need to reorganize our foreign service to meet the new world conditions. The change came in 1924. By the Roger's Act of 1924 the diplomatic and consular services were unified and interchangeability of officers was henceforth possible in either branch of the service. The post office appearance of some of the consulates gradually disappeared and light oak furniture of American manufacture became standard equipment instead of native products. Mahogany remained the distinction of diplomatic furnishings. Consular officers

began to be transferred into the diplomatic service, at first a trickle, to become later of some volume. Consular officers tested by climatic adversities over wide areas, inured to isolation in remote places, and having primary interests in a large diversity of subjects, were well qualified for diplomatic positions in a rapidly changing world, particularly those consular officers who had demonstrated their capacities and talents in difficult posts. While their transfer to the missions in the capitals of the world presented them with a new set of problems, as a whole they have met the demands made upon them and have demonstrated a high degree of adaptability.

It was well known that ten or twenty years would be required to realize the full benefits of the Roger's Act. In the decade that followed the passage of the Act, many changes have been witnessed, primarily by the entry into the Service of an increasing stream of young men, the products of our educational institutions. These additions to the service have laid a broad and solid basis for a unified diplomatic and consular service. By 1930 rent allowances became a reality constituting an improvement of first importance and doubtless added further stimulation to the recruitment of the service with an ever-increasing higher type of candidate. Consolidation of diplomatic and consular establish-

ments in many capitais also became realities with economies in operation and added efficiency in the discharge of the government's business. An extensive building program was launched which provided government owned Embassies, Legations and Consulates, as well as residences for chiefs of missions. An increasing number of career officers became chiefs of missions, not excluding some missions formerly regarded as available only to political appointees.

In the early 30's, however three importance influences were brought to bear upon the Foreign Service as a whole, which tended to retard or even to reverse the course of these improvements. As a result of the financial crisis of 1929-1932, a program of strict economies was introduced which included not only severe reductions in operating expenses, but also compulsory leaves without pay and a suspension of all promotions for officers. In 1933 the compensation of Foreign Service Officers was nearly halved by the reduction in the gold content of the dollar. For more than a year the Foreign Service was without any redress and there were many instances in which Officers were caught in dire financial distress. The decade closed on a sour note with the introduction of a program of retirements which in some respects approximated the proportions of a purge.

The second decade following the passage of the Roger's Act brought forth fewer improvements, and in some respects the series of unfavorable influences begun in the latter part of the first decade continued. In 1939, the Department realized a long felt desire to absorb the foreign representatives of the Departments of Commerce and of Agriculture, and thereby brought under the direct supervision of chiefs of missions all activities abroad of our government. This was certainly a step in the right direction, even if accomplished at some sacrifice with a view to unifying all government activities abroad under the chief of missions. These inductions into the service were made into the higher grades and on a basis favorable to the inductee. As a whole, it is believed that these additions have been beneficial to the service, but at the same time the men brought into the Foreign Service in this manner were so-called specialists who had devoted their entire attention to commerce and economic matters. If the idea of a perfect army is that every soldier shall carry a marshal's baton in his knapsack, then by the same criterion, the ideal Foreign Service should be constituted of Foreign Service Officers who carry in their portfolios credentials as Ambassadors and Ministers. It would seem, therefore, that the absorption into the Foreign Service of any officers who have not received a broad train-

ing in all subjects with which the Foreign Service has to deal, will weaken the Service in proportion to the numbers of such men. Such officers cannot have the elasticity of one trained in all divisions of foreign service procedure and consequently, they can serve only in special divisions of the work. This does not mean to infer that the officers taken in from the Departments of Commerce and of Agriculture are not highly competent and able men. Their induction into the service would seem to suggest, however, that they should be given experience in other lines of activity than in commerce, economics or agriculture. In some few instances this has been done, but for the most part they have been continued in the same line of work for which they had prepared themselves.

With the outbreak of the war in Europe in 1939, and the entry of the United States into the conflict in 1941, the Foreign Service found itself confronted with an avalanche of new demands for which no preparation had been made. The number of its personnel had been maintained at levels to meet conditions prevailing up to the breakout of hostilities. With the establishment of a large number of new agencies of our Government interested in the procurement of vitally needed materials necessary for the conduct of the war, many of which were to come from outside the territorial limits of the United States, there were demands for information regarding the availability abroad of war supplies, as well as for studies of the minimum requirements of countries looking to the United States for materials in scarce supply. These activities presented a host of problems never before experienced in our foreign relations. The army of specialists and technicians which was sent out by the various newly-formed agencies of our Government, created many new problems in our foreign relations and directly involved the whole foreign service. In many instances the persons sent abroad were not only unnecessary, but many were not competent to perform the work for which they had been sent. In many important instances, the work they were to undertake could be better done by Foreign Service Officers and thus there was a wasteful duplication of effort. At the same time, the foreign service, for lack of personnel, could not adequately discharge all the demands made upon it, and as a consequence it was necessary to recruit the ranks of the Service with so-called auxiliary officers. In the emergency, these recruits were brought into the service on a basis far more favorable than the Foreign Service itself offered its junior officers. Nevertheless, the Foreign Service has absorbed this infusion of auxiliary officers and in many cases has succeeded in developing a group of officers amply qualified to discharge

many important duties during the emergency. None of these officers could, however, be used elsewhere than in the capitals or important business centers where they are under the guidance and supervision of experienced service officers. There is now under consideration the induction of auxiliary officers into the Foreign Service. Thus again the service is about to be subjected to another infusion of personnel which has more specialized qualifications than broad preparation and wide vision required of the Foreign Service Officer.

It is little wonder therefore that there have been many queries raised in the minds of thoughtful persons as to the future of the Foreign Service in view of the grave responsibilities which will be thrown upon that service after World War II. The most common question at the present moment is how can the Foreign Service be equipped to meet the staggering responsibilities which will soon be thrown upon it. It is my opinion that no foreign service adequate for the responsibilities required of it can come into being until there is a general realization of our national responsibilities and of the importance of providing our nation with a foreign service adequate for all needs. That is to say, that until our country through the President of the United States and the Congress has determined that it wants a service adequate for all the needs, there can be little or no hope for an adequate organization. Moreover, laws and dispositions in themselves are not sufficient even with public support. Time is an essential element and the public support must be sustained. An efficient foreign service is an organism that grows, or remains stationary, or degenerates. Legislation or dispositions which are made today can bear their fruits only with the passage of time. Even with all good intentions and with all the necessary appropriations, an efficient service can not be made in a day. The brief account given of the developments in our Foreign Service since the Roger's Act in 1924 is a clear example. It seems to me, therefore, that only when the people of the United States fully appreciate the dominant position which our country will occupy upon the conclusion of the present conflict and the importance to them of our foreign service, then only will the necessary support be forthcoming. Even then patience will be required. For the past few years our foreign service has been dying at the top as a result of deaths and retirements. The supply of new material at the bottom has been stopped by the war. Granted all the requisite aid, it will require time to bring into full effectiveness an efficient service.

With these considerations in mind, the following suggestions for the improvement of the Foreign

Service are made, not that they in themselves would make a better Foreign Service, but that they will at least constitute contributing factors:

(1) *Appropriations*

About twenty years ago the budget of the Department of State amounted to some fifteen or sixteen million dollars. It is now probably in the neighborhood of thirty million. This includes, of course, the cost of maintaining the Foreign Service. These are modest amounts and are insignificant in the expenditures that are being made by our government in the present emergency. Considering what the American people receive for this outlay, it is one of the best investments that perhaps the government can show. Many school boys, school teachers, businessmen and tourists can give some account of their relations with the Foreign Service. This subject could be expanded into a long account of the services performed by the Foreign Service. But the Service is not for the businessman alone, nor for the tourist nor even for the student writing his doctor's thesis and wishing information. The secret files of the Department of State contain much information provided by the Foreign Service which guides the Department of State in formulating its policies. The services thus performed are for no class, nor category, it is for the people of the United States and all departments and agencies of our government. It should be made known to our country that a cheap Foreign Service is worthless, and the United States of America in its after-war position in the world, will need a Foreign Service such as it never has needed before. It should therefore be prepared to pay the costs. It should be made known that the operation of a foreign service is an expensive affair, although the global figures as stated above are of no great consequence in the finances of our country.

In the past, there has been a continuous debate for adequate appropriations for the Foreign Service. With more facilities and appropriations, undoubtedly a better service could have been rendered. My experience over twenty-five years has burned into my mind the constant necessity of using economy with the public funds. This, of course, is the only possible procedure with public funds, but the American people and the American Government should not lose sight of the principal objective, and that is to do what is necessary and to do it efficiently. In other words, efficiency should be the chief desideratum. This is so in the operation of our Navy. Costs are not considered, efficiency is the only goal. It should be so in the Foreign Service. There is nothing so damaging to the operation of the Foreign Service in an efficient manner as the imposed economies which periodically are applied. These rhythms

(Continued on page 52)

Mr. Bevin at the Foreign Office

From the *New Statesman and Nation*, August 4 1945

MR. BEVIN is one of the few men tough enough to reform the Foreign Office. He possesses a combination of qualities which distinguish him from his predecessors—including even Mr. Arthur Henderson. He is not—we rejoice to say—a diplomatist, in the sense that the Foreign Office uses that word: he is an experienced negotiator trained to do business not with professional diplomats but with all kinds of men of affairs. Unlike Mr. Eden, therefore, he has brought with him to the Foreign Office qualities which not one of his permanent officials possess. In the second place, his Trade Union responsibilities have given him a wide knowledge of social conditions in Europe, in the Empire and indeed throughout the world. He knows the people with whose governments he will have to deal and he is a man who is not afraid of those big ideas which permanent officials dismiss as sentimental. Finally, as he proved at the Ministry of Labour, he can deal faithfully with permanent officials who stick to traditional procedures at the cost of efficiency.

He will need these qualities if he is to shape the Foreign Office into a Department capable of bearing the burdens which will be laid upon it in the coming years. The Foreign Office is the only ministry which has successfully resisted all efforts to modernise it, even during the war. Apart from minor modifications in the regional departments and the addition of one or two specialised sections like the news department, it has undergone no structural change whatsoever since 1907. What is needed now both in the Foreign Office and in the diplomatic service are reforms as drastic as Haldane's reorganization of the War Office and the Army during the Liberal Government of 1906.

It is unlikely that Mr. Bevin will be much assisted in this task by the proposals for reform put forward by Mr. Eden in a recent White Paper. The decision to consolidate the diplomatic and consular services into a single service and to open it to a somewhat wider selection of entrants will produce changes no more rapid or profound than those achieved by Mr. Hore Belisha in his much-boostered democratisation of the Army just before the war. Not one of the new entrants could reach a key position in under 15 years. Moreover, the Foreign Office has a *mystique* more potent than that of the most select club or of the Bank of England. Against this *mystique* no young man, whatever his education, will be immune. Within a few years he will have been groomed and trimmed to the pattern, as unaware of his deficiencies and as "correct" in his

attitude to "the Office" as any of his seniors. Changes in the method of selecting personnel are urgently needed, but they will be ineffective unless they are combined with changes in the structure of the Foreign Office itself and the introduction at the highest level, of mature minds which cannot be moulded to the present eighteenth-century pattern.

Let us be clear on one point. For the narrow job of diplomacy—that is of communicating by word of mouth or in writing with other diplomats—the present Foreign Office and our diplomats overseas are excellently trained and equipped. If their responsibilities were indeed limited to diplomacy in this narrow sense, nobody could have any fault to find. But they carry vastly heavier responsibilities. The Ambassadors abroad and the Foreign Office at home advise the Cabinet both about the situation in foreign countries and about the policy to be adopted towards them. Apart from what he can read in his daily newspaper, a Cabinet Minister is almost entirely dependent on information derived from the Ambassador via the Foreign Office if he has to make up his mind on, for instance, the real situation in Spain, in Poland or in Greece. Inevitably, therefore, in presenting problems to the Cabinet the Foreign Office must very largely influence the decisions. There is nothing wrong in this provided that the Foreign Office is so organised and so staffed that it is competent to judge of social, political and economic trends and to express an objective opinion upon them. Unfortunately it is almost impossible for a professional diplomat, whether working abroad in an Embassy or at home in "the Office" to have either the contacts or experience on which to base such a judgment. He lives in a small professional and society world, and is seldom encouraged to understand the people or the currents of life in the country in which he resides.

In the second place the Foreign Office must have the responsibility for assessing the needs, economic and strategic, of the other Departments—Board of Trade, Treasury, and the Service Ministries—and formulating all these specialist needs as foreign policy. Foreign policy is not some peculiar relationship with other States exclusive to diplomatists; is the outcome of the external relations of Great Britain with all countries outside the Commonwealth. For example, in order to enable the Cabinet to decide on its policy towards the freedom of the Dardanelles, a considered "brief," placing in correct perspective all the relevant factors—strategic.

(Continued on page 58)

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**FOREIGN SERVICE EMERGENCY
RECRUITMENT**

The "Special Manpower" Bill which appears elsewhere in this issue has been approved by the Acting Secretary of State and is being reviewed by the Bureau of the Budget. It is intended to meet partially the acute manpower shortage in the Foreign Service—a problem which has been sharply accentuated by the abrupt end of the Japanese war. The shortage is caused not only by the immediate need for officers to staff thirty-five posts in the Far East, but also by the lack of officers to carry out the expanded functions of the Foreign Service throughout the world. The proposed Bill is an emergency one-time measure to permit the admission into the Foreign Service of 120 officers of outstanding ability demonstrated in the Armed Forces or in certain agencies of the Government during the war.

More is involved, however, than merely filling vacant positions. The qualitative expansion of the Foreign Service is more important than its numerical expansion. By the infusion of new blood through the entrance of exceptionally able persons of varied experience into the middle grades the Service will unquestionably be strengthened and invigorated.

In the post-war period, the Service will assume functions which were not included among its traditional responsibilities and for which few of its members were specifically selected or trained. It will be the residuary legatee of much cultural and informational work now being done by temporary agencies. The most recent example of this trend is the assignment of certain functions of the OWI and OSS to the State Department. In the future the economic work of the Foreign Service will be more varied and more technical; Foreign Service officers will have to deal with international organizations on a larger scale than in the past: there will be a need for more men who are experts in international communications, financial affairs, labor relations, and many other highly specialized matters.

In the transitional period of the next decade, especially until the new procurement and training programs can cope with the situation, men with expert qualifications in these fields must be taken into the middle and upper-middle grades so that the Foreign Service can do the job ahead. Such men are available in the Foreign Service Auxiliary, in other Government agencies whose wartime func-

tions are ending, and in the Armed Forces.

The Bill will enable the Department to take such persons into the Foreign Service at ranks commensurate with their age, ability, and experience. They will be distributed among Classes III to VIII generally upon a proportional basis and in accordance with the needs of each class.

A means must be found to induct men into the Service in accordance with this scheme without doing damage to the career principle. The Bill contains, in addition to stipulations as to previous experience, and the language of the "GI Bill of Rights," an assurance that the new officers would be appointed at ranks consistent with their age groups. It might seem desirable, if we could operate without regard to good order and discipline in a hierarchic Service, to bring men in at any rank they are qualified to occupy regardless of age. This would be manifestly unsound in any career service and unfair to men of comparable ability already in the ranks; after all, Service experience itself deserves a high valuation.

We favor, therefore, a proposal made by the Executive Committee of the Foreign Service Association that no man shall be taken into a class in which he shall be younger than the youngest ten percent in that class. Such a plan would best take account of the interest of able officers now in the Service, and yet make a Foreign Service career sufficiently attractive to younger men of outstanding ability who are now in other agencies and the Auxiliary. It is understood that a restriction of this type is being favorably considered by the Office of the Foreign Service. Officers of the Service will also hope that the recently accelerated flow of promotions will continue while the Bill is under consideration.

In general, the Bill deserves the support of officers in the field; as many Foreign Service officers as possible have been consulted in Washington on the proposal, which has been cleared by the Coordinating Committee consisting of the Directors of the twelve Offices of the Department. As originally conceived, it was part of the comprehensive legislation now being formulated by the Office of the Foreign Service. When fitted into the perspective of this legislation, which will enhance the rewards, both psychic and tangible, of a Foreign Service career, the present Bill is part of a harmonious whole. It had to be singled out of the draft legislation to meet an emergency situation; if an operation such as it contemplates is not effected, with due safeguards for the career principle, the Foreign Service may be found inadequate, and the functions it ought to perform may well be assigned elsewhere.

DRAFT OF A SPECIAL MAN-POWER BILL

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, Section 2.

Notwithstanding the provisions of any other law, the President is authorized, subject to the terms and conditions of this Act, to appoint, by and with the advice and consent of the Senate, not more than 120 additional persons in the position of Foreign Service Officer, and such officers may be commissioned as diplomatic or consular officers or both.

Section 3.

No person shall be appointed as a Foreign Service Officer under the terms of this Act unless:

(a) He is an American citizen at the time of appointment and has been such at least fifteen years prior thereto;

(b) He has served in the active military or naval service of the United States at any time on or after September 16, 1940, and shall have been discharged or released therefrom under honorable conditions after active service of ninety days or more, or by reason of any injury or disability incurred in service in line of duty; or has served two years since December 7, 1941, in an executive or quasiexecutive position or positions in one or more civilian establishments of the Government, including the Auxiliary Foreign Service;

(c) He is not younger than thirty nor older than forty-three years of age as of January 1, 1946;

(d) He has passed such examinations, written, oral and physical, as may be prescribed for the purpose of this Section by the Board of Examiners for the Foreign Service, and possesses such other qualifications as may by regulation be prescribed by the Secretary of State.

Section 4.

A person appointed as a Foreign Service Officer under the terms of this Act shall be eligible for appointment to any class below Class II as such classes are now established by law, depending upon his age, experience and ability, and upon appointment shall receive the basic salary of such class.

Section 5.

A Foreign Service Officer appointed under the terms of this Act during a recess of the Senate shall be paid the salary of the position to which he has been appointed from the date of such appointment until the end of the next session of the Senate if he has not theretofore been confirmed by the Senate, or until his rejection by the Senate before the end of its next session.

Section 6.

No appointment under the terms of this Act shall be made more than two years after the effective date of this Act.

Press Comment

U. S. Should Expand Program

By ERNEST LINDLEY

From the *Washington Post*, August 29, 1945

OWI goes out, as it should, with the war. But one section of the OWI program will be needed just as much in the future as it was during the war. That is its information service abroad—the service which is set up in Allied and neutral countries to provide facts about the United States, to explain its policies, to see that the American viewpoint was made clear to officials and newspaper editors and other influential people in foreign countries, and that it was presented to the peoples of those countries.

It would take a couple of columns to enumerate the ways in which an official American information service abroad can be useful. Very few, if any, of these activities would, or could, be undertaken by private American agencies. Their value has been established beyond question during the war. By dropping them, we would be penalizing no one but ourselves.

These permanent United States information agencies abroad should be attached to our embassies and legations and should be directed through the State Department. The State Department has begun to realize the value of press attaches at the embassies and legations. But one or two men attached to an embassy staff cannot begin to do the job which needs to be done.

Of course, the State Department's own embryonic publicity service abroad could be gradually developed. But the economical and efficient way of meeting the need would be to transfer OWI's foreign information service to the State Department in toto. OWI has a going organization with many experienced men. Some of them signed up for the duration of the war only and will soon be returning to private jobs. But others probably would stay if given reasonable assurance of permanent employment.

In some countries, the wartime information service could be scaled down. In others, however, it needs to be expanded or introduced—especially in the central European nations where the Nazi conquest was followed by the Russian "blackout," and in the liberated areas of southeast Asia and the Southwest Pacific.

The Russians, the British, the Chinese, the French,

and the others will not tell our story for us. They will be busy telling their own stories. They will spend money in doing this, as they have done in the past, because it pays dividends.

Our official information services abroad should be second to none in size and efficiency. At the most, their cost would be trifling, in comparison with that of maintaining the best Navy and best Air Force in the world. It would be short-sighted and wasteful to close down and dismantle this section of OWI. The sensible course is to transfer it to the State Department and then gradually to reshape it to meet the changing needs of the postwar years.

State Department Criticized

From the *New York Times*, August 21, 1945

TO THE EDITOR OF THE NEW YORK TIMES:

Yet another reorganization of the Department of State is under way. The fact that it is being repeated at such frequent intervals gives the impression that they may be groping in the dark.

One fundamental weakness of the department is that no systematically organized study is made of the mutual interests—political, economic and cultural—which exist between the United States and other countries. By active participation on our part, that knowledge should be used in the cultivation of an atmosphere of friendly cooperation, as a condition precedent to dealing to the greatest advantage with the whole complex of relations between us. Every truly successful diplomat has employed this technique, but he has had to evolve it himself, with little, if any, aid from the department.

On the other hand, an inexperienced appointee, before setting out for his post, usually confines his investigations to controversial questions at issue between the two governments. His knowledge of the country in question is often ludicrously imperfect, which the Department of State makes no effort to correct. If he should win a case, it is not infrequently heralded as a diplomatic victory to the detriment of future negotiations with the Government which, by our boasting, has lost face.

Both at home and abroad live records should be kept of mutual interests and of the steps being taken to further them. Officials should be kept awake to the importance of creating friendship as both a political and a business asset.

Apparently the procedure suggested is too elementary to attract the attention of those newcomers

who, proclaiming a fresh point of view, periodically reorganize the department. Yet it would appear to be one of the bases of peaceful international relations. Its application would require no such elaborate charts and directives as are usually drawn up by theorists who have had little or no foreign diplomatic experience—quite as important as experience in court for a man who would draw up rules of legal procedure—and who are unaware of the imponderables which are often decisive in their effect.

For the efficient functioning of any complicated machine, various types of lubricant are necessary. This one of obvious value has been overlooked. Is sense would seem to dictate it. To many persons the it not time it were given an official trial? Common knowledge that such an elementary procedure has been neglected will come as a surprise, yet such is the fact.

When one considers the importance of the growth of the spirit of cooperation—not of compromise or appeasement—in the conduct of international relations, it is obvious that we can ill afford to neglect any method which would encourage its development.

U. GRANT-SMITH.

Hot Spring, Va., Aug. 18, 1945.

Joseph C. Grew

From the *New York Times*, August 20, 1945

After more than twoscore years of what State Secretary Byrnes rightly characterized as distinguished and devoted public service, Joseph C. Grew has resigned as Under-Secretary of State at the height of his career. He rendered this service in many diplomatic posts and held important positions in both Berlin and Vienna during the last war. But it was his special fortune to play a major role in the events which led up to the war in the Pacific and its present grandiose climax. As Ambassador to Tokyo for ten years preceding Pearl Harbor he fought valiantly to preserve the peace while warning the American Government of the possibility of Japanese treachery. Japanese treachery won out, and Mr. Grew felt that his life-work had crashed all about him. It must, therefore, have given him special satisfaction to help preside over the liquidation of Japan's ambitions, and his counsel contributed much to the speedy end of the Pacific war through the utilization of the Japanese Emperor. His policy both before and after Pearl Harbor has sometimes been subjected to criticism, but if he erred he erred on the side of humanity. He is too good and faithful a public servant to be permitted a rest at this time, however well deserved, and it may be expected that both President Truman and State Secretary Byrnes will soon take advantage of his offer to remain available in at least an advisory capacity.

OCTOBER, 1945

Washington Notes

From *The New Republic*, August 20, 1945

Envoy Winant in London gets \$17,500, the sum fixed for ambassadorial salaries by Congress in 1856 and never since changed. It is subject to income tax. In addition he gets tax-free allowances to cover such matters as rent and some entertainment, amounting to \$12,080.

Envoy Halifax in Washington, on the other hand, gets a tax-free allowance of \$70,000 a year. He receives no salary, to free him from the burden of income tax.

This contrast in Anglo-American diplomatic pay illustrates the singular parsimony of rich Uncle Sam when it comes to foreign representation. Entertainment costs are heavy, and Americans of low income just can't afford the job. To a lesser degree the low salary scale is true of subordinate ranks in our foreign service. Peru's ambassador in Washington gets about half as much again as does the United States envoy in Peru.

Secretary of State Byrnes is about to give his department a shake-up, on top of the one that Mr. Stettinius administered. The facts indicate that something more is needed than a change in personnel. We should not debar the use of first-class middle-income and poor men from the diplomatic career service as a time when the atomic bomb has made the need of competent international handling all the more apparent.

T. B. R.

Washington

BIRTHS

BERNBAUM. A son, Edwin Marshall, was born to Mr. and Mrs. Maurice Marshall Bernbaum on August 26 in Washington. D. C. Mr. Bernbaum is Second Secretary of Embassy at Managua.

SERVICE. A son, Philip Martin, was born to Mr. and Mrs. John S. Service on August 6 in Chevy Chase, Maryland. Mr. Service is assigned on special duty to the staff of the Acting Political Adviser to the Supreme Command, Allied Forces, Japan.

MARRIAGES

TIMBERLAKE-MEEHAN. Miss Julia Frances Meehan and Mr. Clare H. Timberlake were married on September 6 in New York City. Mr. Timberlake is assigned to the Division of African Affairs in the Department.

IN MEMORIAM

DEICHMAN. Carl F. Deichman, retired Foreign Service Officer, died on August 7 in St. Louis, Missouri.

News From the Field

FIELD CORRESPONDENTS

Argentina—Hiram Bingham, Jr.

Australia—John R. Minter

Bolivia—Hector C. Adam, Jr.

Brazil—Walter P. McConaughy

Central Canada—Eric W. Magnuson

China—J. Dixon Edwards

Colombia—James S. Triolo

Costa Rica—J. Ramon Solana

Cuba—Richard F. Boyce

Dutch West Indies—Lynn W. Franklin

Ecuador—George P. Shaw

El Salvador—Robert E. Wilson

French West Indies—William H. Christensen

Greece—William Witman, 2d

Guatemala—Robert F. Woodward

Haiti—Archibald E. Gray

Ireland—Thomas McEnelly

Jamaica—John H. Lord

London—Dorsey G. Fisher

Mexico—Robert F. Hale

Morocco—Charles W. Lewis, Jr.

Nassau—John H. E. McAndrews

Nicaragua—James M. Gilchrist

New Zealand—John Fuess

Panama—Arthur R. Williams

Peru—Edward G. Trueblood

Southampton—William H. Beck

Spain—John N. Hamlin

Tangier—Paul H. Alling

U. S. S. R.—Edward Page, Jr.

Union of South Africa—Robert A. Acly, Edward Groth

Venezuela—Carl Buener

CASABLANCA



On August 1, the Air Transport Command held a review and aerial demonstration in Casablanca on the occasion of the thirty-eighth birthday of the United States Army Air Forces, and among the invited guests were the Sultan of Morocco and M. Gabriel Pnoux, the Resident General. Left to right: Sidi Mohammed, Sultan of Morocco; Charles W. Lewis, Jr., American Consul General at Casablanca; M. Gabriel Pnoux, Resident General of France in Morocco.

DUBLIN

August 3, 1945.

American staff members of the Legation and the Consulate General enjoyed a Fourth of July luncheon at the Legation given by the Minister and Mrs. Gray.

The United States Army Air Force Birthday on August 1st was duly celebrated by a dinner at the Gresham Hotel, attended by the Minister, Mr. Gray, the U. S. Military Attache, Col. George E. Sprague, and other members of the Legation staff, visiting American soldiers and high ranking members of the Irish Army.

Consul and Mrs. William A. Smale gave a reception at the Cork Consulate on June 27th to introduce the new Vice Consul, James Grant Powers, and his wife.

The American Minister to Dublin, the Hon. David Gray, took part in a golf match between the Diplomatic Corps and Club members, at Delgany Golf Course on June 17th. The diplomatic team recruited by Sir John Maffey, British High Commissioner in Dublin, included Italian, Canadian, Belgian, Polish, Danish and Czechoslovakian representatives. Although the visiting team won four out five matches, the *Irish Times* facetiously commented that some of the members make better diplomats than golfers. No comment was made on the playing of the Club members.

Since May 31st members of our armed forces in uniform have become a common sight in Ireland. Twenty-five per day are allowed entry from Eng-

land (shipping facilities being too limited to accommodate larger numbers), and others come from Northern Ireland. Many find relatives whom they have never seen before; and some are Irish by birth visiting their former homes.

THOMAS McENELLY.

FOYNES

August, 1945.

Since the security silence has been lifted residents in Foynes find it somewhat strange to be able to read about local happenings in the newspapers. The censorship had such an effect that even now officials at the airport are still reticent. For five years inhabitants have lived in an isolated world of their own, but now it is possible to reveal identities of certain celebrities as they pass through. Reporters and press photographers have re-appeared on the scene, hoping for the good fortune to meet a top priority celebrity. As the security officer at Foynes has said "Everybody has been through here except Winston Churchill and Dorothy Lamour." It is small exaggeration. During July 1,835 passengers set foot on Irish soil "Where the River Shannon flows." Among the more colorful might be mentioned Jon Masaryk, Admiral Land, Wm. S. Knudsen, Clare Booth Luce, Albert Cole, Lucien LeLong, Jean Patou, Lilly Dache, Yehudi Menuhin, Beatrice Lillie, Ray Milland and Gladys Cooper. There were also four Arabian Princes in full Arab dress with flowing robes and burnouses trimmed in gold.

CLEVELAND B. McKNIGHT.

KWANGSI, KWEILIN

X denotes what remains of the Consulate at Kweilin, Kwangsi, China. This picture was taken in August and furnished the *Journal* by Richard Service. On September 11, 1944, Consul Arthur Ringwalt and Vice Consul Service evacuated the Consulate and it was later demolished.



The Bookshelf

FRANCIS C. DE WOLF, *Review Editor*

REPORT ON THE RUSSIANS, by W. L. White.
Harcourt, Brace and Company, New York. 1945.
309 pages. \$2.50.

The reviewers of Mr. White's book seem to divide into two camps, largely depending on their political feeling. The Leftists feel that Mr. White has been most unjust to the Russians while the conservative element thinks the book is all right.

It is the story of his six weeks' trip to Russia, taken in 1944 in the company of Mr. Eric Johnston, President of the United States Chamber of Commerce, and Mr. Johnston's assistant, Mr. O'Hara. It covers their trip across Russia and Siberia and back again.

When Mr. White is reporting, the book is excellent and presents a vivid picture of life in Russia. When Mr. White's obvious bias against communism overcomes his reportorial instinct, the book degenerates into a form of humor usually associated with an American small town before the advent of radio and the automobile. It was this humor, directed against the government and the people who were Mr. White's hosts, that made the book unpalatable to this reviewer to such an extent that it was never finished.

HELEN G. KELLY.

THE COLLECTED PAPERS OF JOHN BASSETT MOORE. Seven volumes. New Haven: Yale University Press; 1944. Pp. xxi; 439, 487, 479, 486, 507, 432. Index. \$20.00.

Here in seven sizeable volumes is the foreign policy of Judge John Bassett Moore. It is a fascinating record not only because its author has long been one of America's most distinguished scholars in diplomacy but because of its vitality—its deep and emphatic concern with all those issues in American foreign policy which Judge Moore has encountered since he entered the Department of State as a law clerk in 1885. There are no diplomatic reticences in these volumes. Where Judge Moore stood and what he advocated as Assistant Secretary of State from 1886 to 1891 and in 1898, as Counselor of the Department in 1913-14, as professor of international law and diplomacy at Columbia University, and in scores of other positions of distinction, is made

crystal clear. This is not a conventional collection of public papers.

The first four volumes, which cover the years up to 1918, are relatively placid and dispassionate. The last three volumes are far from being placid. "I cannot help thinking," wrote Judge Moore regarding the events of 1919, "that the lowest stage in our diplomacy was reached when the representatives of the United States affixed their signatures to the Versailles Treaty." After Versailles the Judge became a leader of that school of thought which called itself "realist" but which its opponents often called "isolationist." The advocates of collective security he branded as a group having "no visible moorings on earth or in the sky," and in the "new psychology and will to peace" of the thirties he found not one postulate which is "not contrary to palpable realities, to the teachings of history, and to the formulation, in legal principles, of the results of all human experience." The vehemence of his attacks upon the 1919 treaty, the League, the Kellogg Pact, and the attempts to change the country's neutrality laws still make fascinating reading. Articles like "An Appeal to Reason" which appeared in *Foreign Affairs* in 1933 and "The Dictatorial Drift" in the *Virginia Law Review* in 1937 were "realist" tracts of prime importance. They were regarded with genuine reverence by such devoted followers of Judge Moore as Cyril Wynne, the reviewer's former colleague in the Department, and the former editor of this very section of the JOURNAL. Incidentally, the editors of the Moore volumes have doubtless been compelled to omit virtually all of the Judge's personal correspondence in order to keep the set within proper bounds. Yet the Judge has always written so well and so effectively, and his letters represent so vividly a school of thought which was of immense importance before Pearl Harbor, that it is to be regretted that the letters had to be omitted.

The Collected Papers teem with fascinating little morsels which even the reader who disagrees violently with the Moore foreign policies may enjoy. "So far as concerns 'secret treaties,'" he wrote in 1918, "it may be remarked that, with the exception now and then of a stealthy agreement for the division of territory, the treaties by which 'profits and property' have been exalted have usually been of a flagrantly open character." Writing in 1933 he

disclaims any concern over whether the use of telephones and typewriters in diplomacy had contributed, "to the present happy state of international relations," and only insists that the Department of State reached its all-time highest level of efficiency in the years 1886-89 "when Bayard was its laborious head, Francis Wharton its solicitor, George L. Rives its Assistant Secretary, Adee its Second Assistant Secretary," and Moore himself its Third.

As a great editor and compiler Judge Moore has made a tremendous contribution, not only to the study of foreign policy, but to all scholarship. His editorial standards have been as high as his legal ones. The layman as well as the editor will enjoy his devastating article of 1893 on the Jared Sparks edition of the *Diplomatic Correspondence of the American Revolution*. First pointing out that "To alter the form is to deprive us of one means of forming an estimate of the writer; to destroy the substance is to deceive us as to historical facts," the Judge then shows how Sparks broke almost every editorial rule. He had produced an almost worthless edition in which, for example, Silas Deane was not allowed his habitual "have wrote," where British "treachery and falsehood" were edited into "misrepresentations," and where young wives might be beautiful but could not editorially be "big with child." Moore's intense interest in the full and faithful reproduction of the records of diplomacy resulted in his own great compilations: the *International Arbitrations*, the *Digest of International Law*, the as yet unfinished *International Adjudication*, the *Works of James Buchanan*, and others. But that interest was constant whether or not his own editorial labors were involved, and some of the most acrid criticisms of the Department for allowing the *Foreign Relations* volumes to fall fifteen years into arrears are to be found in his papers. He insisted that our early practice of publishing all our important diplomatic exchanges currently and without consultation with foreign governments "served as an example to other governments, and contributed to the openness of diplomacy." Why, he asked, should foreign governments decide what the people of this country should know of our foreign policy?

Judge Moore and his colleagues of the opposition have lost a great battle. But it is still important for those of us who disagree with them to understand their doubts, their skepticism, their warnings. For they were often right. They stoutly maintained that World War I was not the last war—the war to end war: they looked with disdain on the toothless Kellogg Pact; and they prophesied over and over again that the new neutrality of the thirties would not keep America away from war. To what extent their insistence that the United

States must adhere to the traditional diplomacy of the Founders is sound, only time can tell. Yet a re-reading of the papers of this dean of international lawyers with their unassuming erudition, their vigor, and their admonitions, may help us to recall some of the pitfalls of the period between the last two wars and thus avoid such pitfalls during the peace that is ahead.

E. WILLER SPAULDING.

EVERYTHING RUSTLES, by Mannix Walker. Dodd, Mead & Company, New York, 1945. 242 pages. \$2.50.

Far be it for Mrs. Agatha Dowell, Beacon Street, Boston, to sit idly by without offering her invaluable, to her way of thinking, services to the Government at Washington during World War II, especially so since it was her strong belief that her unmitigated action of offending a ricksha coolie during a tour of Japan in 1935 had instigated the attack on Pearl Harbor. Even though Mrs. Dowell, together with her mild-mannered, maidenly sister, Miss Charlotte Adams, had been successful in their duties as air raid wardens on Beacon Street to the extent of capturing a visiting official of the Office of Civilian Defense whose credentials belittled Mrs. Dowell's accusation of spy, she could not ignore what she believed to be her patriotic duty. Further, Mrs. Dowell could conceive of no way in which the Nation's Capital could possibly survive the evils of its many spies without her ability and cunning in such matters, of which qualities she alone was aware.

And so, without any warning, this avalanche of humanity descended upon Washington, taking it by storm and proceeding on a whirl of escapades which leave the reader practically breathless and howling with glee. Moreover, in the city in which people consider themselves fortunate to find a "doorstep" for overnight, this blustering female manages to rent furnished a sizeable and presentable abode by the simple medium of being on hand at the time of a Marshall's eviction of a tenant for the triviality of not keeping up rent payments.

The reader will want to "hang onto his hat" as he rides this merry-go-round with Madame Dowell. Throughout, there is not one dull moment, and the tension only relaxes with Agatha Dowell's coup de grace in realizing the aim of her sojourn to Washington, and Charlotte Adam's walk down the aisle with an eligible Senator from the South.

"Everything Rustles"—guarantee for an amusing evening with light literature—by our indefatigable ex-Foreign Service Officer Mannix Walker, who already has authored "Count on Two Days."

MARGARET R. KOHLEPP.

(Continued on page 66)

Americans in Paris—1945 Version

By DUDLEY HARMON, *United Press Correspondent*

THE "rich American in Paris" tradition is among the casualties of the war.

Today the American civilian in the French capital is a pitiable fellow scrounging cigarets from his Army friends, sneaking furtively out of Army mess halls with sandwiches stolen from the table for supper that evening, and likely as not sleeping on a sofa in somebody's hallway.

A severe inflation and an unfavorable exchange make life almost impossible here except for millionaires or those with extensive French "relations" in the food producing countryside. Wisely deciding that it did not want one million Yanks to sweep over devastated France huying up what little remained, our army pegged the franc at fifty to a dollar. On the black market a dollar fetches 128 francs.

There is also naturally a deplorable shortage of goods. Result: a single Martini cocktail (if you can find one) costs \$2.50. A dress such as my chambermaid might buy at a small department store is \$100. A linen tennis frock at Lelong's is \$350. At the Cafe de la Paix, where curfew rings promptly at 10 p.m., a meager lunch of soup meat paste with cheese, dry bread and a pear costs \$4.

At the Claridge Hotel on the Champs Elysees, current refuge for American businessmen, the average price for a room without bath is \$40 a week. Breakfast is sixty cents for dry bread and ersatz coffee minus cream or sugar.

War correspondents, traditionally supposed to live glamorous lives, on unlimited expense accounts, have the impression they are stationed at a remote Army base. They have holed up in the Scribe Hotel, a large, somewhat dingy hostelry near the Opera, and seldom venture forth outside of working hours because of the high cost of living. They are the envy of their civilian friends, however, because they are at least housed, fed, and—slightly—heated by the army. Businessmen or relief workers who are not accredited to the army have a much harder time.

One man, who came to the Scribe last winter once weekly (hot water day) for a bath, never tired of telling the story of his arrival in Paris. On a cold night, in utter blackout, with neither taxis nor porters at the station, he staggered for miles carrying his luggage to a hotel. It was full, but they managed to put him up on a cot near the kitchen. He had to supply his own sheets and blankets and there was no heat.

An American businessman told me he spends \$30 a day for his food and is sleeping on the sofa in a friend's apartment, as flats are almost impossible to find.

Many G.I.'s suspected that the fancy prices were jacked up especially for Americans. This is not true. French friends will tell you they themselves cannot afford the luxury of a nightclub more than once a year. A bottle of champagne is 600 francs, about 12 dollars, and at a "bistro" a glass of "tres ordinaire" wine is fifteen francs, or thirty cents, at least double the prewar price.

The French government recently gave as an out-



"Today the American civilian in the French capital is a pitiable fellow scrounging cigarets from his Army friends. . . ."

Illustrations by J. D. Irwin

right gift to American Army personnel 850 francs a month. In an effort to popularize with us what few luxury goods remain, it removed the tax on perfume and a few other articles. Yet a silk scarf costs \$40. Perfume is today the only decent buy in Paris. It is increasingly hard to find, however, because of the bottle shortage, and one of the sights of Paris is lengthy queues in front of Guerlain's on the Champs Elysees or Schiaparelli's on the Place Vendome.

During the summer, civilians who went to bed immediately after dinner to keep warm throughout the icy winter, began to venture out in the evening. The Opera is crowded every night, though the leading soprano of the occupation is now in hiding, as the police are looking for her on charges of collaboration. The Comedie Francaise is being plagued by resignations of its stars. The conservative state theater refuses to allow them to appear in films in their spare time, and the stars complain it is impossible to live on their salaries. Sacha Guitry, arrested for collaboration last fall and then released, has told friends he will never again appear on the Paris stage for fear of assassination. Jean Cocteau is writing and designing stage sets. Yvonne Printemps appeared in a play early in the summer with Pierre Fresnay. The latter was hissed and booed as a "collaborateur" during tense performances. The Folies Bergere, which was active in resistance work during the occupation, is as naked as ever and doing a rushing business. Josephine Baker is high in French esteem because until the war's end she devoted most of her time, as a lieutenant in the French army, to singing for the troops.

The energetic food Minister, Christian Pineau, appointed to his post on release from Buchenwald, where he was sent for his work in the underground, has prosecuted a severe black market campaign. Even though it has failed to yield any increase in

the shockingly low official rations, it has slightly elevated the deplorable moral tone in France. Several famous restaurants in the Bois de Boulogne were closed in the recent black market crackdown.

At such restaurants, and at the smart couturiers, one sees the new rich of Paris. These are the butchers' or dairymen's wives who made fortunes selling food on the black market. At Lelong's I saw one such woman wearing four enormous diamond rings, heavy gold bracelets, and a large gold and ruby brooch. Such women are the shame of France. If Americans were surprised at the Leftist victory in last spring's elections, they have only to see such women to know why. Despite governmental efforts, Paris is still a place where you can get anything if you have the money, from steak to a place in the overcrowded trains.

Everybody here looks to the winter with dread but also with a guarded optimism. Pineau has promised that French rations will be raised to at least 2,000 calories a day. At the moment the official rations are about 1,000 calories a day, supplemented, fortunately, by food packages from the countryside. Parisians have also been promised a half ton of coal for the winter. Even though this is enough for only a few weeks, it will be an improvement on last winter. Then people burned books and tore up park benches in an effort to get warm.

"A Lelong's one woman was wearing four enormous diamond rings, heavy gold bracelets, and a large gold and ruby brooch. Such women are the shame of France."



Return to the Department?

By MAJOR CLAUDE BOWRING MORRIS

IN MARCH of this year, while a patient at Hoff General Hospital, Santa Barbara, California, I received a questionnaire prepared by the Department of State and signed by the former Secretary of State, the Honorable Cordell Hull. The form letter was charred and burned from a fire somewhere in Italy and had been forwarded to me after a long delay from my former unit but it was one of the most welcome pieces of correspondence I had received because it asked me my intentions of returning to the Department after the war. Perhaps lying in bed gives one a different perspective; at least one has much time in which to weigh the pros and cons of post-war plans and I didn't answer that letter until I had asked the advice of many friends and thoroughly investigated my own desires.

It may not be a compliment to the Department but the consensus of outside opinion from professional, business, and political men was against such a return, for they felt that advancement depended too much on political affiliations which change with each new Secretary of State, or upon the slow process of civil service ratings based more upon years of service than marked ability. On the other hand, they attempted to show that individual enterprise was not only valued, but highly rewarded in the competitive world of business, whereas the Government more often than not, and in particular the Department of State, disliked or frowned upon initiative and the introduction of new ideas that veered away from established routine.

The Department has often been called a closed corporation, the upper brackets of salaries and positions open only to those of influence, wealth, and the proper school ties—almost a British dogma of tradition. When I was there in 1940-41, we spoke often of the "venerable" halls, the "musty" dark room, and like adjectives that could as well as used to describe a mausoleum.

In my own personal case, as will be true of a minimum of former employees, there is the possibility of retirement from the military service which would not be a deterrent for full duty in the Department. Yet, regulations are such that the maximum salary one can draw from the United States Government is \$3,000.00 per annum so that retirement pay would either be totally discounted if I accepted a position in the Department, or would be halved from that which one could be earning on the "outside."

In making application for reinstatement by the Department of State after my military leave expires however, I found myself in the position of selling myself. In other words, instead of what can the Department offer me, I asked what could I offer the Department? When I left for active service in February, 1941, I was a CAF III, Clerk-Typist in the then called Division of Current Information. Had my military experience been such that I neither had learned something of more value, or had been entirely out of line from my former experience, I would be of actually less value than before, except that service in the armed forces broadens one on an

international scope. Like many others, however, I have been fortunate in learning a new job. Almost at the very beginning as a second lieutenant, I was placed in the administrative capacity of a personnel officer, never handling the affairs of less than a thousand men; an homme du papier for over four years, running the gamut of adjutant, mess officer, corps personnel officer, postal officer, custodian of two large funds, moral officer, supply officer, et cetera, many of those jobs being held at the same time. I was advanced to the grade of Major and possibly would have gone higher had this present accident not occurred.

That is all important yes, but to me and I believe

(Continued on page 40)



Major Claude B. Morris



AMERICAN CONSULATE GENERAL, SAO PAULO

On the afternoon of June 14, 1945, a party was given in the rooms of the Consulate General by the staff for Mr. Joaquim Chagas de Carvalho in honor of his Silver Jubilee (25 years' service in the Consulate General, Sao Paulo). Beginning on June 14, 1920, Mr. Carvalho worked under Messrs. Childs, Lowton, Heberle, Thurston, Cameron, Foster, and Cecil M. P. Cross. On behalf of the staff, Mr. Cross presented Mr. Carvalho with a pocket book with a silver plate on which was inscribed the dates June 14, 1920-June 14, 1945.

Upper right, Vice Consul William L. Smyser and Miss Phyllis Hamilton, British subject, were recently married. Here they are shown prior to their marriage in Madrid, together with Mr. Smyser's daughter.



Service

Glimpses

American Consulate, Recife, is on the top floor of this building. The flag is at half-mast for President Roosevelt. Photo by Vice Consul R. A. Schweitzer.



In a Navy whaleboat in the Bay of Fort-de-France. Left to right, Jon and William James Christensen, sons of Vice Consul William H. Christensen; U. S. Naval Liaison Officer Reed; and Vice Consul Pugh.



Lower right, at a luncheon given by the Mexican Military authorities at the Normandie Restaurant of the Hotel Inglaterra, Tampico, in honor of Colonel Marion Carson, U. S. Cavalry, on his good will visit to Tampico.

Staff picture of the Consulate General at Hamilton, Bermuda, taken at a party at "Girvan," Paget, the residence of Vice Consul and Mrs. Basil F. Macgowan, upon the departure of Consul General Beck for his new post at Southampton, England. Reading from left to right (top row): Mr. Macgowan, Mrs. Rance, Miss Olson, Arnold Gilbert, Miss Foose, Vice Consul Sanderson, Mr. Hoffman; (bottom row): Miss Burgess, Mrs. Beck, Mr. Beck, Mrs. Macgowan, Miss Usher.



Promotions

The following Foreign Service Officers have received recess appointments effective August 13, 1945:

From Foreign Service Officer of Class III to Class II:

John W. Bailey, Jr., of Texas.
Charles A. Bay, of Minnesota.
Hiram A. Boucher, of Minnesota.
Clarence C. Brooks, of New Jersey.
William W. Butterworth, Jr., of Louisiana.
Paul C. Daniels, of New York.
Owen L. Dawson, of Illinois.
Samuel H. Day, of California.
Charles E. Dickerson, Jr., of New Jersey.
Harry F. Hawley, of New York.
John R. Minter, of South Carolina.
Howard H. Tewksbury, of Massachusetts.

From Foreign Service Officer of Class IV to Class III:

Warren M. Chase, of Indiana.
Oliver Edmund Clubb, of Minnesota.
Cabot Coville, of California.
Raymond A. Hare, of Iowa.
Edward P. Lawton, of Georgia.
Clarence E. Macy, of Colorado.
Paul W. Meyer, of Colorado.
Sheldon T. Mills, of Oregon.
James S. Moose, Jr., of Arkansas.
James B. Pilcher, of Georgia.
Harold M. Randall, of Iowa.
William T. Turner, of Georgia.
James R. Wilkinson, of Wisconsin.
Frances E. Willis, of California.

From Foreign Service Officer of Class V to Class IV:

J. Kenly Bacon, of Massachusetts.
Philip W. Bonsal, of the District of Columbia.
Wilson C. Flake, of North Carolina.
Richard B. Haven, of Illinois.
Charles H. Heisler, of Delaware.
Erik W. Magnuson, of Illinois.
Harold B. Minor, of Kansas.
R. Borden Reams, of Pennsylvania.
Edwin Schoenrich, of Maryland.
Albert W. Scott, of Missouri.
Horace H. Smith, of Ohio.

From Foreign Service Officer of Class VI to Class V:

Ralph J. Blake, of Oregon.
Charles E. Brookhart, of Iowa.
Bernard C. Connelly, of Illinois.
Merritt N. Cootes, of Virginia.
Andrew E. Donovan, 2d, of California.
Walter C. Dowling, of Georgia.
John K. Emmerson, of Colorado.
William E. Flournoy, Jr., of Virginia.
Claude H. Hall, Jr., of Maryland.
Fred W. Jandrey, of Wisconsin.
Robert Janz, of Oklahoma.
Frederick P. Latimer, Jr., of Connecticut.
Harrison Lewis, of California.
E. Allan Lightner, Jr., of New Jersey.
Douglas MacArthur, 2d, of the District of Columbia.
Harvey Lee Milbourne, of West Virginia.
Ralph Miller, of New York.
Calvin Hawley Oakes, of South Carolina.
Kennett F. Potter, of Missouri.
Paul L. Reveley, of Connecticut.
Clare H. Timberlake, of Michigan.

Joseph I. Touchette, of Massachusetts.
Mason Turner, of Connecticut.
Gerald Warner, of Massachusetts.
Milton K. Wells, of Oklahoma.
Kenneth J. Yearns, of the District of Columbia.

From Foreign Service Officer of Class VII to Class VI:

Hector C. Adam, Jr., of New York.
William C. Affeld, of New York.
W. Stratton Anderson, Jr., of Illinois.
Russell W. Benton, of New York.
Maurice M. Bernbaum, of Illinois.
Roswell C. Beverstock, of California.
M. Williams Blake, of Ohio.
Carl Breuer, of New York.
Aaron S. Brown, of Michigan.
Stephen C. Brown, of Virginia.
William F. Busser, of Pennsylvania.
Harlan B. Clark, of Ohio.
William E. Cole, Jr., of New York.
Frederick J. Cunningham, of Massachusetts.
Harry M. Donaldson, of Pennsylvania.
Overton G. Ellis, Jr., of Washington.
Perry Ellis, of California.
Frederick E. Farnsworth, of Colorado.
Richard D. Gatewood, of New York.
Jule L. Goetzmann, of Illinois.
Edmund A. Gillion, of Kentucky.
Constance R. Harvey, of New York.
Walter W. Hoffman, of California.
Hartwell Johnson, of South Carolina.
Reginald S. Kanzanjian, of Rhode Island.
Easton T. Kelsey, of Michigan.
Perry Lankhuff, of Ohio.
Aubrey E. Lippincott, of Arizona.
Gordon H. Mattison, of Ohio.
Roy M. Melbourne, of Virginia.
John Fremont Melby, of Illinois.
Robert B. Memminger, of South Carolina.
George E. Miller, of New Jersey.
Charles S. Millet, of New Hampshire.
H. Gordon Minnigerode, of the District of Columbia.
Harold E. Montamat, of New Jersey.
Bolard More, of Ohio.
William D. Moreland, Jr., of Oregon.
Jack B. Neathery, of Texas.
Katherine E. O'Connor, of Indiana.
Herbert V. Olds, of Massachusetts.
Elim O'Shaughnessy, of New York.
Fred K. Salter, of Georgia.
Elvin Seibert, of New York.
Walter Smith, of Illinois.
Orray Taft, Jr., of California.
Charles W. Thayer, of Pennsylvania.
David A. Thomasson, of Kentucky.
Ray L. Thurston, of Wisconsin.
S. Roger Tyler, Jr., of West Virginia.
Evan M. Wilson, of Pennsylvania.
William Witman, 2d, of Pennsylvania.

From Foreign Service Officer of Class VIII to Class VII:

Roland K. Beyer, of Wisconsin.
V. Lansing Collins, Jr., of New York.
Adrian B. Colquitt, of Georgia.
A. David Fritzlan, of Kentucky.
John C. Fuess, of Massachusetts.
John P. Hoover, of California.

(Continued on page 38)

INSURANCE

Wherever you are our special insurance policies are available.

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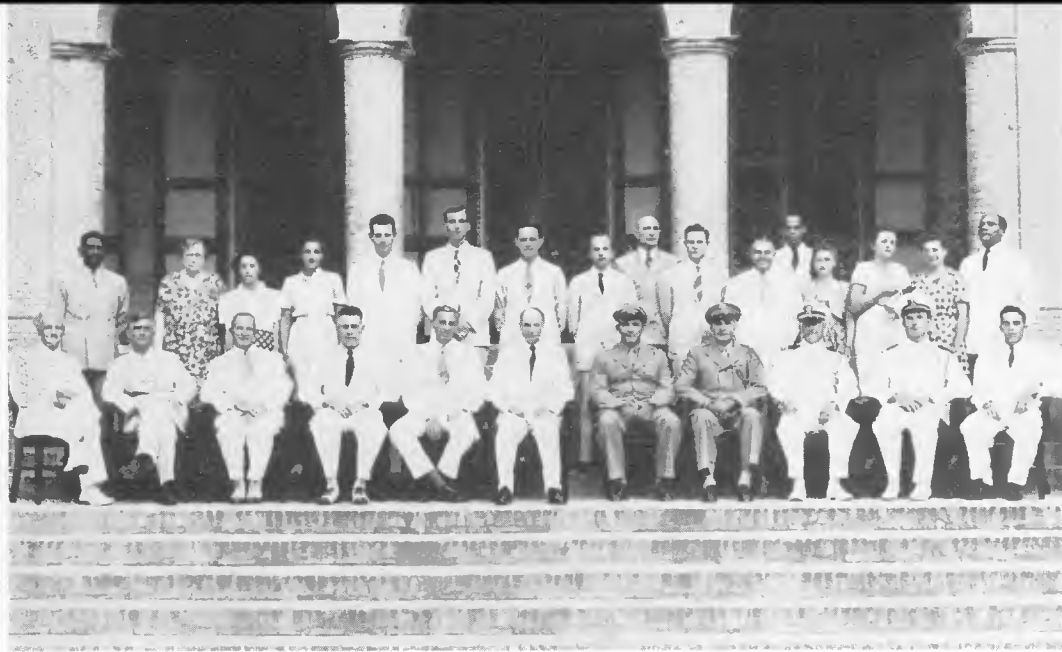
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AMERICAN EMBASSY STAFF, PORT-AU-PRINCE, SEPTEMBER, 1945

Front row, left to right: Alden J. Hiern, Sr., Economic Analyst; Edward L. Tanner, Agricultural Attaché; Archibald E. Gray, Second Secretary; Wainwright Abbott, First Secretary; Ambassador Orme Wilson; Lt. Col. Orin Rigley, Military Attaché for Air; Major John L. Peterson, Military Attaché; Lt. Comdr. Francis E. Taylor,

Naval Attaché; Lt. Clifford Baker, Asst. Naval Attaché for Air, Clarence Albro, Civil Attaché. Back row, left to right: José Martinez, Chief Messenger; Miss Lilia Steer, Clerk; Miss Marguerite McConney, Clerk; Mrs. Fay Harwood, Clerk; Thomas Fleming, Accountant; Aubrey Harwood, Jr., Vice Consul; Frederick Kroll, Representative of FEA; Howard Bristol, Vice Consul; Charles Hess, Watchman; Marshall Wells, Vice Consul; Leonard Thompson, Vice Consul; Fernand McNally, Messenger; Miss Hester McFarland, Secretary to the Ambassador; Miss Natalie Berlin, Clerk; Miss Denise Biedermann, Clerk; Dr. Pascal Stines, Receptionist.

PROMOTIONS

(Continued from page 36)

John Evarts Horner, of Colorado.
Coldwell S. Johnston, of Nevada.
Donald W. Lamm, of the District of Columbia.
Frederick J. Mann, of New York.
Delano McKelvey, of the District of Columbia.
Minedee McLean, of Louisiana.
Carl F. Norden, of New York.
Julian L. Nugent, Jr., of New Mexico.
R. Kenneth Oakley, of Arkansas.
J. Kittredge Vinson, of Texas.
George Lybrook West, Jr., of California.
Charles H. Whitaker, of Massachusetts.

From Foreign Service Officer, Unclassified (A) to Class VIII:

Stewart G. Anderson, of Illinois.
William L. Blue, of Tennessee.
John H. Burns, of Oklahoma.
John A. Calhoun, of California.
Don V. Catlett, of Missouri.
Irvn M. Eitrcim, of South Dakota.
Robert S. Folsom, of Massachusetts.
Edward L. Freers, of Ohio.
Paul E. Geier, of Ohio.
Caspar D. Green, of Ohio.
Roger L. Heacock, of California.
David H. Henry, 2d, of New York.
Oscar C. Holder, of Louisiana.
Frederick D. Hunt, of the District of Columbia.
J. Jefferson Jones, 3d, of Tennessee.
David LeBreton, Jr., of the District of Columbia.
Scott Lyon, of Ohio.
Robert H. McBride, of Michigan.
David H. McKillop, of Massachusetts.
Lee D. Randall, of Illinois.

Stuart W. Rockwell, of Pennsylvania.
Claude G. Ross, of California.
W. Horton Schoellkopf, Jr., of Florida.
Charles W. Smith, of California.
Byron B. Snyder, of California.
Wallace W. Stuart, of Tennessee.
Joseph J. Wagner, of New York.
Andrew B. Wardlaw, of South Carolina.
Livingston D. Watrous, of New York.

The Secretary of State, the Honorable James F. Byrnes, has made the following promotions, effective July 16, 1945, in the Unclassified Section, of the Foreign Service:

From Foreign Service Officer, Unclassified (A) \$3100 to Unclassified (A) \$3400:

Philip H. Bagby, of Virginia.
Walter W. Birge, Jr., of New York.
George F. Bogardus, of Iowa.
Gray Bream, of Wyoming.
Kenneth A. Byrns, of Colorado.
Ralph N. Clough, of Washington.
Juan de Zengotita, of Pennsylvania.
Thomas P. Dillon, of Missouri.
James M. Gilchrist, Jr., of Illinois.
George McM. Godley, of New York.
Alden M. Haupt, of Illinois.
Wilfred V. Macdonald, of Missouri.
Edwin W. Martin, of Ohio.
W. Paul O'Neill, Jr., of Pennsylvania.
Richard A. Poole, of New Jersey.
Harold Shullaw, of Illinois.
Ernest V. Siracusa, of California.
James P. Speer, 2d, of Oklahoma.
F. Lester Sutton, of New Jersey.
Temple Wanamaker, Jr., of Washington.
Byron White, of North Carolina.

(Continued on page 40)

NEW AIR SERVICE TO EUROPE, THE MEDITERRANEAN AND THE EAST



ON July 5, 1945, The Civil Aeronautics Board awarded foreign routes to TWA.

This means that every city in the United States now served by TWA will soon be linked with 16 foreign countries through TWA's new "trans-world" airline.

Stops on TWA's northern route will include Newfoundland, Eire, France, Switzerland, Italy, Greece, Egypt, Palestine, Iraq, Saudi Arabia, and India.

On the southern route — Portugal, Spain, Algeria, Tunisia, Libya, Bengasi and Egypt joining with the above route to India.

TWA Skyliners will also fly a con-

necting route linking Portugal and Spain to Italy.

Application for the other half of TWA's "trans-world" airline — across the North Pacific — is now pending before the CAB.

With the start of the "trans-world" airline the seacoast barriers common to travel and trade in the past will be eliminated. This means that "single-carrier" transportation will be offered to travelers and shippers of America's inland cities — the fastest, most frequent service possible at the lowest possible rates.

Commercial flying on the

"trans-world" airline starts as soon as equipment is ready for international service and as soon as the necessary arrangements can be made with the foreign governments involved.

Otherwise TWA is ready now — ready with more than 3½ years' experience in overocean flying for the Air Transport Command—ready with its extensive resources and its organization of highly skilled technical and administrative personnel.

TWA
POINTS THE WAY

From Foreign Service Officer, Unclassified (B) to Unclassified (A) \$3100:

Alvin M. Bentley, of Michigan.
Byron E. Blankenship, of New York.
Robert M. Brandin, of New York.
William C. Burdett, Jr., of Georgia.
Findley Burns, Jr., of Maryland.
George Carnahan, of New York.
Forrest N. Daggett, of California.
Douglas N. Forman, Jr., of Massachusetts.
Michael R. Gannett, of New York.
James C. Lobenstine, of Connecticut.
Oliver M. Marcy, of Massachusetts.
William S. Rosenberg, of New York.
Lubert O. Sanderhoff, of California.
William Lnadon Sands, of Florida.
Joseph S. Sparks, of California.
William L. S. Williams, of Wisconsin.

VINDICATION OF JOHN S. SERVICE

(Continued from page 14)

the splendid record I am advised you have maintained since first you entered the Foreign Service.

"With all good wishes,

"Sincerely yours,

"James F. Byrnes."

Mr. Grew's letter follows:

"Dear Service:

"The Secretary has just told me of the letter he has written you expressing his pleasure at your complete vindication. I just want to add a personal word of my own.

"When I learned, only a few days before your arrest, that your name had been coupled with thefts of official documents I was inexpressibly shocked. Having known you for some time and of the high calibre of your work I could not believe that you could be implicated in such an affair. As the Secretary has stated, you have been completely cleared of any such implication by operation of our democratic machinery of investigation and law enforcement.

"I am particularly pleased that you are returning to duty in the field of your specialization, Far Eastern Affairs, where you have established an enviable record for integrity and ability.

"With all good wishes,

"Sincerely yours,

"Joseph C. Grew."

RETURN TO THE DEPARTMENT?

(Continued from page 34)

to most of the former employees, the really important experience was that of the travel. Few soldiers are ever billeted in cities or even towns and one lives with the country, probably closer to the people than any diplomat ever achieves. I was in England, Morocco, Algeria, Tunisia, Sicily and from the toe of Italy to Florence. Others have been in France, Holland, Belgium, Norway, Iceland, Ger-

many, as well as the countries and possessions of the Middle East, Near East, and Far East. One can not go through a war even as a man of paper (who at least is involved in statistics of casualties) without a firm resolve to insist to himself that he owes a greater obligation to his country after the war than that which he pays during the war in attempting to achieve a permanent and lasting peace. How can one place himself in such a position where the policy makers are of another generation—perhaps even of a more tired, bitter, and cynical one?

Well, even the most humble of clerks can express an opinion or plant a seed with his superior which might take root: he can cast a vote, and if he is in the Government service, by his achievement and work, he can eventually impress those under whom he works. I could answer many of the critics who say why beat your head against the wall of government indifference to the little man by pointing out my own former chief, Mr. Michael J. McDermott. I don't know his political affiliation as I guess the majority don't know, because he has not only survived every administration, but has been promoted regardless of the party in power. I could show them a recent press release in which the Department states they are anxious to have qualified service personnel in foreign service because it is their just due. There is no former employee who honestly speaks with himself but must admit that five years of war is an incentive to spending double or triple or more years for peace; and who is better prepared to deal with other nations than the man who has fought for or against them, and lived with them?

It is a pathetic fallacy to assume that the state will not change when the war has outmoded every conceived notion of statecraft, just as much as the word "isolationist" is no more a word of honor among true Americans; yet a few short years ago that have changed the face of the earth an internationalist was a war monger. The proof of the present vitality of the Department is in the recent United Nations Conference.

Should we return? I say no to those who are disillusioned or bitter, or those who believe ideals are part of a dear dead past. I say no to those who want a fortune or immediate recognition in a position that entitles them to an Ambassador's rating. I say no to those who became easily discouraged and who have ceased fighting when the war is over. But to those who want sincerely to play a role in the greatest world drama ever to be enacted; who are ambitious, courageous, persevering; who are willing to let their hard work prove themselves. I say yes. It is the responsibility of the Department of State to meet the challenge of those former employees now in the service, as it is our responsibility to live up to that challenge.



Discreetly
Tempting
in Flavor...

FOR many generations now (since 1830 to be exact) the House of Bellows has been privileged to supply illustrious Americans with light, fine whiskeys distinguished by their remarkably delicate flavor. In Bellows Special Reserve, connoisseurs of fine whiskey will find a certain rare quality that makes it unique—a light, delicate

flavor and bouquet that discreetly tempts discriminating palates.

We believe that Bellows Special Reserve Whiskey will satisfy the discriminating taste of many members of our Foreign Service missions and shall consider it a privilege to serve them.

BELLOWS & COMPANY, INC.
Established in 1830

Pleasure bent or business bound . . .

More people will rely on planes in the years ahead than you'd have dared guess a few years back . . .

Which means, of course, that more people will learn to look for and respect *aircraft engine dependability* than has ever been the case before . . .

And this, in its turn, can only mean that the name **LYCOMING** will come very close to being one of flying

YOU CAN RELY ON LYCOMING!

America's new household words . . .

Pre-war, at-war, post-war . . . flying dependability is the aim of everyone who works at Lycoming. . . Pre-war, at-war, post-war . . . performance in the air has proved . . . and will prove . . . that you can rely on **LYCOMING**.



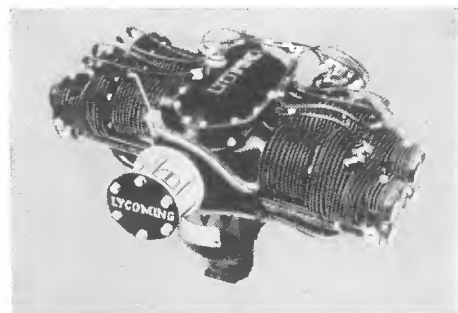
LYCOMING, MODEL O-145
DEVELOPING 65 H.P. AT 2550 RPM.

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AIRCRAFT ENGINES . . . 55-300 H. P.



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The Aviation Corporation
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POWERED BY LYCOMING—THE ENGINE WITH A PROVEN PAST AND A SURE FUTURE

SHIPS... vital in War... vital in Peace

The responsibilities of GRACE LINE have not ended with Victory, for "SANTA" ships will share with America's Merchant Marine in the great task of forging an enduring peace. To this end, GRACE LINE will contribute faster, more efficient and economical transportation, fostering trade, travel and understanding between the Americas.

GRACE LINE

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HOW THE BRITISH DO IT

The following is the text of an article entitled "Diplomats at School," which appeared in the London Daily Telegraph of July 11, 1945, concerning the examination for recruits to the British Foreign Service:

The first personal examinations of recruits for the senior branch of the Foreign Service are to take place towards the end of August.

The newly formed Civil Service Selection Board wants to know much more about the candidate than can be discovered from the brief interview of pre-war days.

After the qualifying written examination at the beginning of August candidates will spend three days in a house in the country. Here they will be given tests of ability, intelligence and "personal relations" under skilled observation.

The board will look for men who, with a high standard of education and intelligence, also possess the right personal qualities. These will be elicited by "job-analysis," a scientific method of deciding the kind of man most suitable for a specific task.

The house has not yet been finally chosen, but it is likely to be near London.

It will be situated in its own grounds, where tests will be made out of doors, and the natural features of the place may be used in the forming of the tests. But most of the tests will be held indoors.

There will be 24 candidates at a time in the beginning. The directing staff of seven or eight will have meals with the candidates during working hours. Outside these hours the atmosphere will be that of a country house and every effort will be made to avoid making the candidates feel that they are under observation.

The candidates will be divided into groups of eight, with one psychologist attached to each group. The men's reactions to the observers and to their fellow candidates, their first approach and how they get to know each other, their ability to debate a set subject and to co-operate in the solution of a set problem—all these points will be noted.

Each group of eight will act independently. Its members will form committees to discuss and deal with specific problems. The way in which they act as a group and individually will form a basis for the observer's opinions.

The intelligence tests will be devised under the aegis of the psychologists, who will interview candidates and see them "in action."

As the needs of the Foreign Service, now comprising the Foreign Office, the Diplomatic Service, Commercial-Diplomatic and Consular Services, are most urgent, those for the Foreign Service will be the first to be summoned for these tests.

Although no women are yet admitted to the Foreign Service, there will be two women at the house—one psychologist and one observer.



***How Man First Found
His Way through the Air
by Radio Compass***

Remember back in the Thirties
How brave pioneers flew oceans
With sandwiches in their pockets . . .
Hitting England, France or Ireland
Somewhere near their destinations
If skilled enough . . . or just plain lucky?

* *

One chill, overcast dawn in Thirty-five
A small French Farman plane
Took off from Paris
Heading out across the Mediterranean
And the vast continent of Africa
Toward the tiny Isle of Réunion
Four hundred miles out from Madagascar
Itself an island off the distant African coast

On . . . on . . . and on . . . it soared
Up and out into the unknown
Of sea and storm and endless cloud . . .

But no daredevil stunt was this
Unless men can be called brave
Who trust their lives to untried gadgets
That may make flying safe for all

For flying with this "blind" plane
Was the first automatic radio compass . . .
Developed by IT&T's French Associate
I.e. Matériel Téléphonique

On . . . on . . . and on . . . the lone plane flew . . .
Blind as a moth in an arc light
But . . . straight as a homing pigeon . . .
Until finally . . . there below, through the clouds
Like a dot in the Indian Ocean
Glistened the Isle of Réunion

* *

Ancestor of all automatic radio compasses
It is but one of many electronic instruments
Pioneered by IT&T . . .
Which today is helping man
Through radio, telephone, telegraph, television
To build a neighborly, peaceful *One* world

IT&T

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67 Broad Street, New York 4, N. Y.

BUY AND HOLD VICTORY BONDS

STATISTICAL SURVEY OF THE FOREIGN SERVICE

(Continued from page 19)

TABLE IV—(Continued)

TOTAL YEARS IN CAREER SERVICE ACCORDING TO CLASSES*

†The inclusion at this point of the entries from the Departments of Agriculture and Commerce is justified by the fact that a number entered their Foreign Services at various levels following assignments of varying lengths in their home Departments or in private business. In any cases the "median" figures are little affected by unusual cases.

‡"Median" is the point on a statistical scale of the distribution of cases, above which and below which lie exactly 50% of the cases. The median is thus a measure of "central tendency." It has the advantage over the "average" that it is not affected by unusually high or low values of the variable.

| | Number of Years of Service | | | | | | | | | Uncl. | Total |
|----------|----------------------------|----|-----|----|----|----|-----|------|---|-------|-------|
| | Classes | | | | | | | | | | |
| | I | II | III | IV | V | VI | VII | VIII | | | |
| Maximum: | | | | | | | | | | | |
| 1945 | 36 | 38 | 34 | 33 | 28 | 33 | 30 | 7 | 7 | 7 | 38 |
| 1942 | 43 | 36 | 36 | 34 | 28 | 31 | 28 | 16 | 5 | 5 | 43 |
| 1938 | 35 | 31 | 27 | 32 | 32 | 26 | 24 | 21 | 9 | 9 | 35 |
| Median:‡ | | | | | | | | | | | |
| 1945 | 25 | 22 | 20 | 18 | 16 | 14 | 8 | 6 | 4 | 4 | 14 |
| 1942 | 24 | 22 | 20 | 20 | 16 | 15 | 12 | 6 | 2 | 2 | 12 |
| 1938 | 24 | 19 | 19 | 18 | 18 | 15 | 11 | 9 | 3 | 3 | 12 |
| Minimum: | | | | | | | | | | | |
| 1945 | 6 | 6 | 6 | 6 | 6 | 6 | 6 | 4 | ½ | ½ | ½ |
| 1942 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | ½ | ½ | ½ |
| 1938 | 2 | 8 | 7 | 4 | 1 | 9 | 7 | 7 | ½ | ½ | ½ |

*The date of entry into the career service was that which followed the words "appointed after examination" or "appointed Foreign Service Officer" in the biographies in the *Register of the Department of State*, October 1, 1942. For appointments made after that date, the *Foreign Service List*, January 1, 1945, was consulted and the *Department of State Bulletins* (incomplete file) Statistics for 1938 were published in THE AMERICAN FOREIGN SERVICE JOURNAL, August 1939, page 430.

TABLE V
LENGTH OF TIME SPENT IN CLASSES COMPLETED*

| Months in Class | Number of Officers | | | | | | | | Uncl. | Total |
|-----------------|--------------------|-----|----|----|----|-----|------|---|-------|-------|
| | II | III | IV | V | VI | VII | VIII | | | |
| 0 | | 7 | 17 | 22 | 23 | 6 | | | | 75 |
| 9 | 4 | | | 1 | | | | | | 5 |
| 11 | | | | | | 3 | | | | 3 |
| 14 | 1 | | | | | | | | | 1 |
| 17 | 1 | | 6 | 10 | 21 | 1 | 14 | | | 53 |
| 18 | | | | | 1 | 13 | 5 | | | 19 |
| 19 | | | | 4 | 2 | 9 | 5 | | | 20 |
| 20 | | | | | 2 | 2 | 7 | | | 11 |
| 21 | 4 | 4 | 12 | 19 | 27 | 50 | 69 | | | 185 |
| 22 | | | | 1 | 11 | 8 | 26 | | | 46 |
| 23 | | | 1 | | 8 | 4 | 27 | | | 40 |
| 24 | | 1 | 1 | | | 11 | 18 | | | 31 |
| 25 | | | 1 | 2 | 3 | 9 | 9 | | | 24 |
| 26 | 1 | 6 | 16 | 19 | 13 | 13 | 21 | | | 89 |
| 27 | 4 | 17 | 34 | 28 | 11 | 18 | 14 | | | 126 |
| 28 | | | | | 2 | 6 | 6 | | | 14 |
| 29 | | | | | | | 27 | | | 27 |
| 30 | 10 | 13 | 14 | 18 | 17 | 8 | 11 | | | 91 |
| 31 | 3 | 7 | 3 | | 9 | 4 | 16 | | | 42 |
| 32 | | | 4 | 9 | 9 | 6 | 6 | | | 34 |
| 33 | | | 1 | | 4 | 3 | 27 | | | 35 |
| 34 | | 2 | 4 | 4 | | 15 | 20 | | | 45 |
| 35 | 2 | 3 | 1 | 5 | 16 | 33 | 3 | 1 | | 64 |
| 36 | 3 | 6 | 2 | 4 | 6 | 2 | 2 | | | 25 |
| 37 | | | | 1 | 2 | | 3 | | | 6 |
| 38 | | | | 5 | 5 | 11 | 10 | | | 31 |
| 39 | | 2 | 4 | 3 | 12 | 13 | 4 | | | 38 |
| 40 | | | | 2 | 1 | 3 | | | | 6 |
| 41 | 2 | | 2 | | 1 | 5 | 3 | | | 13 |
| 42 | | | 1 | 3 | 2 | 11 | 3 | 2 | | 22 |

(Continued on page 46)



■ Favorite meeting place of Foreign Service men in the Nation's Capital. Four blocks from the Department of State. Convenient to all points of interest in Washington. Exclusive Men's Bar. Famous food. Coffee Shop. Gay Cocktail Lounge. Air Conditioned in the summer.

The
MAYFLOWER
 WASHINGTON, D. C.
 C. J. MACK, General Manager

TABLE V—(Continued)
 LENGTH OF TIME SPENT IN CLASSES COMPLETED*

| Months in Class | Number of Officers | | | | | | | | Total |
|--------------------|--------------------|-----|----|---|----|-----|------|-------|-------|
| | II | III | IV | V | VI | VII | VIII | Uncl. | |
| 43 | | 4 | 1 | | 6 | 11 | | 1 | 23 |
| 44 | | 2 | 4 | 6 | 8 | 9 | 1 | 7 | 37 |
| 45 | | | | | 3 | | 8 | 2 | 13 |
| 46 | | | | | 7 | 1 | 2 | 4 | 14 |
| 47 | | | | 1 | | | 1 | 5 | 7 |
| 48 | | 1 | 1 | 3 | 4 | 3 | 4 | 12 | 28 |
| 49 | 2 | 1 | | 1 | 2 | 1 | 5 | | 12 |
| 50 | | | | 1 | | 1 | 8 | 2 | 12 |
| 51 | 1 | | 5 | 6 | 5 | 3 | 1 | 6 | 27 |
| 52 | | | 1 | 2 | 1 | 2 | 1 | 6 | 13 |
| 53 | | | 1 | 1 | | 3 | | 10 | 15 |
| 54 | | | | | | | 1 | 5 | 6 |
| 55 | | 1 | 2 | | | 9 | 9 | 6 | 27 |
| 56 | | 1 | 1 | 3 | 7 | 7 | 17 | 11 | 47 |
| 57 | 2 | 2 | 1 | 6 | 2 | 8 | 10 | 15 | 46 |
| 58 | | | | | 6 | | 2 | 13 | 21 |
| 59 | | | | 1 | 1 | | | 4 | 6 |
| 60 | | | | | | | | 3 | 3 |
| 61 | | | 2 | | | | | 10 | 12 |
| 62 | | 2 | | 2 | 3 | 2 | 3 | 9 | 21 |
| 63 | 2 | 2 | 2 | 4 | 5 | 9 | 11 | 5 | 40 |
| 64 | | | | 1 | | | 2 | 37 | 40 |
| 65 | 2 | 3 | | 9 | 8 | 5 | | | 27 |
| 66 | | | | | | | | 5 | 5 |
| 67 | 5 | 2 | 1 | 2 | | | | 8 | 21 |
| 68 | | | | | 1 | 1 | | | 2 |
| 69 | | | | | 4 | 4 | | 7 | 15 |
| 70 | 2 | 1 | 2 | 5 | 3 | 3 | | 3 | 19 |
| 71 | | | | | 3 | 3 | | 22 | 28 |
| 72 | | | | | | | | 3 | 3 |
| 73 | | 1 | 1 | | | 4 | | 2 | 8 |
| 74 | | 1 | 2 | | 2 | 3 | | 9 | 17 |
| 75 | | | | | 1 | | | 2 | 3 |
| 76 | | | 1 | 2 | 1 | | | 20 | 24 |
| 77 | | | 2 | 1 | | | | | 3 |
| 78 | | | | 2 | | | | 2 | 4 |
| 79 | | | | 1 | | | | 5 | 6 |
| 80 | | | | | 1 | 3 | | | 4 |
| 81 | | | | | 1 | 3 | | 1 | 5 |
| 82 | | | 1 | 1 | 1 | | | 1 | 4 |
| 83 | 2 | | 2 | 2 | 2 | 2 | | 5 | 15 |
| 84 | | | | | | | | 15 | 15 |
| 85 | | | 1 | | 1 | | | 2 | 4 |
| 86 | 1 | | | | 5 | | | | 6 |
| 87 | | | | | | 1 | | 34 | 35 |
| 88 | | | 1 | | | 2 | | 5 | 8 |
| 89 | | | | | | | | 11 | 11 |
| 90 | | | | 1 | | | | | 1 |
| 91 | | | | | | | 1 | 1 | 2 |
| 92 | | | | | 1 | 3 | | 6 | 10 |
| 93 | | | | | 2 | | | 1 | 3 |
| 94 | 1 | | 1 | | 1 | | | | 3 |
| 95 | | | 1 | 1 | 3 | | | 4 | 9 |
| 96 | | | | | | | | 1 | 1 |
| 97 | | | | | 4 | | | 1 | 5 |
| 98 | | | | | | 1 | | 19 | 20 |
| 99 | | | | | | | | 3 | 3 |
| 100 | | | | | | | | 4 | 4 |
| 101 | | | | | | | | 6 | 6 |
| 102 | | | | | | | | 4 | 4 |
| 104 | | | | 1 | 1 | 1 | | 1 | 4 |
| 106 | | | 1 | 1 | 1 | | | | 3 |
| 107 | | | | | | | | 2 | 2 |
| 108 | | | | | | 1 | | 2 | 3 |
| 109 | | | | 1 | 2 | | | 2 | 5 |

TABLE V—(Continued)
LENGTH OF TIME SPENT IN CLASSES COMPLETED*

| Months in Class | Number of Officers | | | | | | | | Total |
|-----------------|--------------------|------|-----|-----|-----|-----|------|-------|-------|
| | II | III | IV | V | VI | VII | VIII | Uncl. | |
| 110 | --- | --- | 1 | --- | --- | --- | --- | --- | 1 |
| 111 | --- | --- | --- | 1 | --- | 1 | --- | --- | 2 |
| 112 | --- | --- | 1 | --- | --- | --- | --- | --- | 1 |
| 113 | --- | --- | --- | --- | --- | --- | 1 | 2 | 3 |
| 114 | --- | --- | --- | --- | --- | 1 | --- | --- | 1 |
| 115 | --- | --- | 1 | --- | --- | 1 | --- | --- | 2 |
| 116 | --- | --- | --- | --- | --- | --- | --- | 1 | 1 |
| 120 | --- | --- | --- | --- | --- | --- | 1 | 1 | 2 |
| 122 | --- | --- | --- | --- | --- | 1 | --- | --- | 1 |
| 123 | --- | --- | --- | 1 | --- | 1 | --- | --- | 2 |
| 126 | --- | --- | --- | --- | --- | 1 | 1 | 1 | 3 |
| 127 | --- | --- | --- | --- | --- | 1 | --- | --- | 1 |
| 130 | --- | --- | 2 | 1 | 1 | 1 | --- | --- | 5 |
| 131 | --- | --- | --- | --- | --- | 1 | --- | --- | 1 |
| 132 | --- | --- | --- | --- | --- | 2 | 1 | 1 | 4 |
| 133 | --- | --- | --- | --- | --- | --- | 1 | 1 | 2 |
| 134 | --- | --- | --- | 2 | 1 | --- | --- | 1 | 4 |
| 137 | --- | --- | --- | 2 | 1 | --- | 1 | --- | 4 |
| 139 | --- | --- | --- | --- | 1 | --- | --- | --- | 1 |
| 141 | --- | --- | --- | --- | 1 | --- | --- | --- | 1 |
| 145 | --- | --- | --- | --- | 2 | --- | --- | --- | 2 |
| 147 | --- | --- | --- | 1 | --- | --- | --- | --- | 1 |
| 157 | 1 | --- | 1 | 1 | 2 | --- | --- | --- | 5 |
| 159 | --- | --- | 1 | --- | --- | --- | --- | --- | 1 |
| 164 | --- | 1 | 1 | --- | --- | --- | --- | --- | 2 |
| 171 | --- | --- | --- | --- | --- | 1 | --- | --- | 1 |
| 177 | --- | --- | --- | --- | 2 | --- | --- | --- | 2 |
| 180 | --- | --- | 2 | --- | 2 | --- | --- | --- | 4 |
| Total | 56 | 96 | 172 | 237 | 330 | 388 | 444 | 403 | 2126 |
| Maximum: | | | | | | | | | |
| 1945 | 157 | 164 | 180 | 157 | 180 | 171 | 137 | 134 | 180 |
| 1942 | 157 | 164 | 164 | 157 | 157 | 132 | 91 | 137 | 164 |
| Median: | | | | | | | | | |
| 1945 | 33 | 30.5 | 27 | 30 | 35 | 35 | 29 | 75 | 35 |
| 1942 | 49 | 36 | 32 | 37 | 43 | 35 | 31 | 73 | 43 |
| Minimum: | | | | | | | | | |
| 1945 | 9 | 0 | 0 | 0 | 0 | 0 | 17 | 35 | 0 |
| 1942 | 14 | 21 | 21 | 19 | 18 | 18 | 18 | 35 | 14 |

*Compiled from biographies in the *Register of the Department of State*, October 1, 1942, and from subsequent *Foreign Service Lists*, and *Department of State Bulletins*. Every class entered either immediately after passing the examinations for the career service or by promotion from a lower class, for every member of the Foreign Service as constituted and classified on July 1, 1945, was tabulated according to the number of months he spent in it. Classes not fully completed by reason of entry through appointment from the Departments of State, Agriculture, or Commerce, through an Executive Order, or because of resignation to enter the Department of State for a limited time, or because the Officer is currently in the Class, were not included in the tabulation.

An examination of the maximum and minimum number of months it has taken Officers now in the Service to pass through any one class would indicate that either there are a number of inefficient or unsuitable Officers who have had to be penalized by long delayed promotions; or else that funds for fairly regular, deserved promotions have heretofore been inadequate.

Forty-nine Officers have had the experience of serving at least ten years in some one class (excluding Class I) before being promoted. This does not include those who have spent more than ten years in a Class and have not yet been promoted.

The effect of this state of affairs on the morale of these men and on that of the Service as a whole is bad. With the removal of the class percentage limitations, funds should be made available to place all Officers in the class to which they belong by virtue of their character, ability, age and education, pre-career experience and proficiency in languages. This could be effected through a "reclassification" of all Officers in the Service, which is not to be confused with a system of double promotions which might be given only in recognition of outstanding work under difficult or hazardous conditions.

(Continued on page 48)

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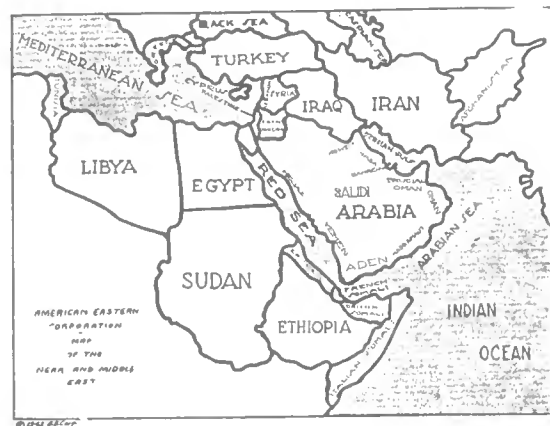
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TABLE VI
AGE* DISTRIBUTION IN EACH CLASS

| Age in Years | Class, July 1, 1945 | | | | | | | | Uncl. | Total |
|----------------|---------------------|----|-----|----|-----|-----|-----|------|-------|-------|
| | I | II | III | IV | V | VI | VII | VIII | | |
| 25 | | | | | | | | | 4 | 4 |
| 26 | | | | | | | | | 6 | 6 |
| 27 | | | | | | | | | 13 | 13 |
| 28 | | | | | | | | 1 | 11 | 12 |
| 29 | | | | | | | 2 | 3 | 10 | 15 |
| 30 | | | | | | | 7 | 2 | 8 | 17 |
| 31 | | | | | | | 7 | 6 | 11 | 24 |
| 32 | | | | | | | 18 | 4 | 6 | 28 |
| 33 | | | | | | 2 | 4 | 6 | 8 | 20 |
| 34 | | | | | 2 | 1 | | 2 | 2 | 7 |
| 35 | | | | | 1 | 3 | 11 | 6 | 4 | 25 |
| 36 | | | | 1 | 6 | 10 | 5 | | 2 | 24 |
| 37 | | | 2 | 6 | 3 | 10 | 6 | 5 | | 32 |
| 38 | | | | 4 | 11 | 14 | 8 | 1 | 3 | 41 |
| 39 | | | 2 | 2 | 8 | 10 | 7 | 1 | 2 | 32 |
| 40 | | | | 8 | 6 | 8 | 5 | 2 | | 29 |
| 41 | 1 | 2 | 4 | 3 | 4 | 7 | 3 | 1 | 1 | 26 |
| 42 | 1 | | 6 | 4 | 8 | 8 | 1 | | | 28 |
| 43 | | 1 | 3 | 6 | 7 | 4 | 2 | 1 | | 24 |
| 44 | | 2 | 1 | 7 | 5 | 1 | 2 | | 1 | 19 |
| 45 | | 2 | 7 | 5 | 5 | 2 | 2 | | | 23 |
| 46 | 3 | 2 | 3 | 6 | 7 | 4 | 1 | | | 26 |
| 47 | 1 | 3 | 5 | 1 | 7 | 2 | 1 | | | 20 |
| 48 | 1 | 1 | 2 | 2 | 3 | 4 | 2 | | | 15 |
| 49 | 4 | 2 | 11 | 5 | 3 | 3 | 4 | | | 32 |
| 50 | 4 | 7 | 5 | 2 | 5 | 5 | 1 | | | 29 |
| 51 | 7 | 7 | 6 | 2 | 4 | 2 | | | | 28 |
| 52 | 4 | 8 | 8 | 6 | 4 | 1 | 2 | | | 33 |
| 53 | 8 | 6 | 7 | 4 | | 3 | 1 | | | 29 |
| 54 | 4 | 5 | 4 | 3 | 2 | 1 | | | | 19 |
| 55 | 1 | 2 | 5 | 5 | 1 | | | | | 14 |
| 56 | 3 | 1 | 3 | 3 | 3 | 3 | | | | 16 |
| 57 | 4 | 1 | 4 | 1 | 2 | | | 1 | | 13 |
| 58 | | 1 | 1 | 1 | 1 | 1 | | | | 5 |
| 59 | 2 | 2 | 5 | 2 | 2 | | | | | 13 |
| 60 | 2 | 2 | 3 | 1 | 1 | | 1 | | | 10 |
| 61 | 1 | 1 | 2 | 2 | 1 | 1 | | | | 8 |
| 62 | | | 2 | | | 1 | | | | 3 |
| 63 | 1 | 1 | 1 | 2 | | | | | | 5 |
| 64 | 2 | 2 | | | 1 | | | | | 5 |
| 65 | | 1 | 1 | | | | | 1 | | 3 |
| 69 | 1 | | | | | | | | | 1 |
| 73 | 1 | | | | | | | | | 1 |
| No data | | | | | | 1 | | | 6 | 7 |
| Total Officers | 56 | 62 | 103 | 94 | 113 | 112 | 103 | 43 | 98 | 784 |

TABLE VI—(Continued)
AGE* DISTRIBUTION IN EACH CLASS

| | Age in Years | | | | | | | | | Service |
|----------|--------------|-----|-----|-----|-----|----|-----|------|------------|---------|
| | I | II | III | IV | V | VI | VII | VIII | Uncl. | |
| Maximum: | | | | | | | | | | |
| 1945 | 73 | 65 | 65 | 63 | 64 | 62 | 60 | 65 | 44 | 73 |
| 1942 | 71 | 63 | 64 | 64 | 60 | 64 | 58 | 63 | 55 | 71 |
| 1938 | 66 | 63 | 63 | 64 | 62 | 64 | 55 | 53 | 46 | 66 |
| Median: | | | | | | | | | | |
| 1945 | 53 | 52 | 51 | 46 | 44 | 40 | 36 | 35½ | Incomplete | 43 |
| 1942 | 52 | 51 | 50 | 48½ | 45 | 42 | 38 | 34 | 29 | 41 |
| 1938 | 54 | 49½ | 46 | 49 | 45½ | 44 | 38½ | 34½ | 31 | 40 |
| Minimum: | | | | | | | | | | |
| 1945 | 41 | 41 | 37 | 36 | 34 | 33 | 29 | 28 | 25 | 25 |
| 1942 | 44 | 44 | 39 | 39 | 35 | 35 | 33 | 27 | 23 | 23 |
| 1938 | 42 | 41 | 39 | 37 | 34 | 33 | 31 | 30 | 22 | 22 |

*Year of birth taken from the biographies in the *Register of the Department of State*, October 1, 1942. Statistics for 1938 were published in *THE AMERICAN FOREIGN SERVICE JOURNAL*, July 1939, page 375.

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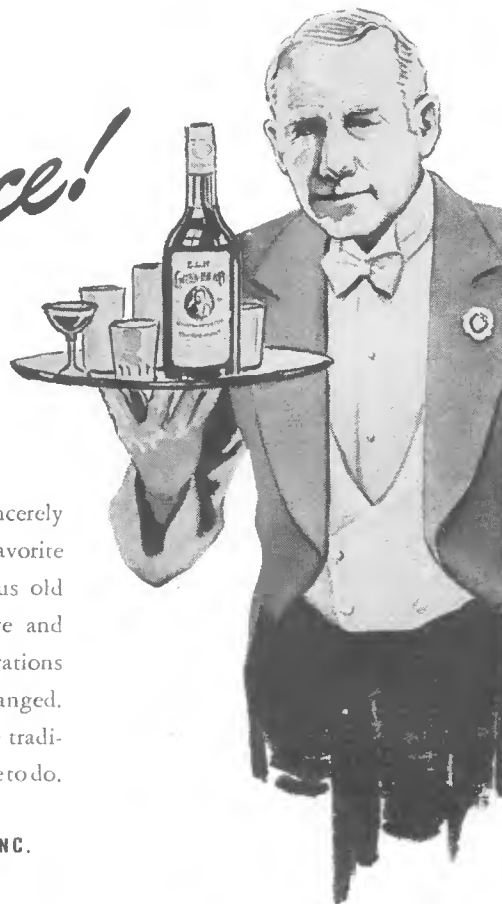
qualified civilian passengers and Clipper Express to 46 of the sixty-eight countries and colonies to which Pan American had pioneered service *before* Pearl Harbor. These 46 are:

| | | |
|----------------|--------------------|-------------------|
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| Bahamas | French Guiana | Paraguay |
| Belgian Congo | French W. Africa | Peru |
| Bermuda | Guadeloupe, FWI | Portugal |
| Bolivia | Guatemala | Portuguese Guinea |
| Brazil | Haiti | Puerto Rico |
| British Guiana | Hawaii | St. Lucia, BWI |
| Canada | Honduras | St. Thomas, V. I. |
| Canal Zone | Jamaica, BWI | Surinam |
| Chile | Liberia | Trinidad, BWI |
| Colombia | Martinique, FWI | Uruguay |
| Costa Rica | | Venezuela |
| Cuba | | |

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THE BERLIN CONFERENCE

(Continued from page 11)

placed an item on the agenda led off the discussions when the item was reached, giving the reasons for introducing the subject and, if appropriate, a recommended policy to be agreed upon by the three Governments.

The first major item on the agenda was the American proposal for the creation of a Council of Foreign Ministers. This proposal was promptly agreed to and arrangements were made for the first meeting of the Council to be held in London early in September. The next general topic discussed related to the control of Germany and the political and economic policy to be followed by the occupying powers. The subject of reparations was naturally an important part of this topic. Mr. Pauley brought with him Mr. Lubin from Moscow to take part in these discussions.

A large part of the general economic work was done in a sub-committee on which Mr. Clayton and his staff were the American representatives.

Following the discussions regarding Germany, the Conference considered matters relating to Poland. After this, the discussions related generally to the Balkans and the Near East and Africa. No effort was made to follow any exact geographical pattern, and subjects were taken up as soon as agreement was reached that the three delegations were ready to discuss them.

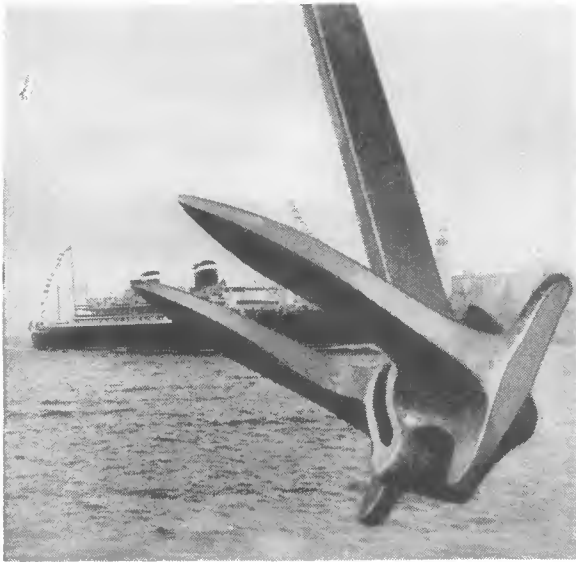
While the principal delegates attended each meeting, other members of the three delegations attended the formal sessions according to whether their particular subjects were under discussion at the moment. If Germany, for instance, was to be discussed, Riddleberger would be among the American advisors; Cannon was present for all Balkan discussions, etc. In case of doubt, area specialists who might be needed went to Cecilienhoff and waited outside the conference room until called. (The possibility that the Near East might be reached during the early part of the conference resulted, in my own case, in my spending the better part of two days in an ante-room, nervously playing gin rummy with a brief case under my arm.) The personnel among the advisors sitting behind each delegation changed consequently from day to day and sometimes from subject to subject during a single meeting.

At the morning meetings, Mr. Byrnes usually had Mr. Dunn, Mr. Clayton, Mr. Cohen and another important delegate (Harriman or Murphy) at the center table. At the afternoon sessions, Mr. Truman was usually flanked by Mr. Byrnes, Admiral Leahy and Ambassador Davies, in addition to Bohlen as

the interpreter. Persons not at the center table would draw up chairs close behind. When political matters were under discussion at the main sessions, Mr. Dunn would sit immediately behind Mr. Byrnes, and the specialist on the specific subject under discussion would sit beside or behind Mr. Dunn. Similarly, Mr. Clayton and his staff would move up when economic matters were discussed.

I have been asked to illustrate, as of particular interest to readers of the JOURNAL, the manner in which a Foreign Service Officer participated in the discussions. An example taken at random might be as follows: An item on the agenda concerns the implementation of the Yalta formula providing for the creation, with the assistance of the principal Allies, of democratic governments in the countries liberated from Axis domination. The item is reached on the agenda. Cannon, as the Balkan specialist, is the principal Foreign Service Officer concerned. He is sitting on one side of Mr. Dunn while Matthews is on the other. Mr. Churchill points out that although elections have been set in Bulgaria for October 26, the various political parties in the country have not been given an opportunity to campaign without restrictions. Mr. Truman asks, in a whispered aside, whether our reports substantiate Mr. Churchill's claim. Cannon supplies information regarding censorship, admission of American journalists to the country, and any other information or suggestion which might be pertinent.

Each of the three delegations was well documented and well informed regarding all of the items on the agenda before the Conference assembled. Moreover, the policy of each government had been fairly well formulated on each subject before the Conference, and was generally known or surmised by the others. In view of this fact, the amount of agreement reached during the Conference was surprisingly large. No one would assert that there was full agreement on every matter of common interest to the three governments, but where agreement could not be reached, there was a healthy and frank exchange of viewpoints. Progress was made, and further progress will continue to be made as long as the representatives of the three great powers continue to meet together and seek agreement. It was the realization of this fact which prompted the American delegation to suggest strongly the creation of the Council of Foreign Ministers in London, in order that there may be a continuous exchange of views. Further conferences of the Chiefs of Government may be necessary, and if each one makes as much progress as did the meeting at Potsdam, continued collaboration among the powers is not only possible but probable in spite of any conflicting interests and viewpoints of the Allied Powers.



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SUGGESTIONS FOR IMPROVING THE FOREIGN SERVICE

(Continued from page 22)

of occasional liberality and of parsimony can no more be applied in the Foreign Service than they can be applied in the Navy. The results in both instances are identical. In the past there has been too much restraint with respect to the Foreign Service. It is well known that there have been criticisms of the luxury in which Foreign Service officers live. This is a misconception which should be removed from the public mind and I believe that it can be removed. Some of the subjects mentioned hereafter will elucidate in what manner more liberal appropriations will contribute, not only to the efficiency of the Foreign Service, but to the satisfaction which the American public will receive from that foreign service.

(2) *Travel Allowances*

A liberal travel allowance should be placed at the disposal of every mission abroad, including consulates general, consulates and vice consulates. It is by travel that the foreign service officer can acquaint himself with his district. Without this acquaintanceship, the foreign service officer is not nearly so efficient. If he is without such allowance, the foreign service officer is dependent on second-hand information and regardless of the authenticity of such information there is no understanding of any given situation or region comparable to first-hand experience. Moreover, travel gives a fresh viewpoint which is indispensable to accuracy and thoroughness.

(3) *Home Leave*

Home leave should be granted every foreign service officer at the termination of three full years abroad. Expenses in this connection should be paid by the Government for the foreign service officers and the immediate members of their families. These expenses should include all travel expenses from his post to his home in the United States and return. Compensation of foreign service officers is not sufficient to permit the return home at private expense as often as every three years and while there are allowances in this respect at the present time, they are not general nor specific. The officer, moreover, should be required to return every three years to renew his acquaintance with his native land. His return can also redound to the benefit of the various government agencies interested in the region from which he comes.

(4) *Pensions*

Pensions are not sufficient as they now are granted. Although foreign service officers contribute five per cent of their salary for such pensions, it seems unjust that a person reaching sixty-five years of

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The NATIONAL GEOGRAPHIC MAGAZINE — Gilbert Grosvenor, Litt.D., LL.D., Editor, — WASHINGTON 6, D. C.

age should return to his native land with a pension insufficient to maintain himself in decency and respectability. He returns a stranger to his native land. It is difficult for him to renew ties or make new ones. If his wife survives, she has become used to a standard of living which at an advanced age cannot be abandoned without difficulty. It does not seem just that the government, which takes care of retired officers of our armed forces on generous bases should not extend the same generosity to foreign service officers. Moreover, according to actuarial statistics, the government will pay to a retired foreign service officer or to his widow pensions over a very few years, and it would seem that the few years which foreign service officers are permitted to enjoy in their home land should be made at least moderately comfortable.

(5) Dog Houses

The dog house as part of the foreign service should be abolished. Cases of indiscipline which need punishment should be treated in some other manner. The accumulation of foreign service officers at the top of their classifications where they remain stationary for periods as long as ten years is a cruel procedure and can only result in periodic purges such as have already occurred in the service.

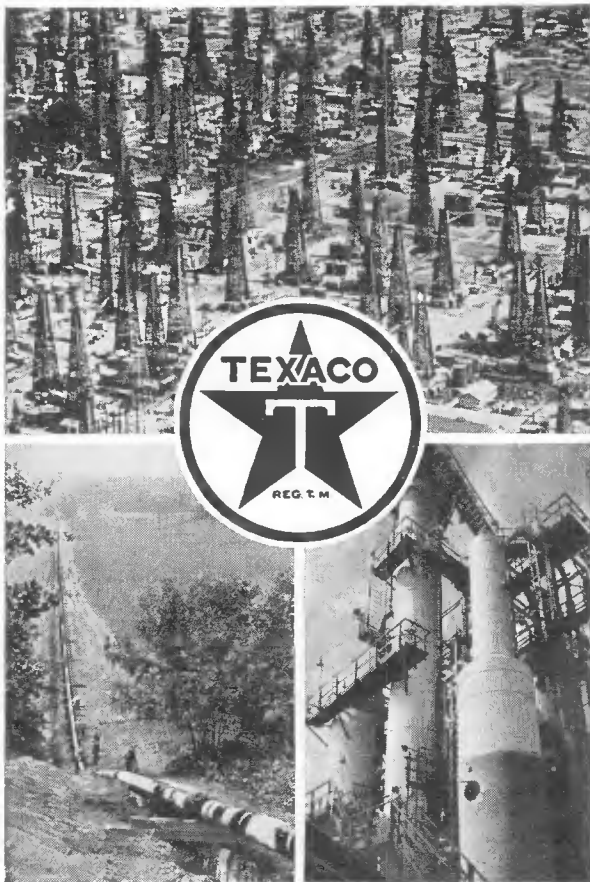
Efficiency should be demanded at all times and when that efficiency declines remedial measures should be taken at once. In extreme cases, discipline may be administered by reducing to a lower grade any officer who has brought upon himself the need for such extreme measures, but his progress should not be arrested for indefinite periods.

(6) Foreign Service Officers on Probation

Foreign Service officers entering the service should be on a probationary status for a specific period. If within that period they have not satisfactorily qualified they should be dismissed. This procedure would prevent young officers continuing in the service hopelessly for a number of years only to finally realize that they are disqualified and unsuitable.

(7) Allowances for Education of Children

One of the most difficult problems of a foreign service officer living abroad with a family which includes children is the matter of the education of the children. There are few places in the world where foreign service officers have facilities which are suitable and satisfactory for the education of American children. It is a pity that children of foreign service officers should be denied the greatest heritage of all, that is education according to American standards.



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or something equivalent to it. Every child of school age of a foreign service officer should be given an allowance for education on a basis that covers travel expense where travel is necessary. Such children when they reach maturity will therefore be assets to the United States because of the language factor and the grounding of their education in American traditions.

(8) *Service at Undesirable Posts*

With the admittance into the foreign service of officers who are classified as specialists and technicians, the foreign service officer will be called upon more than ever to serve in the undesirable posts where such technicians and specialists are unfitted to serve. In other words, foreign service officers will be called upon to fill all posts whereas the specialist and the technician can be used only in the capitals or principal industrial centers. Foreign Service officers assigned to undesirable posts should be given definite assignments and not undefined assignments as at present. This will contribute to the maintenance of their morale, and as far as practicable, officers serving at undesirable posts should be given desirable posts as a reward for service well done.

(9) *Efficiency Reports on Officers*

In the present system of reporting on the efficiency of officers there is too much responsibility placed upon the reporting officer who, despite the best intentions in the world often gives way to his prejudices or biases. It is only human, and the only remedy lies in the extension of the system of reporting to at least three colleagues. While biases and prejudices cannot be eliminated in any reporting of this kind, the fact that there are three reports on each officer will provide sufficient data to reduce liabilities of injustice to a minimum.

(10) *Promotions*

The present system of promotions is regarded by most officers as requiring too many years to produce the mature officer. While there are no statistics available, it would appear that twenty or twenty-five years are required in the average case for an officer to reach the top class. In other words, an officer will reach the age of fifty years on the average before he attains Class I in the service. It is believed that the service will benefit if officers deserving to reach the highest class, attain that goal at the age of forty years at least, or forty-five at most. He will then have ten or fifteen serviceable years to give to his country in the most important posts. Promotions are now so slow that officers oftentimes are ready for retirement by the time they have reached the highest grades. In all, the promotions should be more rapid and all inefficient officers should be eliminated. It is believed there is considerable mer-

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it in the suggestion that the present eight grades of officers be reduced to four with provision for administrative increases in compensation within each grade. Thus there would be but four promotions in the passage of an officer to the top class and the promotion list would have less significance than at present. Services well performed could also be promptly rewarded by an administrative increase in salary.

(11) *Auxiliary Officers*

There seems to be no disagreement among those concerned with regard to the obvious necessity of increasing the present personnel of the Foreign Service, in order to prepare it for its ever-increasing responsibilities. Whatever diversity of opinion exists on this subject relates to the basis on which this increment is to be made. There is now a proposal before Congress to incorporate into the Foreign Service those auxiliary officers who have demonstrated their competency, as well as certain employees from other departments and agencies of our government having technical and special qualifications in government procedure. These additions to the service would necessarily be made in the intermediate and higher grades. Being specialists and technicians, it may be assumed they would or could have no serious aspirations to become chiefs of missions, who necessarily should be officers with wide experience and broad vision. At the same time, the introduction of a substantial number of recruits into the higher grades of the service would work to the disadvantage of a considerable number of junior officers, despite the removal of percentage restrictions on the classification of Foreign Service Officers.

In these circumstances, it is my opinion that it would be more practicable to maintain auxiliary officers in their present status—that is to say that they continue to function under the direction and supervision of Foreign Service Officers in a permanent auxiliary service. Such a corps of auxiliaries might be augmented by recruits from other departments and agencies of our government, and with it might be combined the clerical staff of the foreign service, including vice consuls of non-career. Higher officers of this organization could be accredited to the countries in which they serve as Consular Officers or diplomatic secretaries, in as much as by law no compensation accompanies these titles which are mere qualitative assignments. A salary scale adequate for the purpose might be established for such an auxiliary service with specific allowances for rent and cost of living similar to that applicable at present. By this disposition the fruits of our entire civilization could also be made available to our Foreign Service by the temporary or permanent assignment of individuals chosen from our educational

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and cultural centers or from the business and professional communities, always, of course, under the direction and supervision of our Foreign Service Officers. Thus a university professor might be made available on a temporary or a permanent basis for work relating to cultural relations or an electrical engineer might be selected to study a program of electrical power development.

In this manner there would be no question as to the integrity of the organization of Foreign Service Officers and the Foreign Service would remain the chief instrument of the Department of State in the conduct of our foreign relations. Officers of this organization would be responsible for the active conduct of those relations and would constitute the raw material from which would issue our future chiefs of missions.

MR. BEVIN AT THE FOREIGN OFFICE

(Continued from page 23)

political, and commercial—in the Mid-East picture must be prepared, and it must conclude with a precise formulation of the possible courses of action and their likely consequences. The Foreign Office, therefore, must be a great deal more than the Whitehall Department to which our diplomatists abroad report. It must bear to other Departments with regard to external affairs the sort of relation which the Ministry of Production during wartime bore in regard to armaments. It must pull the various strands together and weave them into a single pattern. For that task "diplomacy"—the only experience of the present staff—is an insignificant part of the training required.

Yet Mr. Bevin will find that the only personnel at his disposal in the Foreign Office, either for assessment of the situation abroad or for the integration of foreign policy, is a small staff of professional diplomats. Ninety per cent of the work of policy-making is at present done by regional departments. Each of these is manned by two or three officials, without any research assistants to support them and without even adequate secretarial staff. Many of these regional departments have to deal with half a dozen or more countries with which they have no specialist or personal acquaintance. At one time no member of the department dealing with the United States had ever visited America, and the Northern department, which deals with Russia among other countries, had no one in it with serious pretensions to expert knowledge of the U.S.S.R. These regional departments have to deal with all matters great and small. They have simultaneously to formulate basic policy and to conduct the negotiations on such routine matters as the arrest of a British subject. An out-of-date system of minuting from the junior offi-

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cial in the department up to the Permanent Under-Secretary is employed to deal with every matter that arises. The recommendations of the regional departments pass through an Assistant Under-Secretary to the Permanent Under-Secretary and thence to the Foreign Secretary himself. That is the sum total of the organisation of the Foreign Office. Whatever the quality of the men selected as entrants at the age of twenty-two, a Foreign Office so organised cannot possibly fulfill Mr. Bevin's needs.

Mr. Bevin will be the first to realise that the organisation of an adequate Intelligence Department is the first requirement reform. At present there exists a library and nothing else. True, there are attached to the Foreign Office, as wartime accretions, the P.I.D., the various "Secret" agencies, and a section of Chatham House under Professor Toynbee. True, it is announced that the Intelligence Section of the Ministry of Economic Warfare—notorious for its wildly inaccurate estimates of enemy production—has been transferred to the Foreign Office. But so long as these ancillary organisations are controlled by the present Foreign Office staff and successfully pushed into a corner, their influence will be nil. During this war there has been available in London social, political and economic intelligence unrivalled in any other country. But none of this intelligence—unless it suited the bias of the Foreign Office—ever reached the Cabinet. During the Greek crisis, for instance, there was overwhelming intelligence available, indicating the true situation. But the Cabinet had to rely on a series of cables from Mr. Leeper, embodying *rapportage* coloured to support Mr. Churchill's policy.

It is a cardinal principle of military organisation that Intelligence should never tamper with Operations, or Operations with Intelligence. Those in charge of Intelligence should not be biased by any interest in Operations—and vice versa. Mr. Bevin might well adopt this military principle in the Foreign Office, and establish, alongside the present regional departments, dealing with current affairs, an entirely independent Intelligence Division, responsible directly to the Permanent Under-Secretary for the preparation of the necessary reports on economic, political and social conditions. Such a Division, had it existed, would have received Mr. Leeper's reports on conditions in Greece, and weighed their objectivity against the other evidence available. This would have stopped the present vicious circle, under which the man responsible for a mistaken policy is permitted to prepare the reports on the effects of his own mistakes.

The position in our Embassies and Legations is equally unsatisfactory. Staffed almost exclusively, on the policy level, with professional diplomats, they

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are quite incapable of sending home the information on economics on public opinion and on social movements, which is essential to the formation of a sound foreign policy. During this war we were far better informed about social and political conditions in German-occupied Europe than about Latin America, because we had no ambassadors in Europe to mislead us. We relied on a careful analysis of press, radio and information from agents and prisoners of war. As each country was liberated, the wartime Intelligence organisation was wound up and responsibility was once more assumed by the Embassies and Legations. As a result, there is less reliable information about French internal politics available this year in Whitehall than there was in 1944.

Personnel for this new Intelligence work is fortunately available. In all three Services there are a large number of skilled and experienced intelligence officers who have been concerned throughout the war with political, social and economic problems. There are others in the Political Intelligence Department of the Foreign Office itself, in the B.B.C. monitoring department, and in other civilian Ministries. There is the editorial staff of the daily "News Digest," a detailed summary of the European Press and radio, which was recently discontinued because the F.O. did not need it in peacetime. But it will not be long before these specialists, weary and sick of the Foreign Office contempt for any information which does not derive from a fellow diplomat, will have disappeared into civilian jobs. There is a magnificent opportunity, but Mr. Bevin will have to act quickly if he is to obtain the right staff for service at home and overseas.

But the best intelligence in the world is quite useless unless those who formulate policy are prepared to pay some attention to it. In the F.O. as at present staffed, an Intelligence Department would be discreetly sidetracked. The linking of intelligence and policy demands an even more drastic measure of reform.

PART II

From the *New Statesman and Nation*,
August 11, 1945

Just before the war, a business man, whose life had been saved by Foreign Office intervention, humbly requested that he be permitted to show his gratitude by service in kind. "Give me two days," he begged a high official, "to reorganise your internal telephone service." The offer was turned down—politely but decisively.

This incident illustrates one minor but extremely urgent problem which confronts Mr. Bevin. The present administration of the Foreign Office is impossible. It is almost as though one ordered a car

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for use on a trans-African trip and a week later a coach, polished and burnished, with two postillions up behind, appeared at the door. The Foreign Office is an exquisitely articulated Department of State, but it belongs to a vanished age. Private secretaries and stenographers are forbidden; the head of a department must use the traditional "pool." In the middle of an important interview he must answer the telephone personally because he is forbidden to employ anyone to answer it for him. The registry is so situated geographically and so organised that hours are wasted in the passage of documents. The architecture of the building itself is excellently adapted to the ceremonious signing of covenants, but not for conduct of efficient business. Crowning all, the Permanent Under-Secretary, without the help of one efficient office executive, has to waste his time, which should be spent on foreign policy, in attending to petty administrative details.

The results are two-fold. A completely inadequate staff is still further harassed by inefficiencies avoided in every modern office. But because the Foreign Office official believes the Foreign Office is perfect, he grimly defends the present system, and tries to argue that foreign policy does not need new-fangled devices, such as internal telephones, teleprinters, filing systems, or even secretaries. He and his colleagues can do their job, thank you, and

what was good enough for Sir Eyre Crowe, in 1907, is good enough for them. Anyway, it is very like life at All Souls, which is all the better for having no private bathrooms.

Mr. Bevin will find a great deal of high-minded sincere resistance to administrative efficiency in the Foreign Office. Continuous overwork has brought with it nervous overstrain and a tendency to petulant traditionalism. The office, at times, is perilously near to complete paralysis. But unless he reforms the office system promptly and drastically, no other reform can possibly succeed. A competent administrator, for instance, from the Ministry of Labour could work miracles in a few weeks if invested with sufficient authority to remove the burden from those whose real job is the formulation of policy.

But more is needed than office reform. We argued in a previous article that a separate and separately trained Intelligence Division was essential, and that its authority must be equal to that of the present regional departments. Alongside this Intelligence Division there should be constructed another Division concerned exclusively with long-term policy. Sir Eyre Crowe could write his masterly memoranda on the basic principles of British policy because he had time and leisure to sit in a room and think. The tempo of current affairs was leisurely and the

flow was a mere trickle compared to the broad stream which enters the Office to-day. It is now essential to separate and allot to separate Divisions the functions of current policy and of long-term planning. This is a matter-of-course in every military staff and in every well-organised business. By adopting it, Mr. Bevin would divide the Foreign Office into five Divisions—Administration, Intelligence, Current Policy, and Long-term Policy, each handled by a Deputy Under-Secretary. As we shall see below, the fifth division would be required for Public Relations.

It is the staffing of this new Long-term Policy Division that Mr. Bevin could inject the new blood so urgently required. Since it would deal exclusively with Foreign policy in the broadest sense, as distinct from diplomacy, no permanent official could reasonably insist that its personnel must be professional diplomats who have entered the Foreign Office in the traditional way from Oxford and Cambridge. Indeed, it is obvious that the personnel of such a Division must be men of varied experience in foreign affairs, in trade relations, in politics in the wisest sense of the word, and in strategy. Such men are to be found to-day relatively easily both among those temporary civil servants responsible for inter-Ally planning and for such administrative tasks as the Middle-Eastern Supply Board or the inter-Ally shipping control.

The need for this new Division cannot be over-emphasized. Every time that the Big Three have met, we have been under a grave disadvantage in the discussions of post-war policy, because the Russians came to the Conference with clearly formulated plans while we brought with us a bundle of reservations and good intentions. This was not true as regards strategy or war production for the simple reason that the military staffs and the civilian agencies responsible were efficiently organised and able to formulate their plans. Our failure in foreign policy was very largely due to the fact that the harassed officials in the Foreign Office had neither the time nor the competence to formulate, for instance, a British policy for Germany, or the basic principles of our policy in the Middle East. They excused themselves for failing to work out such plans by suggesting that in a democratic state major policy decisions must be left to the Cabinet. But it is obvious that busy politicians cannot possibly decide on such complex issues unless the permanent officials have done the initial work and formulated the problem in a series of clear alternative policies which can be discussed in the Cabinet. If we accept the Foreign Office excuse for its failure, then the logical conclusion must be that only totalitarian States can have foreign policies; democracies must

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Mr. Bevin is not the man to take this as an answer. But if he is to present a clear, coherent policy to the Cabinet, then he must have at his disposal in the Foreign Office a group of men as exclusively devoted to this task in regard to foreign affairs as the joint planning section of the British Chiefs of Staff are in relation to strategy. These men must, in collaboration with the Board of Trade—including we hope, the Department of Overseas Trade—and the Service Ministries, do that basic long-term thinking on which current policy decisions must be made.

Once the principle is agreed that the formulation of policy should not be left exclusively to professional diplomatists, it follows that Ambassadors also should be sought for outside the ranks of the Diplomatic Service. Who can doubt that Mr. Davies did a better job at Moscow than any professional diplomat? Who can dispute that Mr. Harold Macmillan in Algiers served Anglo-American relations better than Mr. Mack? If he is supported by a strong staff of trained officials, there is everything to be said for nominating as Ambassadors in Washington, Moscow, Paris, and Chungking men of personality who will really represent in the full sense of the word the Government of this country. The insertion of outstanding personalities into the highest positions is the correct method of improving Foreign Office personnel, not, as Mr. Eden suggested, the opening of diplomacy as a career to slightly more boys from the secondary schools.

There remains one other major problem: the relation of foreign policy to public opinion both at home and abroad. This work is at present done by a variety of organisations, the News Department of the Foreign Office, the Ministry of Information, the Political Warfare Executive, and the British Council, not to mention the European and Empire Services of the B.B.C. The Foreign Office has always regarded publicity as something slightly indecent and ungentlemanly. A perfectly reasonable dislike of propaganda is mixed up with a quite unreasonable preference for secretiveness. The result, during the war, has been that, despite a complex system of directives, our publicity services have often taken one line on a major issue and our diplomats another. This was only too evident in the Darlan and Badoglio crises.

To avoid such mishaps in the future, two things are necessary. One the one side, the Foreign Office must realise that public opinion, both at home and abroad, is a vital factor, not only in foreign policy, but also in diplomacy. We cannot afford to say one thing in public and another thing in the conference room. On the other side, we must avoid the less obvious danger of hamstringing our publicity serv-

ices by subjecting them too rigidly to Foreign Office control. If we permit a Ministry of Information to exist independent of the Foreign Office, there is a danger of speaking with two voices. If we bring all the publicity services into the Foreign Office, there is a danger that we shall have no publicity.

It is not easy to find a way out of this dilemma. A possible solution may be looked for in the constitution, though not in the output, of the British Council. This is not a public corporation with its own charter, not unlike that of the B.B.C. Mr. Bevin might be well advised to remodel the British Council, so that it includes all the Government's foreign publicity services, including the policy direction of the B.B.C. European and Empire Services, and its own Intelligence Section for the study of the "market." On the Board of Governors would, of course, be included representatives of the Foreign Office and of the Board of Trade and it would have to work in the closest contact with the Foreign Office itself through the newly constituted Publicity Division.

Such reforms would inevitably take a very considerable time to carry out, and would depend very largely on the good will of the Permanent Under-Secretary. Much turns on Mr. Bevin's selection for this post.

THE BOOKSHELF

(Continued from page 31)

JANE'S ALL THE WORLD'S AIRCRAFT, 1943-1944, by Leonard Bridgman. Macmillan, New York. \$19.

This is the thirty-third year of issue for this standard and well recognized reference work on aeronautical progress. The volume is divided into four sections, covering all the world's aeronautical progress—service aviation; all the world's aeronautical progress—civil aviation; all the world's airplanes and all the world's aero-engines.

The first section, dealing with service aviation, naturally devotes a considerable amount of text to an historical review of the events of the war in the various theaters. Over half of the space in this section treats of British Empire and United States service aviation. The Axis countries are also covered but, as might be expected, the detail may be said to be in outline form only.

The section on civil aviation is this year devoid of all illustrations. Despite the war there is a surprising amount of up-to-date information not only on flying clubs, publications, airline companies with their routes and equipment, but considerable data also on airports and airdromes and, air transport statistics, in many cases for 1943. Many countries have, of course, suspended publication of airline

traffic statistics during the war while others, notably Russia, are very loath to publish this material at any time.

Part three which treats of the world's aircraft is, in many respects, one of the most valuable sections of the publication. In addition to the brief technical descriptions accompanying the various types manufactured, this section is valuable also because it is very liberally supplied with actual photographs and with silhouette drawings. The blacked-in silhouettes represent a change from the practice of the past two years when outline three-view drawings were used. The editor points out that of the 510 illustrations in the section over 75% are new. Whether because of wartime difficulties in printing or because of the poor quality of film, or whatever the reason, the illustrations are in many instances not clear cut and overdeveloped so that it is very difficult to determine from them the detail of the aircraft.

The final section, which deals with aircraft engines, provides considerable detailed material on the technical characteristics of the motors and has illustrations of the more important types.

While *Jane's All the World's Aircraft* is generally not the type of book which the ordinary individual wants to have in his library, it is nevertheless a volume of great merit and one which can be referred to for factual detail with considerable reliance. To the student of aeronautics, to the air-linien official, and to all good libraries, *Jane's* is a "must" as a reference volume.

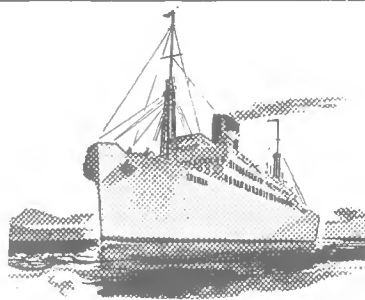
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ABBREVS. (*A Dictionary of Abbreviations*) compiled by Herbert John Stephenson, published by The Macmillan Company, New York, New York. 1943. 126 pages. \$1.75.

If you have ever wished for a special volume in which you might find the meanings of all the abbreviations you are likely to encounter, you need look no further, for "Abbrevs" is the answer to your prayer. First published in 1943, it has already gone into its third printing.

In addition to the ordinary abbreviations that we all know it contains separate sections devoted to the long list of government agencies from AAA to WSA, as well as foreign monetary units, geographical abbreviations and legal literature references. The main portion of the book (105 pages) is devoted to thousands and thousands of general terms, taken from all languages, Italian, Spanish, German, French, and Latin, and includes shipping abbreviations which ought to be useful to a consular officer in a sea port city.

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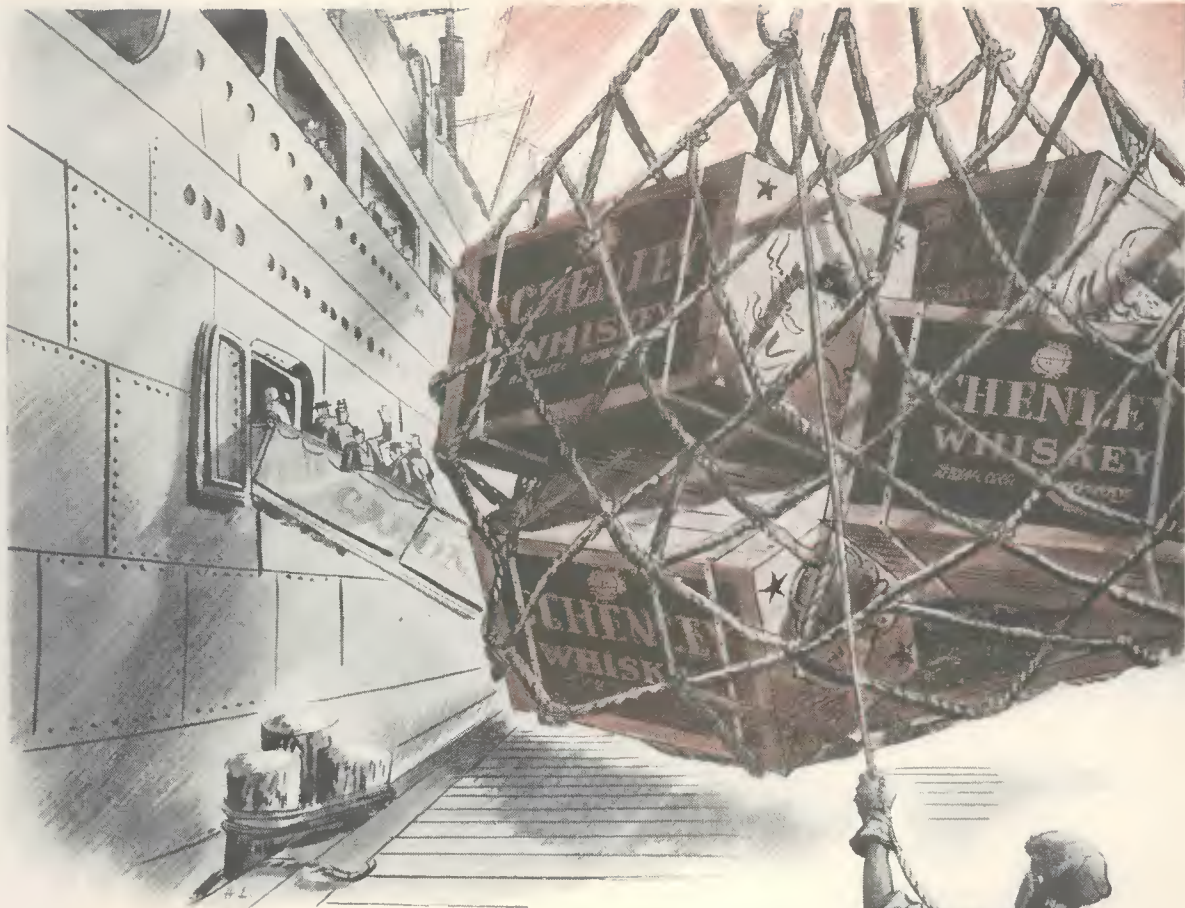
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