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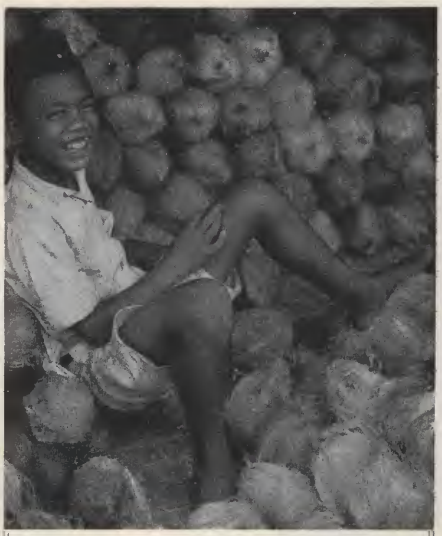

These coconuts serve as both stock in trade and a hard, lumpy couch for this Sumatra boy. Photographed for the *National Geographic*, by Maynard Owen Williams.

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FOREIGN SERVICE CHANGES

The following changes have occurred in the American Foreign Service since the issuance of the last press release dated January 24, 1946:

George D. Andrews of Chattanooga, Tennessee, Second Secretary of Embassy and American Consul at Santiago, Chile, has been designated Second Secretary of Embassy and American Consul at Warsaw, Poland.

George A. Armstrong of New York, New York, American Consul at Manchester, England, has been assigned as American Foreign Service Officer on the staff of the United States Political Adviser at Berlin, Germany.

Joseph W. Ballantine of Amherst, Massachusetts, serving in the Department as Deputy Director of the Office of Far Eastern Affairs, has been retired from the American Foreign Service as of February 1, 1946.

Harry H. Bell of New Jersey has been appointed to the American Foreign Service as Foreign Service Officer, Unclassified, American Vice Consul of Career, Secretary in the Diplomatic Service, and assigned for duty in the Department.

Donald C. Bergus of Indiana, serving as American Vice Consul at Patras, Greece, has now been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, Secretary in the Diplomatic Service, and has now been assigned as American Vice Consul at Patras, Greece.

Thomas D. Bowie of Washington, District of Columbia, serving as American Vice Consul at Marseilles, France, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, Secretary in the Diplomatic Service, and has now been assigned as American Vice Consul at Marseilles, France.

Richard F. Boyce of Lansing, Michigan, First Secretary of Embassy and American Consul General at Habana, Cuba, has been assigned American Consul General at Melbourne, Victoria, Australia.

Sidney H. Browne of Short Hills, New Jersey, now serving in the Department, has been assigned American Consul at Batavia, Java, Netherlands Indies.

Lora C. Bryning of Washington, serving as American Clerk in the American Embassy at Mexico, D. F., Mexico, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, Secretary in the Diplomatic Service, and has now been designated Third Secretary of American Embassy and American Vice Consul at Mexico, D. F., Mexico.

William W. Butterworth of New Orleans, Louisiana, Counselor of American Embassy at Madrid, Spain, has been designated Counselor of American Embassy at Chungking, China.

Robert E. Cashin of Missouri has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, Secretary in the Diplomatic Service, and assigned for duty in the Department.

William H. Christensen of Wilmot, South Dakota, American Vice Consul at Martinique, French West Indies, has now been assigned American Consul at the same place.

David P. Coffin of Massachusetts, now on duty in the Department, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, Secretary in the Diplomatic Service, and has now been assigned American Vice Consul at Shanghai, China.

East T. Crain of Huntsville, Illinois, now serving as American Consul at Ciudad Juarez, Chihuahua, Mexico, has been

(*Continued on page 43*)

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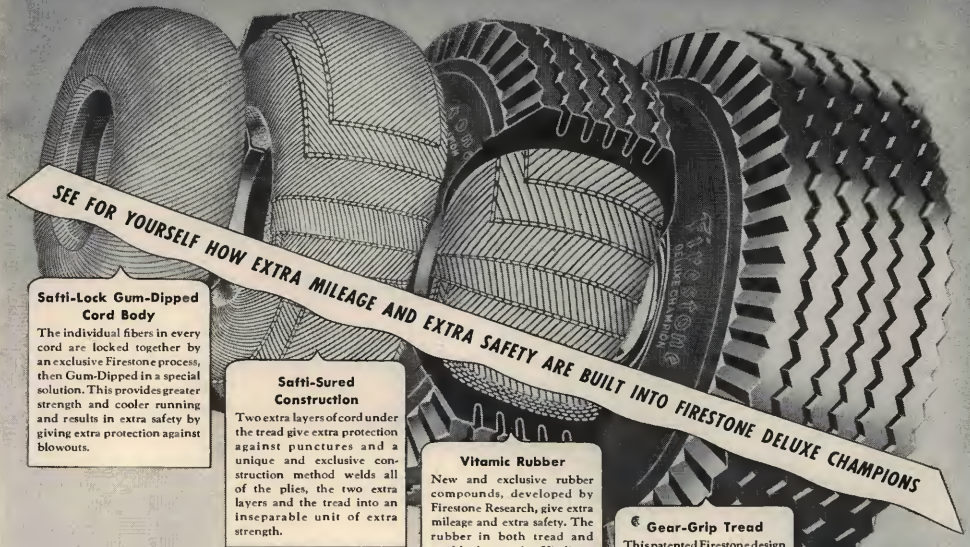

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Administration of the Natives of Saipan

By JOHN Z. WILLIAMS, *Office of Far Eastern Affairs*

THE heavy bombing and naval shell fire to which Saipan was subjected prior to assault landings on June 15, 1944 wreaked havoc on the lives of the inhabitants. The heaviest punishment was meted out the two days before the landings, and the shelter provided by natural caves or improvised redoubts proved inadequate in many cases.

As most of the civilians had sought shelter under the impression that the pre-invasion pounding was simply another air raid, they came into the hands of the U. S. forces with little more than the clothes on their backs. The destruction of homes, and the scattering of personal property created a long range problem of rehabilitation. Medical attention, feeding, shelter, and clothing were pressing problems.

Approximately 1,500 civilians were in the hands of the invading forces at the end of the first 24 hours. The civilian population of Saipan eventually coming under Military Government numbered approximately 18,000. Of these, 2,967 were natives (2,164 Chamorros and 803 Carolinians). Koreans, Japanese and Okinawans, with the latter predominating, constituted the remainder. It is with the native population that this article is principally concerned.

A surgeon and two pharmacists mates with inadequate medical supplies accompanied the first assault wave to care for civilians. Combat medical personnel were in no position to be spared for this purpose. With people dying of wounds, and babies born to the accompaniment of bursting shells, little could be done for the unfortunates who were caught in the crossfire. As the assault position was gradually expanded, some shelter from the raging battle was provided, and some order was achieved in accounting for the civilians.

By the end of the first week, a team of Civil Affairs officers and men were assigned the task of bringing some order out of the chaos. The fact that combat medical personnel had to be called upon to care for civilians was one of the earliest and most vexing problems. Later, the shortage of trained personnel to handle the specialized problem of civilians was acute both in the medical and administrative field. Supplies for civilians, except for captured Japanese stocks, were nil, and this was an additional drain on the combat forces. Although the Civil Affairs officers had been impressed with their primary duty to relieve the combat forces of the civilian problem, they were handicapped by the policy followed during the planning stage, minimizing the gravity of such matters. Unfortunately, such a mistake was not unique to this campaign. Similar problems in the European theatre had not taught

The author was an American Vice Consul from 1935 to 1943 serving in Latin America. In 1943 he entered the Navy as a commissioned officer. Following a course at the Navy Military Government school at Columbia University, he was assigned to Civil Affairs Operations on Saipan. Mr. Williams is now an officer in the Office of Far Eastern Affairs of the Department, handling Korean matters.

the lesson, nor had the experience of previous wars. The result was that the first few bitter days and weeks of the Saipan campaign became simply another object lesson.

Aside from the burden on combat personnel, the morale of the troops could not be ignored. Fighting men, no matter how keyed up for battle, are not immune to the sufferings of innocent bystanders. Where, as on Saipan, the fighting was at times intimately personal, hand to hand combat being frequent, the troops were in a good position to witness the effect on the civilians.

As might be expected from American troops, sympathy for the maimed women and children turned them away from the task at hand, diverting them to acts of humanity which, however laudable, did not contribute to the job of routing the fanatical Japanese troops. When those who plan campaigns have realized the importance of this problem so well illustrated on Saipan, they will not only contribute to the efficiency of their fighting forces, but live up to the hard won tenets of international law, which provide against the mistreatment of innocent bystanders. Such were the natives of Saipan.

Along the beach on the western side of the island, there was a stretch of farm land which lay between an abandoned Japanese air strip and Lake Susupe. The farm house became headquarters for Civil Affairs operations, and an area of some ten acres, which had been bitterly fought over, became the collection point for civilians. A barbed wire enclosure was hurriedly erected, and within the area a constantly increasing number of miserable civilians were placed under protective custody. Thus, "Camp Susupe" came into being. A short distance away, a prisoner of war camp was established. This was under heavy guard and administered by forces under the Provost Marshall. From the start, the natives were separated from the other civilians in the camp, along with six representatives of the Catholic Church (a priest, a lay brother and four sisters) who were quartered with them through choice.

Gregorio Sablan, head chief of Chamorro and Carolinian Village.

Within three weeks, the 90% of the natives who survived the conflict had found their way to the camp. They proved such a cohesive group that the problem of caring for them was enormously simplified. Inter-marriage, and close association in a relatively restricted area over a period of generations, made for a community bond not unlike that of a large family group.

The natives prepared and served their food in family groups, in contrast to the community kitchens serving the Japanese civilians. They also proved most resourceful in salvage operations, usually with an eye to taking care of their immediate needs.

Civil Affairs officers and men, together with groups of trusted natives, devoted the majority of their time to salvage operations in the beginning. The result was that the camp quickly assumed the appearance of a large scale junk yard. Salvaged corrugated iron became a prized article, together with scraps of lumber, which were used in constructing rough shelters against the imminent rains.

"Chalan Kanoa" (Canoe Road), a village situated near the island sugar mill, had been developed by the Japanese as a community for the employees of the mill. Before the assault, it had been a charming town of some 5,000 inhabitants. It was well equipped with public buildings, including a large school, a club house for the higher officials of the sugar mill, a community bath house, and hospital.

Unfortunately, this little village suffered considerable damage from the battle that raged about and through it. Successive U. S. Marine Corps and Army headquarters were set up in the village, with the school house occupying the center of operations. Until November 7, 1944, when headquarters were moved to a new location,

The author holding a conference at the civilian farm, operated by U. S. Military Government.

Using public address system to contact civilians in the hills and induce them to enter the camp.

Official Marine Corps Photo

Troops, joined by Chamorros, in church service early in the campaign.

the village, with such improvements as were necessary to make the structures habitable, housed military personnel. It was decided, following the change in headquarters, to make the village of Chalan Kanoa an annex to Camp Susupe, and to move the natives to the village. In every way, the change from the shanty-like atmosphere of Camp Susupe was an improvement.

Notwithstanding strict injunctions against visits to areas of the island known as refuges for elements of Japanese troops who were still being hunted down, natives risked being taken for these renegades in order to satisfy their inordinate craving for betel nuts, growing on palm trees in those areas.

A solution to the difficult problem of rodent control in the village which proved amusing and highly instructive as an object lesson in managing the natives offered itself in making use of the value attached to the betel nuts. Groups of natives were taken to the restricted area under armed escort in order to gather nuts. The harvest was impounded and a bounty of two betel nuts for each rat, and one for each mouse was offered. The results were immediate. Great ingenuity was demonstrated in the construction of traps and the natives, after ridding their village of rodents, extended their trapping activities outside their residence area to compete with Army sanitation squads. The value of the dollar was as nothing compared with that of the almighty betel nut!

From the start the natives proved helpful in numerous ways. They were kept busy in orderly pursuits, and this work contributed to a psychological adjustment to hardships which otherwise would have been difficult to bear under a continuation of chaotic, undirected existence.

As time went on, labor details became increasingly important in the developing economy of the people. While at first a careful account was kept of the time worked, no system of compensation was evolved. Sheer survival during the first few weeks was regarded by the people as sufficeint reward for any labor they were called upon to perform.

Meanwhile, those holding Japanese money were provided an opportunity to exchange it for U. S. currency at a rate of twenty yen for one dollar. Before a system of compensation for work was initiated, a deadline was placed on currency conversion. Finally, some three months following D day, a system of wages was placed in effect that called for compensation at the rate of 35 cents a day for ordinary labor, 50 cents for skilled labor and $20.00 per month for "foremen" or supervisory personnel. Credit for work performed prior to the inauguration of the pay system was given, and the first pay day did much to reassure the civilians that everything possible was being done to return them to a normal existence.

Due to the chaotic conditions, no charges were made for food and housing, no taxes were imposed, and there were no commodities immediately available for purchase. The result was that payment for

(*Continued on page* 40)

DIPLOMACY

By The Honorable Frank P. Corrigan, M.D., *Ambassador to Venezuela*

The term diplomacy is used broadly to describe the transactions between groups of men who form governments. Upon entering the realm of diplomacy, since all my training had been along scientific lines, I approached the study of this new field from that standpoint. I reached the conclusion that diplomacy is indeed a real profession in every sense of the word, one in which previously acquired knowledge of all kinds can be found useful. That there has developed through human experience a science of politics is now recognized by all the leading universities. Like my former profession of medicine, it is constantly being developed and broadened. Furthermore, just as in medicine, there is an art to be practiced as well as a science to be studied. The application of acquired knowledge to fit particular situations requires a high skill in the art, which is acquired only by practice. Professional qualifications in diplomacy come from study and intelligent comparison of historically chronicled reactions to varying sets of circumstances. The practice of diplomacy consists in the relation of our analyses of historical sequences of the past to actual changing conditions or circumstances which arise in our day-to-day relations with other nations. It is in this practical application that the professional qualifications of the individual diplomat and his natural or acquired development in the art of diplomacy is of such vital importance to the nation. Also, just as there are specialists in other professions differing in their training and innate characteristics, there are specialists in the science and art of diplomacy.

I believe strongly in the superiority of professionals over amateurs. The true professional is doing the thing to which he has dedicated himself because that is the thing he wants to do. There is a dictum in boxing circles that a poor professional will usually beat a good amateur. I think that it is a true observation borne out by experience. There is an occasional exception but that is the rule. Amongst professional groups the superiority of a special group for the work for which they are trained becomes obvious. Engineers would undoubtedly be chosen over doctors for construction work. We would have confidence in the engineer's ability to plan excavations but would prefer to have a dentist drill our tooth or a surgeon explore our abdominal cavity. If a layman is involved in litigation, he uses the services of an experienced member of the bar instead of trying his own case. Why then entertain the delusion that almost anyone regardless of background or training can be a diplomat?

The best diplomats we have are the best of our career men. If the percentage is not as great as it should be the fault lies in their selection and development. They carry the work-a-day load of our international negotiations. If you examine the background of successful non-career diplomats, such as Dwight Morrow, or the more recent example of Spruille Braden, you will find that by nature and education they are well prepared to join the professional ranks with a relatively brief period of training or background. Furthermore, no Minister or Ambassador can do his work without a competent staff of professional assistants.

Now, with regard to our very delicate international relations, the voice of the amateur is loud in the land-it shouts at our responsible officials from almost every "column." It is usually the voice of inexperience and very often the voice of ignorance, but it influences the uninformed and unthinking and affects decisions upon which hang consequences of the utmost gravity. The professional diplomat is likely to be a quiet fellow. He is not accustomed to ranting and shouting. He has learned that such methods are not fruitful in dealing with the responsible ministers of governments that are just as sovereign as his own. A shouted recommendation that comes so frequently from the mouths of amateurs is to break off relations between our country and another when they become strained. The professional diplomat will usually be against this drastic step because he knows that even the most cursory study of recent history shows clearly the paucity of results that follows this apparently grandiose gesture. The result is to strengthen the government of which we disapprove. If history teaches anything, the lesson is clear that outside interference, like butting into a family quarrel, consolidates the warring elements. Witness how the attack by Mussolini effected the consolidation of the Albanian nation with the hated and tottering King Zog whose regime was so unpopular that it was about to fall of its own weight. The educated and experienced diplomat knows that the alternative to diplomacy in relations with a sovereign power is war or sanctions. Diplomacy, which is international salesmanship, is very much cheaper. Even after a war, which skillful diplomacy might have averted, has been fought, it devolves upon the professional diplomat to effect the eventual settlement.

A SUGGESTED APPROACH TO THE PROBLEM OF IMPROVING THE ADMINISTRATIVE EFFICIENCY OF THE DEPARTMENT OF STATE

By Frank Snowden Hopkins
Assistant Chief, Division of Training Services

DURING the period from August 15, 1945 to February 1, 1946, it was my good fortune to visit eighteen Foreign Service posts, in Mexico, Cuba, Canada, Egypt, Palestine, Syria, Lebanon, Great Britain, The Netherlands, Belgium and France. The purpose of this tour was to make a first-hand study of the training problems of the Foreign Service.

However, in talking to hundreds of men and women of all ranks in the field, and in observing their work and studying their methods of operation, I have become increasingly convinced that the central problem of the Foreign Service is not the quality of the personnel, but the way the Service is administered. In all honesty one must say that our people of the Foreign Service have their shortcomings, just as in any other organization; but the weaknesses that one observes are not nearly so disturbing as the disheartening frustration and waste of high-calibre ability that one seems to find in almost every post.

Perhaps we do not have a great Foreign Service, but certainly we have a surprisingly good one. It has taken some terrific jolts in the past few years, and it is beset with worries and strains that threaten to cripple it seriously unless there is prompt action to relieve some of the worst situations, and sound planning to restore hope for the future. I have asked myself and others a thousand times what can be done to improve the Service, and always one seems to arrive at the same answer: that the Foreign Service can never be much more effective than it already is unless something is done first to remedy the administrative weaknesses in Washington.

Whatever the defects of the field organization may be, they are multiplied many times over by the lack of systematic direction and support from the home office. The many able people that we have in the field are doing the best that they can under the circumstances, but they are terribly handicapped in effectiveness and constantly embarrassed in their dealings with their opposite numbers abroad by the slowness, the confusion and the lack of policy that seem at the moment to be deep-seated characteristics of the Department of State.

Let us not criticise the Department, but rather analyze its difficulties and propose remedies. The situation that exists is surely not the fault of any one individual, or any one group; it is rather the culmination of a long historical process. Basically, it would seem, the difficulty is that the people of the United States through the years have taken little interest in international affairs, and have never insisted that their Department of State be a large and powerful organization, a fit instrument for a strong and imaginative foreign policy. There has been a tendency for decades to leave the organization and operation of the Department to a small group of what I would call "technically-minded" people—that is, people whose primary interest is in the day-to-day problems of carrying on our foreign relations. Thus the Department has stayed small—it had in Washington less than 1,000 employees as recently as the 1930's—and it has been operated like all small organizations in a rather informal manner.

Historically, then, there has been no occasion for any large amount of executive planning, although it would be a mistake to say that the Department has not had good planners in some of the decades past. The essential point is that through the years the Department and the Foreign Service have always looked for and rewarded people with the technical ability to carry on our foreign relations, and that there has been little incentive to recruit and develop a type of officer capable of dealing imaginatively with organizational problems. Thus there has not developed in our Department of State the kind of administrative tradition which makes the British Foreign Office a smoothly operating governmental instrumentality. Our people in London tell me that they are profoundly convinced that man for man we compare very favorably with our British friends, but that our machinery for making and carrying out policy is so defective that both we and they are constantly embarrassed and upset by the jerkiness, the delays, the confusions and the contradictions in our diplomatic activities.

The criticism that the Department is an Ivy League social club and that this accounts for all its mistakes and weaknesses has been frequently made in recent years. The diagnosis is very superficial. Certainly the Foreign Service should be more broadly representative of American life, but

the tide has been running strongly in this direction in recent years. Many of us also would like to see both the Department and the Foreign Service stop taking young men immediately out of college, who have had no experience in adult American life, and recruit only men who have begun to mature and who have demonstrated a practical capacity in human affairs. There are some unfortunate aspects of the loyalty which Foreign Service Officers feel for one another, with results not always for the good of the Service as a whole. But the "Ivy League social club" theory does not put its finger on the real trouble, which is the lack of a sound, practical, administrative tradition.

It seems to me that in the United States we have the human material for one of the finest diplomatic organizations that the world has ever seen. We do not lack for men or brains. We are one of the world's most buoyant and imaginative nationalities. We produce a type of personality which is friendly, kindly, democratic, humorous and unpretentious, and because of these qualities potentially more popular among our neighboring nations than the frequently proud and tight-lipped European. We have a great national talent for organization, as we amply demonstrated in the great military and industrial show that we put on during the late war. We are the world's wealthiest and most powerful nation and can spare without batting an eye any conceivable sum that could be needed for so important an organization as the one to which the people of the United States must entrust the job of winning and keeping the peace. What is needed is a sound plan for utilizing all these assets and producing the type of organization which we need.

In the hope of contributing to such a plan, I have ventured to set down some suggestions for administrative improvement which have been developed during long and interesting conversations with some very able men in the posts I have visited. Among these men are several who have served tours of duty in the Department, and at least two who have spent the greater part of their careers there and have held some of the Department's top positions. In almost all cases these men have been so kind as to approve in general the thesis presented here, and to contribute individual ideas which I have gratefully incorporated in my general scheme.

Approach to the Problem

In approaching the problem of reconditioning a large and complex organization, such as the Department of State, three basic elements must be present in one's thinking. First of all, there must be an accurate diagnosis of the needs and difficulties of the organization; secondly, one must have a comprehensive over-all theory of organization and administration, which will appropriately cover the situation; and thirdly, there must be a practical method of applying that theory effectively.

In the paragraphs that follow there will be an attempt to provide these three elements. The *diagnosis* of what is wrong with the Department, is in very general terms, that the functions of executive leadership are not at the present time clearly understood and applied by those who have executive responsibilities. The *theory of organization* advanced is that effective organization and administration depend upon a proper understanding and application of executive leadership throughout the Department, particularly by the people holding the top executive positions. The *practical method* of applying this theory consists of getting it understood and accepted by the executives in the Department, so that the executive functions will be properly exercised by all persons having responsibilities for planning and coordinating the work of others.

The reform of the Department of State cannot be accomplished by one man, or by one small group of men. It cannot be accomplished by a large group of men, each with different ideas and all pulling in different directions. It can only be accomplished by the adoption of a theory of organization, which will be clear-cut and definite and which will be accepted and applied by all those who have executive responsibilities. Once the theory is clearly understood and accepted, the entire body of executives of the Department can participate in working out the actual mechanics of whatever changes are found to be desirable.

After all, it is not changes in structure which the Department needs nearly so much as it is improvements in executive planning and in operating techniques. To change the structure and do nothing about techniques of operation is futile. The most logical organizational structure imaginable is no good unless there exist the administrative techniques to make it work smoothly and effectively. And if administrative know-how exists, structural defects can be overcome without too great difficulty.

Diagnosis of the Present Difficulties

In order to think clearly about the present situation in the Department, it is helpful to employ a simple conceptual scheme, to be used as a tool of analysis. That scheme is briefly as follows: All functions performed by executives can be divided into two general categories, the executive and the technical. An executive performs executive functions when he sets forth the purposes of his organization, formulates his policies of internal admin-

istration, establishes the structure of his organization, selects key personnel and defines their functions, sets the tone and spirit of the enterprise, and plans the over-all operation. He performs technical functions when he deals personally with some external problem or difficulty.

For example, the Secretary of State performs executive functions when he selects his Assistant Secretaries, defines the duties and responsibilities of each, and sets up the structural organization. He performs executive functions when he gets them together and explains to them how he wishes them to operate, and to what ends he wants their efforts directed. He performs executive functions when he formulates or accepts policies, and sees that they are passed down the line and made clear to all appropriate subordinates. He performs executive functions when he issues a written statement to or communicates in any other way with the body of Departmental employees, exercising his leadership to affect the *morale* or *esprit de corps* of the Department.

However, the minute the Secretary of State deals personally with a diplomatic problem, he is performing a technical function. If he receives an Ambassador of another country, he is performing a technical function. If he attends a conference of Foreign Ministers, he is performing a technical function. If he takes part in international negotiations, he is performing a technical function. If he takes part in international negotiations, he is performing a technical function. But if he gets a group of his subordinates together and instructs them on a general policy or philosophy of negotiation, then he is performing an executive function.

In some kinds of organizations, the executives perform only executive functions, leaving the technical functions to be performed by the lower levels of the organization. For example, in a manufacturing enterprise, the technical functions are for the most part performed by the workmen in the shops and by the engineers and foremen who direct their activities. The executive's job is one of over-all planning and organization. He may participate occasionally in some high-level negotiations, where the prestige of his position has to be brought into play to capture a large order, or to deal with an important Government official, or to secure a necessary loan or bond issue for his company. But in general his job is one of defining the responsibilities and directing the activities of others.

In the case of the Department of State and of diplomatic organizations generally, something quite different is true. The technical functions are not performed by the lower levels of the organization, but by the executives themselves. In the modern world, the Secretary of State participates personally in diplomatic negotiations. His principal assistants participate personally in the technical problems of day-to-day diplomacy. The technical problems of diplomacy are so urgent, so pressing and so difficult that there is a tendency for all the abler people to concentrate on them. The very persons who must perform executive functions, because they head up important branches of the Department's organization, are so busy with their technical functions that they cannot find time for executive leadership.

Policies Versus Decisions

In a proper distribution of responsibilities, *policy-making* and *over-all planning* are the responsibilities of the people at the top. The *carrying out of policies* is the job of subordinates. To put this principle in capsule form, *policies* are made at the top, *operating decisions* are made further down. But if policies are not made at the top, because the people at the top are too busy to make them, then many operating decisions cannot be be made further down the chain of command, because the people lower down do not have any clear-cut policies to guide them in making decisions. The result then is that these decisions have to be referred upward, and the busy people at the top have even more decisions to make and are busier than ever. The only way to deal with this congestion at the top is for the people at the top to put their time on making policies, and to refer operating decisions downward to the lowest level on which they can be made effectively.

When there is so much congestion of decisions at the top that policies cannot be made, then frequently the congestion is so bad that decisions cannot be made either. The result of such a log-jam is that in desperation people lower down in the organization, under pressure to get necessary things accomplished, start making decisions themselves anyway, decisions which are really policy decisions because when they are taken they begin to have an effect on policy. This condition is recognized in the Department by the saying that "policy is made on the cables."

In other words, day-to-day decisions are made which add up to a determination of policy. Instead of policy being made first, decisions are made first; instead of policy governing decisions, decisions govern policy; instead of people at the top making policy, while people at lower levels make decisions, top executives make both policies and decisions on some matters, while subordinates make both policies and decisions on others.

Moreover, another element of administrative confusion enters the picture. When people at the lower

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First Philippine Foreign Affairs Training Group

By Edward W. Mill
Acting Assistant Chief, Division of Philippine Affairs

THE first Philippine group to participate in the State Department's program of Philippine Foreign Affairs Training completed its training in the Department on February 15. At the final meeting of the group brief addresses were given by Brigadier General Carlos P. Romulo, Resident Commissioner of the Philippines to the United States, Mr. Frank P. Lockhart, Chief of the Division of Philippine Affairs, and Mr. Richard Ely of the Office of the United States High Commissioner to the Philippines. Following this ceremony each of the trainees presented an outline of one particular branch of a proposed future Philippine Department of Foreign Affairs.

Under the terms of the Tydings-McDuffie Act of 1934 independence will be granted to the Philippines on July 4, 1946. Until that date, foreign relations of the Commonwealth Government continue to be under the sole control of the United States. With independence, however, American control over Philippine foreign relations will cease, and it will be necessary for the Philippine Republic to set up its own foreign affairs establishment.

With these facts in mind, representatives of the Department of State have for some time been making plans to assist the Filipinos in preparing for the conduct of their own foreign relations. Plans for a future Philippine Department of Foreign Affairs and Philippine Foreign Service have been exchanged and plans made for training selected groups of Philippine Foreign Affairs trainees in the Department of State.

In August 1945 the Department of State gave its approval to plans drawn up by the Division of Philippine Affairs for training selected groups of potential Philippine Foreign Affairs officers in the Department. A committee known as the Committee on the Philippine Foreign Service and composed of Mr. Frank P. Lockhart, chairman, Mr. E. W. Mill, secretary, Mr. Julian F. Harrington, Deputy Director of the Office of Foreign Service, and Mr. Woodbury Willoughby, Associate Chief of the Division of Commercial Policy, was set up in the Department to arrange for the inauguration of a Philippine training program. This committee agreed that the Division of Philippine Affairs should have central supervision over the Philippine training program.

(*Continued on the following page*)

First Philippine Foreign Affairs Training Group to Enter the Department of State for Training on December 10, 1945. Reading from left to right: Mr. Vicente I. Singian; Mr. Manuel A. Adeva; Mr. José F. Imperial; Mr. Frank P. Lockhart, Chief of the Division of Philippine Affairs; Mr. Tiburcio C. Baja; Mr. Candido T. Elbo; and Mr. E. W. Mill, Acting Assistant Chief of the Division of Philippine Affairs, in charge of Training Program.

After consultation with the Commonwealth Government the first group of Filipinos was selected to be admitted to this training program in the Department.

The Commonwealth Government, with the approval of the Department of State, selected five men to enter the initial training program of the Department. The men selected were Dr. Jose F. Imperial, Mr. Manuel Adeva, Mr. Vicente I. Singian, Mr. Tiburcio C. Baja, and Mr. Candido T. Elbo. The backgrounds of all these men show them to have been well qualified for the training. Dr. Imperial, a native of San Jose, Camarines Sur, in the Philippines, was educated in both Philippine and American universities as were all four of the other trainees. He holds the degree of Doctor of Philosophy in Foreign Service from Georgetown University. He has been with the Resident Commissioner's office in Washington since 1940 and served as adviser with the Philippine delegation at the United Nations Conference in San Francisco. Mr. Adeva, a native of Silay, Occidental Negros, in the Philippines, is a lawyer who has served as Chief of the Nationals Division of the Resident Commissioner's office in Washington and is now serving as Congressional Assistant to the Resident Commissioner. He also served as a technical adviser to the Philippine delegation at the United Nations Conference in San Francisco. Mr. Singian, a native of San Fernando, Pampanga, in the Philippines, is also a lawyer and in addition holds the degree of Master in Foreign Service from Georgetown. He served with the United States Army in the China-Burma Theatre during the War and since that time has been on the staff of the Resident Commissioner's office in Washington. Mr. Baja, a native of Batangas, Batangas, in the Philippines, holds the degree of Master in Foreign Service from the University of Southern California. He was for many years an instructor in the Philippine Normal School and during the war served in the Office of War Information in San Francisco. Mr. Elbo, a native of Santa Cruz, Laguna, in the Philippines, has served as secretary to the Resident Commissioner and during the war served also as secretary to the Vice President of the Philippines.

This first group of Filipinos began their training on December 3. Through arrangements made with the Division of Training Services of the Department, the trainees were able to begin a regular course for vice consuls which was then commencing under the direction of Mr. Perry Jester, Acting Chief of the Division of Training Services. For the next six weeks the trainees participated in an intensive program of lectures and studies. Included in the first week's lectures were a lecture by Mr. Malcolm Morrow, Chief of the Division of Public Inquiries, Government Information Service, Bureau of the Budget, who spoke on the "Organization of the Federal Government," and a lecture by Mr. Walton C. Ferris, Foreign Service officer detailed as Inspector, who discussed the "Organization of the Foreign Service." Mr. John F. Simmons, American Ambassador to El Salvador, talked to the group on "How a Diplomatic Mission Operates."

In the second week of work Mr. Nelson T. Johnson, American Minister to Australia, spoke on the subject, "Conduct and Contacts Abroad," and a special conference was held for the Filipino trainees on the organization and functioning of the Office of the Foreign Service by Mr. Selden Chapin, Director of the Office of the Foreign Service, and Mr. Julian F. Harrington, Deputy Director of the Office of the Foreign Service.

During the third week special citizenship work was conducted for the Philippine group by Mr. Eugene C. Rowley, member of the Board of Review of the Passport Division.

During the fourth week the trainees heard a lecture on "Writing of Economic Reports" by Mr. William C. Trimble, Assistant Chief of the Division of Northern European Affairs, and a lecture on "Handling of Political and Economic Reports in the Department of State" by Mr. Roger L. Heacock, Foreign Service officer, Chief of the Commercial Liaison Section of the Division of Central Services. Mr. Perry N. Jester, Acting Chief of the Division of Training Services, also lectured on "Service Etiquette."

In the fifth week the trainees participated in work on shipping and on commercial treaties.

Other important and instructive lectures were given during this intensive six weeks' session of the Foreign Service Officers' Training School.

In addition to the work in the Foreign Service Officers' Training School, the trainees participated in other work and lectures arranged by the Division of Philippine Affairs. Specialists in the Visa, Commercial Policy, Protocol and Co-ordination and Review Divisions conducted special classes for the trainees in their fields of work.

The trainees submitted regular reports on various phases of the work. They also submitted a series of practice political despatches from the various countries to which they may be detailed.

Five comprehensive examinations were given the trainees on various phases of the work. The grades on these examinations were uniformly high.

The trainees gave particular attention during the training program to the organization of a fu-

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Where Do We Stand: The Auxiliary Asks A Question

By Dallas M. Coors, *Vice Consul, Calcutta*

Some time ago the Consulate General received its copy of Foreign Service Serial number 446, which outlines in considerable detail the plans for the inclusion of a small portion of the Auxiliary in the Career Service. While the instruction did not state what proportion of the fortunate group would be drawn from the ranks of the Vice Consuls and what proportion from other auxiliary services, it gave heart to most of us.

Since our entry into the Auxiliary Service we have quite naturally been somewhat concerned as to what plans, if any, the Department had for us. We understood that ours was an emergency war time service limited to the duration or to two years, whichever was the shorter period. But I believe that a large number, if not before, at least after having worked with the Service for a while keenly desired to remain with the Service.

Few of us, I am sure, desire to enter the Career Service by the "back door"; the easy way. After a time one learns to understand and appreciate the "esprit de corps" and devotion to duty that emanates from this group. It has been our privilege to share that spirit; to feel the friendship and camaraderie that is extended to fellow members of the group. We learned to respect the counsel of the older men in the Service; to step slowly at first but later with considerable certainty after having assimilated at least those portions of the regulations which pertained to our job. We accepted full responsibility as bonded officers of the Foreign Service and carried our full weight in the office. At Calcutta, for example, 60% of the officers have been assigned from the Auxiliary. They are all in responsible positions ranging from accounting to political and economic reporting and passports. We have come to feel that we belong to the Foreign Service.

From the above it is natural that we should be concerned with our somewhat tenuous position. The unexpected termination of hostilities threw the situation into sudden prominence. For months the Auxiliary has been waiting for some sign from the Department that we are not orphans to be left by the wayside, but an important section of the machinery that would not be cast aside when the immediate job is finished. As yet no such assurance has been forthcoming. True, telegrams and airgrams have expressed the Department's appreciation of our work. They acknowledged the part we played during the emergency, and hinted that some plan was in the air and asked us to make no hasty decisions regarding our future.

Last March an examination was offered the Auxiliary, the passage of which would open the door of the Career Service to us. It was an abbreviated examination, and appeared to some of us irrelevant to the work at hand. With the exception of the English portion the questions had little or no bearing on the work we were doing. Pressure of work limited the time available for study, and while many presented themselves for the examination apparently for one reason or another few passed it.

A similar examination was offered last November, but the results probably will not be known until Spring. After failure in the first one, many individuals felt that it was ridiculous to try again without more thorough preparation and the pressure of work would not permit that.

With the termination of hostilities everyone is looking to the future. With several million men seeking jobs at home we whose job may suddenly terminate wonder just where we will fit into the picture. If we serve our agreed term in the Auxiliary and then return home will there be available to us other jobs that will be in line with the specialized training we have had? This thought has led to panicky thinking by too many who have already submitted their resignations and returned home at their own expense in order to try and find something more permanent before it is too late.

A sense of duty; of obligation, a hope that some definite policy may be evolved has encouraged many more to remain at their posts. But the general feeling seems to be that a lack of definite policy will force even more officers to return home at an early date.

FSS 446 states that a number equal to ten percent of the Foreign Service will be asked to join the Career Service. It is further stated that this figure has been established in order not to "jeopardize the principles of a career service."

Certain qualifications are listed; aside from those pertaining to the military, an auxiliary officer must have served for at least two years, be prepared to undergo any examination that might be offered,

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Letters to the Editors

The Chancery of the Future?

American Embassy,
La Paz, Bolivia,
November 13, 1945.

The Editors invite comments from JOURNAL *readers on this letter.*

TO THE EDITORS,
THE AMERICAN FOREIGN SERVICE JOURNAL:

Those of us who have been in the Service long enough to have experienced the disturbing deference shown the decrepit by sturdy youth have witnessed favorable changes with respect to the housing of our Missions.

Many of us have been assigned to Legations or Embassies which occupied residential buildings—given over largely to the family quarters of the Chief of Mission, with a room or so set aside to serve as the Chancery. The intrusion of domestic sounds, sights, and other manifestations in such establishments often dimmed their official lustre.

Long ago, however, the Department began to overcome this problem by building combined residential and office quarters (I wonder if the building erected in San Salvador in 1917 and still used was not the first of this type?), and by transferring the Chanceries to separate quarters, often in modern office buildings. Both practices are being followed today. In addition, moreover, there is a trend toward the construction of special office buildings, and that, I believe, should be encouraged from all quarters.

Contemplating this prospect, it has seemed to me that the ideal Chancery building should be somewhat along the following lines, with variations to meet local conditions:

(1) It should be built by us, in a desirable part of the city, modern in all external and internal aspects, but designed to harmonize with and enhance the attractiveness of its surroundings.

(2) It should house all permanent U. S. Government agencies, such as the Embassy, the Consulate, the Commercial Attache (now, of course, often combined), and the Military, Naval, Legal and other Attaches.

(3) The upper floors should be designed as residence apartments, suitable for dignified living and entertaining, for determined numbers of commissioned and non-commissioned personnel.

(4) Other floors should be designed to provide adequate and attractive quarters for a Cultural Institute, with such adjuncts as a library, lecture room, and motion picture hall.

(5) The lower and ground floors should be devoted—spaciously and with careful planning as to lighting and accessibility—to display rooms for the products of our heavy and light industries, such as agricultural and other machinery, automobiles, office equipment, etc. The manufacturers or their agents could utilize these quarters, on an equitable and staggered arrangement preventing favoritism as between competitors, and by paying for maintenance costs.

(6) The basement could contain a garage.

We are a trading nation, and should recognize the fact that not all our "foreign relations" are in the field of politics and diplomacy. The latter can be dealt with "upstairs" in the air-conditioned and soundproofed quarters of the Chief of Mission; the bread-and-butter winning work, below — with the goods on display.

The life expectancy of such a building can be calculated, and on the basis of the presumed continued existence of most stabilized States probably would show a saving for that period over the rental and moving charges inherent in the present system.

WALTER THURSTON, *Ambassador.*

A General Staff for the State Department

The Army and Navy Club,
Washington 6, D. C.,
February 5, 1946.

TO THE EDITORS,
THE AMERICAN FOREIGN SERVICE JOURNAL:

Your decision to publish a memorandum which I drafted in September on a general staff for the Department of State was a gratifying surprise. It is a wholesome indication of exploratory interest in the new, as the antithesis of fixation on the old, which, of course, is a prerequisite to progress.

The New York Herald Tribune editorialized thus on December 18, 1945:

> "If we look at the separate facets of our war efforts in the same way that we are inclined to look at the separate facets of foreign policy it seems unbelievable that human minds could have done the job. The only way in which it was done, of course, was through the creation of powerful and complex staff mechanisms capable of planning and coordinating the illimitable different aspects of the task."

Your editorial sagely counseled that my proposal be pondered. However, pondering is not, as you would be the first to assert, a synonym for inaction. How much time can safely be allotted to pondering? There is a limit.

Perhaps the committee solution can become a weakness as offering an over-simplified and tempting compromise. The War Department has revealed that it had the staggering total of 366 joint committees during World War II. Committees tend to spawn more committees, which in turn beget subcommittees. An Army-Navy study on the subject of coordinating procurement concluded that it was preferable to form a central staff organization as an alternative to joint committees, the latter being termed impracticable. It appears that the general principles involved in the above instances are likewise applicable to the subject of our inquiry.

You placed your finger on several weaknesses inherent in the effectiveness of committees. There is, additionally, the serious shortcoming that members too often can devote only their residual time and thought to committee assignments, their regular duties receiving priority.

My blueprint has been mentioned editorially as essentially a translation of the War Department's General Staff in terms of the State Department. This, of course, does not in itself either condemn it or constitute a sacrosanct argument for its adoption. There is a close parallel, though, between the State and War Departments in some striking respects. Both have to engage in forehanded, long-range planning, which must be implemented, on a global basis. Sound, time-tested principles should be utilized, regardless of where they originated, the acid test being their value in practice.

In compactness and integration, the Naval staff scheme in Washington is exceeded by that of the Army General Staff. The more amorphous nature of the Navy's structure offers an object lesson to our considerations, the more so as some Naval officers freely concede their organization's need for formalized facilities to assure execution and implementation.

It should not be surprising if the tendency in our Government will be toward augmented participation by diverse elements in the formulation of foreign policy. Certain persons vigorously expound the view that the Department should be only the mouthpiece of the entire Government in the foreign field. A corollary, in their judgment, is that foreign, domestic, and power policies are inextricably interwoven. This opinion finds stalwart proponents among the upper echelons of the Army and Navy. It may be epitomized thus:

"All of the talk about State's reorganization has brought from that Department no ideas to indicate their willingness to reduce in any way their exclusive control of their specific field. That is natural, perhaps desirable. What is not desirable, in fact dangerous, is State's resistance to true collaboration with the armed forces in matters involving power. That does not mean collaboration after an 'ultimatum' has been sent to a potential enemy, but rather through all the stages of our relations with that power, at least from the moment of the first frictional contact."

My projected Advisory Council on Foreign Policy was calculated to insure consultative participation by the Congress, the executive departments, including the Army and Navy, and the public in the molding of national policy in the foreign field. It would in no wise abridge the latitude of the Department of State nor would it be extra-constitutional. There are, in contrast, proposals which call for a diminution of the Department's existing primacy.

I have tried to demonstrate that everyone would benefit and that no one would be adversely affected by a general staff. It may be regarded as revolutionary and on a comprehensive scale, so that a less ambitious mechanism might initially be preferable; in that event, my blueprint might offer an acceptable seminal framework.

Iconoclastic motives have not actuated me. I have tried merely to do a little original thinking, the objective being the enhanced operating efficiency of the Department, enabling it to meet more adequately the trying challenge of today, on the outcome of which hinges the very future of mankind. Such machinery would, in short, be aimed to give the Department that "prepared mind" of which Pasteur was wont to speak. It contributed immeasurably to our victory in war. Now, what of the peace? Is it any less needed?

MILTON PATTERSON THOMPSON.

Reproving the Humble Clerk

American Embassy,
Athens, Greece,
February 16, 1946.

To the Editors,
THE AMERICAN FOREIGN SERVICE JOURNAL:

May I use your columns to reply to "A Humble Foreign Service Clerk" whose letter appeared in the January, 1946 issue of the FOREIGN SERVICE JOURNAL? This and the articles which have appeared in previous issues concerning the welfare of clerks abroad call attention to a problem extremely difficult of solution on the part of Officers

and their families. Unfortunately even a special allowance to defray the expenses involved in our entertaining members of the staff would not remedy the difficulty because there is no way to stretch the hours of the day and the days of the week so that we can do adequately all the entertaining we should like to; and at the same time keep house under such conditions as (at times) dishonest and unwilling servants; food, fuel, and even water shortages; transportation difficulties; and, if there are children in the family, their educational and other needs. Most households are now suffering from lack of sufficient table linen, bed linen, china and glassware, and cooking utensils as well; and entertaining on a scale which would include everybody on the staff as we should like to do on holidays especially, becomes a practical impossibility. Let us hope that most of these difficulties will disappear soon, but the problem of an Officer's availability for entertaining and being entertained by all the American members of the staff will remain. His first duty will always be to cultivate the people of the country to which he is accredited and his diplomatic and consular colleagues.

But I think, Humble Foreign Service Clerk, that the real difficulty is loneliness, and Officers and their families often suffer from it too, especially when they have newly arrived at a post. Gradually of course one gets to know congenial people, but one must be very patient and self-contained in the meantime; and must not take seriously the selfish thoughtlessness of others.

I assume that everyone who has chosen to serve his country by living abroad must be interested in entering into the life of the people of the country where he is serving. Therefore even before leaving the United States he must resolve to seek out actively opportunities for doing so. These do not lie only in the society of the people with whom he works.

The first step is to study the language intensively; not just for one hour a week. The second is to travel as much as time and means permit in that country. The third is to offer freely, again as much as time, means and energy permit, to the new country any cultural contribution which you bring from your own. And the fourth is hobbies. I shall explain how in all four ways you may make many pleasant acquaintances and enjoy your sojourn in other lands.

For a language teacher, choose someone outside the office, preferably a teacher or other professional person who is in contact with many people and who will introduce you to his acquaintances. Tell him you would like to meet his compatriots.

Travel is cheaper and more simplified if groups are organized. It will probably be easier to find people among those on the staff who want to travel. Don't hesitate to take the initiative in organizing trips. Your language teacher or staff members will be able to advise you on where and how to go, either for all day Sunday or for week-ends.

The third way of knowing the country is to do something for charity. You might offer to teach English for an hour one evening a week to a group of working girls or in an orphanage. Perhaps you would like to visit the local hospital and offer secretarial services once a week to the director, who probably needs someone who speaks English to help him with his correspondence or in other ways. One of my friends here is teaching English to a class of disabled Greek war veterans. You might practice your new language by regularly visiting the home for the aged; perhaps taking a few of them out for an hour if you have the use of an automobile.

And be sure that you will not be lonely when the holidays come for you will be too busy planning with fellow-benefactors parties for your proteges, and going to them yourself.

Why didn't those three clerks who spent Thanksgiving day sitting in a cheerless hotel room give a party themselves for the children of the hotel employees, complete with games? I recommend it, just for the fun of it.

The Officers of the ATC stationed here had Christmas dinner with thirty orphans, fifteen boys and fifteen girls. Each Officer had a little orphan as dinner partner. It was all the idea of one Officer, long away from home and family and impatiently awaiting demobilization. Everyone had a good time.

Then there are hobbies. I know of a vice consul and his wife who were fencing enthusiasts.

It must be a small post indeed where there aren't good music and art teachers. No piano? Well, take voice lessons. You don't have to have talent—just study to be able to appreciate good singing and to learn to breathe and speak properly.

Another means of learning about the country is to study local crafts. Visit regularly the shops which sell local handwork. Don't buy anything at first. Question the salesman about his wares; learn to judge good workmanship and to understand the processes involved; and then begin after some visits to make a collection of choice pieces and examples of different types of work. But buy slowly.

I do not recommend all these activities for any one person. I am offering a choice. You must believe in the worth of what you are doing, and feel that your horizon is broadening as you go on. Perhaps you will want to keep a notebook or kind of diary, to record all the amusing and interesting things that will come out of your adventures. Do

not be afraid to start something which later you may come to dislike; you can always withdraw. And do not be shy if you do not have the resources to meet some of the requests which may be made —just say that you haven't the means to contribute, much as you would like to. You are bound to meet people who will try to use your friendship to gain favors from the United States Government, but these can always be referred to the appropriate Officer just as the receptionist would do if the person were calling at the office. These are not situations to be feared.

And now, you may well ask me how you are going to get in touch with local institutions. There are many ways. Ask leading questions of everyone in the office, especially the local clerks. Find out who some of the long-resident Americans are and go and call on them. Ask their advice. American missionaries are especially helpful. If there are none, try local religious institutions. Perhaps there is a Y.M.C.A. or a Y.W.C.A. I myself have benefitted greatly by calling on convents for all kinds of help and advice and once, in Asmara, even for shelter. It does not matter what your religion is. Ask to see the Mother Superior, and you may even confide in her that you are lonely—she is there to serve.

And now, O Humble Foreign Service Clerk, just one word of reproof. In our Service, even in the highest grades, we have people who have overcome tremendous handicaps, both physical and material, and who because of their successful struggle are all the more worthy to represent our way of life. So do not seek to regain that confidence you had because you were brought up "on the right side of the tracks." Just remain humble in the best sense of the word, try to overlook the thoughtlessness of others, and to find contentment in savoring to the full the country you are in. You will be the gainer.

And, finally, a caution: don't be too shy to greet people to whom you have been introduced; to remember to say "Good morning" to fellow workers, acquaintances, and servants; and to express adequately your appreciation for even the smallest favor you receive. In the case of servants, whether in your hotel or in a home where you may be spending the week-end, this takes the form of a gratuity. And after a week-end visit, the hostess always appreciates a little note. I hesitate to mention these things but I have known Americans to be misunderstood and misjudged because such niceties were not observed; in some countries they are taken much more seriously than in our own.

HELEN M. GAUDIN
(Mrs. Daniel Gaudin, Jr.)

Lack of Informal Communication with the Department

American Embassy,
Ottawa, Ontario,
November 8, 1945.

To the Editors
AMERICAN FOREIGN SERVICE JOURNAL

One of the great obstacles to the solution of many official and personal problems encountered by every member of the Foreign Service abroad is the lack of a means of intimate, informal communication with the Department of State. In order to set the stage for what is about to follow I doubt that it is necessary to enlarge on the fact that there is a real sense of isolation at most posts in the field and that many of the small bits of information which can be so helpful both officially and personally never find their way into any type of document now being sent out from the Department. At the same time I am convinced that a great volume of valuable and honest criticism of departmental methods and administrative policies is being stifled at the source through lack of any suitable means of conveying it to headquarters.

These troubles are inherent in the nature of our Service and are bound to remain so to some degree because no means of long distance communication yet to be devised or likely to be invented can supplant the advantages of day to day personal contacts. But improvement is attainable and worth seeking.

As a remedy I propose the appointment of a Foreign Service Officer to provide liaison between the Foreign Service and the Department. He would function as the Departmental representative of the Foreign Service abroad, and as such would function as the mouthpiece and the ears of all officers away from home. It seems self evident that in such a position his duties would soon become heavy, but as a starter he could undertake to disseminate, by means of a periodic semi-confidential news letter, much newsworthy material from the Department which now never gets general distribution to the field.

He could also act as a clearing house for suggestions and complaints directed to the Department from officers abroad. It is not to be expected that, even if he did have the time, he might act on all individual complaints. Experience would show him the necessary line of demarcation, and he could be extremely useful in obtaining action on general situations brought to his attention as a result of a number of specific complaints. As experience accumulated many other opportunities for him to be of use to the Service would develop. Many sug-

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The Early Years of the State Department

By MAUD M. HUTCHESON

WHEN Thomas Jefferson assumed his duties as first Secretary of State in March of 1790 his office staff numbered eight, and the estimated year's expenditures were slightly under $8,000—$7,961, to be exact. Today there are more than 16,000 employees,* and this figure tells the Department's growth between 1789 up to the present. In addition to Jefferson, whose salary was $3,500, there were 5 clerks—two receiving $800 and three $500 per annum,—and the French interpreter, at $250, a very modest sum it would seem, especially when the "office keepers and messengers" (there were two of them) were paid $200. Philip Freneau, however, did not give all his time to his State Department post—in addition he served as Editor of the *National Gazette*, the Jefferson party newspaper. As "the poet of the Revolution" he was a man of no small literary fame.

In the early years of its history the State Department's dual character was very definite, for the Home Office shared equal importance with the Foreign Office. In addition to foreign affairs there were in its bailiwick certain domestic matters which did not come under the War and Treasury Departments. Patents, for instance, were originally the concern of the Secretary of State, and his supervision extended over the Mint, the Census returns, and the issuance of executive pardons and similar documents. As the Department expanded with the nation's growth these miscellaneous duties were in time transferred elsewhere, but it was not until the era of Grover Cleveland that the Department of Justice took over warrants and commutations of sentences "heretofore prepared at the Department of State."

Prior to accepting the Secretaryship of State in 1790, Jefferson had been nearly half a dozen years in Paris, as American Minister, and when he took over his new home post he found the Home and Foreign Divisions respectively in charge of two experienced competent officers — Henry Remsen Junior who had been serving as Under-Secretary of Foreign Affairs since 1784, and Roger Alden who had been appointed Deputy Secretary of Congress in 1785, and had at the request of President Washington continued to look after those papers of Congress not connected with foreign affairs, finance or war. Strictly speaking, the law provided for only one Chief Clerk, but since neither of these gentlemen "could descend to a secondary appointment" and each was so well acquainted with his department and its papers, Jefferson with his customary wisdom decided to preserve the status quo, and when Alden resigned a little later to take another post any problem that might have arisen solved itself.

The 1790* estimates for the Department make poignant reading. Fifty dollars for *firewood* conjures up a vision of clerks bent over high desks, transcribing long pages in copper-plate hand, pausing now and then to sharpen quill pens and blow on cold fingers. For *office rent* the allowance was $200—and that in New York where the Department was still housed.

"*Stationary, etc.*" was allotted $185, the amount being made up of $110 for the Home and $75 for the Foreign Office. What the new Department would require in the way of subscriptions to "newspapers from the different states" was still a guess, and the entry under the heading is written, "Suppose 15 at $4, total $60." Also undefined were needs in the matter of "Gazettes from abroad, and do. to be sent abroad," so a scant $25 was apportioned for this purpose. In order to begin "a collection of the laws of the States" $200 was set aside, and for *Contingencies* all of $25 was earmarked. *Expressage* accounted for $16.00, but the entries are not very illuminating, merely listing $6.00 for Drennan's account and $10 for Maxwell's.

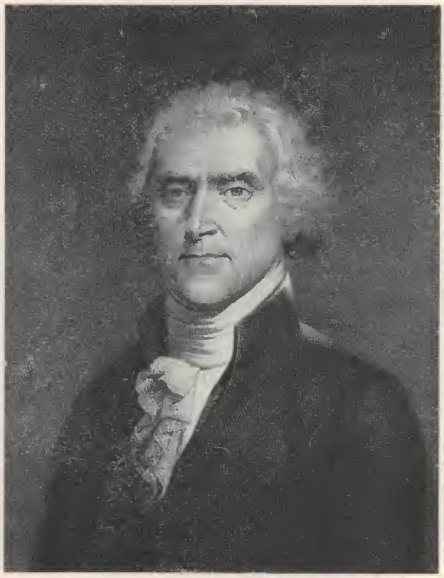
Once established, the infant Department grew by the proverbial leaps and bounds. At the turn of the century, when Jefferson had assumed the Presidency and John Marshall took over the role of Secretary, his salary was $5,000 as against the $3,500 provided for ten years before. Under Mr. Marshall were 9 clerks—one Chief Clerk whose pay was now $1,500 and 8 others scaled between $900 and $500.

*Including the Foreign Service.

*Much of the background material of this article is from the excellent work of Gaillard Hunt, "the Department of State of the U. S.: Its History and Functions" published in 1914 by Yale University Press.

The Messenger had shared in the general increases, for he now received $350 instead of $200.

A statement of the duties of these officers, made around 1807, is written in the tempo of a by-gone day. While the Chief Clerk "distributed the business among the others and superintended its execution," such duties were assigned to junior clerks as the business of impressed seamen, the making out of recorded patents for military bounty lands, and payments of the awards under the Seventh Article of the British Treaty. Miscellaneous chores "too various to be detailed" made up the office day and it is quaintly recorded that "there is a considerable quantity of copying, particularly of correspondence with our ministers and agents abroad, frequently including voluminous documents."* The words have such a familiar ring, but since there were no smart stenographers to tap it out on machines the copying was "performed by gentlemen of the office, according to the state of their other engagements, without its being the stationary business of any." The time-honored principle of sharing this work was observed then too.



First Secretary of State Thomas Jefferson

By 1820 the Department of State had grown further in size and the salaries had also risen. John Quincy Adams, as Secretary of State, received $6,000, and the budget was three times what it had been in Jefferson's day, allowing for 9 clerks at a range of $1,600 to $800, in addition to a Chief Clerk at $2,000. This Chief Clerk really served as Assistant Secretary of State and on occasion acted for his superior, but it was 1853 before the title of Assistant Secretary was formalized and $3,000 paid to the incumbent of the office.

Although the Department of State came full-fledged into being under Jefferson, who ranks as its first Secretary, it matured from bodies which had been functioning since 1775. In that year the Committee of Secret Correspondence was formed to permit the Colonies to conduct foreign correspondence. The Committee of Secret Correspondence changed its name in two years' time (1777) to the Committee of Foreign Affairs, whose chief function was to keep American agents abroad apprised of what was going on at home. Since the Committe was little more than an agent executing the orders of Congress its authority was greatly circumscribed. Department moved a step forward in January 1781 when the Department of Foreign Affairs was formed with Robert R. Livingston of New York as Secretary. It was still without independent action and the Secretary little more than a "congressional clerk." Under yet another reorganization, in 1784, John Jay of New York became second Secretary for Foreign Affairs.

In 1789, when the Constitution went into effect, the Departments which had functioned under the Continental Congress—Finance, War, Marine, Post Office and Foreign Affairs—automatically went out of existence and the Department of State was created as the medium through which correspondence with foreign governments and the several state governments was conducted.

As highest ranking Cabinet Member the Secretary of State takes precedence over all his colleagues. "Upon him devolves the principal responsibility, under the President, for the determination of the policy of the Government in relation to international problems. He is charged with the conduct of negotiations pertaining to the protection of American rights and interests throughout the world, and the promotion of beneficial intercourse between the United States and other countries."* A few domestic duties still belong to the Department—among them custody of the seal of the United States, and publishing of the laws enacted by Congress.

*P. 193. Hunt.

*The Congressional Directory.

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The American Foreign Service Association is an unofficial and voluntary association of the members of *The Foreign Service of the United States*. It was formed for the purpose of fostering *esprit de corps* among the members of the Foreign Service and to establish a center around which might be grouped the united efforts of its members for the improvement of the Service.

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GOVERNMENT SALARIES

The Foreign Service has a real stake in various proposals now before Congress, for increases in government salaries, whether these proposals apply directly to it or not. Private business is currently going through a vast wage readjustment. The pattern which emerges suggests that salaries will at least be brought into line with a rise in costs of living amounting to over 30 per cent since January 1941. But, as Chester Bowles testified before the Senate Committee on the Civil Service, "we must bear in mind that when we have brought federal salaries or industrial wages into a balance with their 1941 value we still have a good way to go. In national production, in national income, and in the potential standard of living we have left 1941 far behind. If, therefore, full production is to be achieved, if the national income is to be sustained at full employment levels, and if the standard of living is to reflect our increased capacity to produce our people must have the income—that means the salaries and wages—to enable them to buy much more than in 1941."

The attitude of government throughout the current wage bargaining period has been clearly in favor of a general rise in pay levels. Unfortunately government does not always practice what it preaches. As an employer it does not accord "most favored nation" treatment to its employees. Earnings of Federal per annum employees, even after the Pay Act of July 1, 1945, have increased on an average only 21 per cent since 1941.

The problem is larger, however, than merely one of "evening up" government salaries with the cost of living, or restoring "take home pay" lost when overtime was discontinued. Our real problem is to get and keep good men in the Federal service. We may never equal the pay rates in private industry but we must put government service on a new level of prestige, by paying salaries more in keeping with its difficulty and responsibility.

The architects of the Rogers Act of 1924 put their new service immediately on a level of prestige when they provided salaries at every level well in excess of those prescribed for the Civil Service by the Classification Act of 1923. Legislation comparable in scope with the Rogers Act is now being drafted.

No branch of the Federal Service is faced with a more consequential task than the Foreign Service. We urge that the framers of the new bill move boldly to place a value on the Service commensurate with the importance of its assignment. We are in favor of salary increases on the order of the 20 per cent proposed by the Civil Service Commission and we hope the Foreign Service Act of 1946 will set the sights as high.

News from the Department

By JANE WILSON

Ambassador Weddell Sails on USS Missouri

The Honorable ALEXANDER W. WEDDELL, former Ambassador to Argentina and Spain, was appointed by the President as representative of the Secretary of State with the rank of Ambassador to accompany the remains of the late Turkish Ambassador, His Excellency Mehmet Munir Ertegun, which were returned with full honors to Istanbul on board the *USS Missouri*, which sailed from Bayonne, New Jersey, on March 21. The late Turkish Ambassador died at his post in Washington as Dean of the Diplomatic Corps on November 11, 1944.

The Hon. A. W. Weddell

Committee to Study Memorial Plaque

The Executive Committee of the Foreign Service Association at a meeting on February 20th appointed a Committee to study the problem of the Association Memorial Plaque which hangs in the front entrance of the Department. This committee is composed of JULIAN F. HARRINGTON, Chairman; GEORGE H. BUTLER; HENRY S. VILLARD; and JOHN K. EMMERSON, Secretary. It was decided that the Committee should be asked to study the whole history of the plaque, to consider all of the various suggestions which have been put forward for honoring our officers who have died abroad on duty, and to submit a report with recommendations for the future.

Return to the Harness

WALDO E. BAILEY, FSO on temporary assignment to Vancouver, reports that after an absence from the Service of two years and four months spent in the U. S. Navy and British 8th and 14th Armies, "It is good to return to Consular harness which seems to fit well." He has the distinction of having served in the Merchant Marine, Navy, Marine Corps and Army, and says, "They are all good. It is simply a matter of taste. I prefer the Marines. My next choice is the Gurkha regiment with which I had the honor of serving in combat in Italy."

Boost for the Journal

The Congressional Record of February 14, 1946, carried (Appendix, p. A771) in toto the article by MILTON PATTERSON THOMPSON entitled "Proposed Policy-Making Facilities for the Department of State," which appeared in the January issue of the JOURNAL. The article appeared as an extension of remarks by Congressman Estes Kefauver.

Mr. Hull Writes Memoirs

Mr. Hull is busy at his home in Carthage, Tenn., writing his memoirs as Secretary of State in the Roosevelt Administration. The Macmillan Company has announced that the first one-fifth of the manuscript, consisting of an outline of his career from his youth in Tennessee through his 24 years in Congress, has already been delivered to the publishers and the book should be ready by next year.

Mr. Hull is engaged on the body of the work with Colonel Andrew H. Berding, a reserve officer, close friend and former Washington newspaperman, as his assistant.

Mrs. Josselyn's Jewel

This item is being printed just to make all wives of Foreign Service Officers assigned to Washington GREEN WITH ENVY—and all other housekeepers who have domestic servant problems:

HUBERT MANESS, Assistant Agricultural Economist in Shanghai, sends the following letter (freely translated) which MRS. PAUL R. JOSSELYN, found upon her return to Shanghai to join her husband, Consul General at that post,

"Dear Missie:

I have been waiting here in Peiping for your return for over three years, but I knew that you would be back so I did not accept work from any other family. It is very sad that due to lack of transportation I could not be in Shanghai to greet you upon your arrival, but as soon as travel conditions permit I will come to take charge of your kitchen as I have been doing for almost twenty years."

Sealed
Wong Yun

Goodness knows how Wong Yun knew that Mrs. Josselyn had returned. The "Grapevine" among Chinese boys has and will always remain a mystery to Westerners. Far be it from us to entice a super cook out of the kitchen, but how about a job for Wong Yun as a Cloak and Dagger Boy?

Personals

ROBERT C. BURTON, Foreign Service Clerk for four years (2 years interned in Manila and 2 years in Chungking) plans to resign from the Foreign Service at the expiration of his leave sometime in May. He will then become personal secretary to General Patrick J. Hurley.

Retired Foreign Service Officer JOHN B. SAWYER is living at 517 Lottie Street, Modesto, California, since retiring last year, after many years as the American Government's leading expert on the question of Chinese immigration questions.

BROCKHOLST LIVINGSTON, former FSO (1929-1937) was recently appointed Assistant Regional Plans and Economic Analysis Officer for the UNRRA China Program. He left for Shanghai with 40 other UNRRA specialists on the *SS General Scott* which sailed from Seattle. Mr. Livingston went to UNRRA from the U. S. Navy where he held the rank of commander.

A family affair: JOHN C. HAWLEY was on December 3, 1945 appointed a Vice Consul of career at Port-au-Prince. This appointment is significant, we believe, in that it constitutes a record in the Foreign Service when three members of the same family serve simultaneously as career Foreign Service Officers. (FP could furnish us no other similar case.) HARRY F. HAWLEY, *pere*, is Consul at Bilbao and FRANKLIN HAWLEY, *fils*, is Consul at Arequipa.

A Doctor of Laws degree was on February 24 conferred by Brown University on DR. JOHN SLOAN DICKEY, President of Dartmouth College, and former Director of the Office of Public Information of the State Department.

Auxiliary Vice Consul MAX SEIDELMAN, assigned to Singapore, was best man at the wedding on February 7th of Vice Consul RICHARD J. COUGHLIN and Miss Margaret Morgan. (See marriages on page 33.)

FSO AND MRS. REGINALD BRAGONIER visited the Department the first part of March after nine years in the Montevideo Embassy. They are en route to their new post at Panama City.

ASSISTANT SECRETARY BENTON has an interesting article in "This Week Magazine" of the N. Y. Herald Tribune of March 3, 1946. It is entitled "A NEW KIND OF DIPLOMAT—How a hundred crack U. S. newsmen could help to build world understanding. A novel proposal."

FRANCIS L. ARMSTRONG, son of L. S. ARMSTRONG at Lisbon, received a commission on February 16th as Ensign, U. S. Naval Reserve at Tulane University, New Orleans, where he was a member of the Tulane Naval Reserve Officers Training Corps. He is now assigned to the U. S. Naval Training Station at Newport, R. I.

"Shall I Study for the Foreign Service?"

WALTON C. FERRIS, Foreign Service Inspector and former Assistant Chief of the Division of Foreign Service Personnel, has a very much-to-the-point article entitled "Preparing for the Foreign Service Profession" in the January Junior College Journal, published by the American Association of Junior Colleges.

There are a number of tests, says Mr. Ferris, that a student may be asked to apply to himself in determining whether his aptitude may lie in the field of Foreign Service:

Is it his fondest wish to have a nice house in the suburbs, become President of the local Chamber of Commerce, acquire a solid bank account? If so, says Mr. Ferris, the Foreign Service is not for him.

Does he enjoy more than anything else the

(*Continued on page 38*)

VOLUNTEERS WANTED

The Division of Training Services is calling for volunteers among Foreign Service personnel stationed in Washington, especially wives of Foreign Service officers, for certain types of research in connection with literature on the Foreign Service, the results of which will be used in connection with training for the Foreign Service. Anyone interested in this type of activity and having time to spare will please get in touch with Mr. Perry N. Jester, Acting Chief of the Division of Training Services, extension 2661.

Photo by Mildred Gale

PRESENTATION OF MEDALS FOR MERIT

Under Secretary Dean Acheson presented Medals for Merit to six officers of the Foreign Service in a ceremony at the Department of State on March 13th. The ceremony was attended by Assistant Secretary Donald S. Russell, Mr. Selden Chapin and various officers of the Foreign Service on duty in Washington.

The six officers who received the Medal for Merit were, as photographed above with Mr. Acheson, left to right: W. Stafford Reid, Kenneth W. Pendar, David Wooster King, Mr. Acheson, Leland L. Rounds, Frederick P. Culbert and Harry A. Woodruff.

Six other Officers of the Foreign Service some of whom are still on duty overseas, will receive their decorations from the ranking U. S. authorities in their respective areas of residence. These are: John Hervey Boyd, Gordon H. Browne, Ridgway B. Knight, John Crawford Knox, L. Pittman Springs and John E. Utter.

The citations authorizing these awards were for exceptionally meritorious conduct in connection with the Allied landings in North Africa in November 1942. They were all signed by the late President Roosevelt, but for security reasons announcement of these awards could not be made until this time.

A photograph of the Medal has been superimposed on the center of the picture.

News From the Field

FIELD CORRESPONDENTS

Australia—John R. Minter
Bolivia—Hector C. Adam, Jr.
Brazil—Walter P. McConaughy
China—James O'Sullivan
Colombia—James S. Triolo
Costa Rica—J. Ramon Solana
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
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
New Zealand—John Fuess
Panama—Arthur R. Williams
Peru—Maurice J. Broderick
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
Venezuela—Carl Bueuer

BUDAPEST

Officers of the Legation at Budapest on the steps of the Parliament Building immediately following Mr. Schoenfeld's presentation of his credentials to the National Chief Council of the Hungarian Government. This ceremony on January 26, 1946, marked the formal restoration of diplomatic relations between Hungary and the U. S.

Included in the group are the following (reading from left to right): *Front Row:* Dr. Lajos Szelle, Chief of Protocol, Hungarian Foreign Office and H. F. Arthur Schoenfeld, American Minister; *Second Row:* Robert S. Folsom, Third Secretary, John Peabody Palmer, Second Secretary; *Third Row:* L. Laszlo Ecker-Racz, Economic Adviser, and Leslie Albion Squires, Third Secretary; *Fourth Row:* Frederick T. Merrill, Special Assistant, and O. W. Riegel, Special Assistant; *Fifth Row:* Lewis Revey, Assistant to Special Assistant, Edward Salner, Labor Attache, and E. W. Juhasz, Administrative Assistant; *Sixth Row:* E. V. Polutnik, Vice Consul and Harry Le Bovit, Agricultural Economist; *Back Row:* Paul Chadwell, Economic Analyst, Richard C. Wood, Economic Analyst, and James L. Lee, Vice Consul and Special Disbursing Agent.

RIO DE JANEIRO

February 20, 1946

Special Mission to Inauguration of General Dutra as President of Brazil

The Honorable Fiorello H. LaGuardia, Special Ambassador of the United States at the inauguration of General Eurico Gaspar Dutra as President of Brazil, arrived in Rio from the United States by special plane on January 29, in company with the other members of the Inaugural Delegation, Ambassador Adolf A. Berle Jr., Major General Robert L. Walsh, Military Aide, Rear Admiral Marshall K. Green, Naval Aide, and Mr. Philip O. Chalmers, Secretary of the delegation. Mr. LaGuardia remained in Rio until February 6. He crowded a full schedule of events into this brief period and even managed to make a flying visit to Sao Paulo on February 2.

Mr. LaGuardia represented this government with distinction at the formal inauguration ceremony on January 31 and at the various functions which preceded and followed that event, including a brilliant inaugural reception given by Ambassador and Mrs. Berle at the Embassy residence on the evening of February 3. His attitude toward the torrid midsummer weather was intrepid, notwithstanding the frequent necessity of wearing formal attire.

The Special Ambassador maintained his reputation for ability to hold the interest of the public and the press. His several press interviews were well received. Ambassador LaGuardia's wide range of interests, which includes, apart from public affairs, music, radio broadcasting, journalism and fire-fighting, received appreciative note.

Ambassador LaGuardia occasionally recalled his early days in the Foreign Service as a cub Vice Consul. He has the bearing of an experienced Foreign Service practitioner. Whether that results from his early consular experience, this correspondent is unable to state.

The inauguration ceremonies were enlivened by the visit of the great new aircraft carrier, the "Franklin D. Roosevelt," which was in Rio de Janeiro from February 2 to February 11. The more than 3,000 officers and men making up the complement of this ship were much in evidence in Rio de Janeiro. The local populace displayed a lively interest in the aircraft carrier, although the ship was not docked alongside and could only be reached by boat. It is estimated that around 15,000 people visited the ship during the nine days she was in port.

President Dutra was an honor guest aboard the carrier on February 8, when the vessel engaged in light maneuvers, during which more than 70 of her planes took to the air.

Death of Mr. Philip O. Chalmers

The unexpected death in Rio de Janeiro on February 15 of Mr. Philip O. Chalmers, Chief of the Division of Brazilian Affairs of the Department, after an illness of only two days, came as a shock and a heavy loss to his colleagues in the Embassy at Rio de Janeiro and to a wide circle of his friends and acquaintances in Rio de Janeiro and Sao Paulo. Mr. Chalmers' fatal illness undoubtedly resulted at least in part from his selfless devotion to duty.

Mr. Chalmers arrived in Rio de Janeiro from Washington on January 29 as Secretary of the Special Mission to the inauguration of General Eurico Gaspar Dutra as President of Brazil. He remained in Brazil after the departure of Special Ambassador LaGuardia on February 6, for consultation with members of the Foreign Service establishments in Brazil.

The expressions of sympathy received at the Embassy were many and touching, revealing the high esteem in which Mr. Chalmers was held.

Simple but impressive memorial services for Mr. Chalmers were held at the Union Church in Rio de Janeiro on the afternoon of February 18 under the leadership of the Reverend Frank C. Tucker Jr. The services were attended by Ambassador and Mrs. Berle, by a representative of the Brazilian Foreign Office, and by a large delegation from the Embassy.

Walter P. McConaughy

BARCELONA

December 15, 1945

Consul and Mrs. Charles S. Reed II, were the recipients of numerous farewell parties prior to their recent departure from the Consulate General at Barcelona. Possibly the most outstanding of these gatherings was the one given by Consul General Richard Ford. The showing of an American film at the Consulate General was followed by dinner at Mr. Ford's house. A prestidigitator and orchestra for dancing provided a postprandial entertainment; however, the most popular feature of the evening was undoubtedly the making of phonograph records by the guests as a memento for the Reeds of their stay and many friends in Barcelona. An ash tray especially made of old Spanish coins (duros) and a china bull to remind Charles and Martha of their propensity for the favorite Spanish sport were the farewell presents given by the Consulate General staff.

Consul Reed has been ordered to Washington for consultation prior to proceeding to Saigon where he will reopen the Consulate.

John Hamlin

The Bookshelf

FRANCIS C. DE WOLF, *Review Editor*

IRAN. By William S. Haas, Columbia Press, 1946, 275 pages, $3.50.

At a most opportune moment this useful book appears to fill in the background to the press dispatches appearing almost daily in the news. Dr. Haas had an unusual opportunity to study Iran during the last years of the Riza Shah regime. He has brought to the question an analytical mind, trained in Germany, and during the almost five years that he served on the Faculty of the University of Tehran, he applied himself to a study of things Iranian. The results have been organized into a number of chapters on Iran's history, society and government, psychology, culture and economy. His last chapter is an effort to pierce the future and see the shape of things to come.

Dr. Haas makes an obvious effort to be balanced and dispassionate in his judgments and appraisals. He sees both sides of the many problems confronting Iran. He avoids the pitfall of extravagant condensation of weaknesses and failures, which he sees and describes but does not stress. There are some unusually penetrating studies, one especially concerning the interplay of autocracy and individualism in government. Also noteworthy is the chapter on culture, highlighted by the clash of the old and the new, the oriental and the occidental. Doubtless much of his own experience is reproduced in that chapter.

But the impersonality of the approach, though admirable, also has its weaknesses. The total impression left upon the reader is that 'God's in His Heaven, all's right with the world." Dr. Haas seems to have detached himself from the tumult and shouting that has taken place, especially in the past four years. Though he refers to the events of 1941-5, they are written with a sense of distance from the scene. Perhaps it was his physical distance which accounted for numerous small errors that seem to indicate haste in preparing the book for publication. On the whole they are unimportant but they detract from the accuracy of his text. Such errors are of several types, as follows:

(a) Errors in dates. On page 224 it is stated Iran declared war on the Axis in September 1941. On page 226 it is recorded that Dr. Millspaugh arrived in Iran January 1944, which should have been 1943. Page 228 states there have been no Parliamentary elections. Anyone living in Iran at the time, will not forget these elections.

(b) In appraising the events of 1941-5, Dr. Haas often errs on the side of oversimplification and optimistic generalization. On page 227 he refers to the healthy reaction of the press following the abdication of Reza Shah. Some of the reaction was healthy but Dr. Haas ignores the venal press which was used as a method of blackmail, the Soviet subsidized Press which virulently attacked all authority, the Sayid Zia-Ed-Din Press which whipped up reaction and turmoil. The lack of any ethical discipline was one of the causes of a paralysis of will and faith in Iranians. On page 228 one finds the phrase "Old classes belong to the past." It is hard to accept such a statement when one lists the septuagenarians and octogenarians who compose cabinet after cabinet.

(c) There is a failure to recognize the subtlety and complexity of Soviet penetration in Iran. Dr. Haas several times refers to the Tudeh Party as though it were leftist but a legitimate indigenous movement (page 203, 229, etc.). He states it is not represented in Parliament. On page 239 he justifies the Tudeh pro-Soviet activity as natural. Refusal of Soviet demands for oil in November 1944 ended peacefully and the Soviet "abstained from further insistence." Time has already shown Dr. Haas did not understand the implications or complexity of this question. Dr. Haas concludes that the Russians will abandon expansionist policies (page 240). Iran will be guaranteed her independence and prosper in as much as she has set her foot on the right path and all will go well. But before the book appears, the Soviets have decided to retain armed forces in Iran, and a world crisis has grown full-blown over the very issues so hopefully set forth in the final chapter. However in criticizing Dr. Haas for not guessing correctly two things must be remembered. He was not in Iran during the war years and had to depend upon the memory of more peaceful days and secondly, let him who has made no mistakes in prophecy these past five years cast the first stone at Dr. Haas for these misjudgments.

It would not be fair to the book "Iran" to end on a critical note. The book is packed with information, interesting analyses, and valuable material on Iran past and present. It is scholarly in tone and contains a selection of interesting pictures. It deserves wide circulation.

EDWIN M. WRIGHT

Wartime Mission to Spain, by CARLTON J. H. HAYES. The Macmillan Company, 1945. 313 pages. $3.00.

Dr. Hayes, prominent historian and American Ambassador to Spain during the war, describes this account of his experiences in Spain as "an historian's candid and factual record of what he saw and knew at first hand." Beginning with the basic purpose of United States policy—to keep Spain neutral during the war—Dr. Hayes reports and discusses, with numerous personal anecdotes, many of the problems which arose during his assignment. In the course of this account he develops the thesis that Spain progressed from its pro-Axis position, which the author terms "non-belligerence," to neutrality between July 1943 and May 1944 and thence to "benevolent" neutrality in the late spring and summer of 1944.

Dr. Hayes has written his report with great skill and care in a most readable and persuasive manner. His thesis and account of events may, therefore, appear to the casual reader to be a satisfactory explanation of our wartime policy toward Spain. But the thoughtful reader should discover that the author takes a view of Spanish actions during the war which is more charitable and generous than a critical analysis of the facts would seem to warrant.

While it is true that the pressure of military events did force Spain gradually from its pro-Axis position, the evolution was a slow process which the United States and Great Britain prodded to the limit permitted by their prevailing military situation. But it was hardly the voluntary change implicit in the writer's disarming phraseology. For Dr. Hayes frequently states or implies that the Spanish Government, which was "presumed to be sympathetic" toward our enemies, gave them "mainly flattering words" while providing us with "deeds of signal importance." Actually, most of the important concessions which we gained from the Spaniards during the war were wrung from them only by dint of much hard work and frequently after protracted delays.

Among the most important concessions which the United States sought were those involving the objectives of the joint Anglo-American economic warfare campaign, which was designed to reduce to a minimum Spain's economic aid to the Axis. Dr. Hayes discusses this campaign at some length, but entirely omits a number of important aspects of the program, such as the joint Anglo-American Supply Purchase Program and the War Trade Agreement, both of which were basic to the campaign. The adequacy and accuracy of his account is also frequently impaired by the fact that he evidently did not fully understand either the details of the program or the considerations involved in the decisions made in Washington and London, yet part of his account is based on assumptions concerning these very points in order to give what appears to be the full story. Although Dr. Hayes states that "by October of 1943 the economic battle in Spain seemed to be just about won by us," the primary objective of the campaign, an embargo on wolfram shipments to Germany, as well as a number of other important objectives, was not finally obtained until late in April, 1944 (though the wolfram embargo was temporarily in effect from the first of the year). Even then, a little more than a month before D-Day, it was necessary to force Spanish action through the use of an embargo on petroleum shipments to Spain.

Spanish procrastination in meeting our requests of course reduced the value of the concessions when finally granted. This consideration, therefore, as well as our military progress by January of 1944, obviously required the imposition of increased pressure to force the cessation of Spanish aid to Germany. Much of the pressure the Department of State insisted upon asserting, however, is attributed by Dr. Hayes to the fact that the Department was "yielding to the extremist press in the United States." He frequently criticizes anti-Franco opinion in this country, but his harsh judgment ignores, it seems to me the basic fact that Americans dislike Franco and his regime primarily for its association with German Naziism and Italian Fascism which we were fighting and after which the regime has patterned itself. Dr. Hayes believes, however, that the Franco regime "owes its origin only in part," to German and Italian military assistance. He says, moreover, that the present government in Spain is not a regime "inspired by Nazi ideology or directed solely by Fascists, but "a military dictatorship traditional to Spanish-speaking peoples." He has little sympathy, consequently, for those who are anxious to see a change in the present Spanish Government and takes the position that "after all, the existing regime represents that part of the Spanish nation which finally won a three year civil war." But the many Americans who stubbornly remember the German and Italian divisions and planes that provided indispensable assistance in Franco's Civil War victory—as well as the regime's close association with those aggressor nations—will find, I believe, that Dr. Hayes' explanation really begs the question.

There is much to be said in favor of the successes of the wartime policy of the United States toward Spain. Much was accomplished and there can be little doubt that the policy paid important dividends, particularly in the form of the military intelligence which was brought out of Europe through Spain and the success which was achieved in gradually

(*Continued on page* 65)

Press Comment

Continuation from the March issue of a series of articles on the State Department by Wallace E. Deuel of the Daily News Foreign Service which appeared in the Chicago Daily News January 30-February 9, 1946.

DELAYS MARK U. S. POLICY

WASHINGTON—The production line of American foreign policy has come close to breaking down.

It is working now only by fits and starts with many delays.

The situation is so bad that the planning and carrying out of foreign policy are seriously affected.

This production line is the handling of policy papers in the State Department, which is somewhat like a factory.

Its basic raw materials are the reports sent in by American diplomats abroad.

The department adds other materials to these reports, processes them and out of them manufactures its finished products, which are policy decisions.

The department then sends these decisions to the men abroad who act on them.

Enough raw materials of good quality in the form of reports from abroad are reaching the factory. But the movement of materials inside the factory is slow, uncertain and confused.

Reports go to the wrong people. Or they go to the right people but reach them too late. Or they get lost.

Therefore the department's finished product is faulty.

A wrong policy decision may be made. Or a correct decision may be made too late. Or no decision may be made at all.

The handling of incoming messages on a typical recent day shows how badly the "production line" is working.

On this day, the department received 310 messages from abroad. Of these, 46 were marked urgent, and 264 were routine.

It took an average of four hours to decode the "urgent" messages, mimeograph copies and put them in envelopes for distribution in the department.

It was nine hours from receipt of some of the "urgent" messages until they were ready for distribution.

The routine telegrams averaged 16 hours from the time they came in until they were ready to be distributed. A few took 32 hours.

But these delays in the department's production line are only the beginning of the trouble.

For next the messages must be sent around to the men in the department, who process them and make policy recommendations. And the distribution of papers is as slow and confused as the preliminary handling.

The first fault in distribution is that copies are sent to too many offices. Altogether, there are 107 units that get copies of messages.

A recent case of faulty distribution is typical.

The mishandled message came from Vienna. It was received at 1:35 p.m. It was duly decoded, mimeographed and distributed.

Then at 5:18 p.m. the same message was received again, owing to an error in transmission.

But nobody recognized the message. So this second copy also was decoded, mimeographed and distributed.

Since the two messages were identical, they both should have been sent to the same people in the department. Instead, the first was sent to the Central European division for action. The second went to the division of foreign activity correlation for action.

Distribution of the "information" copies of the two messages also differed.

The Central European division which got the "action" copy of the first message, did not even get an "information" copy of the second.

Only half the offices which received "information" copies of the first message received any copies of the second.

This was bad enough in itself. But worse was yet to come.

For experts went to work on the problem and found that neither one of the messages had been correctly distributed. They both should have gone to the division of foreign service personnel.

U. S. DIPLOMATS UNDERPAID

WASHINGTON—The American people are paying their diplomats too little and too late.

Some of their compensation recently has fallen

as much as six months in arrears.

As a result of these and other factors, the United States too often is represented abroad by two kinds of men:

Those with private incomes who can afford to work for second-class salaries.

Second-class men who are willing to work for such salaries because they couldn't earn more doing anything else.

But a private income is no guarantee that the man who has it is a fit representative of his country—and a diplomatic service overloaded with rich men is a sorry sort of representation for the American people.

America can no longer afford a second-class diplomatic service, if it ever could.

It's a wonder that able men with no private incomes go into the State Department and the foreign service at all. Yet a large number of such men do. However, they can't do their best work under present salary schedules.

American diplomats abroad are so underpaid that they don't get around much. Therefore they don't learn as much as they should and they don't exercise the influence they should.

As a result the American people's interests are not adequately looked after in the rest of the world.

This penny-wise and pound-foolish treatment goes for the whole diplomatic service.

The first job of the State Department and the foreign service is to try to prevent America from becoming involved in war. Yet the United States spends on the department and the service in a year less than it costs to fight a modern war for eight hours.

The department and service are costing $77,900,000 a year. Even the last war was costing this country $245,000,000 a day at the end.

From ambassadors and ministers to the clerks and telegraph operators who handle their reports the personnel of American diplomacy are paid less than they could earn in private employment, less than other governments pay for similar performance and less than they need to do their work properly.

Salaries for ambassadors and ministers were fixed in 1856 and have not been raised since.

The American ambassador in London is paid $17,500, subject to income tax, and allowances of $12,000 which are tax-free.

The British ambassador in Washington is paid $70,000, all tax-free.

The American ambassador in London is allowed $5,000 a year for entertainment. The British ambassador in Washington spent $35,000 on entertainment in 1944.

The American ambassador in Buenos Aires also is allowed $5,000 a year for entertainment. The British ambassador there gets $13,000 a year for that purpose.

Lower ranking servants of the State Department suffer correspondingly from undercompensation.

Thus a civil servant who supervises 50 employees in the department, and who is accountable for the paying out of $13,000,000 of public money annually, earns only $3,310 a year.

And State Department and foreign service personnel are not even paid on time.

Base pay and fixed allowances are up to date. But these are only part of the compensation of diplomatic personnel. The other parts recently have fallen far in arrears.

Reimbursement of personnel for money spent on official travel and overtime payments have fallen three to four months behind.

Monthly accounts for 1943 of foreign service officers have not yet been finally audited and approved.

War bonds that department employees in Washington paid for in August were only delivered last month.

Bonds paid for by diplomats overseas as long ago as July 1, 1945, have not yet been delivered.

If it is true that money makes the mare go, it's no wonder the State Department sometimes acts like the old gray mare.

MARRIAGES

COUGHLIN-MORGAN. Miss Margaret Morgan and Richard J. Coughlin, were married in West Grove, Pa., on February 7, 1946. Mr. Coughlin is assigned as Vice Consul to Saigon.

BERENGUER-PANNELL. Miss Oleta Pannell and Arnaldo Berenguer, former Economic Analyst in Managua, were married in Washington, D. C. on February 19, 1946.

MALLORY-STRUCK. Miss Eleanor Mercedes and Lester DeWitt Mallory, were married on February 21, 1946, in Washington, D. C. Mr. Mallory is Agricultural Liaison Officer in the Department.

SAWYER-STEELE. Miss Muriel Josephine Sawyer and Edward Dean Steele were married on February 24 in Modesto, California. The bride is the daughter of John B. Sawyer, for 29 years vice consul at Hangkong and Shanghai, now retired. The groom was in the armed forces for 40 months just prior to the marriage.

MENTER-CORN. Miss Jeanette Corn and Vice Consul Sanford Menter married in Dublin on January 14, 1946. Mr. Menter is serving in the Consulate General's office at Dublin.

"Messengers of State"

By DAVIS P. LOW

WITH the ending of the war and the resultant flow of information to the public on previously restricted subjects, further facts concerning the war-time operations of the diplomatic courier service of the State Department may now be made available. Details of its reconversion to a peace-time status, and incidents that befell Uncle Sam's "winged messengers," may be safely divulged.

Before the outbreak of World War II the courier service consisted of a handful of men who travelled throughout Europe on regularly scheduled and comfortable train trips. This force has since reached a peak of 90 men, many of whom had to be borrowed from other government agencies in order to meet the war-time shortage of men physically qualified for arduous and sometimes dangerous service. In addition, the turn-over has been such that only a few remain of those who began their travels in the early days of the war.

Following the fall of France and the occupation of most of Europe by the Germans in 1940, the European courier service was restricted to little more than shuttle trips between Bern and Lisbon, via Vichy and Madrid. After the German occupation of all France in 1942, these couriers found themselves confined to the country in which each happened to be travelling at the moment. Thus, one courier who had left his wife, a Foreign Service clerk, in Bern was forced to spend the next two and a half years in Spain and Portugal without returning to his home base in Switzerland.

About this time the growing need for safe-hand carriage of a greatly increasing volume of secret communications forced a considerable expansion of the courier service in those other parts of the world less subject to direct enemy intervention. Twice a week couriers covered almost the entire coastline of South America, and other couriers travelled the length of Central America from Brownsville to Panama. A communications center was opened in Cairo, from which men made regular but lengthy trips to such distant points as Capetown, Moscow, and Chungking, and many other cities in between. During this perilous time only one courier was lost,* in the crash of the Clipper at Lisbon in 1942. More recently, an army plane with a courier on board disappeared over Equatorial Africa, and the fate of the occupants is as yet unknown.

* However, Henry Amheil, code clerk at Helsinki was killed on a courier trip in June, 1940 when a Finnish airplane en route from Tallinn to Helsinki crashed in the sea.

Communications Officer George Weber and Courier James Owen having difficulty on a run near Rabat.

As the allied armies began to move northward and eastward into Europe, courier service followed in their wake throughout the liberated areas. Transportation was by army plane, on very irregular schedules, and the courier found few of the comforts to which he had been accustomed in Latin America. Gone were the comfortable reclining chairs, so inviting to the traveller after the customary pre-dawn takeoff, and the excellent hot plate or cold box lunches. In their place each passenger was fortunate to obtain a box of K rations and a blanket or two to spread on the floor of the cabin between the rows of uncomfortable bucket seats.

All during the war couriers made regular flights from the British isles to Stockholm in four-engined army transports, flying high over Norway to dodge the constant Nazi fighter patrols and often having to run up near the Arctic circle. However, the reward of reaching this Scandinavian "land of milk and honeys" was well worth the dangers involved.

After the German surrender, a communications center was established in Paris, and such flights became mere routine. The various European capitals are now served by train and car as well as by air, as the shorter distances involved make surface travel nearly as expeditious. Now it is quite commonplace for a courier to dine on the spicy foods of Spain only three or four days after sampling a Swedish smorgasbord, to sleep in Bucharest after stopping at the other Balkan capitals during a single day's journey from Paris, to fly over the sandy Sahara a few days after walking through the ruined cities of Germany, to feast on thick juicy steaks in Buenos Aires less than four days after a butterless breakfast in Miami.

Such advantages of a courier's life must of course be weighed against its disadvantages: constant early rising which taxes the soul, flying through all kinds of weather in all kinds of planes, forced landings on all kinds of terrain, more than once with the plane on fire or with a tire blown out, or with one engine gone and the other doubtful. One courier barely escaped with his mail (to say nothing of his life) when both engines failed on a takeoff and the resultant crash completely crushed the particular seat in which, up until that very morning, he had been wont to sit! In another instance, a British "King's Messenger" owed his survival to the fortunate fact that he had been visiting the wash room in the tail of his plane at the very moment it hit a mountain peak in a crash from which he was the sole survivor. Other minor escapes, "belly landings," etc., have been too numerous to detail here.

However, very few of the resignations from the service to date have been due to the fear of such accidents. Rather it has been the continued strain and boredom of constant travel, coupled with the necessary separation from their families and normal peace-time pursuits, that has led the majority of these messengers of state to seek other careers after an average term of service of about two years. Former couriers have frequently turned to other government jobs which hold forth a greater hope of advancement; a number have taken the Foreign

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Courier Low leaving Kastrup Field, Copenhagen, with his bag, on V-J Day. Danish friends saw him off.

SERVICE

Taken by a United States Navy photographer on the occasion of Vice Admiral Jesse B. Oldendorf's call at the United States Consulate in Tijuana, Baja California, México on February 4, shortly after he assumed command of the 11th Naval District with headquarters at San Diego.

Left to right, Commander William S. Hays, USN, Liaison Officer to the 2nd Military Zone, El Ciprés, Baja California, México; Vice Admiral Jesse B. Oldendorf, USN, Commandant, 11th Naval District, San Diego, California; Consul Earl T. Crain, Tijuana, Baja California, México, and Lt. Frank L. Bonham, Aide to Commandant, 11th Naval District, San Diego.

American Consulate, Dhahran, Saudi Arabia. Photo by C. J. McIntosh.

Lower left:
Taken at a farewell almuerzo campestre given by the Andersons for the Truebloods at Lima—January 1946. Left to right: Major Reist, Acting Military Attaché; Chinese Ambassador to Peru, Dr. Chin Jien Pao; Lt. Com. Charles Maechling, Jr., Asst. Naval Attaché; Carroll Larsen, Minerals Attaché; Maurice Broderick, 3rd Secretary; Charles Gidney, 3rd Secretary; Bernard C. Connelly, 2nd Secretary; Edward G. Trueblood, Counselor; Ambassador Pawley; Charles Mitchell, Economic Analyst; Julian C. Greenup, Counselor for Economic Affairs; W. Stratton Anderson, Jr., 2nd Secretary; Com. J. H. Whelen, Naval Attaché.

Lower right:
Ambassador Herman B. Baruch, of Lisbon, who together with Mr. Herman R. Kasper, economic analyst of that mission, spent Christmas Eve at the American Consulate in Seville, Spain, is here seen at the Seville Airfield with Consul Hamlin and Vice Consul Calderhead, on his departure for Tangier.

GLIMPSES

Recent photograph of Mr. and Mrs. Maurice P. Dunlap in Boston, where Mr. Dunlap has been residing since his retirement from the Foreign Service.

Reception given at the El Paso Chamber of Commerce on the afternoon of February 25th honoring Consul General William P. Blocker who was leaving for his new assignment at Panama City. Mr. Blocker was accorded many fine receptions during the last week of his stay in Ciudad Juarez.

Lower left:
Christmas party at the Legation in Cairo. The picture was taken just at the exit of Santa Claus (Cecil B. Lyon), which certainly indicates "a good time was had by all."

Lower right:
Vice Consul Robert F. Corrigan at work at the Fifth Anniversary celebration in Natal of the founding of the United Service Organizations.

NEWS FROM THE DEPARTMENT

(*Continued from page 26*)

pursuit of pure learning and research? Then go into teaching or writing, says Mr. Ferris.

Does he have a desire to travel all of the time? If so, he advises, he had probably better go into a travel agency or become a Richard Halliburton.

Does he have a consistent intellectual curiosity about how other nations do things and why, and about the position of the United States in world affairs; and does he also have a desire to live among other people and to get to know them and their viewpoints and a liking for learning and for practical business in almost equal proportions? Only if, after mature consideration, he feels that an affirmative answer to this final question applies to himself, it is likely that he is fitted for the Foreign Service and should make a serious effort to enter it.

This is recommended reading for all would-be students of the Foreign Service.

Tributes to the Service

In these days of being panned on every sheet, it is heartening to note occasional praise for the Service—and particularly when it comes from such worthy sources.

AMBASSADOR AVERELL HARRIMAN, upon the occasion of his being awarded the Medal for Merit by Secretary Byrnes on February 15th, included in his remarks the following statements:

> "In accepting this award I want to say that I am proud naturally but I must state that if there has been any value in the service that I have rendered, it has been because of the group of men who have worked with me on my two assignments. In London there was a small group of men who were with me and who were loyal and earnest and determined and I wish to state that in accepting this, I accept it for them too. Also, in the Embassy in Moscow you have fine men in your Foreign Service, Mr. Secretary. The State Department has sent me no officer who is not competent or who did not fulfill his duties that were assigned to him with loyalty and with confidence as a result of the careful selection of the Department, I believe, and as a result of their competent training and also the support that the Department has always given to them. So that in accepting this I want to say that I do it in deep humility not only for myself but for those men who worked with me."

ASSISTANT SECRETARY RUSSELL recently paid high tribute to the wartime service of the regular and auxiliary members of the Foreign Service. "Many of them," he said, "separated from their families, living vigorous lives under difficult circumstances in foreign lands, have rendered service at times comparable to that given by men in the armed services."

WHERE DO WE STAND?

(*Continued from page 17*)

and be not less than thirty years old at the time of appointment.

With the extreme shortage of trained personnel that, it is said, now exists, it would appear that the above limitations attempt too decisively to protect the status of the career service; the fear that the inclusion of these officers in the service would jeopardize the principles of that service are indeed unfounded. By the sheer weight of those principles the Auxiliary have had inculcated in them the spirit of that service.

As the legislation for this plan has yet to be acted upon by Congress it is safe to assume that no definite action may be expected in the field until next summer. It is to be feared that by then the anxiety of the average auxiliary officer for his own welfare will have overcome his loyalty for the Service and his desire to serve, and he will be forced to submit his resignation.

It is, therefore, suggested that immediate consideration be given to determining the exact future status of the auxiliary corps and the corps should then be fully informed.

A large proportion of the auxiliary vice consuls will be unable to satisfy the age requirement. Further, not knowing what proportion of the proposed ten percent will be drawn from the vice consular group casts some doubt on the efficiency of the proposals. But on the other hand it is too late for many to take several months on their own and properly prepare for the usual examination. In addition, it is felt that after a few years in the Service working closely with the career officers, the auxiliary has had inculcated in it such a strong feeling of loyalty and integrity for his work that rightly or wrongly he considers himself as one with his career fellow-workers.

He has been specially trained in his field of work. Possessing the prerequisites of office, as a result of the screening he underwent before being accepted by the Service, he is indeed in a position to serve as a loyal member of that group which for so long has represented our country abroad with courage and loyalty to the job.

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ADMINISTRATION OF THE NATIVES OF SAIPAN

(*Continued from page* 10)

labor meant little more than a token of good faith, until private enterprise began to operate, and trade stores were opened, carrying a supply of imported items from the United States.

Cobblers, soap makers, bakers, candy makers, barbers, seamstresses, etc., soon came forth. Each enterprise was operated on a license from Military Government, under prices fixed by the Economics Section. Any civilian was at liberty to make handicraft articles, which were sold at prices calculated to conform as nearly as possible to the standard base pay rates.

Employment became specialized too, and here again a wide variety of choice opened up to the civilians. Women were encouraged to work as janitresses, nurses helpers, etc., in the military hospitals. Men were employed by the military in a wide variety of activities, from mechanics to day laborers.

The Trade Stores proved most popular with the civilians. They were operated by the Military Government and provided a partial outlet for the money earned under the expanding system of employment and free enterprise. Further, the chance to handle money and exercise some degree of choice proved of great value in boosting the morale of the badly shaken people.

Another, and rather basic enterprise opened to the civilians, was farming. Within three months of the assault, civilians were given the opportunity to engage in their traditional enterprise. An area of 350 acres located within one mile and a half of Camp Susupe was set aside for civilian farming. The farms were apportioned between the natives and civilian Japanese. One hectare (2½ acres) plots were allocated to every family that indicated an interest in farming. Each family was furnished with seed, fertilizer, a plow, a bull, and a variety of hand implements that had been salvaged from the debris of battle. Prices were set on produce, again to conform to the standard basic pay rates for labor, and within six months a wide variety of vegetables and fruits were being produced at an average of between 16 and 18 thousand pounds per day.

Food grown by the farmers was distributed through a central point in the village of Chalan Kanoa. Fresh fish, caught by the natives and Japanese in a fleet of fishing boats, also became a staple food item. This food was distributed free, but on a ration system. Actually, the work done by the civilians for the armed forces, at the low rates of from 35 to 65 cents a day, more than compensated for these, and other gratuities, such as shelter.

With regard to such matters as education, which involved a long range program, little was done at first, except to start classes in mass physical culture, designed mainly to provide diversion for the children. Regular studies were difficult to organize, due to the lack of proper instructors and text books. Three native teachers however, were most helpful in the initiation of an educational program. One of them had been educated in Guam, and had taught in the public schools there. In the beginning, the Catholic sisters were also most helpful, but later devoted most of their attention to religious classes, held after the regular school hours.

Within six months of the battle for Saipan, native and Japanese children alike were returning to a normal school routine, although the courses were considerably different from those given under the Japanese system.

Church services were held in the open until Easter, when the first services were held in the new church, which had been converted from what remained of the former village store. The priest, and some of his flock, had preserved relics of the altar, and the fittings of the former church building in Garapan, which was totally destroyed. Those of the Catholic faith among the combat forces frequently joined with the natives in the early services that were held during the assault, and Catholic priests attached to the troops as chaplains also held joint services, attended by natives and U. S. troops alike.

As soon as Civil Affairs officers were placed in charge of the civilian population, a search was made to locate leaders. In the native population this was comparatively simple, since the natives themselves were agreed upon a few persons whom they trusted. They were six in number, with one whom all regarded as the "Head Chief." The other five were representatives of a general hierarchy of family or group association. In all matters affecting the natives, therefore, the custom of consulting these representatives was established, and the successful administration of native affairs was placed on a firm foundation.

Though there was a unanimity of favorable opinion amidst the natives regarding the leaders who operated under the Civil Affairs officers, it was resolved to give the natives an opportunity to maintain or reject these leaders by an early election.

On the second Sunday in December, 1944, elections were held for the post of "Head Chief." Numbered ballots were given eligible voters, fixed as males 18 years of age or older who were not held under custody for offenses against regulations of

Weaving the fabric of WORLD UNDERSTANDING

TWA's inauguration of scheduled commercial air service to Europe is the first link in a trans world air system which soon will serve 20 countries in Europe, Africa and Asia.

We would be looking at things in narrow light if we now failed to grasp the deep significance of such service.

Largely because of inaccessibility, much of the world's natural resources as yet remain undeveloped — and a large portion of the world's population has little to eat, little to wear and little shelter.

As long as such conditions exist, peace for the world will be a fragile thing. The seeds of conflict between those who "have not" and those who "have" will remain with us.

But easy accessibility—modern mastery of time and distance — is the first step toward development of these untapped riches.

It brings into play the men, the plans, the methods by which distant people can advance themselves through conversion of natural resources into usable goods and services.

It helps to educate people in the desire for better things — and with such urging, the wealth to feed and clothe and house the world's people will be created *by them* in the process of new development.

All this, in TWA's view, is good not alone for the world, but for this nation.

We are the present natural source for many things that are needed to develop world resources.

We have much to send to foreign lands in exchange for things they have which we need and want.

In the same way that our own great West became both a rich source and a thriving market with the coming of transportation, presently remote sections can become both suppliers and users of the world's wares.

And, as we see it, the key to it is air transportation.

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Here is the means of bringing people together—of establishing understanding, not alone of languages, but of customs, methods, viewpoints and purposes.

That is why we look on these TWA Sky Chiefs as something more than mechanical things flying eastward over the Atlantic.

We see them instead as busy shuttles helping to weave the fabric of world understanding, world advancement, world peace. This is the concept we accept as our sober responsibility to the people of America and the people of the world.

Jack Frye
President TWA

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Military Government. The voting, and the counting of the votes, was closely supervised by officers and men of the Civil Affairs administration. The election was orderly, with no demonstrations, and held to the complete satisfaction of the natives. The chief who had held office, Juan Ada, was replaced by another elderly gentleman, Gregorio Sablan.

Later, the retiring head chief was elected to one of the posts of district chief. Natives explained that such a change was to be expected, since it was regarded as traditional that the post as Chief should be rotated, and the change bore no relation to the fact that Juan Ada had held office under the Japanese.

The following Sunday, elections were held for the five posts of district chief. Each district had a voting board, and the same rules of eligibility were adhered to, except that an individual could name as his candidate only a resident of his particular district. Again, the ceremonies were carried out quietly and in an orderly manner, and again the results showed a reshuffling of those who had been in office.

An inauguration ceremony was held on January 1, 1945, for the newly elected officials, and the natives were patently pleased with the attention given their affairs by high ranking officers of the U. S. armed forces. The Island Commander inducted the officers into their duties under Military Government, and following speeches of acceptance, a military band gave a concert, much to the delight of the populace.

The significance of the elections, and the organization of the natives into an orderly governmental structure, is plain when it is understood that supervision of the entire native population was in the hands of one civil affairs officer.

By their interest in the elections, it was evident that the people expected their representatives to be able to cooperate with the civil affairs personnel, and indeed they proved themselves very capable.

Authority and responsibility was given the Head Chief, and all matters relating to the civilian population flowed through him. The aims of the military government ordinances were transmitted in a channel from the Island Commander, who was Military Governor, through his Deputy, in charge of Civil Affairs, to the officer in charge of civil affairs for the natives, and thence to the Head Chief. The Head Chief, in turn, was able to disseminate information to the people through the district chiefs. Requests, suggestions and recommendations favored by the natives started with them and followed the chain as outlined above, in reverse order. In practice it was found that the natives, once encouraged, provided many valuable suggestions toward improving their lot, and assumed growing responsibilities for their own care.

As to the longer range problems of the orientation of the Marianas and other dependent areas to their new position, it is felt that, just as a mistake in underrating the importance of the civilian problem was made in the actual campaign, so too a mistake may be made in leaving the future of the civilians to organizations primarily concerned with the art of warfare. To give the Army or Navy, in wartime or peace, the responsibility of civilian care, is failing to approach the problem effectively. Past Naval administrations of Guam and Samoa are not shining examples of efficiency. At the moment, the Army is finding it difficult to reconcile its position in facing the problem of civilian care in Europe. Nor has the experience of the Department of the Interior been too happy in administering the affairs of U. S. dependencies.

The inevitable conclusion is that the civilian problem should be intrusted to departments or agencies more than casually interested. The solution would appear to lie in the creation of a responsible independent department of the Government.

In peacetime, the new Department would train personnel for the administration of civilians in dependent areas, and in wartime it would be responsible for making supplies and seasoned personnel available to the armed services. In this way we would be better fitted to discharge our obligation toward those unfortunates who, like the Chamorros of Saipan, bore the direct hardships of invasion, only to exchange Japanese domination for the questionable advantage of being governed in such manner as is Puerto Rico, acquired by the United States in another war, with the people relegated to the status of step-children by the benign but indifferent citizens of the United States. The guiding principle of the department of overseas dependencies would not be that of Colonial Administration alone, but also the training and education of residents toward self government and independence.

IN MEMORIAM

CHALMERS. Philip Owen Chalmers, Chief of the Division of Brazilian Affairs of the Department, died on February 15, 1946, in Rio de Janeiro, where he was attending the inauguration of President Dutra.

FOREIGN SERVICE CHANGES

(*Continued from page 5*)

designated Second Secretary of American Embassy and American Consul at Santiago, Chile.

Dwight Dickinson of New Jersey has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and Secretary in the Diplomatic Service, and has now been designated Third Secretary of American Embassy and American Vice Consul at Mexico, D. F., Mexico.

George K. Donald of Mobile, Alabama, serving in the Department, has now been assigned American Consul General at St. John's, Newfoundland.

Walter J. Donnelly of Washington, District of Columbia, Counselor of American Embassy at Panama, Panama, has been designated Counselor of American Embassy at Lima.

Andrew E. Donovan of San Francisco, California, now on duty in the Department, has been designated First Secretary of American Embassy and American Consul at Guatemala, Guatemala.

Robert J. Dorr of California, now serving as American Vice Consul at Santiago, Chile, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and Secretary in the Diplomatic Service, and has now been designated Third Secretary of American Embassy and American Vice Consul at Santiago, Chile.

Donald A. Dumont of New York, now serving as American Vice Consul at Rabat, Morocco, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and Secretary in the Diplomatic Service, and has now been assigned American Vice Consul at Rabat, Morocco.

Paul F. DuVivier of New York, New York, American Vice Consul at Accra, Gold Coast, West Africa, has been assigned American Vice Consul at Sydney, New South Wales, Australia.

Overton G. Ellis of Tacoma, Washington, now serving as Second Secretary of American Embassy and American Vice Consul at San Salvador, El Salvador, has been designated Second Secretary of American Embassy and American Consul at the same place.

Perry Ellis of Riverside, California, American Vice Consul at Guayaquil, Ecuador, has now been assigned American Consul at the same place.

David I. Ferber of Arizona, now serving as American Vice Consul at Madrid, Spain, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career and a Secretary in the Diplomatic Service, and has now been designated Third Secretary of American Embassy and American Vice Consul at Madrid, Spain.

Walton C. Ferris of Milwaukee, Wisconsin, who has been serving in the Department, has now been assigned as Foreign Service Inspector.

William J. Ford of New Hampshire, now serving as American Vice Consul at London, England, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career and Secretary in the Diplomatic Service, and has now been designated Third Secretary of Embassy and American Vice Consul at London, England.

T. Muldrup Forsyth of Esmont, Virginia, Second Secretary of Embassy and American Consul at Panama, Panama, has resigned from the American Foreign Service.

David L. Gamon of California, now serving as American Vice Consul at Antigua, British West Indies, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and Secretary in the Diplomatic Service, and has

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now been assigned American Vice Consul at Antigua, B.W.I.

George McM. Godley 2d of Rye, New York, Third Secretary of American Legation at Bern, Switzerland, has been designated Third Secretary of American Embassy and American Vice Consul at Brussels, Belgium.

Thomas A. Goldman of Washington, District of Columbia, now serving as Clerk in the Department, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and Secretary in the Diplomatic Service, and has now been assigned American Vice Consul at Rotterdam, Netherlands.

Marshall Green of Massachusetts, now serving in the Department, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and Secretary in the Diplomatic Service, and has now been designated Third Secretary of American Legation and American Vice Consul at Wellington, New Zealand.

Robert Grinnell of New York, New York, American Vice Consul at Brisbane, Queensland, Australia, has been assigned American Vice Consul at Dakar, French West Africa.

David H. Henry 2d of Geneva, New York, American Vice Consul at Vladivostok, U.S.S.R., has been assigned Third Secretary and American Vice Consul at Moscow, U.S.S.R.

Thomas S. Horn of St. Louis, Missouri, American Consul at Suva, Fiji Islands, has been assigned American Consul at Manila, Philippine Islands.

Beppo R. Johansen of Clearwater, Florida, American Consul at Shanghai, China, has been assigned American Consul at Tientsin, China.

J. Jefferson Jones 3d of Newbern, Tennessee, Third Secretary of American Legation and American Vice Consul at Wellington, New Zealand, has been assigned American Vice Consul at Bombay, India.

William L. Krieg of Newark, Ohio, American Vice Consul at Caracas, Venezuela, has been designated Second Secretary of American Embassy at Caracas, Venezuela.

Edward P. Lawton of Savannah, Georgia, serving in the Department, has resigned from the American Foreign Service.

Armistead M. Lee of Chatham, Virginia, American Vice Consul at Dakar, French West Africa, has been assigned American Vice Consul at Melbourne, Victoria, Australia.

George T. Lister of New York, now serving as American Vice Consul at Bogota, Colombia, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and Secretary in the Diplomatic Service, and has been designated Third Secretary of American Embassy and American Vice Consul at Bogota, Colombia.

Rupert A. Lloyd of Virginia, serving as American Vice Consul at Monrovia, Liberia, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and Secretary in the Diplomatic Service, and has now been designated Third Secretary of American Legation and American Vice Consul at Monrovia, Liberia.

Albert K. Ludy of Arizona, serving as Junior Economic Analyst at Tegucigalpa, Honduras, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and Secretary in the Diplomatic Service, and has now been designated Third Secretary of American Embassy and American Vice Consul at Tegucigalpa, Honduras.

Dale W. Maher of Joplin, Missouri, Second Secretary of American Legation at Bern, Switzerland, has been assigned American Consul at Johannesburg, Transvaal, Union of South Africa.

Stewart E. McMillin of Lawrence, Kansas, American Consul at Mazatlan, Sinaloa, Mexico, has been assigned American Consul at Warsaw, Poland.

Horatio Mooers of Skowhegan, Maine, American Consul at Tijuana, Baja California, Mexico, has been designated Second Secretary of American Embassy and American Consul at Port-au-Prince, Haiti.

The assignment of William D. Moreland, Jr., of Portland, Oregon, as Second Secretary of American Embassy and American Consul at Brussels, Belgium, has been cancelled. Mr. Moreland has now been assigned American Consul at Cork, Ireland.

Myrl S. Myers of Mechanicsburg, Pennsylvania, American Consul General at Tientsin, China, has been assigned American Consul General at Peiping, China.

Douglas W. Overton of New Hampshire, now serving in the Department, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career and a Secretary in the Diplomatic Service, and has now been assigned American Vice Consul at Yokohama, Japan.

Austin R. Preston of Buffalo, New York, serving in the Department, has been assigned American Consul General at Antwerp, Belgium.

G. Frederick Reinhardt of Oakland, California, American Foreign Service Officer at Berlin, Germany, has been designated Second Secretary of American Embassy and American Vice Consul at Moscow, U.S.S.R.

Halleck L. Rose of Omaha, Nebraska, Second Secretary of American Embassy and American Vice Consul at Lisbon, Portugal, has been designated Second Secretary of American Embassy and American Vice Consul at Quito, Ecuador.

William S. Rosenberg of Brooklyn, New York, Third Secretary of American Embassy and American Vice Consul at La Paz, Bolivia, has been assigned American Vice Consul at Guayaquil, Ecuador.

H. Earle Russell of Battle Creek, Michigan, American Consul General at Capetown, Cape Province, Union of South Africa, has been assigned American Consul General at Rangoon, Burma.

The assignment of Edwin Schoenrich of Baltimore, Maryland, as American Consul at Calcutta, India, has been cancelled. Mr. Schoenrich has now been designated First Secretary of American Legation and American Consul at Baghdad, Iraq.

Ralph A. Schweitzer of California, serving as Clerk at Pernambuco, Brazil, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career and Secretary in the Diplomatic Service, and has now been assigned American Consul at Pernambuco, Brazil.

The assignment of James T. Scott of Eatonton, Georgia, as Commercial Attache at Panama, Panama, has been cancelled. Mr. Scott has now been designated Commercial Attache at Bangkok, Siam.

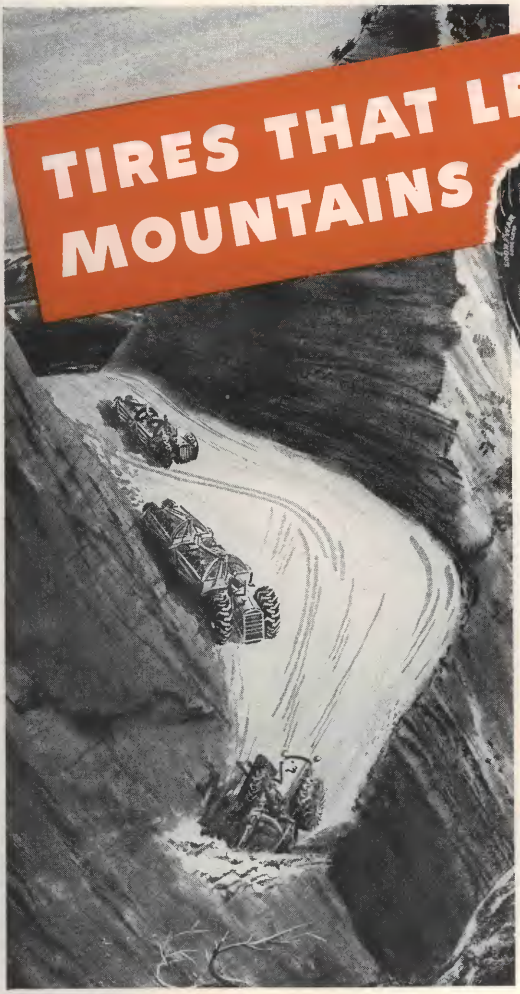
The assignment of Winfield H. Scott of Washington, District of Columbia, as American Consul to Melbourne, Victoria, Australia, has been cancelled. Mr. Scott has now been assigned American Consul at Suva, Fiji Islands.

Richard M. Service of California, serving as American Vice Consul at Tsingtao, China, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career and a Secretary in the Diplomatic Service, and has now been assigned American Vice Consul at Tsingtao, China.

Henry T. Smith of Atlanta, Georgia, Third Secretary of American Embassy and American Vice Consul at Moscow, U.S.S.R., has been assigned American Vice Consul at Vladivostok, U.S.S.R.

Walter Smith of Oak Park, Illinois, Second Secretary of American Embassy and American Vice Consul at Paris, France, has now been designated Second Secretary of American Embassy and American Consul at the same place.

(*Continued on page* 47)



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Edward J. Sparks of New York, New York, First Secretary of American Embassy and American Consul at Montevideo, Uruguay, has now been designated Counselor of American Embassy at the same place.

Herbert D. Spivack of New York, serving as American Vice Consul at Tehran, Iran, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career and a Secretary in the Diplomatic Service, has now been designated Third Secretary of American Embassy and American Vice Consul at Tehran, Iran.

Clifford C. Taylor of Loveland, Colorado, Agricultural Attache at Ottawa, Ontario, Canada, has been designated Counselor of Embassy for Economic Affairs at Warsaw, Poland.

Sheldon B. Vance of Massachusetts, serving as Junior Economic Analyst at Rio de Janeiro, Brazil, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and a Secretary in the Diplomatic Service, and has now been designated Third Secretary of American Embassy and American Vice Consul at Rio de Janiero, Brazil.

Hendrik Van Oss of New Jersey, serving in the Department, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and a Secretary in the Diplomatic Service, and has now been assigned to the Department for duty.

William W. Walker of Asheville, North Carolina, Third Secretary of American Embassy and American Vice Consul at Habana, Cuba, has been assigned for duty in the Department.

Alfred T. Wellborn of New Orleans, Louisiana, serving in the Department, has been assigned American Vice Consul at Cherbourg, France.

Rolland Welch of Houston, Texas, American Vice Consul at Sao Paulo, Brazil, has now been assigned as American Consul at the same place.

Harvey R. Wellman of New York, serving as Economic Analyst at Rio de Janeiro, Brazil, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career, and a Secretary in the Diplomatic Service, and has now been designated Third Secretary of American Embassy and American Vice Consul at Habana, Cuba.

George M. Widney of Alabama, serving as American Vice Consul at Salonika, Greece, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career and a Secretary in the Diplomatic Service, and has now been appointed American Vice Consul at Salonika, Greece.

Louis A. Wiesner of Michigan, serving at Berlin, Germany, has been appointed to the American Foreign Service as American Foreign Service Officer, Unclassified, American Vice Consul of Career and a Secretary in the Diplomatic Service, has now been assigned as Foreign Service Officer at Berlin, Germany.

Philip P. Williams of Berkeley, California, Third Secretary of American Embassy and American Vice Consul at Buenos Aires, Argentina, has now been designated Second Secretary of American Embassy and American Consul at the same place.

Robert E. Wilson of Tucson, Arizona, now serving as Third Secretary of American Embassy and American Vice Consul at San Salvador, El Salvador, has been now designated Second Secretary of American Embassy and American Consul at the same place.

Robert F. Woodward of Minneapolis, Minnesota, First Secretary of American Embassy at Guatemala, Guatemala, has been designated Counselor of American Embassy at Hahana, Cuba.

"MESSENGERS OF STATE"

(*Continued from page* 35)

Service examinations, and some have passed them; one ex-courier is now a mortician.

My own personal experience has left me with many unforgettable memories, scenes of beauty I can never forget; human interest episodes which many others might enjoy. Included among all these are . . . . the steep climb, by car or jeep, up the narrow mountain road around hair-pin turns from La Guaira in Venezuela to the capital city of Caracas . . . . the splendid Hotel Avila, reputedly the most luxurious in South America . . . . the beautiful city of Rio de Janeiro appearing below as the plane slowly circles down through the gray clouds overhead, with Sugar Loaf mountain rising from the bay and a figure of Christ guarding the city on an adjacent peak . . . . the delight in eating inch-thick unrationed steaks in Buenos Aires, at 25 cents apiece, with the best of native cheeses and wines at equally low prices, after the often meatless and always expensive meals in Miami . . . . the beauty of the Andes in central Chile as one flies down their length on a winter's afternoon, with the quality of the sunlight on the snow changing from white to pink and finally to purple before darkness overtakes the plane just outside of Santiago . . . . the softer green of the volcanoes which the plane skirts in Central America, some of the cones still smoking or emitting puffs at regular intervals, others long since extinct . . . . the color and smells of the Indian mercado in Guatemala City . . . . the eternal springtime climate there and in Mexico . . . . the friendliness and courtesy of the airport and customs officials, and of the pretty passenger-service girls, in all these Latin American countries.

Europe too will always have its memories for the courier, sharpened perhaps from the more mellowed ones of the Western Hemisphere because of the imminence of the recent war . . . . the blitzed parts of London, the ruined villages of France and Belgium, in contrast to the quiet beauty of Switzerland and Sweden, so untouched on the surface by the war . . . . the amazement that any city could be so completely demolished as was Frankfurt . . . . the surprise and embarrassment of this civilian courier, wearing the prescribed officer's uniform without insignia in Germany soon after V-E day, at being saluted by combat infantrymen who had not yet become accustomed to the sight of so many uniformed non-combatants . . . . the strong interior similarity of the I. G. Farben building and the Pentagon . . . . my GI pilot dickering with Russian flyers at Prague for the sale of $25. Mickey Mouse

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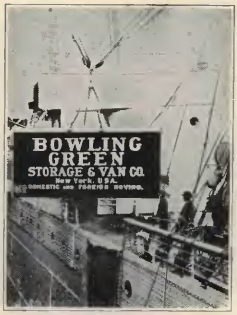

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watches, on which he realized a 1300% profit—in occupation marks . . . . the happy reunion at the airport in Copenhagen with a Danish friend recently released from a concentration camp after a narrow escape from being shot by the Gestapo for his activities with the Underground . . . . above all, the quiet and dignified beauty of Stockholm, "The Venice of the North," with its fresh-water lakes and canals, modern buildings, neat streets, handsome and friendly people . . . the view over the city of Stockholm from the top of near-by Skansen, with its many neon lights coming to life as the sun sets beyond the intervening lagoon. Here next to an excellent open-air restaurant, several thousand people gather nightly, to listen to fine concert music, and to join in singing old folk songs and modern ones.

Among the various incidents, humorous and otherwise, which continually seem to happen to couriers are the following . . . . the young courier who met a now-famous Hollywood actress several years his senior, and proudly escorted her on a tour of the Panama City honky-tonks . . . . the incident a day or so later when the same actress in a fit of temperament attempted to oust another courier who was innocently occupying her favorite seat on the plane, and would seat herself properly only after being threatened with expulsion from the plane . . . . the story of one of the first courier trips from Berlin to Moscow, when the plane was forced to over-night in a cowpasture and the courier chose to sleep under the wing on the ground rather than suffer the atmosphere inside the cabin, where about 40 variegated passengers were continually smoking, eating, or snoring . . . . the day a courier newly arrived in "peaceful" Warsaw saw a fellow pedestrian shot to death beside him, for no apparent reason . . . . the time a courier safely escaped with his mail from his wrecked plane, only to rush back inside in a frantic but successful effort to recover his "swindle sheet"—form 286, so painfully familiar to all government travellers . . . . the courier who has collected enough Latin American silverware, and European and African daggers, swords, and knives to open a Third Avenue pawnshop . . . . the hoary legend of the courier arriving in Kabul who was asked on the street for a match by a bearded old man speaking good English. When asked by the courier as to what he was doing in Kahul, the latter replied that he was a Foreign Service clerk who had been sent there 45 years ago "on temporary detail!" . . . . Thus, it may be seen that a courier's life has more than enough attractions to outweigh the dangers and disadvantages.

As I write, the Far East is being reopened to our

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diplomatic representatives, and courier service must follow them as inevitably as the night the day. Therefore a trickle of these young men has already started to flow to the new communications center at Shanghai, and under present plans will soon overspread the entire East. Some of us have retired from this active life of travel, but only in body and never in spirit. For when on a calm evening in Washington the takeoff roars of newer, higger, and finer planes are heard from across the river, the imagination of more than one former courier goes winging with the plane off into the night.

PHILIPPINE FOREIGN AFFAIRS TRAINING GROUP

(*Continued from page* 16)

ture Philippine Department of Foreign Affairs. On the basis of previous plans wide-range discussions were held regarding the structure and functions of such a proposed department.

As a result of these discussions a tentative and informal plan of organization was agreed upon by the trainees. and it is expected that this plan will be submitted to Manila for review and study by the appropriate authorities of the Commonwealth Government. Under this plan the proposed Philippine Department of Foreign Affairs would he headed by a Secretary appointed by the President. Below the Secretary in the organizational heirarchy would be an Under Secretary of career status. Below the Under Secretary in turn would come three Assistant Secretaries, one for political affairs, one for economic affairs, and one for administrative affairs. In addition, there would be a Legal Adviser with the rank of Assistant Secretary. The Department would have a total of eight divisions under the Assistant Secretaries.

Under the Assistant Secretary for Political Affairs would come the usual geographic divisions. The following divisions have been suggested: Division of United States and Possessions Affairs, Division of Latin-American Affairs, Division of Far Eastern and Pacific Affairs, and Division of European Affairs.

Under the Assistant Secretary for Economic Affairs would come the Division of Commercial Policy and Agreements and the Division of Communications and Transportation. The Division of Commercial Policy and Agreements would in turn be divided into a Commercial Treaties Section, a Financial and Monetary Section, a Commodities

Section, and possibly an International Labor, Social, and Health Section. The Division of Communications and Transportation would be divided into an Aviation Section, a Shipping Section, and a Telecommunication Section.

Under the Assistant Secretary for Administrative Affairs would come three divisions: the Division of Administrative Policy, the Division of Central Services, and the Division of Controls. The Division of Administrative Policy would be divided into an Administrative Section, a Personnel Section, and a Budget and Finance Section. The Division of Central Services would be divided into a Communications and Records Section, a Coordination and Review Section, a Research and Publications Section, a Translating Section, a Protocol Section, and a Cryptographic Section. The Division of Controls would be divided into a Passport Section and a Visa Section.

Included in the Office of the Legal Adviser would be a Treaties and Agreements Section and an International Security Affairs and Conferences Section.

This department would necessarily be very small at the beginning compared to the United States Department of State. Its organizational pattern would have to remain fluid to meet changing conditions and needs as indicated by practical experience. An alternative plan of organization already proposed by several experts is to organize the new department along strictly geographical lines with the usual functional sections placed within each of the geographical divisions. This plan has, however, not been as fully discussed as the above outlined plan.

The plan currently most stressed is to have all members of the Philippine Department of Foreign Affairs and diplomatic and consular establishments members of one Philippine Foreign Service. The members of the service would be recruited on a competitive basis, and their status would be that of permanent career employees of the Philippine Republic.

The recruitment of trained personnel for the Philippine Foreign Service will prove difficult at the outset due to the lack of Philippine experience in this field, a lack which the State Department's training program is attempting to meet in part.

While recruiting and developing a trained Philippine Foreign Service, it will be necessary at the same time for the Philippine Government to draw up a basic organizational statute or "Rogers Act" for the Philippine Foreign Service, as well as a set of rules and regulations to govern its activities. This will be done on the basis of American experience with Foreign Service legislation and rules and regulations.

The Philippine Republic will naturally be concerned with establishing Foreign Service posts in countries having prime Philippine interests. Almost certainly an Embassy will be established in Washington with Consulates General at New York and San Francisco and Consulates in Los Angeles, Honolulu, Seattle, Chicago and possibly Philadelphia and New Orleans.

A new group of fifteen Filipinos will enter the Department to begin training some time in April. This group will be given the same intensive training as the previous group. The present program of study for the new group calls for a twelve week period of departmental training which will be divided into roughly four main areas of studies as follows: Organization and functioning of the Department of State, the Foreign Service of the United States, the United Nations, and the organization and functions of the future Philippine Department of Foreign Affairs. The course covering these broad areas of study will be arranged by the Division of Training Services and the Division of Philippine Affairs.

The original five-man trainee group will depart during the next few weeks for American Foreign Service establishments abroad where they will each receive a period of three months practical training in the field. Mr. Adeva has been detailed to the Consulate General at Sydney; Mr. Imperial has been detailed to the Consulate General in Montreal; Mr. Singian has been detailed to the American Embassy in Santiago; Mr. Baja has been detailed to the American Embassy in Mexico City; and Mr. Elbo has been detailed to the American Embassy in Habana. Following the completion of their details it is expected that the trainees will be assigned to responsible positions in the new Philippine Department of Foreign Affairs which is to be created with independence on July 4, 1946.

BIRTHS

PITTS. A son, John Lawrence, was born on December 9, 1945, to Mr. and Mrs. Henry L. Pitts, Jr. Mr. Pitts is Third Secretary and Vice Consul at Panama.

ANDERSON. A son, Scott Virden, was born in New York on February 3, 1946, to Mr. and Mrs. Daniel V. Anderson. Mr. Anderson is Consul at Valencia.

WOODWARD. A daughter, Mary Cooke, was born on January 3, 1946, in Washington, D. C. to Mr. and Mrs. Robert F. Woodward. Mr. Woodward is Counselor at Habana.

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IMPROVING THE ADMINISTRATIVE EFFICIENCY OF THE DEPARTMENT

(*Continued from page* 14)

levels make both decisions and policies—that is, decisions which are really policy decisions—they find that they cannot operate effectively without getting support from their colleagues on the same or similar levels. Then it becomes necessary to circulate memoranda, to call conferences, to get a considerable number of people to agree on some policy. Everyone's time is taken up in endless meetings. In order to get agreement among equals, concessions must be made to this person's special point of view, or that one's strong conviction. These special convictions and points of view are those held by people who work on some particular field of foreign policy, and are not responsible for global outlook, for a national over-all foreign policy. By the time that agreement is reached under such circumstances, the decision has been so diluted by concessions to opposing points of view that often it has lost whatever elements of boldness and imagination it may have had in the first instance. The policy which might have been comprehensive and vigorous, if made at the top, is limited, tentative and wavering between differing points of view when formulated on the operating level.

The sad truth is—and it may as well be faced frankly—that in the Department of State as it is organized today, too many operating officials are attempting to make policy. What everyone must realize is that when policy-making becomes a free-for-all, no one person's policy is likely to prevail, and every one with ideas is doomed to frustration. The usual outcome of policy-making on the operating level is thus something which is satisfactory to no one. On the other hand, the line officer can actually work more creatively if there is clear direction from above, because he can operate with authority and with freedom from opposition. The proper role of the officer with strong convictions about policy is not to try to make his ideas prevail on the operating level, but to try to get them adopted by policy-making top executives.

Defects in Administrative Structure

It has been the custom in the Department of State to put one Assistant Secretary in charge of administration. Since he has no responsibilities in the field of foreign policy, it might be thought that he would be able to devote his full attention to executive duties, and by superhuman feats of administration to free the political and economic branches of the Department from all except their day-to-day technical responsibilities.

However, a little consideration of this supposition will make it clear why it cannot work out satisfactorily in practice. The Assistant Secretary of State in charge of administration has no jurisdiction over the political and economic divisions. He is not their master, but their servant, whose job is not to plan their functions and their responsibilities, but to see that the so-called administrative divisions of the Department render them necessary services. He occupies the same kind of anomalous position in the Department of State that the Administrative Officer occupies in an Embassy or Legation. There are ways in which he can over a period of time make his influence felt in the improvement of conditions, but he certainly has no authority to step in and reorganize divisions which are responsible to other Assistant Secretaries.

It is one of the truisms of human organization that executive functions can be performed only by persons to whom subordinates look for leadership. An Assistant Secretary of State in charge of administration can operate outside his own sphere only through taking recommendations to the Under Secretary or to the Secretary of State himself. But this can only be possible if the Under Secretary or the Secretary can be freed enough from technical functions to give consideration to executive ones. So one comes right back to the starting point—that somehow the conflict between technical functions and executive functions, both claiming the time and attention of the same top officials, must be resolved.

The reasons for this dilemma are historical. Over a period of years the orientation of the Department of State and the Foreign Service has been toward technical functions, and executive ability has on the whole gone unrecognized and unrewarded. For many decades men have been attracted to the organization because of an interest in diplomatic, political and economic matters. In general they have won recognition and advancement when they could demonstrate ability in these technical fields; they have suffered when their technical responsibilities were not discharged satisfactorily. Too often an officer could be either a good or a poor executive, and it would not affect his career one iota in either a favorable or an unfavorable direction. Occasionally good executives have found their way into key positions, but such windfalls have been accidental and hardly due to any great interest on the part of the Department in developing such men.

So much for the diagnosis. It begins with the historical fact that the Department has never been organization-minded, and that executive ability has seldom been considered important. As a small organization in years past, the Department's concentration of interest upon the technical job of conducting foreign relations was not an urgent

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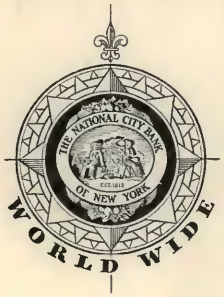

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defect. As the organization has grown, the need for executive ability, for the proper exercise of the executive functions, has grown with it. At the present time, there is a need for executive planning, for executive leadership, for executive policy-making, so urgent that a fundamental change in the orientation of the organization is a critical and inescapable necessity.

The key to this situation is the conflict between the executive and technical functions, both of which are concentrated in the same individual executives, and both of which are fundamental and inescapable responsibilities of the Department's top people. Some solution must be devised which will ease the pressure on executives enough to make it possible for them to discharge both types of responsibilities effectively. And the emphasis must always be kept on the executive functions, because unless these are performed properly, the efficiency of the organization goes into a downward spiral which makes it impossible to perform the technical functions effectively.

A Theory of Executive Organization

As has been indicated in the paragraphs above, the only method by which an executive can free himself from an overload of decisions is by a more effective exercise of the executive functions. More time spent on planning and policy-making and the exercise of other leadership responsibilities means that more and more matters can be delegated to subordinates. Less time on executive functions means that more time has to be spent on handling technical responsibilities personally. How should an executive so set up his organization so as to exercise his executive responsibilities most effectively?

An executive's job may be said to fall into three general categories. First, it is necessary for him to think and to plan, and to reach policy decisions. Secondly, he must set up a logical and efficient chain of command. Thirdly, he must establish effective means of communication with the entire organization, and keep these channels of communication constantly in operation.

Planning and Policy-Making

Few executives are so gifted that they can plan alone. An old saying is that two heads are better than one, and practically every executive recognizes this fact by having advisers with whom he discusses matters of policy. These advisers can be either a special staff of consultants, or a group of subordinate executives, or a combination of the two. It is naturally important that in the Department of State they be men of the highest capacity,

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From the executive's point of view, there are two problems—to find the right men, and then to use them effectively. Using them effectively may mean assigning different responsibilities to various individuals, or it may mean calling them all together for a discussion of some over-all issue. However the job is divided up, there is one essential point which must never be overlooked. That is, that no matter how much argument there may be, the final decision on policy is necessarily the executive's, and his alone.

The Chain of Command

Once plans have been made and policies formulated, the next problem is carrying them out. The device for this is the chain of command. In the chain of command, policies and responsibilities are passed downward. Decisions are made on the lowest level on which they can be made reliably and effectively. The more effectively policies and responsibilities are passed downward, the easier it is to keep decisions from being passed upward. he object of the chain of command is to distribute responsibilities and work as widely as possible, and to keep the men at and near the top as free as possible for the duties which only they can perform.

While in London I was greatly struck by the testimony of several of our officers there as to the ease of getting important decisions made in the British Government. Subordinate officials appeared to have a great deal more authority than in our Government and a great deal more latitude in making decisions. I even heard of one situation in which an official several layers removed from the top command took unto himself with complete assurance the responsibility for making a decision which was actually a reversal of a cabinet decision. The explanation for this is not that important matters are turned lock, stock and barrel over to subordinate officers, to do as they please, but rather that policy is so clearly understood all through the organization that an officer well down in the chain of command knows exactly where he stands, and what general considerations are expected to govern his actions.

This kind of freedom is possible only where policy is clearly formulated at the top and then is carefully communicated down the line to subordinate officers. It also is possible only when an official knows what the limits of his authority are, so that while he makes without hesitation those decisions which are within his competence, he also without hesitation refers upward for a higher ruling those decisions which are beyond his competence. It is this kind of clarity and orderliness which makes effective the machinery of administration.

(Continued in the May issue)

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LETTERS TO THE EDITORS

(*Continued from page* 21)

gestions which have already been made but passed over for lack of means to carry them out might be made effective. Only recently a member of the Service put forward an apparently sensible scheme to provide inexpensive lodgings for transient Foreign Service Officers in Washington, but in attempting to arouse interest in it, the principal and reasonable objection met with was that there was no one to administer it. The officer suggested here would have been the solution to that problem. Another possible function would be the establishment, in cooperation with the Department's Welfare Division, of an active purchasing organization for the Foreign Service.

There is no officer in the Department now who has as any part of his duties the obligation to look at all matters from the point of view of the officer in the field, and it is not logical to suppose that anyone with a job to perform in the Department could so look at everything. Foreign Service Officers now there each have specific tasks which occupy their full time, and even when those tasks involve matters of intimate concern to the Service, such as personnel functions and legislation for improving the Service, the nature of their duties does not permit them to supply officers abroad with much more than an account of the things already accomplished, whereas men in the field are primarily interested in keeping up with the trend of events so that their viewpoint may be heard and heeded before final decisions are taken.

I believe this liaison officer could best be provided by the Department detailing a Foreign Service Officer with a number of years of field experience to the Foreign Service Association to act in a full-time capacity as its executive secretary. This would permit him to perform the functions outlined above while at the same time enjoying the benefits of advice and guidance by the executive committee of the Foreign Service Association. Furthermore, he would have the facilities of the Association with which to work and he would have a responsibility to it which would assist him in maintaining the necessary viewpoint to ensure that his activities were directed toward their main purpose. While an assignment of this nature seems the most logical way to provide such an officer, if some obstacle is encountered there are many other means which might be adopted to fill the post adequately. In any event, the executive committee of the Foreign Service Association and the Division of Foreign Service Personnel should collaborate in his selection.

WILLIAM BELTON.

(*Continued on the following page*)

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Retirement Readjustment

Puerto Cortes, Honduras,
December 10, 1945.

To the Editors,
American Foreign Service Journal:

Although it may be malapropos to bring up the matter at this particular time, when our armed services have just finished such an outstanding job for us, I should like to inquire as to the justification of our (members of the Foreign Service) having to pay for our own retirement, whereas the Army and Navy do not have to pay one cent for theirs? And they are given a much better retirement than ours — generally 75 percent of the amount of their salaries *at the time* of their retirement against our 60 percent maximum. I would be one of the last to advocate the abrogation of any of the privileges of our armed forces, although they have always had many more than we have had, including completely furnished quarters wherever they have been stationed, the privilege of buying practically at cost from well-stocked post exchanges and ship's services, the free transportation of themselves and their effects without *accounting* therefor, etc. They have also been privileged to spend the greater part of their careers in the United States, having to do a "tour of duty" or "sea duty" abroad for a few years at long intervals. Furthermore, I have seen the statement in print that a larger *percentage* of our Service, up to and including World War I, have died while on active duty than have Army or Navy personnel. However true or untrue that statement may be, I do know that the members of our Service who have lived to retire have died much sooner after retirement than the members of any other branch of the Government, Presidents excepted.

But I do advocate fair play and nondiscrimination. It is undemocratic to believe otherwise Therefore, I believe the following question is justifiable: Why should the Foreign Service be so discriminated against as compared with the Army and Navy?

The Foreign Service now is facing the most severe test in its long history. It needs and deserves every last bit of financial, physical, and moral support it can get. Relieving us of the necessity of paying for part of our own retirement would certainly boost our morale, by eliminating a portion of our ever-present financial worries, and would be an added inducement for recruiting purposes. With apologies for bringing in a personal illustration, I might state that last year I paid 14.93 percent of my income for federal taxes and 5 percent for retirement, making a total of approximately 20 percent of my earnings. This year the per-

centage will increase, due to a rise in grade.

I have always heard it stated that the Department of State was the "stepchild" of all of the Departments of the Government when it came to obtaining appropriations from the Congress and that it was the first to have its appropriations lowered and the last to have them raised. If we are to perform the manifold duties now imposed on us by law and function as our fellow Americans expect us to, it is high time that we be given the facilities adequate for these tasks. It is not to be wondered at that we are having such difficulties in recruiting the right type of new personnel and that we are losing so many of our best men to private business. Why (again being personal), even I was offered voluntarily a $20,000 a year job last week!

I know that this same subject has been in the minds of many of us for a long time. Is there anyone sufficiently interested in our welfare to do anything about it?

FRANCIS C. JORDAN.

Our Expatriated Children

American Consulate General,
Willemstad, Curaçao, N.W.I.
January 18, 1946.

TO THE EDITORS,
THE AMERICAN FOREIGN SERVICE JOURNAL:

Recently, in our JOURNAL, there was published an article about our expatriated children.

Having this in mind I thought the JOURNAL might be interested in receiving a copy of a letter from one of these children whose parents have been able to "repatriate" her. You can imagine the thrill experienced by her parents upon receiving the enclosed letter.

LYNN W. FRANKLIN.

(Letter from Bessie Franklin in boarding school, age 16)

Saint Anne's School.
Charlottesville, Va.,
January 13, 1946.

DEAR MOM, DAD, BUTLER AND LYNN:

It is now about five-thirty Sunday morning, and I am sitting on the top of my double-decker bed. I was going to go back to sleep but when I closed the window I realized that our home at Fredericksburg smells like this. I never knew it before, but "Fall Hill" smells like Virginia. The sky now looks like a peppermint candy cane. It reminds me of the times Dad used to look out of the window at "Fall Hill," and if the mist was just under the tree tops, he would call, "Children, look at this, there is no

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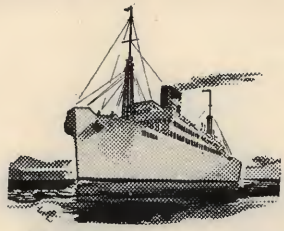

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better view than this one, right at your own home." You remember that don't you, Dad?

Another view there I loved was the sun just above its covers, stretching over the valley, throwing off its red blanket across the sky. That is the view I am seeing now.

I am glad I go to school in Virginia. It makes me feel so near to my home. I feel now as if I can say Virginia is my home state and know about it. It's mine, I've lived there. Before, I used to say Virginia was home, but it was just a name to me then. Now that I have come back to school here, it is mine. I know about it and feel at home here. "It's wonderful to be an American." That is something I am just beginning to find out. We're altogether in a big country and yet each with our own little country wherever we happen to live.

I don't know whether I am making this clear or not. But I know you will understand how I feel, a feeling I have never had before.

Anne is going bowling this afternoon but your daughter is on academic probation for bad marks in history and can't go—well, I will live and try my hardest to do credit to the opportunity Dad has given me by sending me to this school which I really love.

All my love, Mom, Dad and brothers,

Lovingly,
BESSIE.

"Cadets" in Striped Pants?

Brussels, Belgium,
December 13, 1945.

TO THE EDITORS,
AMERICAN FOREIGN SERVICE JOURNAL:

I find recent references in the press and in the AMERICAN FOREIGN SERVICE JOURNAL to a plan for creating a Foreign Service School rather disconcerting—perhaps because the terms "academy" and "cadets" sometimes used in these references call to mind certain annual competitive drills. The thought of a Foreign Service "cadet" in a uniform including striped pants and a top hat is not reassuring. Besides, I have always thought that one of the advantages of the Service has been the inability of critics to pin its evils down to the Groton-Harvard clique or any other school clique. As matters now stand, a Yale, or Amherst, or even a Michigan graduate wandering about the world in need of official aid has at least a slight hope of finding in some far-off Embassy or Consular office a sympathetic Yale, Amherst, or Michigan ear to listen to his woes, and perhaps to gain for him something slightly warmer than a quotation from a rule book. A Foreign Service School would be a setup as a

target for concentrated attack and for some years would not even have an alumni body to defend it.

However, this criticism is not intended to be destructive. It is certain that some specialized educational and training program, more highly developed than is available at the present time, would be helpful to the Service as a whole. Another need of the Service is a salary scale in the lower brackets which would encourage young officers to enter the Service. It seems to me that much could be done to overcome these two weaknesses by a relatively slight readjustment of the Department's method of handling our young Foreign Service officers in the unclassified grades. If these three unclassified grades were frankly looked upon as a probationary period of education and training for promising material for the Foreign Service they could be used as an excellent school. Young officers desirous of entering the Foreign Service could be assigned to desks in the Department and be given jobs which would eventually carry with them as heavy a degree of responsibility as young officers are qualified to handle. They could pass through grades C and B at a desk in the Department and through grade A as Foreign Service Officers on probation. During the period in Washington, office work could be supplemented by compulsory night classes and attendance at lectures by experienced Foreign Service Officers. A review of work with the Department in addition to a thorough examination would form a sound basis for permanent appointments.

The evil of small salaries could be overcome by annual and automatic promotions for excellent records through grades C, B, and A. The officer who is moved up from class A unclassified to class VIII classified should be given a $1,000 increase in salary. As compensation for this large increase, the present $1,000 increase between class V and class IV could be cut down to $500. In this way, a young Foreign Service Officer who has passed his probationary period and has proved himself capable of entering into the career Foreign Service with reasonable chances of success would not be too seriously handicapped financially in competition with older and higher ranking officers. It might even become possible for a young Foreign Service Officer to maintain a wife and family under respectable conditions before reaching a ripe old age or inheriting money.

One objection that may be made to the above suggestions is the rapid salary promotions of these young "debutants" in the Service compared to the relatively slow progress through the classified grades of more experienced officers. The best answer to that objection is that it is unfair to send into the Foreign Service any young man who has

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no private means at a salary less than $4,000 and to expect him to engage in social activities to an extent and of a nature that would be beneficial to the Service. After three years of service during the probationary period during which responsible personnel officers of the Department can form a fair judgment of the intelligence, character, and adaptability of a young officer, the Department should be able to make the decision of permanent assignment in the Service at a fair salary or to give the young officer the opportunity of resigning or accepting a position in the domestic service or as a non-career officer in the field. Young candidate officers who are not accepted could not complain that they had lost three years in preparing themselves for the Foreign Service, since it usually takes a considerable amount of postgraduate work to permit any normally intelligent young man to pass the present Foreign Service examinations. With a three-year probationary period through the unclassified grades, this postgraduate work would proceed concurrently with pay work in the Department. The certainty of a respectable salary at the end of three years, if a young officer makes the grade, would make the Service much more attractive to any young man who has ambitions of marrying and bringing up a family.

For capable young officers, the three-year probationary period would render their chances of passing the Foreign Service examinations much better than if they had to face these examinations fresh from school, and the examining board of the Department would have the advantage of three years of observation of the officer and his work.

The Department is faced with an extremely serious problem of recruiting a relatively large number of new officers, and the recruiting efforts of the Department are bound to be handicapped under present rules and regulations by the unattractive salaries now offered and by the failure of a relatively large number of capable young men to pass the examinations because they have not received the required amount of specialized training which could be afforded them during the suggested probationary period.

Obviously there is some element of unfairness to present Foreign Service Officers (who have spent six years or more of hard work and sacrifice to attain the plutocratic salary bracket of $4,000) in a plan which would permit young "debutants" to reach the same salary bracket in only three years, but if the low level of remuneration has been a handicap to the Service, there is no reason why this handicap should be continued throughout the years to come.

LEIGH W. HUNT.

Photo by Ralph Dutel

Foreign Service Clerical Trainees in Class Attendance at Lothrop House —January 1946

Education Committee Notice

SCHOLARSHIPS

The members of the Education Committee of the Foreign Service Association have been disturbed because of the small number of candidates who apply for the scholarships which are available to the children of American personnel of the Foreign Service. Through the courtesy of the Journal the Committee would like to bring to the attention of parents the desirability of having their children apply for these scholarships.*

It is true of course that the primary purpose of these scholarships is to give financial assistance to those individuals who have shown promise of above average scholastic ability but this is not the sole criterion in making the awards. Moreover, the financial position or need of the individual while taken into consideration is by no means the most important factor. Among other things considera- is given to the countries where the applicant has resided, including the place of his present residence. the opportunities he has had to acquire at least an approximate American education, his language qualifications, his extra interests and activities and finally his ultimate purpose in seeking higher education.

From the foregoing it will be seen that there are a number of factors which are weighed in an effort to determine which candiates, from an overall standpoint, are most likely to benefit by these awards in order to give effect to the intentions of the donors in making available funds to assist in the American education of our children. Accordingly, if the number of applicants is small because of the diffidence of the parents or their children full effect cannot be given to the purposes for which these scholarships were established.

Necessarily only a very small number of candidates can now benefit from these scholarships but this should not act as a deterrent in making application. A continued lack of interest in this general program must necessarily discourage the possibile future establishment of additional scholarships.

*For available scholarships see the February and March issues of the JOURNAL.

With the above factors in mind it is the earnest hope of the Committee that parents will make a serious effort to persuade their children to apply for these scholarships. Moreover, it is hoped that they will encourage their children to apply again if they are not at first successful so that every effort may be made to carry out the wishes of those who seek to contribute to the very serious prohlem of providing an American education in the United States for the children of American Foreign Service personnel.

The Committee welcomes inquiries on all educational matters and these will be answered as promptly and completely as possible. When they are of general interest inquiries and answers will be published through the courtesy of the Journal. Needless to say inquiries will be treated in the strictest confidence and will not be published if the inquirer so desires.

THE BOOKSHELF

(*Continued from page* 31)

forcing the reduction of the economic and other benefits that Germany received from Spain. In order to report these successes in proper perspective, however, Spanish actions during the war should be critically evaluated with the fact of Franco's relationship and debt to Hitler and Mussolini clearly in mind. But Dr. Hayes, in writing his account, takes a more generous and charitable view of Spanish motives. He maintains, for instance, that while there was a chance of German victory, "General Franco *let* Hitler and indeed the world *believe* that he was pro-Axis"! (Italics inserted.) In view of the known record of the Franco regime it is regrettable that Dr. Hayes did not approach his subject with more skepticism than is indicated by statements such as this—and indeed by the tenor of the whole book. As a result, the book leaves a picture frequently distorted by the author's sympathetic inclinations and consequently quite misleading to those who are not fully acquainted with all aspects of the events he discusses.

WILLIAM B. DUNHAM

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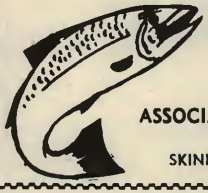
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A THEME POEM FOR THE FOREIGN SERVICE

"GOODY FOR OUR SIDE AND YOUR SIDE TOO"

By OGDEN NASH

(Reprinted by Special Permission of the Author)

Foreigners are people somewhere else,
Natives are people at home;
If the place you're at is your habitat,
You're a foreigner, say in Rome.
But the scales of Justice balance true,
And tit only leads to tat,
So the man who's at home when he stays in Rome
Is abroad when he's where you're at.

When we leave the limits of the land in which
Our birth certificates sat us,
It does not mean just a change of scene,
But also a change of status.
The Frenchman with his fetching beard,
The Scot with his kilt and sporran,
One moment he may a native be,
And the next may find him foreign.

There's many a difference quickly found
Between the different races,
But the only essential differential
Is living in different places.
Yet such is the pride of prideful man,
From Austrians to Australians,
That wherever he is, he regards as his,
And the natives there, as aliens.

Oh, I'll be friends if you'll be friends,
The foreigner tells the native,
And we'll work together for our common ends
Like a preposition and a dative.
If our common ends seem mostly mine,
Why not, you ignorant foreigner?
And the native replies contrariwise;
And hence, my dears, the coroner.

So mind your manners when a native, please,
And doubly when you're not,
And Vickers and Krupp will soon fold up,
And Sopwith pawn his yacht.
One simple thought, if you have it pat,
Will eliminate the coroner:
You may be a native in your habitat,
But to foreigners you're just a foreigner.

VISITORS

The following Foreign Service Personnel signed the Department Register upon returning from or departing for their posts:

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Mildred A. Johnson, Mexico City
Donald C. Downs, Ciudad Juarez
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Minnie Gay Cox, Calcutta
Beatrice Comeau, Managua
George A. Armstrong, Manchester
Owen Phillips, Tangier
Thomas J. Garmon, Caracas
Edith P. Meredith, Buenos Aires
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Archibald Randolph, Helsinki
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Wilma A. Bailey, Buenos Aires
Rosemary Ann Lindberg, Buenos Aires
Roberta Bordner, Buenos Aires
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Sara F. Merritt, Berlin
Jay F. Heinmetz, Dublin
Awana Stiles, Santiago
Hourman Taylor, Vienna
Vernon D. Hedin, Berlin
William H. Lanahan, Jr., Bahia
Frederick Richards, Moscow
Winifred Foulke, Stockholm
Don Stoops, Mexico City
Janice Plowman, Vatican City
Fayola McGinnis, Shanghai
Stephen L. Snowden, Saigon
Eleanor G. Bond, Saigon
J. A. Leavitt, New Delhi
Virginia Gebhardt, Prague
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Pauline E. Goggovits, Prague
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Elizabeth J. Marriott, Antwerp
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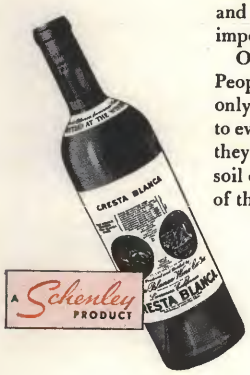

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