The AMERICAN FOREIGN SERVICE JOURNAL

VOL. 26, NO. 4 APRIL 1949

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FOREIGN SERVICE CHANGES

March, 1949

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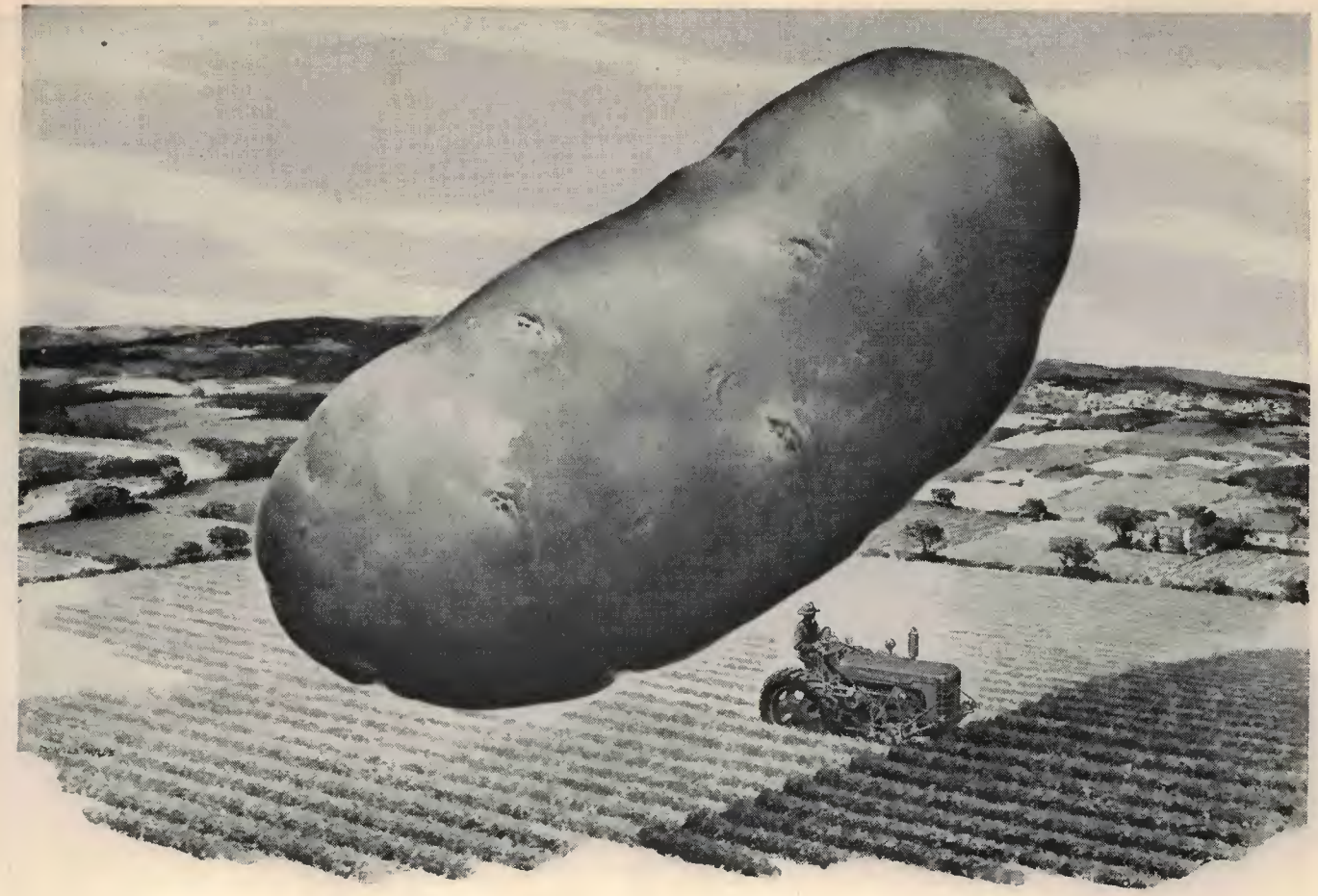

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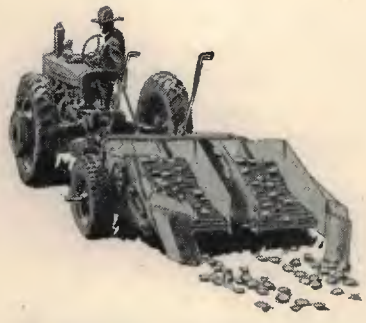

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State Department and Foreign Service

Some Differences in Personnel Attitudes

By Frank Snowden Hopkins
Assistant Director, Foreign Service Institute

In some ways the Department of State and the Foreign Service are very similar organizations. In both the home and field services one finds a generally high level of education and ability, a common intellectual interest in the field of international affairs, and a sense of dedication to the national security and welfare which is sharpened by the consciousness of working in the highly charged atmosphere of world ferment and conflict.

In other ways the Department and the Foreign Service are very different. The Department is a headquarters organization; the Foreign Service operates in the field. The people of the Department live almost exclusively in an American environment; the people of the Foreign Service spend most of their adult lives abroad. The Department is more concerned with broad problems of policy; the Foreign Service more with representation and reporting. The Department is staffed largely—though certainly not entirely—by lawyers, economists, public opinion specialists, foreign affairs scholars, public administration careerists and other professional personnel, who think of themselves as practicing their various professions in the field of foreign relations. The Service is typically composed of people who think of foreign relations as their basic profession, to which they are devoting their entire careers.

In the similarities we find our basis for working harmoniously together as one combined home-and-field organization dealing with foreign affairs. From the differences, however, come group sentiments, attitudes and viewpoints which are dissimilar in the two services, and which cause a certain amount of friction and misunderstanding. Now that ways and means of bringing the two services into some form of amalgamated organization are under discussion, it may be worth while to explore somewhat these sentiments, attitudes and viewpoints in order to illuminate the morale problems which must be faced.

Born March 8, 1908, in Gloucester County, Virginia, Frank Snowden Hopkins was educated at the College of William and Mary and at Columbia, Johns Hopkins and Harvard universities. From 1929 to 1941 he was engaged in editorial and journalistic work, and from 1941 to 1945 was director of training in a Baltimore shipyard. He has been with the Department of State since 1945 working on problems of advanced and specialized training. The present article is the eighth he has written for the Journal on Foreign Service subjects.

Let us look first at the Foreign Service, since it is historically the more influential of the two services, and in prewar days provided our only substantial reservoir of personnel professionally trained in foreign affairs and devoting life careers to it. For purposes of clarity, we will confine our discussion to the FSO Corps, although some comments will apply also to other categories of personnel.

The historical basis for a permanent, career Foreign Service has been the need to develop a corps of men who could effectively represent the United States abroad, protect and promote American interests, and report back to Washington analyses of significant developments to assist the Government at home in formulating American foreign policy. From its earliest beginnings, therefore, the Service has been basically a *foreign* service, trained to operate in foreign countries, even though it supplied some of its personnel always to the home office.

Under these conditions the Service has developed certain rather marked characteristics as an organization. Its officers are a much less unified group of people than they appear to an outsider, for there are important internal differences in backgrounds and attitudes; but being made up of men who are interested in lifetime careers abroad, the Service has developed a certain kind of *esprit de corps,* which is understandable in view of the long years in foreign countries which all its members serve. It has always been proud of the kind of human material it contained, for it could attract educated and cultured Americans when the Federal service generally had little prestige; and admitting that in the past there has been an element of social stuffiness in the Service, it has consistently, since the diplomatic and consular merger of 1924, recruited for brains and personality regardless of social background. For the college undergraduate, looking ahead to a career, it has always had glamor and magnetic appeal which were heightened

by the high entrance standards that had to be met in nationwide competition.

It could hardly happen otherwise but that Foreign Service officers, under such conditions, should feel themselves a picked and privileged group, carrying on an ancient and honorable tradition. Moreover, wherever they have gone they have enjoyed the social prestige that has naturally accrued to them as the official representatives of a great and powerful country. In view of these satisfactions, Foreign Service officers have traditionally been willing to go anywhere in the world at any time, and to accept difficult and tedious work as well as hardships of climate, living conditions, isolation and disease.

In short, the Foreign Service has been a way of life, with its own peculiar rewards and satisfactions compensating for the difficulties, discomforts and dangers that often had to be borne. The pot of gold at the end of the rainbow has been an ambassadorship, and for an increasing number in recent years it has been reached and realized. In this system, increasing prestige has come with each promotion to a higher class and each assignment to a more desirable job. And even those who dropped somewhat behind in the competition could usually be assured of consolation prizes in the smaller or more remote posts, where they could be big frogs in relation to the size of the puddle.

Nevertheless, the life also has bred tensions and insecurities, and these have tended to increase rather than decrease in recent years. Without trying to make a complete list, we could mention at least the following developments of the last ten years as factors tending to lower the morale of the Foreign Service officer:

(1) The ravages of war, the difficulties of life in countries undergoing postwar readjustments, and the deterioration of working conditions in countries behind the Iron Curtain have greatly increased the number of hardship assignments in the Foreign Service, and correspondingly decreased the number where desirable living conditions prevail.

(2) Despite improved salary scales, living costs have increased even more during the last ten years, and financial burdens and tensions for officers with families have increased.

(3) Personnel administration in Washington, although improved since the low point reached in the war years, still does not provide for most officers the degree of personalized recognition they learned to expect in an earlier day when the Service was smaller.

(4) In many posts, increased work loads and more difficult responsibilities have not been accompanied by proportionate increases in staff and facilities.

(5) In a time of rapidly changing responsibilities, program guidance to the field has not been clear enough or complete enough to make the Foreign Service sure it understands what is expected of it.

(6) As political, economic and information work at foreign capitals has increased in volume, complexity and importance, many officers assigned to consulates have felt that their jobs have declined in relative significance.

(7) Additions to the Service in years past, especially during the war years have been made on such terms as to make the permanent FSO, who started at the bottom, feel that his long years of apprenticeship in the lower grades and less interesting jobs have not been fully recognized and appreciated.

(8) Organizational changes have come so rapidly, especially in Washington, that many officers feel insecure and uncertain of the future. They feel that the field officer does not occupy the importance in the scheme of things that he did a decade ago, and that many people in top jobs in the Department take very little interest in the Foreign Service.

(9) The FSO in Washington has been troubled by the apparent decrease in importance of the Foreign Service in relation to a much expanded and invigorated Departmental service, which makes him feel that the former is no longer so highly regarded as it used to be.

The last point in particular needs further discussion. We must remember that before World War II the Foreign Service overshadowed in numbers and importance the much smaller group of Departmental people. Indeed, there were only about 400 Departmental employees in the 1920s and only about 800 in the 1930s. Even at the outbreak of war in Europe in 1939, the Department had only some 1,200 people as against the 4,000 of the Foreign Service.

Moreover, since the Foreign Service tended to be the principal developer of foreign affairs talent, it was only natural that it should provide personnel to staff a high proportion of key positions in the Department, and that its influence in Departmental affairs should be dominant. Departmental people, although they may not always have liked this situation, on the whole accepted it; indeed, many sought entrance to the Foreign Service as the best way to get ahead.

Today the situation is different. The Departmental service grew by leaps and bounds during the war, and as the result of postwar mergers it jumped at one time to some 9,000 employees. There are now about 5,600 people on the Departmental pay-roll, a figure which seems reasonably stable for the foreseeable future, and more likely to grow than to decrease. The Foreign Service also has grown, but not in proportion; it contains today, out of some 12,000 employees on all programs, slightly less than 6,000 Americans. The two services are therefore not far apart in numerical strength.

Figures do not, however, tell the whole story. Even more significant than the Department's personnel growth has been its spectacular increase in diversity and importance of functions. The range of its responsibilities is now something to stagger the imagination. For now that the United States has undertaken an active leadership role in world affairs, our domestic and our foreign policies have tended more and more to merge into one common stream of *national* policy. The Department is far from being in control of this situation, but it has nevertheless taken on much of the responsibility for coordinating policy proposals which converge upon it from all directions and translating them into coherent programs for action in the foreign field.

It may reasonably be argued, in view of this situation, that the Departmental service is now at least as influential in the conduct of foreign affairs as the Foreign Service, and possibly a good deal more so. True, the geographical offices and divisions, always the operating core of the Department, are still staffed primarily by Foreign Service officers. And FSOs have been rendering distinguished service in various top policy jobs, such as those of the Policy Planning Staff. But important as these functions are, it must be kept in mind that the economic, legal, public affairs, research and intelligence, and administrative staffs of the Department contain very few Foreign Service people, and that the policy-making and negotiating teams which represent the Department at the United Nations meetings and at innumerable other multilateral conferences are largely made up of Departmental subject-matter specialists.

With these considerations as background, something now should be said about attitudes of Departmental people

toward their own responsibilities and toward the Foreign Service. Contrary to the pre-war situation, people in the Departmental service are in general no longer envious of the Foreign Service, and it can be stated with confidence that relatively few of them have any strong desire either to transfer to it or be amalgamated into it. A few Departmental officers took advantage of the Manpower Act to apply for the field organization, but a much larger number, after thinking it over, decided that they preferred the Department. If I may generalize from remarks that have frequently been made to me by friends in the Department, I would say that the average Departmental officer would like a tour of duty abroad some time, either because he thinks it would be interesting or because he thinks he needs field experience, but that he is not especially interested in a Foreign Service career.

This may sound strange to an FSO, who is deeply in love with his work and looks upon the top jobs in our missions and consulates general as highly desirable rewards. Nevertheless, one must bear in mind that the Departmental officer operates in an entirely different kind of a social system and gets his satisfactions in other ways. If he has an interesting or important job—and the Department today is full of them—that is, after all, what he is mainly after. He has the rich satisfactions that come from practicing his profession—law, economics, public administration, or whatever it may be—and at the same time participating in American foreign affairs at the headquarters office where much of the world's future is being shaped.

Moreover, a good many officers of the Department do not think of themselves as committed to the Departmental service as a life career. Many have solid backgrounds in the academic profession, and expect to return sooner or later to university teaching and scholarly pursuits. Others look upon the Government service as a whole as their field of activity, and expect to move around when, as and if opportunities beckon; for example, some excellent people left the Department to join ECA when it was set up. Still another sizeable category comprises those who continue indefinitely in the Department without other plans in view, but without feeling committed to stay longer than the work gives them full satisfaction. The feeling of freedom that such individuals have, to negotiate new jobs and move as they please, is important to them. At the same time, of course, there are others who feel stymied because there is no systematic ladder of promotion leading them upward and onward, as in the Foreign Service.

As compared with the Foreign Service, then, the people of the Department are somewhat more diverse in backgrounds and interests, somewhat more independent and individualistic, somewhat less committed in terms of career and certainly less unified in *esprit de corps*, which they have had neither time nor reason to develop. Many have won distinction in other fields before entering the employ of the Department, and the proportion of men with broad intellectual interests and extensive professional training is very high. Whereas the Foreign Service has been molded over a period of time by its institutional characteristics, the Departmental service is relatively new: the vast majority of people in it have entered it within the past five years, attracted from all directions by the magnet of its vast new responsibilities.

It would hardly be expected that the better people in such a service would think of themselves as in any way inferior in ability to the men of the Foreign Service, although undoubtedly they respect the FSO's lifelong practical experience in diplomacy and his first-hand knowledge of foreign countries and peoples. Nor do they consider themselves as less fortunately situated than the FSOs of their age and acquaintance. While they grant that the FSO may have an interesting and perhaps glamorous life overseas, their own tastes run more to the problems of policy or administration with which they struggle in their Departmental jobs.

Yet it would be glossing over the facts to say that the Departmental man does not at times resent the FSO on duty in the Department. If the Departmental officer serves in the geographic area, he sees a majority of the jobs reserved for men brought in from the field, and he sees younger and middle-grade FSOs, usually inexperienced in the ways of the Department, brought into country desk jobs, with good Civil Service classifications, even though they have to learn how to operate in these jobs after their arrival in Washington. If, on the contrary, the Departmental officer serves outside the geographic area, as the vast majority do, he finds himself clearing his proposals with geographic officers—usually FSOs or ex-FSOs—with whom he sometimes has difficulty in reaching a meeting of minds. In this kind of relationship, the Departmental officer is often promoting some policy or program which seems new and strange and perhaps impractical to the man fresh from a foreign post. If the Departmental man meets with an unsympathetic response on a number of his projects, he begins to think of the FSO as negativistic and obstructionist.

For his part, the Foreign Service officer in the Department is likely to regard his Departmental colleagues as somewhat too theoretical in their approach to foreign affairs, and oftentimes unsophisticated as to how to deal with the practicalities of foreign relations. He is likely to think of himself as a professional, who knows the ropes, and of his Departmental co-workers as relative amateurs, well-meaning but lacking in solid experience. He is glad to call on them for assistance in those specialized fields in which they have professional competence, but tends to feel that the day-to-day business of conducting foreign relations had better be kept in more experienced hands.

Here we must remember that the FSO is a seasoned operator in diplomatic relations, who is drawing upon his past experience with flesh-and-blood human beings and with concrete situations, while the Departmental officer is thinking more in terms of broad objectives and principles which should be applied to international affairs. Perhaps it would not be unfair to say that, by training and experience, the FSO tends to look upon diplomacy in terms of *relationships*, while the Departmental officer, with a different kind of approach, tends to think in terms of *objectives* and *programs*.

Thus the Departmental officer often feels that the FSO, who cannot always put into words his reasons for his opinions, operates too much by intuition, too little by logic and reason; while the FSO in turn, dealing with men who look at the world globally and in terms of broad principles, may feel that in dealing with colleagues without solid years of foreign experience, he is the Department's only thin screen of protection between naivete and disaster.

If the Departmental officer at times resents his FSO colleagues it is also true that the reverse feeling operates. The FSO feels that in the diplomatic profession he has started at the bottom and come up the hard way. He has won entrance to the Foreign Service by displaying superior qualities of mind and character and by making diligent preparation; he has taken tough assignments in far-away places, and done long stretches at routine consular

(*Continued on page 36*)

The Manpower Act in Retrospect

By Joseph C. Green
Executive Director, Board of Examiners for the Foreign Service

Ten months ago the examinations under the Manpower Act were concluded and the last of the candidates successful in those examinations were appointed as Foreign Service officers. For the first time an extensive program of lateral appointments to the Foreign Service had been completed. Those who cooperated in the carrying out of that program, whatever may be their opinions of the wisdom of the Act itself, look back upon it with some satisfaction as a job well done. In the administration of that program, the Board of Examiners for the Foreign Service and the Office of the Foreign Service gained a great deal of practical experience in a new field of personnel administration. The lessons which they learned and the knowledge which they gained from this practical experience may possibly be put to greater use than they at the time had had any reason to suppose, for those lessons and that knowledge will be available to the responsible officers of the Department when they are faced with the difficult problems of administration which they will have to solve in the carrying out of the amalgamation of Foreign Service and Departmental personnel recommended by the Hoover Commission and adopted as the policy of the Department.

The bill which became the Manpower Act was drafted in 1946 by the Division of Foreign Service Planning at the direction of Selden Chapin, Director of the Office of the Foreign Service. Its purpose was to increase the number of Foreign Service officers in order to cope in some measure with the expanding needs of the Service, the commissioned personnel of which had declined in number due to the suspension, during the early years of the War, of the regular Foreign Service examinations.

The earlier drafts of the bill contained two important provisions which were altered at the instance of the Bureau of the Budget. The maximum number of candidates to be appointed was fixed in the draft of the Division of Foreign Service Planning at 120. This figure was raised to 250. A maximum age limit was fixed in that draft at 42. This provision was deleted. Officers of the Bureau of the Budget clearly indicated that without these changes the bill would not receive the approval of the Bureau.

The bill passed the Congress with minor and insignificant alterations and was approved by the President July 3, 1946.

Plans for the administration of the Act were worked out under the direction of the Director of the Office of the Foreign Service by the Division of Foreign Service Planning in cooperation with the Executive Director of the Board of Examiners. L. A. Moyer, Chief Examiner of the Civil Service Commission; Frederick W. Brown, formerly of the staff of the Civil Service Commission; Henry Chauncey, Executive Secretary of the College Entrance Examination Board, and others were called into consultation. These plans were presented to the Board of Examiners for its consideration. After long debate and the reconciling of conflicting views, the Board determined upon a list of eligibility requirements and an outline of examination procedures which were recommended to the Secretary and approved by him. The eligibility requirements prescribed that all candidates must be at least 31 years of age; be American citizens; and, if married, married to an American citizen; have received a bachelor's degree or its equivalent; have ability to read at least one of eight prescribed languages; and have served specified lengths of time either in the Army, the Navy, the Merchant Marine, or in a civil position in the Federal Government. In rather technical language alternative qualifications were then set forth designed to insure that every candidate had had experience of a type which could be considered comparable to, or preparatory to, experience in the Foreign Service.

The prescribed process of selection comprised the following steps: (1) the filing of the prescribed form of application for designation to take the examination; (2) the screening of these applications by a committee charged with the task of determining which applicants met the eligibility requirements; (3) the investigation of eligible candidates by the Chief Special Agent of the Department of State; (4) the Oral Examination of the eligible candidates by a panel of five Deputy Examiners; (5) a Physical Examination.

Immediately after the approval of the Act, wide publicity was given by the Department to the Act, to the opportunities which it offered and to the methods by which Foreign Service Officers were to be selected under it. Announcements of the examination to be given pursuant to the Act were widely distributed to individuals and to organizations which might be interested.

Applicants were given approximately a year in which to file the prescribed form, Application for Designation, to take the examination. The deadline for the receipt of these applications was fixed at June 30, 1947. Two thousand five hundred and forty-two applications were received by the Secretariat of the Board of Examiners.

The Board of Examiners after long consideration of alternate procedures, and actual experimentation with the screening of applications by an inter-departmental committee, decided to delegate the determination of the eligibility of applicants to the College Entrance Examination Board, which was later reorganized as the Educational Testing Service.

The College Entrance Examination Board was requested to name a Screening Committee of three members and to organize a Secretariat for this Committee. This procedure was adopted in order that the Committee might be absolutely free from any conceivable pressure and in order that advantage might be taken of the efficiency derived from the long experience of the College Entrance Examination Board in work of this nature. The Committee was composed of Frederick W. Brown, formerly of the staff of the Civil Service Commission, Chairman; Wilbur J. Bender, Dean of Harvard College; and William E. Byrd, Jr., formerly Personnel Director of R. H. Macy and Company, and now an executive of an affiliate of that Company. The Administrative Secretary of the Committee was Dr. Eleanor Bode Browne. The operations of the Committee extended from September 1946 to February 1948. The screening was accomplished in a highly competent manner and with scrupulous fairness. The Educational Testing Service presented to the Board of Examiners an elaborate report on the operations of the Screening Committee.

As soon as a candidate was designated for examination his application was sent to the Chief Special Agent of the Department for an investigation of his reputation. This investigation, which ordinarily lasted from four months to a year, was carried out in the places where the candidate had

I. Table Showing Relative Success of Applicants Having No University Degree, Applicants Whose Highest Degree Was a Bachelor's, Applicants Whose Highest Degree Was a Master's, Applicants Whose Highest Degree Was a Law Degree and Applicants Whose Highest Degree Was a Doctor's

	Total	No University Degree (nud)	Bachelor's Degree (A.B., B.S., etc.) (bd)	Master's Degree (M.A., M.S., etc.) (md)	Law Degree (LL.B., J.D., LL.M.) (ld)	321—LL.B. & J. D. 16—LL.M.	Doctor's Degree (Ph.D., JS.D., M.D.) (dd)	163—Ph.D. 11—JS.D. 4—M.D.
No. of Applicants	2,539	383 (15%)	1110 (44%)	529 (21%)	337 (13%)		178 (7%)	
No. of Designees	817	47 (6%) 12% of nud a's	353 (43%) 32% of bd a's	202 (25%) 38% of md a's	93 (11%) 28% of ld a's		122 (15%) 69% of dd a's	
No. of Examinees	710	40 (6%) 85% of nud d's 10% of nud a's	295 (42%) 84% of bd d's 27% of bd a's	181 (26%) 90% of md d's 34% of md a's	86 (12%) 92% of ld d's 26% of ld a's		108 (15%) 88% of dd d's 60% of dd a's	
No. of Failures (1.0-2.4)	380	30 (8%) 75% of nud e's 64% of nud d's 8% of nud a's	176 (46%) 59% of bd e's 50% of bd d's 16% of bd a's	82 (22%) 45% of md e's 41% of md d's 16% of md a's	44 (12%) 51% of ld e's 47% of ld d's 13% of ld a's		48 (13%) 45% of dd e's 39% of dd d's 27% of dd a's	
No. of Low Passes (2.6-3.0)	125	3 (2%) 8% of nud e's 6% of nud d's 1% of nud a's	55 (45%) 19% of bd e's 16% of bd d's 5% of bd a's	40 (32%) 22% of md e's 20% of md d's 8% of md a's	10 (8%) 12% of ld e's 11% of ld d's 3% of ld a's		17 (13%) 15% of dd e's 13% of dd d's 9% of dd a's	
No. of High Passes (3.2-5.0)	205	7 (3%) 18% of nud e's 15% of nud d's 2% of nud a's	64 (31%) 22% of bd e's 18% of bd d's 6% of bd a's	59 (29%) 33% of md es 29% of md d's 11% of md a's	32 (16%) 37% of ld e's 34% of ld d's 9% of ld a's		43 (21%) 40% of dd e's 35% of dd d's 24% of dd a's	
No. of Appointees	165	6 (4%) 86% of nud hp's 15% of nud e's 13% of nud d's 2% of nud a's	56 (34%) 88% of bd hp's 19% of bd e's 16% of bd d's 5% of bd a's	48 (29%) 81% of md hp's 27% of md e's 24% of md d's 9% of md a's	25 (15%) 78% of ld hp's 29% of ld e's 27% of ld d's 7% of ld a's		30 (18%) 70% of dd hp's 28% of dd e's 25% of dd d's 17% of dd a's	

resided, in the educational institutions which he had attended at the places where he had been employed, and at the War and Navy Departments if he had been in the armed services. The resulting reports, which were often voluminous, were transmitted to the Secretariat of the Board of Examiners. All aspects of a candidate's suitability for appointment as Foreign Service officer were in most cases dealt with in more or less detail in these reports. In particular, the candidate's loyalty to the United States and attachment to the principles of the Constitution, which the Board of Examiners is charged by law with determining, were subjected to a thorough investigation.

The procedures for the Oral Examination of Manpower candidates as determined by the Board of Examiners were, with some elaboration, the procedures by which it had been conducting Oral Examinations of other classes of candidates. They were adopted after long discussion. The principal difference of opinion developed in the discussion was whether an attempt should be made to select fixed quotas of various varieties of specialists or a group of officers who, although they would naturally differ among themselves with respect to particular aptitudes, would nevertheless possess general qualifications such that they might be reasonably expected to be found eventually qualified for the highest posts in the Service. It was decided that candidates should be ranged in a single series and that there should be constituted a single register of successful candidates.

The examinations were conducted by 46 Deputy Examiners selected from time to time by the Board. These were active or retired Foreign Service officers, active or retired officers of the Department of State, Agriculture, Commerce, and Labor and of the Civil Service Commission, and business and professional men from outside the Government. They sat in Panels of five, of whom one was designated Chairman. Some of the Deputies served very much oftener than others. Mr. Frederick W. Brown, formerly of the staff of the Civil Serivce Commission, who, it will be remembered, had also served as Chairman of the Screening Committee, served as Deputy Examiner in the examination of 472 candidates; three others examined between two and three hundred candidates; and eight examined between one and two hundred. The examinations began on November 15, 1946 and continued from time to time until May 14, 1948, the only extended interruption being between July 31, 1947 and September 15, 1947. Panels sat in Washington, occasionally two simultaneously, throughout the period. A Panel conducted examinations in Atlanta, Dallas, Los Angeles, San Francisco, Denver and Chicago during April, May and June 1947; another in Manila, Tokyo, Shanghai, Bombay, Cairo, Rome, Paris, Brussels, Frankfurt, Berlin, Munich and Paris during April, May and June 1947; and another in Miami, Rio de Janeiro, Buenos Aires, Santiago, Lima, Panama, Guatemala and Mexico during October and November 1947. During the last months of the examination period the War and Navy Departments granted leave and provided free transportation for military personnel in Europe and the Far East in order that they might be examined in Washington. Seven hundred and ten candidates were examined.

The Deputy Examiners received general instructions from the Executive Director of the Board of Examiners and were furnished specific instructions in writing. These set forth the procedures to be followed, as prescribed by the Board of Examiners, including the types of questions to be asked, the method of grading and the method of determining the class to which successful candidates should be recommended for appointment. The examinations ordinarily lasted about

(*Continued on page* 13)

II. Table Showing Relative Success of Applicants Having Specialized in Various Fields* at Time of Application

	Total	Commerce (co)	Teaching and Scholarship (ts)	Administrative and executive (ae)	Law (l)	Clerical (cl)
No. of Applicants	2,539	675 (27%)	418 (16%)	347 (14%)	289 (11%)	156 (6%)
No. of Designees	817	238 (29%) 35% of co a's	178 (22%) 43% of ts a's	105 (13%) 30% of ae a's	75 (9%) 26% of l a's	3 (.3%) 2% of cl a's
No. of Examinees	710	201 (28%) 84% of co d's 30% of co a's	161 (23%) 90% of ts d's 39% of ts a's	90 (13%) 86% of ae d's 26% of ae a's	69 (10%) 92% of l d's 24% of l a's	2 (.3%) 67% of cl d's 1% of cl a's
No. of Failures (1.0-2.4)	380	111 (29%) 56% of co e's 47% of co d's 16% of co a's	71 (19%) 44% of ts e's 40% of ts d's 17% of ts a's	47 (12%) 51% of ae e's 44% of ae d's 13% of ae a's	35 (9%) 51% of l e's 47% of l d's 12% of l a's	1 (.3%) 50% of cl e's 33% of cl d's 1% of cl a's
No. of Low Passes (2.6-3.0)	125	38 (30%) 19% of co e's 16% of co d's 5% of co a's	28 (22%) 17% of ts e's 16% of ts d's 7% of ts a's	15 (13%) 18% of ae e's 15% of ae d's 5% of ae a's	12 (10%) 17% of l e's 16% of l d's 4% of l a's	1 (1%) 50% of cl e's 33% of cl d's 1% of cl a's
No. of High Passes (3.2-5.0)	205	52 (25%) 26% of co e's 22% of co d's 8% of co a's	62 (30%) 39% of ts e's 35% of ts d's 15% of ts a's	28 (14%) 31% of ae e's 27% of ae d's 8% of ae a's	22 (11%) 32% of l e's 29% of l d's 8% of l a's	
No. of Appointees	165	43 (26%) 83% of co hp's 22% of co e's 18% of co d's 6% of co a's	45 (27%) 73% of ts hp's 28% of ts e's 25% of ts d's 11% of ts a's	22 (13%) 79% of ae hp's 24% of ae e's 21% of ae d's 6% of ae a's	19 (12%) 86% of l hp's 28% of l e's 25% of l d's 7% of l a's	

*Fields of specialization are not necessarily exclusive, and do not necessarily indicate any high degree of specialization.

II. Table Showing Relative Success of Applicants Having Specialized in Various Fields at Time of Application (*Continued*)

	Total	Engineering and Technology (el)	Military Service (m)	Journalism and Authorship (ja)	Agriculture (a)	Other (o)
No. of Applicants	2,539	142 (6%)	140 (6%)	94 (4%)	80 (3%)	196 (8%)
No. of Designees	817	61 (7%) 43% of el a's	30 (4%) 21% of m d's	45 (6%) 48% of ja a's	56 (7%) 70% of a a's	26 (3%) 13% of o a's
No. of Examinees	710	51 (7%) 84% of el d's 36% of el a's	27 (4%) 90% of m d's 19% of m a's	36 (5%) 80% of ja d's 38% of ja a's	50 (7%) 88% of a d's 63% of a a's	23 (3%) 88% of o d's 12% of o a's
No. of Failures (1.0-2.4)	380	40 (11%) 78% of el e's 66% of el d's 28% of el a's	21 (6%) 78% of m e's 70% of m d's 15% of m a's	19 (5%) 53% of ja e's 42% of ja d's 20% of ja a's	24 (6%) 48% of a e's 43% of a d's 30% of a a's	11 (3%) 48% of o e's 42% of o d's 6% of o a's
No. of Low Passes (2.6-3.0)	125	8 (6%) 16% of el e's 13% of el d's 6% of el a's	3 (1%) 11% of m e's 10% of m d's 2% of m a's	8 (6%) 22% of ja e's 18% of ja d's 9% of ja a's	8 (6%) 16% of a e's 14% of a d's 10% of a a's	4 (3%) 17% of o e's 15% of o d's 2% of o a's
No. of High Passes (3.2-5.0)	205	3 (1%) 6% of el e's 5% of el d's 2% of el a's	3 (2%) 11% of m e's 10% of m d's 2% of m a's	9 (4%) 25% of ja e's 20% of ja d's 10% of ja a's	18 (9%) 36% of a e's 32% of a d's 23% of a a's	8 (4%) 35% of o e's 31% of o d's 4% of o a's
No. of Appointees	165	3 (2%) 100% of el hp's 6% of el e's 5% of el d's 2% of el a's	2 (1%) 67% of m hp's 10% of m d's 7% of m d's 1% of m a's	8 (5%) 89% of ja hp's 22% of ja e's 18% of ja d's 9% of ja a's	16 (10%) 89% of a hp's 32% of a e's 29% of a d's 20% of a a's	7 (4%) 88% of o hp's 30% of o e's 27% of o d's 4% of o a's

III. Table Showing Relative Success of Applicants Legally Residing in Various Regions of the Country

	Total	East (e)		Middle West (mw)		South (s)		Far West (fw)	
No. of Applicants	2,539	1,150 (45%)		761 (30%)		332 (13%)		291 (11%)	
No. of Designees	817	328 (40%)	29% of e a's	292 (36%)	38% of mw a's	96 (12%)	29% of s d's	99 (12%)	34% of fw a's
No. of Appointees	165	60 (36%)	18% of e d's 5% of e a's	66 (40%)	23% of mw d's 9% of mw a's	20 (12%)	21% of s d's 6% of s d's	19 (12%)	19% of fw d's 7% of fw a's

IV. Table Showing Previous Federal Government Experience of Appointees (Exclusive of Service in the Armed Forces)

Total Appointees	165	
With experience in Foreign Service	88	(53 percent)
With experience in Department of State	48	(29 percent)
With experience in Department of Agriculture	22	(13 percent)
With experience in Department of Commerce	19	(12 percent)
With experience in other Departments and Agencies	74	(45 percent)
With no Federal Government experience	23	(14 percent)

V. Table Showing Assignment of Manpower Appointees as of February 8, 1949

Of the 165 officers appointed under the Manpower examination, 4 have resigned. The remaining 161 officers are assigned to "hardship" posts or non-hardship posts as indicated in Table I:

Table I

Class	Hardship Posts	Other Posts	Total
1	0	3 or 1.8%	3 or 1.8%
2	6 or 3.7%	5 or 3.2%	11 or 6.9%
3	25 or 15.4%	28 or 17.9%	53 or 33.3%
4	24 or 14.8%	40 or 24.7%	64 or 39.5%
5	12 or 7.4%	18 or 11.1%	30 or 18.5%
Total	67 or 41.3%	94 or 58.7%	161 or 100.0%

Of these 161 officers, 2 or 1.2% are now en route to their posts; 115 or 71.0% are engaged full-time in the types of work shown in Table II; and 45 or 27.8% are engaged part-time in the types of work shown in Table III.

Table II

Class	Econ.	Polit.	Cons.	Admin.	Labor	Agric.	OIE	Total	Percent
1	1	1	–	–	–	–	–	2	1.2
2	3	1	–	1	–	2	–	7	4.3
3	22	6	2	–	–	6	4	40	25.4
4	18	11	–	3	2	3	7	44	27.2
5	7	4	3	2	–	–	5	21	12.9
Total	51	23	5	6	2	11	16	114	71.0
	32.1%	14.1%	3.2%	3.7%	1.2%	6.9%	9.8%		

Table III

Class	Econ.	Polit.	Cons.	Admin.	Labor	Agric.	OIE	Total	Percent
1	.1	.9	–	–	–	–	–	1.0	.6
2	2.2	1.6	–	.1	–	–	.1	4.0	2.5
3	4.0	5.1	.5	.3	1.1	–	1.0	12.0	7.4
4	9.8	6.9	2.1	1.6	–	–	.6	21.0	13.0
5	3.8	.6	.3	.4	.2	.8	.9	7.0	4.3
Total	19.9	15.1	2.9	2.4	1.3	.8	2.6	45.0	27.8
	12.3%	9.4%	1.8%	1.5%	.9%	.2%	1.7%		

Table IV shows the total number of officers engaged in various types of work

Table IV

Class	Econ.	Polit.	Cons.	Admin.	Labor	Agric.	OIE	Total	Percent
1	1.1	1.9	–	–	–	–	–	3.0	1.8
2	5.2	2.6		1.1	–	2.0	.1	11.0	6.9
3	26.0	11.1	2.5	.3	1.1	6.0	5.0	52.0	32.7
4	27.8	17.9	2.1	4.6	2.0	3.0	7.6	65.0	40.1
5	10.8	4.6	3.3	2.4	.2	.8	5.9	28.0	17.3
Total	70.9	38.1	7.9	8.4	3.3	11.8	18.6	159.0	98.8
	44.4%	23.5%	4.9%	5.2%	2.0%	7.3%	11.5%		

one hour. Occasionally in the case of a candidate whose statement in his application that he was "able to read with facility one of the following languages: Arabic, Chinese, French, German, Japanese, Portuguese, Russian, Spanish" was found to be without basis in fact, the examination was cut short at the end of ten or fifteen minutes. Occasionally in very difficult or complicated cases the examination continued for as much as two hours.

When the candidate entered the examination room he was presented by the Secretary of the Panel to the Chairman and by the Chairman to the other members. Every effort was made to put him at his ease. Panel members and the candidate were seated at a table arranged in such manner that the candidate faced his examiners. The Chairman ordinarily questioned the candidate for some twenty minutes to half an hour. The other members then took up the questioning in turn and the Chairman frequently closed the proceedings with a few additional questions. The types of questions asked were based upon the long experience of the Board of Examiners in the conduct of Oral Examinations and the advice of experts in the technique of the selection of personnel by examination. For the most part they were designed to bring out the personality and character of the candidate and the quality of his mind rather than to elicit specific information. Among those questions which were designed to elicit specific information were questions designed to enable the Panel to assess the can-

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Officer-Stenographer Relationships:

A Shanghai Gesture

By Carolyn Davidson Hill

Illustrations by Mary Louise Drake

(Editors' Note: Mrs. Hill and Miss Margaret Whiting of the Commercial Section of the Consulate General at Shanghai have pondered long on the problem of getting the best work out of the officers assigned to their overworked, understaffed section. Their reflection has led to the solution below, which the Journal *is happy to commend to the general considerations of the Service.)*

In line with the requirements of an economy of scarcity, the following rules and regulations are promulgated, effective today:

1. The stenographic staff of this Section will no longer be expected to run more than a total of ten miles each per day delivering messages, chasing down officers, and answering distant telephones. Once a stenographer has completed her ten miles for the day, she is authorized to put on ear plugs and ignore all other summonses, from whatever source.

2. The officers of this Section will henceforth constitute a "pool" and will be called upon whenever the stenographers run out of material for typing. Each officer will be assigned an individual numerical signal, to be tapped out on a temple gong of the Chen Lung period. On hearing his signal he will run (not walk) to the stenographer's office, where he will be allowed ten minutes (including travel time from his desk to hers) during which he may present his material in draft form, or, if he cannot write, dictate it. Should there prove to be wasteful delay in answering bells, one officer will be placed on watch at all times to awaken and dispatch the other officers when their signals sound.

3. *Fees:* In order to avoid a rigid rationing system and to contribute to the morale of the stenographers, a system of fees has been established, based on the e.o.b. ("extreme of boredom") index, as follows, to be paid in U. S. currency by the individual officer involved:

Typing from clean copy, per page—U.S. $1.00.

Typing from messy copy, per page—U.S. $2.00.

Typing from dictation, per page—U.S. $3.00.

Classification of copy as "clean" or "messy" will be made by the stenographer. Copy classified by her as "illegible" will not be typed at all, even if the drafting officer can still read it. In the case of copy which is partially illegible, any word, sentence, or paragraph which cannot be deciphered in one minute's study will be omitted. As it is realized that deficiencies in education or manual dexterity are not the fault of the individual, officers unable to type their drafts will not be penalized. However, it should be recognized that any officer ambitious enough to learn to type in his spare time will greatly increase his value to the stenographic staff.

4. *Priorities:* Priorities will be assigned strictly on a highest bid basis, beginning with U.S. $5.00 minimum. Bids will be submitted in an orderly manner—any officer found kicking, biting, shoving, or using strong language in this connection will be suspended, i.e. *none* of his material will be typed for one week.

Any material marked "Urgent" will be typed in the next fifteen minutes or not at all.

The practice known as "just checking up to see how you're getting along on my report" will be, in general, discontinued. If, however, any officer feels that the emotional release derived from this practice is worth it, he may indulge himself at the following rates:

a. Sticking head in door without comment—U.S. $.25
b. Sticking head in door with comment requiring answer from stenographer—U.S. $.50
c. Inquiry by telephone—U.S. $.75
d. Entering room and engaging in conversation concerning progress of work—U.S. $1.00
e. Breathing down stenographer's neck—U.S. $5.00

5. *Penalties:* Any officer insisting on changing the content, wording, or form of material after typing has begun will be charged double for each page that has to be retyped.

Any officer criticizing the appearance of any typed material will be charged one and one-half times the regular rate per page criticized. (The page in question will not, of course, be retyped.)

6. *Classification:* Any material which has appeared more than three times in the public press or is known to have been the subject of discussion by more than five "boys," wash amahs, or pedicabbies will be automatically labeled "unclassified" and assigned to alien typists. Comments on the part of the drafting officer, such as: "In

". . . Bids will be submitted in an orderly manner . . ."

". . . just checking up to see how you're getting along on my report . . ."

the opinion of Congen the above information may very well be accurate, although of course it may not", will no longer be considered sufficient grounds for classification. If, however, the officer feels that such comment constitutes a dangerous commitment, it may be omitted from the original document and separately transmitted to the Department, under "Top Secret" classification, by fast sea pouch.

7. *Rejected Material:* In order to protect the stenographers from unnecessary labor, they are hereby authorized to return certain material untyped to the drafting officer. Reason for return will be indicated in code, as follows:

B—"Boring"—The officer is expected to inject more local color and dramatic interest into this material before returning it for typing—in this connection frequent perusal of "Time" and "The New Yorker" may be of assistance.

T—"Trivial"—This classification will be applied to such items as: plans to build a subway in Shanghai, trade promotion, etc. Efforts on the part of the officer to establish political, military, or otherwise timely significance of such material will be regarded with interest.

ONPITA—"Of No Possible Interest to Anybody". Material returned with this marking is hopeless and should be disposed of by the officer as quickly and quietly as possible, preferably by mailing to the Soviet Consulate General, Shanghai.

8. *Comforting Missions:* Little attentions to the stenographic staff (such as bouquets of flowers or lettuce, cups of coffee, coca colas, candy, chewing gum, cigarettes, and prompt delivery of latest rumors, gossip and funny stories) are in no way required. but will undoubtedly contribute to morale. In the case of Miss Whiting, the introduction of attractive young gentlemen in useful positions (such as Marine officers) will also be appreciated.

BIRTHS

LINEBAUGH. A son, Andrew Daniel, was born on December 10, 1948, to FSR and Mrs. J. David Linebaugh in London, where Mr. Linebaugh is Attaché.

GAMSON. A son, Neal Jeremy, was born on January 3, 1949, to FSO and Mrs. Arthur L. Gamson at Buenos Aires, where Mr. Gamson is Third Secretary.

TRENTA. A daughter, Michele Romaine, was born on January 26, 1949, to FSS and Mrs. Walter Trenta in Buenos Aires, where Mr. Trenta is Vice Consul.

MARTIN. Twin sons, Edwin Hubbard and David Webb, were born on February 19, 1949, to FSO and Mrs. Edwin W. Martin in Manila. Mr. Martin is Vice Consul at Hankow. Mrs. Martin was evacuated from China several months ago with her daughters, Marguerite and Sylvia, to Manila.

JERNEGAN. A son, Jeffrey Latham, was born on March 10, 1948, to FSO and Mrs. John D. Jernegan in Washington, D. C. Mr. Jernegan is Chief of the Division of Greek, Turkish and Iranian Affairs in the Department.

MARRIAGES

BRANNEN-COLCOCK. FSS Marie W. Colcock and Mr. John R. Brannen were married on September 18, 1948, in Shanghai. Mr. Brannen is an American business man.

HILL-DAVIDSON. FSS Carolyn Davidson and Mr. Horace Hill were married on October 26, 1948, at Shanghai. Mrs. Hill is a clerk at the American Consulate General and Mr. Hill is superintendent of the Texas Oil Terminal in Shanghai.

REICHBAUM-SMITH. FSS Gayle Smith and Mr. George Reichbaum were married on November 3, 1948, at Shanghai, where Mr. Reichbaum is a local businessman.

OLIVE-GORDON. FSS Marie Gordon and FSS William M. Olive were married on December 18, 1948, at Shanghai, where both are assigned to the American Consulate General.

PITMAN-COX. FSS Thelma Cox and FSS Chalmer E. Pitman were married on February 4, 1949, at Shanghai, where both are assigned to the American Consulate General.

JOVA-JOHNSON. Miss Pamela Johnson and FSO Joseph John Jova were married on February 9, 1949, in Basra, where Mr. Jova is Vice Consul.

IN MEMORIAM

L'HEUREUX. Mrs. Des Neiges L'Heureux, mother of Hervè J. L'Heureux, Foreign Service officer, died in Manchester, New Hampshire, on February 15, 1949.

GAINES. Mrs. Catherine Priest Gaines, widow of the late Owen W. Gaines, Foreign Service officer, died in Nogales, Arizona on Fehruary 23, 1949. Mrs. Gaines served as Administrative Assistant in the American Embassy at Rome in 1945.

CARTER. James G. Carter, Foreign Service officer retired, died in Chicago on March 9, 1949.

THOMASON. John W. Thomason, 3d, Foreign Service Reserve officer, Vice Consul at Calcutta, was killed in a plane crash on March 27, 1949, in India.

Labor in International Affairs

By WILLIAM N. FRALEIGH, *Foreign Service Officer*

Organized labor has emerged from the recent war with unprecedented interest and influence in international relations. This is true in the United States, Great Britain and the British Dominions, France, Italy, and many other countries in Europe, Asia and Latin America. Its significance has heen recognized by the State Department, which in 1944 established a division for labor and social affairs, and appointed a number of labor attachés in the field.

United States Labor in International Affairs

Organized labor in the United States began to grow rapidly and extend its field of interest beyond strictly labor matters such as wages, hours and conditions of work in the mid-1930's, as it had done briefly during the first world war period. During World War II labor leaders participated in the direction of the American war effort, serving in vital government agencies, including the War and Navy Departments, the War Production Board, the War Manpower Commission, the War Labor Board, and the Office of Price Administration. Today, at a new peak in membership—approximately 16 million—American organized labor has placed its powerful support behind the Marshall Plan, and has sent some of its best men to ERP posts in Washington and Europe. To mention only a few of these, Clinton S. Golden of the CIO and Bert M. Jewell of the AFL are chief labor advisers to ECA Administrator Hoffman in Washington. Mr. Golden, with CIO President Murray, led the organization of labor in the steel industry in 1937-38. He was labor adviser to AMAG in Greece in 1947-48. Mr. Jewell has long been a leader among the AFL railway unions. The chief of the ECA labor division in Paris and chief adviser to ECA Deputy Administrator Harriman on labor and manpower matters in Europe is Boris Shishkin, AFL economist since 1933 and president of the National Bureau of Economic Research.

In addition to lending such men to the Marshall Plan Administration and to pre-Marshall Plan hearings of the Harriman Committee and Congressional hearings on ECA law and funds, both the AFL and CIO have established offices within their own official framework to deal with international affairs. CIO Secretary-Treasurer James B. Carey usually serves as principal representative of the CIO at international conferences. Mr. Carey was one of the founders and first president of the United Electrical, Radio and Machine Workers of America, CIO. He is assisted by Michael Ross, CIO Director of International Affairs. The AFL is represented in foreign affairs through two channels. The Federation's International Representative is George Philip Delaney, an official of the Molders and Foundry Workers' Union, AFL. In addition, the AFL Free Trade Union Committee in New York, headed by Matthew Woll, Vice President of the AFL, has an international representative, Irving Brown, who frequently speaks for the AFL in foreign affairs. Also, many responsible men in both the AFL and CIO help to exert the power and influence of their federations in world affairs. Among these are George Meany, Secretary-Treasurer of the AFL, George M. Harrison, president of the Brotherhood of Railway Clerks, and David Dubinsky, president of the International Ladies Garment Workers' Union (the two foregoing being members of the AFL Executive Board); and Walter P. Reuther, president of the International Union of United Automobile Workers of America, CIO, one of the CIO vice-presidents. The American labor press gives increasing attention to international labor news, and the AFL, through the Free Trade Union Committee, publishes a monthly paper on foreign labor, called the *International Free Trade Union News.*

William N. Fraleigh: Graduate of Haverford College. Foreign Service officer since March 1939. Posts: Naples, 1939-40; Washington, Foreign Service School, 1940; Athens, 1940-41; Rome, temporarily, 1941; Istanbul, 1941-44; London, at the Embassy near the Yugoslav Government-in-Exile, 1944-45; Belgrade, 1945-47; Washington, 1947. Labor economist in the Division of International Labor and Social Affairs since October 1947, with duties concerning the countries of Eastern Europe, Italy and Turkey.

At the beginning of the post-war period, the AFL and CIO, lacking in unity on domestic labor issues, also took divergent attitudes toward the international labor situation. The CIO joined the World Federation of Trade Unions (WFTU)—indeed, helped to establish it—in 1945, while the AFL refused to join and opposed the new organization. The issue in general terms was whether or not Western trade unions could cooperate in a world organization with the trade unions of Soviet Russia and countries which adopted the Soviet system. The advent of the Marshall Plan and the decline of the WFTU in favor in the West brought the AFL and CIO closer together again in their international activities. Both federations at their 1948 national conventions firmly endorsed ERP, and pledged it their active support. Now that the CIO and British Trade Union Congress (TUC) have withdrawn from the WFTU, the two great American labor federations may decide to join with the TUC and other labor federations of Western European countries and other parts of the world in forming a new international federation of labor. At any rate, they have met and are continuing to meet with the labor federations of most Western European countries in the ERP Trade Union Advisory Committee. Meanwhile, the Soviet and pro-Soviet trade unions seem to intend to maintain the WFTU, which may mean that the world labor movement will be divided into two international organizations, split predominantly along ideological lines.

The Foreign Labor Situation

In the British Commonwealth there are particularly clear indications of the growing strength and influence of the labor movement. The labor governments of the United Kingdom, Australia and New Zealand are strongly based on trade union movements. Mr. Bevin, the British Foreign Secretary, is an outstanding example of the current tendency of trade union leaders to rise to political power. The TUC and other trade union movements in the British Commonwealth have the advantage of being comparatively unified in structure and in allegiance of the organized workers.

In France and Italy the labor movements are divided into several major factions. In France, the Force Ouvrière (FO) under the leader-

The United States Labor Attaché in Rome, Mr. Thomas A. Lane, (right, foreground) at a dinner given in Washington in honor of visiting Italian trade unionists. Others in the picture, l. to r., are: Clinton S. Golden and Bert M. Jewell, Labor Advisers to ECA, Washington: Assistant Secretary of Labor Ralph Wright; Egidio Ortona, First Secretary of the Italian Embassy, Washington; Lloyd Klenert, Secretary-Treasurer, United Textile Workers, AFL; William Green, President of the AFL (partly obscured by Mr. Klenert); Anthony Valente, President of the United Textile Workers, AFL; Mr. Lane; and Hon. Giulio Pastore, Member of Parliament and head of the newly formed LCGIL, the Free Federation of Italian Workers, one of the Italian trade union leaders now visiting the United States.

ship of Leon Jouhaux split away from the Confédération Generale du Travail (CGT) in 1947 on the ground that CGT was dominated by Communists who used the organization primarily for political purposes. This question of political control came to a head in the shape of strikes against the Marshall Plan, which caused the FO to break with the Communists. A second important French labor group opposed to the Communists is the old, established Catholic confederation, the Confédération Française des Travailleurs Chrétiens (CFTC). The CGT, despite the split, continues to be a powerful force in France under the leadership of Benoit Frachon, a Communist.

In Italy, a split in the labor movement occurred during the summer and fall of 1948. An anti-Communist, pro-Western group under the leadership of Giulio Pastore broke away from the Communist leadership of the Confederazione Generale Italiana di Lavoro (CGIL) and formed the Libera Confederazione Generale dei Lavoratori (LCGIL). The CGIL, headed by Giuseppe di Vittorio, a Communist, now also head of the WFTU, still remains the stronger of the two organizations numerically, but the LCGIL has made much progress in its relatively short existence.

In eastern Europe, with the exception of Greece and Turkey, the labor organizations are similar in structure and functions to the Soviet All Union Central Council of Trade Unions (AUCCTU), headed by Vasili V. Kuznetsov. The Eastern European trade unions have in many cases been the chief source of strength of Communist parties which rose to political power during and after the war. In Czechoslovakia, for example, the role of the trade unions in the change of government in February 1948 was important, if not decisive. The present Prime Minister of Czechoslovakia, Antonin Zapotocky, was then and is still president of the Czechoslovak Revolutionary Trade Union Organization.

The Western European countries, in addition to Great Britain and the Dominions, where labor parties are in control of the governments, alone or in coalition with other parties, are the Scandinavian countries, Belgium and Holland. Those who hope to see democracy established in Germany and Japan see the trade unions in those countries as one of the chief sources of their aspirations.

These are some of the reasons why many governments, including our own, are giving more and more attention to organized labor as a factor in international affairs.

The American press and some American government officials have recently suggested the appointment of one or more Ambassadors from the ranks of organized labor, not only as recognition of labor's influence in world affairs but also in consideration of the special advantages Ambassadors with labor backgrounds might have in dealing with labor governments.

Labor Attachés and the Labor Division in the Department of State

In recognition of the importance of international labor matters to this Government, the State Department established in 1944 what is now called the Division of International Labor and Social Affairs (ILS). The principal duty of the Labor Branch of ILS (there is also a social welfare branch) is to make policy recommendations to the Department of State on labor developments as they may affect or be affected by, the foreign policy of the United States, the foreign policies of other governments and general international relations.

The State Department also launched a labor attaché program in 1944 to cover labor developments in some foreign countries. Some attachés are Foreign Service officers, but most have been selected from other sources, mainly on the basis of specialized knowledge and training in the labor field. Policy recommendations of ILS are based largely on reports received from labor attachés and other labor reporting officers in the field. The Department of State now has labor attachés in or assigned to 19 foreign countries: Argentina, Australia, Belgium, Chile, China, Cuba, Czechoslovakia, Denmark and Norway, Egypt, France, Germany, Greece, India, Indonesia, Italy, Spain, Sweden, and the United Kingdom. There are regular labor reporting officers in 7 other countries.

The labor attaché idea probably had its origin in the need for closer relations between Britain and France during the First World War.[1] At any rate, the need for labor attachés revived and spread during the Second World War. The French and British exchanged labor attachés in 1939; the British sent a labor attaché to Washington in 1942. Today, in addition to the United States, Great Britain and France, countries which have one or more labor attachés include Argentina, Austria, Czechoslovakia, Egypt, Italy, Norway, Poland, and Switzerland.

(Continued on page 46)

[1]Henry Hauck, *Labour Attachés, International Labour Review*, August 1948, Geneva.

NEWS from the DEPARTMENT

By Barbara P. Chalmers

War College Appointments

The Department of State announces that the following officers of the Department and Foreign Service have been selected for the 1949-50 Session of the National War College:

FSO Garret G. Ackerson, Jr., Special Assistant, Office of European Affairs.

FSO Daniel V. Anderson, First Secretary and Consul, Habana.

William Clyde Dunn, Assistant Chief, Division of Greek, Turkish and Iranian Affairs.

FSO John K. Emmerson, First Secretary and Consul, Moscow, U. S. S. R.

FSO Herbert P. Fales, Assistant Chief, Division of British Commonwealth Affairs.

F. McCracken Fisher, Policy Information Officer, Office of Far Eastern Affairs.

FSO L. Randolph Higgs, Counselor of Legation, Bern, Switzerland.

FSO George Lewis Jones, Jr., First Secretary and Consul, London.

FSO Avery F. Peterson, Counselor of Embassy, Stockholm, Sweden.

Harold R. Spiegel, Chief, Division of Financial Affairs.

FSO Robert M. Taylor, Consul General, Nairobi, Kenya.

FSO Tyler Thompson, Chief, Division of Foreign Service Planning.

Philip H. Trezise, Chief, China Branch, Division of Research for Far East.

Howard Trivers, Assistant Chief, Division of Central European Affairs.

FSO Evan M. Wilson, First Secretary and Consul, Tehran, Iran.

FSO Robert F. Woodward, Deputy Director, Office of American Republics Affairs.

Personals

FSO HORACE H. SMITH has taken up his duties in the Foreign Service Inspection Corps, after a tour of duty at Athens where he was First Secretary and Consul.

FSO WELLS STABLER, who has been stationed in Amman in the capacity of liaison officer for the American Member of the Security Council Truce Commission in Jerusalem, has been designated Charge d'Affairs ad interim of the Legation in Amman, pending the arrival of a Minister to the Hashemite Kingdom of Transjordan.

FSO CARL W. STROM, Consul General at Mexico City, was in Washington recently on consultation in connection with the plans for reorganization of the Department and the Foreign Service.

BRIGADIER GENERAL MARSHALL S. CARTER, formerly Special Assistant to GENERAL MARSHALL and SECRETARY ACHESON, has been assigned to assist AMBASSADOR LEWIS W. DOUGLAS in connection with the development and coordination of military assistance programs. He will serve in this capacity with the personal rank of Minister.

Former Ambassador to Iran, WALLACE MURRAY, is now serving as Foreman of the Federal Grand Jury in Washington, D. C.

Several members of the Staff of the American Consulate General at Shanghai have been temporarily assigned to the Department, including MISSES LYDA MAE FRANCIS, HELEN LYONS, FRANCES MAHER, AGNES RIDDLE, ELEANOR SHIELDS, and CORA SMITH.

FSO GEORGE F. KENNAN, Director of the Policy Planning Staff, visited Germany recently to consult with American military and diplomatic officials on occupation problems.

The following attended the meeting of the Committee of the Whole of ECAFE (United Nations Economic Commission for Asia and the Far East) in Bangkok on March 28, 1949: Ambassador to Siam, EDWIN F. STANTON, Chairman; PHILIP H. TREZISE, Assistant Chief of Division of Investment and Economic Development; CHARLES J. SHOHAN, Assistant Chief of International Resources Division; WILLIAM S. B. LACY, Assistant Chief of Southeast Asian Affairs; and BARRY T. BENSON, Commercial Attaché, Bangkok.

Establishment of Office of German and Austrian Affairs

The Department has recently announced the elimination of the Office of Assistant Secretary for Occupied Areas and the establishment of an Office of German and Austrian Affairs, with AMBASSADOR ROBERT D. MURPHY as Acting Director of the Office. FSO JAMES RIDDLEBERGER, Deputy Political Adviser, is handling the Political Adviser's work in Germany in succession to Mr. Murphy.

For the present ASSISTANT SECRETARY CHARLES E. SALTZMAN is handling special assignments for the Secretary of State.

Matters pertaining to the occupied areas of the Far East formerly handled by the Assistant Secretary for Occupied Areas have been transferred to the Office of Far Eastern Affairs.

The staff and functions concerned with German and Austrian matters of the Office of the Assistant Secretary for Occupied Areas, the Office of European Affairs, the Office of the Assistant Secretary for Economic Affairs and the Office of the Assistant Secretary for Public Affairs have been transferred to the Office of German and Austrian Affairs.

Office Organization

The organization and designation of personnel of the Office of German and Austrian Affairs is as follows:

Acting Deputy Director, HENRY A. BYROADE; Acting Special Assistant, FSO JACOB D. BEAM; Division of German Political Affairs—Acting Chief, HOWARD TRIVERS; Division of German Economic Affairs—Acting Chief, JACQUES J. REINSTEIN; Acting Assistant Chiefs, HENRY KOCH, DANIEL F. MARGOLIES, GEOFFREY W. LEWIS; Division of Austrian Affairs—Acting Chief, FRANCIS T. WILLIAMSON; Acting Assistant Chief, HAROLD VEDELER.

Details concerning the Division of German Information and Re-Orientation Affairs will be announced in a forthcoming issue of the JOURNAL.

Regional Conference

Regional Foreign Service Conferences for the purpose of informal exchanges of views between representatives of Government agencies in Washington and of the Foreign Service are frequently held in various parts of the world. The New Delhi Conference, which included the region of Southern Asia from Iran to the Republic of the Philippines, was held in New Delhi in April. Representatives from the Departments of State, Treasury, Agriculture, Commerce and Labor, and from Foreign Service posts in the above region

FOREIGN SERVICE OFFICERS' CONFERENCE WITH SECRETARY OF COMMERCE FEBRUARY 15, 1949

Standing, l. to r.: FSS William B. Kelly, FSS Edward J. Krause, Thomas C. Blaisdell, Assistant Secretary of Commerce, FSS William T. Nunley, FSS Elliot N. Miller, FSS Donald A. Lewis, FSS Edelen Fogarty, FSO Thomas D. Bowie, Hon. Charles Sawyer, Secretary of Commerce, FSO George Carnahan, FSS Kathleen C. Taylor, FSO Robert B. Houghton, FSO Cabot Sedgwick, Edward R. Kelley, Assistant to Chief of Foreign Service Training and Personnel Programs Branch of the Department of Commerce, FSS Elbert R. Williams, Charles R. Hersum, Chief of Foreign Service Training and Personnel Programs Branch of the Department of Commerce.

attended. Those from the Department of State who attended were: DR. WILLIAM P. MADDOX, Director of the Foreign Service Institute; FSO ELBERT G. MATHEWS, Chief of Division of South Asian Affairs; ROBERT BERKOW, Acting Chief of the Far Eastern Area of the Public Affairs Overseas Program Staff; WILLIAM S. B. LACY, Assistant Chief of Southeast Asian Affairs; CHARLES J. SHOHAN, Assistant Chief of International Resources Division; and PHILIP H. TREZISE, Assistant Chief of Division of Investment and Economic Development.

Gift to Washington Zoo

The laying of eggs by an Atelopus frog in captivity caused a slight flurry at the Washington Zoo recently. TOM DAVIS, son of AMBASSADOR and MRS. MONNET B. DAVIS, on his return from Panama last Christmas, presented the male and female frogs to Dr. William M. Mann of the Washington Zoo. Dr. Mann believes these eggs are the first to he laid by this particular frog species while in captivity.

Foreign Service Examinations

The Board of Examiners for the Foreign Service has announced that a Written Examination for appointment as Foreign Service officer will be held on September 12-15, 1949.

The examination will be held at American diplomatic posts and consulates and at the following 17 Civil Service Examination Centers: Atlanta, Boston, Chicago, Cincinnati, Dallas, Denver, Honolulu, Los Angeles New Orleans, New York, Philadelphia, St. Louis, St. Paul, San Francisco, San Juan, P.R., Seattle, and Washington, D.C.

Application blanks may be obtained from the Board of Examiners for the Foreign Service, Department of State, Washington 25, D.C. All applications must be received by the Board of Examiners on or before July 1, 1949. Applicants must be at least 21 and under 31 years of age as of July 1, 1949 and must have been citizens of the United States for at least ten years before July 1, 1949. If married, they must be married to American citizens.

Appointments as Foreign Service Officer are made at salary levels ranging from $3300 to $4400 per annum according to the age, experience and qualifications of the several candidates. The United States has Foreign Service representatives in every country in the World, and consequently officers have the opportunity to serve in many posts during their careers.

CORRECTION

The name of FSO William P. Wright was erroneously included in the List of Retired Officers, published in the March JOURNAL. Mr. Wright is now assigned to the Division of Foreign Service Planning in the Department.

NOTICE TO WIVES OF OFFICERS OF THE FOREIGN SERVICE

The second and last luncheon of the season for wives of Officers of the Foreign Service will be held about the middle of May. The Committee would appreciate being notified of the arrival in Washington of any wives wishing to attend the luncheon. Phone Mrs. Ravndal, Decatur 2672, or Mrs. Pool, Decatur 6100.

IMPORTANT NOTICE

Members of the Association and subscribers to the JOURNAL are reminded that back current issues of the JOURNAL can no longer be supplied, except in unusual circumstances, in cases where the member or subscriber has failed to notify a change of address. In case of transfer, the approximate date of arrival at new post would be helpful, as would a notification that a transfer order has been cancelled or changed. Such information is essential to the proper maintenance of the JOURNAL'S mailing list and Association's correspondence and notices. The co-operation of members and subscribers in this important matter is earnestly requested. Space permitting, a Change of Address form will be printed in each issue of the JOURNAL for the convenience of members and subscribers.

THE AMERICAN FOREIGN SERVICE JOURNAL
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DIPLOMACY, DIPLOMATISTS AND REORGANIZATION

In view of the organic changes and, perchance, improvements, which are to be made in the Department and the Foreign Service, it seems fair to ask how much room may be left for what our readers would call diplomacy.

We know, of course, that "no one is goin' to tote us home"—but no one ever has. Diplomacy is an art, and those who practice it are called to it, not toted home. There is, indeed, considerable misconception as to what diplomacy is and who can in good conscience call himself the very old and honorable name of diplomatist.

The self-styled "laughing diplomat", the Italian, Daniele Varé, said that "Diplomacy is the elder sister of poetry." There is a dictum in Sanskrit which likens the diplomat to rivers and women—"because both reach their ends by devious means". Perhaps a more simple and straightforward definition of diplomacy would be that it is merely the expression of national strength in terms of gentlemanly discourse.

Whatever the definition, there is still a job to be done in representing a great nation to other nations. The function of the ancient Greek herald, the earliest of Ambassadors who returned with his head on his shoulders, is yet a useful function to governments and peoples—even though people find the worn clichés about diplomats still laughable; and the service of foreign policy is among the most unpopular in a democratic state.

Some one has to be able to understand what is going on in the foreign land of his assignment and correctly to report that to his government. In knowing what goes on he must also know the sources of power, and since he knows them he is able to tap those sources of power in the interest of his own people. At times this is done formally, by representations to the Foreign Minister or by the exchange of notes. Most important of all, however, is the unobtrusive influence that a great diplomatist can assert upon the state to which he is accredited. Benjamin Franklin at the Court of France, Lord Bryce in Washington, Jules Jusserand, were in this mold. In these modern days the great diplomatist does not depend upon contacts with the "ruling class". There is no "ruling class" in the old sense of the word. The real ruling class in a democracy is made up of such infinite elements that the present-day Ambassador who is good at his task must be conversant with the labor unions as much as with the Union Club; with the leaders of rural opinion as much as with the rulers of the salon. He must be able to gauge the vital, swift-running quicksilver of public opinion, which slips through the fingers, but which has weight and mass and can be, like mercury, lethal or beneficent. In sum, to be a good diplomatist these days is one of the hardest jobs in the world.

Whatever reorganization eventually is worked out for the Department of State must take cognizance of the fact that there is still need for the diplomatist. If reorganization is the order of the day it is to be hoped that the "job description sheets" will not write down the requirements of diplomacy as those of one who "implements, coordinates, integrates" and performs most of the other Latin-verb functions of the vocabulary except negotiate. There is also, speaking of Latin, the vast utility of being able to speak a foreign language—and the good diplomat is usually able to understand other people in their own tongue, or one in which they feel at home.

There is, to be sure, a new form of diplomacy at present: the so-called "parliamentary diplomacy" of international conference. It is perhaps more parliamentary than diplomatic, and less diplomatic than demagogic. In the days of the League of Nations representatives of States were indeed diplomats and their language was polite even though their intentions may have been impious. Today, however, in the United Nations, despite the at times unconsciously ironical use of the cliché, "the distinguished representative of....." the speeches trend toward propaganda effect and what little negotiation is possible is done in snatches in the lounge and not at leisure, with deadlines to watch for the latest riposte to what the opposition said. No one has yet claimed that the procedure of a parliament or congress need be diplomatic; so thus to weld the flint to the steel seems perhaps unscientific, although there is always room for steel beneath a velvet glove.

There is ample scope for the talents of the Department to be displayed in "parliamentary diplomacy" and in the diplomacy of the old school brought up to date to meet present-day conditions. It is unfortunate that more Foreign Service Officers have not been able to participate on the working and at other levels in our endeavor in the United Nations. It would be useful if departmental officers with requisite training and languages should participate in the field in the practices, and the subtle art, of diplomacy. What all of us desire is to carry out the mandate established by Henry L. Stimson in his brilliant "Advisor's Letter" to Mr. Herbert Hoover, which appears in the foreword to the Task Force Report on Foreign Affairs. The former Secretary of State wrote:

"The world today is faced with two great challenges. Can it keep the peace, and can it build a secure foundation for ordered freedom? We have reached a stage in history when it is absolutely vital that we meet both of these challenges successfully. The scourge of war has now acquired an expanding destructive power enormously greater than ever before. We must have peace. At the same time mankind cannot and will not abandon its long upward struggle toward freedom and the good life. Challenges to freedom continue, and the tension between free societies and their opponents must be recognized as a grave threat to peace. In such circumstances, the conduct of American foreign policy takes on a new order of importance.....We have therefore accepted the heavy responsibilities which go with our great strength, and we have undertaken a position of leadership in the cause of peace and freedom throughout the world.

This great undertaking will continue as long as we can foresee. The crises and dangers of today may pass, but the progress of the world will never be automatic. We must recognize, therefore, that as a participating member of the world community, in time of peace as in time of peril, the United States must continue to play a major part."

If "the progress of the world will never be automatic" there is need for the diplomatist. If "the United States must continue to play a major part" it will require much of diplomacy and the specialized personnel who are its ministers. It will be the responsibility of us all, both in the Foreign Service and the Department, at this critical time of re-grouping, to make sure that provision is made for the diplomatist, who, although he may work in the penumbra, and to whom no statue will be dedicated, is still the essential agent between governments and the man who through skill and virtuosity can ease the jolts and jars that punctuate the "progress of the world".

THE HONORABLE SOL BLOOM

The death on March 7 of the Honorable Sol Bloom, Chairman of the Foreign Affairs Committee of the House of Representatives, removes from public life a picturesque and able figure who was long identified with the international relationships of this country. The late Chairman was highly esteemed by his colleagues in the House, of which he had been continuously a member since the sixty-eighth Congress.

The Secretary of State, in commenting on the death of Mr. Bloom, had this to say:

"For many years Mr. Bloom, as Chairman of the Foreign Affairs Committee, had been a bulwark for the foreign affairs of the United States. His death will be a grievous loss to his country and to me it is the loss of an old and dear friend."

NEW CHAIRMAN OF FOREIGN AFFAIRS COMMITTEE

Photo by Harris & Ewing

The Honorable John Kee

The death of the Honorable Sol Bloom, on March 7, 1949, from a heart attack, has elevated to the Chairmanship of the House Committee on Foreign Affairs a good friend of the Foreign Service in the person of the Honorable John Kee of West Virginia. Mr. Kee was first elected to Congress from West Virginia in 1932. Mr. Kee is a lawyer by profession. The following is an excerpt from an article in THE WASHINGTON POST on March 9 by Mary Spargo:

> "Scholarly, quiet, precise, Kee has a cool, orderly, logical mind which is constantly at work sorting, analyzing, cataloging facts. He is the sort of person who automatically suspends judgment on any issue until he is reasonably sure all the evidence is in.
>
> "His appearance spells the man. He is neat to the point of being dapper. His hair is parted in the middle, with great exactitude. His eyes are keen, and his mouth is that of the self-contained person who thinks far more than he speaks.

Representative Kee devoted much time and energy towards the enactment of the Foreign Service Act of 1946, and the POST article had this to say regarding his part in the passage of this legislation which is of such vital concern to every Foreign Service Officer:

> "A modest man, Kee can't help showing his pride in the Kee bill to reorganize the Nation's entire foreign service which was passed by the Seventy-ninth Congress. In the West Virginian's opinion, this country now has a foreign service equal to any in the world and he is glad of his share in helping make it one of which we can justly be proud."

The Journal is gratified that the Committee is to be headed by one who has so long and faithfully labored to advance the interests of the Foreign Service and who is so keenly alive to the necessity of keeping our international relationships on an even keel.

REORGANIZATION OF THE DEPARTMENT

As this issue of the JOURNAL goes to press, our latest information is that the Department does not plan to submit legislation to this session of the Congress implementing the Hoover Commission recommendation for amalgamation of the Department and Foreign Service. There is, however, a bill now before Congress—HR 3559—which will permit certain important steps to be taken in the reorganization of the Department. This bill increases the number of Assistant Secretaries to ten, of whom two may be designated as Deputy Under Secretaries. In addition, it vests in the Secretary of State a number of statutory authorities that are now vested in subordinate officers of the Department, with discretion granted to the Secretary to re-delegate authority.

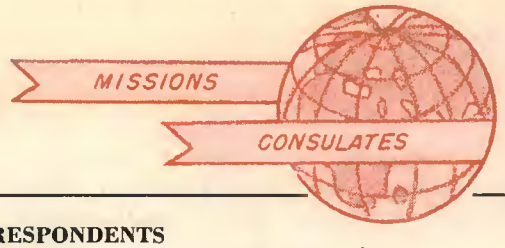
As the first step in Departmental reorganization, a number of "task forces" have been established, to study various recommendations of the Hoover Commission and recommend action. Each task force is divided into a number of sub-task forces, but the main ones are as follows:

First, a task force headed by Charles M. Hulten, Deputy Assistant Secretary for Administration, which is working on the administrative area. This group is concerned with the reorganization of the Office of Departmental Administration, Office of the Foreign Service, Office of Budget and Planning, and Office of Controls.

Second, a task force headed by Howland H. Sargeant, Deputy Assistant Secretary for Public Affairs, which is working on the new organization plan giving precedence to the geographic principle. This group is attempting to define the organization and function of the four proposed regional bureaus, each reporting to a geographic Assistant Secretary, of the new bureau for international organization affairs, which is to succeed the Office of United Nations Affairs, and of the information and educational exchange bureau.

A third task force, not yet established, has been proposed to study the top offices of the Department, including the offices of the Secretary and Under Secretary, the proposed Operations Committee, the Executive Secretariat, the Counselor, the Policy Planning Staff, the Legal Adviser and the Assistant Secretary for Congressional Relations.

NEWS from the FIELD



FIELD CORRESPONDENTS

Argentina—Dixon Donnelley
Australia (Canberra)—Donald Lamm
Bolivia—Park F. Wollam
British Guiana—George W. Skora
China (Shanghai)—John H. Stutesman, Jr.
Colombia—John M. Vebber
Costa Rica—Albert E. Carter
Dakar—William R. Gennert
Ecuador—Benjamin L. Sowell
France (Northern)—Alfred H. Lovell, Jr.
France (Southern)—William H. Christensen
French Indo-China—Dallas M. Coors
Hongkong—Betty Ann Middleton
Iceland—William S. Krason
India—William Witman II
Ireland—Wayland B. Waters
Italy—Outerbridge Horsey
Java—C. H. Walter Howe
London—Jesse D. Dean
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New Zealand—John S. Service
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Paraguay—Henry A. Hoyt
Peru—Maurice J. Broderick
Poland—Findley Burns, Jr.
Portugal—William Barnes
Rumania—Donald Dunham
Singapore—John Hamlin
Southampton—William H. Beck
Switzerland—Ruth Madsen
Turkey—Clifton B. English
Union of South Africa—John C. Fuess
Uruguay—Sidney Lafoon
U.S.S.R.—Charles G. Stefan
Venezuela—Thomas D. Kingsley

BUDAPEST

January 22, 1949

Comings and goings: The newest arrival at this post is Lt. Colonel John P. Merrill who will replace Lt. Colonel Alfred K. Clark as Assistant Military Attaché. In mid-January Donald C. Dunham, Second Secretary at Bucharest, and Mrs. Dunham, paid a 24-hour visit to Budapest.

It might be an infringement on the prerogative of another JOURNAL field correspondent, but the writer is herewith tempted to trespass on Vienna territory as the beginning of the New Year found many members of the Budapest Legation over in that bailiwick. In fact, the Bristol Hotel in Vienna was over the holidays like a grand central East-West stepping stone. A short time spent in Vienna revealed some of the following Foreign Service shots: the Charles Yosts lunching at the Bristol with Winthrop S. Grecne and his pretty daughter over for the weekend from Bratislava; Vice Consul Fred Godsey and Ernest Booth dining with an attractive lady in tow; Vice Consul Henry Ward Beecher, Patricia Small and the writer at the Volksoper on Sylvesterabend; Special Disbursing Officer Alva Taber, formerly in Budapest, now in Vienna, seeing the sights with Mary Willis McKenzie who drove over from Budapest with Tilly Hollomany; everybody asking when Butch Leverich would be coming through from Bucharest, and so on and so on.

JANE WILSON POOL

MONTREAL

January 26, 1949

Having served his Government and his country for 30 years in the Foreign Service at Montreal, Canada, Consul John R. Barry retired on December 31, 1948. His career is believed to constitute a record for the number of consecutive years a consular officer has spent at one post. Except for three months' detail at Campbellton, New Brunswick, in 1922, Mr. Barry served uninterruptedly at Montreal since August 1918.

During his long career, he served in almost every section of the Consulate General. In more recent years he had charge of the shipping, as well as invoice and notarial services.

On December 29th Consul General H. Lawrence Groves and Mrs. Groves entertained the entire consular staff at a farewell party honoring the Barrys. Mr. Groves spoke highly commendatory words about Mr. Barry's long, efficient and loyal service, and on behalf of the members of the Consulate General, presented Mr. and Mrs. Barry with an engraved silver fruit bowl. Mr. Barry responded, stating that they would long remember the pleasant years of their work in Montreal's wintry clime, but also that they were looking forward to retirement in sunny California. Mr. Barry said he would not be idle, but would like to try his hand at raising a garden and flowers in that enchanting land where everything is said to grow best and biggest! Mr. and Mrs. Barry and their son, Rex, departed for Pasadena on December 31st.

We wish for them a well-deserved rest, and many happy years of peace and contentment.

A. RUTH GREEN

DUBLIN

January 28, 1949

The ECA Special Mission to Ireland, which was quartered in the Legation Chancery when it was first established, has moved to its own office at 7 Fitzwilliam Place, about four blocks distant from the Chancery.

Colonel Oswald W. Lunde, USAF, who has been designated to relieve Colonel Kenneth R. Kreps as Air Attaché sometime in February, has arrived in Dublin with his wife and son.

The Christmas season in Dublin was marked by two memorable parties. A staff party for "all hands" at the Chancery featured Colonel Kreps, Air Attaché, as Santa

IRELAND

Minister George A. Garrett with his staff at the entrance to the Legation residence in Phoenix Park, after presenting New Year's day compliments to Irish President Sean T. O'Kelly. From l. to r.: Third Secretary John P. Walsh, ECA Assistant William H. Taft III, Third Secretary Wayland B. Waters, ECA Mission Chief Joseph E. Carrigan, First Secretary Edward D. McLaughlin, Air Attaché Kenneth R. Kreps, Minister George A. Garrett, Second Secretary H. Clinton Reed and Consul General Paul C. Squire, ECA Assistant Paul Findlen took the picture.

Claus, with a remembrance for everyone, and included colorful decorations, with mistletoe at strategic locations. And the Minister and Mrs. Garrett were hosts at a reception and dance for the American colony and "GI" students, including a buffet dinner of roast turkey and trimmings.

On New Year's Day, the Minister and his staff visited Arus an Uachtarain in Phoenix Park together with the Dublin diplomatic corps to present his compliments to President Sean T. O'Kelly. The Presidential Mansion is adjacent to the grounds of the Legation residence in Phoenix Park.

The Minister for External Affairs, Mr. Sean MacBride, entertained the diplomatic corps in Dublin at a brilliant New Years' reception at Iveagh House, which included a presentation of the Yeats play "At the Hawk's Well," by the Abbey Theater players, and Irish "Ceildhe" dancing, in which the guests participated.

Our Counselor, Mr. Chapin, and Mrs. Chapin have returned from a well-earned vacation in England, France and Italy. They spent the Christmas holidays in Rome.

Miss Imogene E. Ellis, Vice Consul in charge of the Cork Consulate, was hostess at a reception in Cork on the occasion of the inauguration of President Truman.

ROME

January 28, 1949

The bandits of Sicily are still active. They struck close to home recently when our distinguished Cultural Relations Attaché, Dr. Charles R. Morey of Princeton visited the territory of Giuliano, their elusive leader.

On a dark mountain road near Palermo, a convoy with a motorcycle escort was met with sudden bursts of machine-gun fire. This resulted in a slight increase in the pace of the convoy and luckily there were no casualties. It may be supposed that Giuliano's attentions were directed more against the police escort than the American visitors.

In less romantic vein but of more practical interest is progress in the Foreign Buildings program. Villa Taverna, rented by Chiefs of Mission for some years before the war, has been bought for the Ambassador's residence. The former palace of Queen Margherita on Via Vittorio Veneto, also acquired by the United States Government, is being remodeled for offices and a new wing is being added. Two apartment buildings for junior officers and staff members are nearing completion. Located off Via Salaria in an excellent residential section, there will be 32 units, ranging from bachelor apartments to family apartments with three bedrooms and two baths. They are being built to our own specifications and will contain basic furniture. These

(*Continued on page* 48)

GREECE

The Honorable Henry F. Grady, American Ambassador to Greece, and His Excellency Constantine Tsaldaris, Minister for Foreign Affairs, review the text of an Agreement for duty-free entry of relief supplies and packages from the United States into Greece preparatory to signing the document at Athens on February 9, 1949. Witnesses to the ceremony included, left to right: Mr. L. J. Roach, Director of Legal Affairs for the ECA Mission; Mr. Laird Archer, Director of the Near East Foundation; Mr. Kenneth R. Iverson, Deputy Chief of the ECA Mission; Ambassador Grady; Hon. Constantine Tsaldaris; Mr. Karl L. Rankin, Counselor of Embassy.

Free Enterprise vs. Planning in the American Economy

By LEE E. METCALF, *Foreign Service Officer*

In an interesting report on the 35th session of the National Foreign Trade Convention, published in the JOURNAL, January 1949, FSO H. Gardner Ainsworth stated that the Convention's central theme was "Private enterprise is the world's best hope. Private enterprise can do the world's job." With certain illuminating qualifications that theme was apparently held in wide acceptance by the individual industrialists, traders and bankers present.

Then, less than three months afterward, President Truman appeared unofficially before a meeting of the National Planning Association and pleaded for a "planned economy" (rather than a "controlled economy") because, as the *New York Times* of February 2, 1949 reported, the President said, "We have become the symbol of what government should stand for and have become international leaders for the world as a whole." (The President implied, according to the press report, that he considered a controlled economy totalitarian and a planned economy democratic.)

Terminological differences aside, there is a yawning gap of a fundamental nature between the program embraced by the Foreign Trade Convention and the pronouncement of the President. Such a divergence of positions, even as basic as these, is not uncommon in American political life, but it is nonetheless one of those things that has to be interpreted —carefully, honestly and intelligently—by the officers of our Foreign Service to justifiably perplexed inquirers abroad. The remarks that follow may possibly be of some guidance in explaining the apparent dichotomy in the thinking in this country about our economic system and its relation to our political system.

To begin with we should recognize quite frankly that in fact there *is* a growing body of respectable and influential opinion in the United States which holds that the capitalistic system as it now functions is not the most economically efficient or economically equitable system that we could develop, still maintaining all the values which we as Americans insist upon. Depending upon the means employed for attaining the more efficient economy, this group may be divided roughly into "planners" and "liberals." We are concerned here chiefly with the planners although we will have something to say about the latter also. On the other hand are the "capitalists" (shorthand for proponents of free private enterprise) who maintain that any significant departure from private competitive economy planning-wise is incompatible with democracy, witness Russia today or Nazi Germany. Thus the planner is prone to attack private enterprise on economic grounds, and the capitalist attacks the planner on political grounds. Unquestionably this is an underlying cause of confusion surrounding the conflict: the combatants have not yet met on the same field of battle.

A more serious cause of confusion in the thinking and writing on this matter, however, arises from the human predilection to reduce evaluations to terms of handy labels. Thus, one is a "leftist" or a "rightist," a "New Dealer," a "labor man," a "Wall Street man," ad infinitum. To worsen matters, all labels have different connotations (i.e., varying degrees of good or evil) for different people. Labels are popularized and sloganized; the connotations become more deeply rooted; and lo and behold a theological aura begins to hover over them. Thus, for example, our pulse quickens as we contemplate the rugged "individualism" of our forefathers. Courage, resourcefulness, industry, vision, yes. But how individual? What of those group land clearings, group house raisings, group hog killings, group harvestings, and so forth? No pioneer in his right mind (except a misanthrope) would dream of living like a hermit for the sake of being individual. The economy of a frontier village was almost socialistic in its degree of interdependence. If I seem to be stretching a point, pick up a current newspaper or periodical and read how American "individualism" is being jeopardized. Then if you want an item for the department of utter confusion observe how the *Wall Street Journal* and the *New Republic*, to use hypothetical examples, can start at opposite points in a contemplation of The American Individual and end up at the same place, both mourning over his imminent demise. Discouraging, isn't it?

What of "democracy," now that all Iron Curtain countries call themselves "democratic"? An American writer noted recently that if we accept the simplified concept of democracy as majority rule, lynching is a democratic process. Again, heretics were once burned at the stake or persecuted in other repulsive ways in the Republic of Geneva in Calvin's time and in colonial Massachusetts, both of which places we would agree were democratic in our sense of the word. The point is that we Americans have some real and precious rights and freedoms that we hold as *end* values; they transcend all others. Democracy is only an intermediate value—a political apparatus to gain those end values we cherish: political equality, majority rule, equal access to justice, free conscience and so forth. It is of great importance that we are able to identify our bundle of freedoms regardless of what they are wrapped in. It is then incumbent upon us to retain those freedoms at all costs—and part of the cost is to distinguish clearly between words, no matter how thrilling they sound on the Fourth of July, and the real thing.

With the distinction made between verbiage and values we can proceed on surer ground to a more confident examination of alternatives. We have only to seek the answer to the question: does economic system X or Y or Z, whatever its claims for superior economizing may be, provide for and assure the political and social values which we the citizenry insist

Lee E. Metcalf, University of Texas, B.B.A., 1936; appointed a Foreign Service officer, 1946; served in the Balkans and Turkey; now on detail to Yale University for a course in economics. Mr. Metcalf states that he has "observed at close hand several so-called planned economies under both the Nazis and the Communists and that they have been excellent examples of how not to plan. As a result I am still in the process of overcoming a purely irrational bias against the very idea of planning."

upon? If we can satisfy ourselves within reason that the answer is in the affirmative, then, and only then, should we look to the alleged economic benefits of a given system.

Very briefly, what does the planner have to offer?

The avowed aim of any economic system is to provide for the maximum satisfaction of mankind's wants given the resources at its disposal. Indeed that is the definition of economics.

An underlying assumption of planners is that a competitive society is by its very nature unstable. They point to the violent ups and downs of the business cycle and cite the huge losses to the economy during deflationary periods with their mass unemployment and silent factories. They claim to be able to flatten out the cyclical curves, at least to a considerable degree, by such steps as planned investment programs, a more rational allocation of resources, and appropriate fiscal programs. Planners also hold that from the social viewpoint a capitalist economy is wasteful because of its irrational use of resources. That is, they produce and distribute for the sole aim of maximizing profit with no consideration of social ends. (The high cost of competitive advertising and false obsolescence are usually cited as wastes of this kind). Planners insist further that what was once near-perfect competition is disappearing rapidly by its own eroding action and that the residue of this process will be large vested interests. These interests, highly developed even today, can control both their sources of supply as well as the consumer market. Hence they can rig prices to suit themselves. Or they can control production quantitatively and qualitatively. In other words they do not behave competitively.

Nevertheless, say most planners, production facilities (factories, mines, and so forth) should remain in private hands, with certain exceptions. It is the production *function* which will be subject to planned control. (Planning is not synonymous with socialism or any other "ism," a point too often neglected (often purposely) in discussions on this subject. Some planners, however, favor nationalization of key industries, leaving the rest of the economy in private hands).

Since political equality is part of our tradition why not, the planner asks, add economic equality? This does not mean redistribution of wealth on a basis of absolute equality, but it does mean a much more nearly equal distribution than exists at present, and a more nearly equal initial advantage for new business—a "democracy of opportunity." This could be accomplished by a revamped income tax, a little man's Reconstruction Finance Corporation for business loans, plus a break-up of obviously "uneconomical" monopolies. Hence more nearly equal purchasing power both of consumer and capital goods would be attained. Bonuses and wage differentials for skills would be retained by virtually all planners for the purpose they serve in any economy, i.e., incentive.

In general it may be said that planners in the democratic tradition have as their objective, not the replacement of the capitalistic system, which is recognized to be highly efficient, but its orientation by coordinated programs toward socio-economic ends, e.g., stability at full employment.

What does capitalism have to say about all this on economic grounds? As we noted above, most of the criticism against planning has been on political and social planes. One of the reasons for this is that no planned economy has ever been tested adequately for its worth under normal conditions. Hence most argumentation is conducted on an *a priori* basis. Nevertheless certain points are often made against planning which, if not strictly economic, are at least socio-economic.

Thus it is maintained that whatever wastes may be attributable to the competitive system would be more than overcome by the necessity for supporting the huge bureaucracy that would presumably be needed to supervise and control a national plan of economy. It is further held that such a political bureaucracy would not be competent, because of its lack of technical knowledge and managerial skills, or that it would not be sparked by sufficient incentive (in contrast to the personal interest of the entrepreneur) to direct a complex industrial society. It is also pointed out that with political administrations going in and out of office there can be no continuity in planning. Finally, free enterprise points to the *known* productive performance of capitalism, the ever-increasing material improvement of the lower income groups, and a steadily growing sense of social justice as solid achievements in our competitive society which planners would risk against the unknowables of a planned society.

I should caution the reader at this point that the foregoing briefs are done in very broad and incomplete strokes: scores of books, articles, tracts and pamphlets have been written on the subject in just the past few years. Some are excellent. This controversy cannot be transferred too soon from the arena of the specialists to the public forum of the citizenry. (Could not the Department of State, as a minimum project, furnish the field with a selected bibliography covering all viewpoints so that interested personnel may have an initial guide for a study of the matter?)

The question invariably comes up: must the choice of economic societies be restricted between the two extremes? Isn't there a middle way? The answer is that there is a middle way and that the United States is travelling on it right now. Note, however, that the planners complain that we're travelling too slowly while free enterprise cautions against speed. This middle way—the "liberal" program—is a kind of neutral territory where capitalism and planning mix. It is my own belief that it is in this middle ground that the American people will continue to fashion their economic structure, eschewing extremes in any direction, but always alert to innovations.

I should like to make a final observation on the danger of confusing the air in this neutral territory (which at best is an ill-defined territory) by strange talk on either side. I recommend for re-reading Mr. Ainsworth's extract from the speech of The Reverend Robert I. Gannon, S.J. It is an unfortunate disservice to a better understanding of this critical and complex issue to support, as Reverend Gannon did, wide fields of government intervention and control, even to "trying to bring about stabilization of economic activity and a levelling of the cyclical fluctuations," and at the same time to denounce as a blow at liberty "planning in which the stage decides what goods shall be produced, what wages will be paid, who will work where and when, and at what prices goods will be exchanged". It would be instructive to see a blueprint for stabilizing the economy without reference to production, wages and prices. One can't eat his cake and have it too.

Arnold Toynbee wrote in his *Civilization on Trial*: "What the world needs above all now is to get the issue of free enterprise versus socialism off its ideological pedestal and to treat it, not as a matter of semi-religious faith and fanaticism, but as a common-sense, practical question of trial and error, of, more or less, circumstance and adaptation".

Substitute "planning" for "socialism" and I think we have a good starting point for clear thinking on the issue.

The BOOKSHELF

Francis C. deWolf
Review Editor

Hate, Hope, and High Explosives by George Fielding Eliot. *Bobbs-Merrill Company, Indianapolis and New York. 1948. 274 pages. $2.75.*

This book is an account of a trip taken by Major George Fielding Eliot, popular writer on military strategy, through parts of the Near and Middle East last spring with the purpose of assessing the military and political situation in the area, particularly as it centered around the Palestine issue. For two months, March 26 to May 26, he traveled, mostly by plane and jeep, visiting Cairo, Beirut, Damascus, Tehran, Baghdad, Amman, Athens, Salonika, Istanbul, Ankara, Trieste, and spending eleven days in Palestine and Israel. In each city, he talked with ranking governmental officials, including King Abdullah of Transjordan and the Shah of Iran, met members of the American and British Foreign Service, and hob-nobbed, as one professional soldier to another, with American, British, Arab, and Jewish military men. At the start of his trip, he believed that when the British withdrew on May 16, the Arabs and Jews would begin an all-out war and "most people thought the Arabs would win by sheer weight of overwhelming numbers." He concluded from his trip, however, that the opposite was true —that Israel had the military power to maintain itself as a state and that the Arab military power had been greatly overestimated.

During the short period of time between his trip and the publication of the book, the prediction made in the book has, of course, been pretty well carried out; at least it now appears that the state of Israel is not going to be "swept into the sea" by Arab forces. In this respect, Eliot's military analyses are of diminished interest, but they maintain a significance when used to back his argument that Arab military force does not constitute an appreciable buffer between American and Soviet spheres of power. Stating that the British Foreign Office and the State Department have both based their Palestine policies on a desire to maintain such a buffer and on a fear that a Moslem "Holy War" against the western world would destroy this buffer, Eliot declares that this type of thinking has been repudiated by events. "There is no use having a buffer state which can't defend itself long enough for help to reach it. That's no buffer. That's an open road for the invader." He gives the Arab credit for being a good fighter as an individual, but believes that Arabs in general have little sense of military discipline and cannot be depended on to obey orders once the commanding officer is out of sight.

He criticizes sharply the lack of a unified command for U. S. military forces in the Mediterranean and Middle East area, describing how the Air Force bases, the Mediterranean fleet, and the United States troops in Trieste each reports to a separate command. Even the American military missions in Greece, Turkey, and Iran have little direct connection. Also, there has been no Anglo-American plan for combined military action in an emergency, though this may be inevitable due to our divergent Palestine policies. Eliot's thinking on this score is clearly and quite frankly predicated on the possibility of a Soviet attack on the Middle East.

The style in which this book is written is extremely simple, perhaps excessively so, yet it has the virtue of being direct and straightforward. The military analysis is probably less an analysis than it is a popular presentation of the composite views of military men whom Eliot interviewed, since the sheer speed of his trip could hardly have permitted extensive direct study. As for analyses of social and economic forces, there are none worthy of the name. Indeed, Eliot shows little interest in the peoples of the countries he visited except to the extent that they are useful pawns in the unhappy games of Big Power rivalry. His writing has the tone of the superior American traveling among the heathen, but the narrow nationalism which he sometimes displays is softened by his appealingly good-natured attitude.

An assortment of several dozen personnel of American Foreign Service posts are brought into the story by name, and Eliot's general attitude toward the Foreign Service is one of appreciation and praise. His tendency to mention a large number of Americans and Britishers by name (frequently by nickname) may spring from a generous desire to give credit to everyone who helped him; sometimes, though, it is difficult to keep track of all the characters that roam in and out of the story.

This book would be greatly improved by the inclusion of a few maps showing close-up sections of the countries visited, giving topography, roads, etc. Only two maps are used, neither of them giving much more than the national boundaries and capital cities. Incredibly, there is no map showing any of the proposed partitions of Palestine or the boundaries established for the State of Israel.

WILLIAM E. O'CONNOR.

European Ideologies. A Survey of 20th Century Political Ideas. Edited by Feliks Gross. *Philosophical Library. New York, N. Y. 1948. 1,075 pages. $12.00.*

This is a very useful and lively volume of reference dealing with a great variety of European political ideas of the past hundred years. Under the editorship of Professor Feliks Gross, distinguished Polish socialist exile, now teaching at New York University and Brooklyn College, twenty-four students of politics have contributed essays not only on the obvious topics such as Communism, Socialism, Fascism, and Nazism, but also on Zionism, Antisemitism, Panslavism, European Federalism, etc. Many of the writers, men like George M. Dimitrov, Waclaw Ledniski, Professor Borgese, and Friedrich Stampfer, were European born, most of the others have been closely associated with political trends on the Old Continent. They have assembled a great deal of interesting information, frequently not easy to obtain elsewhere.

The title of the volume is somewhat misleading because the writers for the most part deal with political movements rather than ideologies. It seems stretching the point to say that trade unionism, consumer cooperation, or regionalism, to mention only a few, are "ideologies." Some of the authors have made rather self-conscious and not very successful attempts to detect and elaborate an ideology where only a pragmatic behaviour pattern exists; this is most notably the case with Mr. Dimitrov's otherwise excellent study of Agrarianism.

The most scholarly, and at the same time most readable, contributions to the volume are, in this reviewer's opinion, the searching study of socialism by Algernon Lee and Professor Borgese's brilliant chapter on fascism. Many of the

other articles are too strongly conditioned by contemporary events and trends of opinion. The very fact that many of the writers were active participants in the movements they are describing, or were at least closely associated with them, makes it difficult for them to write with the detachment one might otherwise expect. What some of the articles, as well as some of the editor's notes, thus gain in liveliness and color, they tend to lack in soundness of scholarship and in cool and unbiased evaluation. A few of the contributors write more in the style of pamphleteers, and Mr. Friedrich W. Foerster, who goes farthest in this direction, discards all but the pretense of scholarship.

While the editor has been wise enough to give considerable latitude to individual contributors, the volume as a whole gives the impression of being biased in favor of socialism and the non-communist Left, as is also evident from the list of authors. More extensive treatment might have been given to the various brands and phases of liberalism. Noteworthy is also the absence of a chapter on conservatism, which is surely one of the principal European ideologies; and while there is a chapter on Catholicism, there is none on the very important influence of Calvinist and Lutheran thought on modern political ideas. The article on Communism by Max Nomad starts with Lenin and the Russian Revolution, thus cutting the Russian development off its Marxian and international roots.

In his introductory chapter Mr. Gross makes the very shrewd observation that Europe is the home of most political ideologies, just as Asia is the home of most religions. Thus a systematic study of European ideologies is a work of major significance, and despite the shortcomings of the present volume, Mr. Gross deserves high credit for having undertaken this task.

ALEXANDER BOEKER.

Science at War. By J. C. Crowther and R. Whittington. *Philosophical Library, New York. 1948. 185 pages. $6.00.*

This excellent book definitely loses through inadequacy of title. If it were the fashion for book titles really to define the scope of the contents, this one would be something like "Some British applications of physical science in World War II." At least the word "British" should have been in the title. The Foreword likewise does not state that the contents pertain solely to England—rather extraordinary for a book published in New York.

Half the book is devoted to radar. This underlines both the huge effort the British threw into radar and the preeminence this defense weapon had among the expedients that saved England. The book is thrilling in its clear picture of the procedures and the devices used by a country fighting for its life. It shows how the full mobilization of science and the democratic utilization of brains in England won over the dictatorial, rigid precision of organization in Germany.

The other subjects are operational research, the atomic bomb, and "science and the sea." The chapter on operational research shows further the inter-penetration of war and science, and the evolution of a new concept of war with science at the helm. The chapter on "science and the sea" deals mainly with antisubmarine and other procedures for protection of the Navy.

The book is written in the British idiom (valve for radio tube, aerial for antenna). No attempt is made to chronicle the contributions of other countries in the scientific advances covered. The authors appear to have heard only vaguely of the work in other countries, particularly the U.S.A. The precise contributions of individuals and organizations in England are described with a wealth of detail. The book is a mine of information on the how and what of the English mobilization of science. It is not only factual but interestingly written. The authors provide a very readable introduction to nuclear science and many another subject.

J. HOWARD DELLINGER.

Prospects for Democracy in Japan by T. A. Bisson. *The Macmillan Co., New York. 1949. 143 pages. $2.75.*

(Mr. Bisson was in Japan with the U. S. Strategic Bombing Survey in 1945 and for the next two years served as a member of the Government Section of General MacArthur's Headquarters in Toyko. He is the author of several books, articles and pamphlets on the Far East.)

On the basis of the record of the first twenty months of the occupation, Mr. Bisson concludes that the rapidity and ease with which the military surrender was accomplished led SCAP Headquarters to underestimate the determination and skill of Japan's old guard to preserve its power. While the early post-surrender policies offered an admirable charter for the democratic reforms in Japan, Mr. Bisson believes that the decision to retain the Emperor, the decision to retain existing governmental machinery until a new Constitution was adopted, and the failure to carry out an extensive purge of Japan's leaders, among other facts permitted the old guard to continue its insidious influences over Japanese life. Even so, Mr. Bisson continues, a democratic middle class did emerge at the early stage of the occupation only to be suppressed later on when emphasis on reform was shifted to emphasis on the reconstruction of Japan. Mr. Bisson further charges that even the reconstruction efforts were sabotaged by the ruling Japanese oligarchy, not only by their hoarding of materials and evasion of taxes, but by their allegedly deliberate frustrating of all reconstruction in order to impress upon the Allies the futility of continuing the occupation.

Many readers will, of course, take strong exception to Mr. Bisson's conclusions. They will argue—and rightly so—that the retention of the Emperor provided Japanese society with a cohesive element which prevented total moral collapse and contributed to the gratifying cooperation of the Japanese with the Allied occupation; and that the retention of existing governmental machinery was a necessary measure until a constitution was adopted. As for the contention that the purge was not carried sufficiently far, many readers will note that according to Mr. Bisson's own words "purged officials continue to maintain undercover control of industry." The latter statement is probably true and has led many to question the entire purpose of a purge which has not removed the real leadership of Japan but has served to drive it underground and to associate certain persons who might be working with and for the occupation with antagonistic forces.

It is true, as Mr. Bisson points out, that the current emphasis of the occupation is upon reconstruction rather than reform. However, the two are not incompatible and the development of democracy in Japan will almost certainly require an improved economic atmosphere in which free institutions may survive. In fact, such setbacks as the democratization program may have encountered so far may be largely attributed to adverse economic circumstances which have produced rising prices, labor strife, black markets, racketeers, public scandals and political instability.

This brief volume is stimulating and challenging. While this reviewer cannot credit many of Mr. Bisson's "facts" or support his conclusions, he will agree that here is a refreshing counterpart to some of the more stereotyped presentations of the Japanese problem. MARSHALL GREEN.

(*Continued on page* 54)

Service

Vice Admiral Robert Battet, Commander of the French Naval Forces in the Far East, was awarded the Cross of Commander in the Legion of Honor by Colonel Frank McQuillen, Naval Attache at the American Embassy, Bangkok, at a ceremony which took place at the residence of the Consul General. After the ceremony a champagne toast was offered Admiral Battet in which all the guests and members of the staff of the Consulate General participated. Left to right: Admiral Battet, Mrs. Abbott, Consul General Abbott and General Blaizot, who at the time of the award was acting High Comnissioner for Indochina.

On behalf of the Embassy staff, Ambassador Walter Thurston presents a handsome tray of Mexican silver to Counselor for Economic Affairs, Merwin L. Bohan, on the occasion of his retirement and departure from Mexico.

Linguaphonic courses in French and Spanish are offered to members of the staff at the Embassy in Panama. On January 16, 1949, Consul and Administrative Officer Raymond Phelan and four of his French students visited the French "School" Cruiser Jeanne d'Arc. From left to right: Third Secretary Vincent T. McKenna, FSS Miss Waldner, Consul Phelan (French Instructor), FSS Mrs. Wallace and Economic Analyst Durling (Spanish Instructor).

L. to r.: Mr. and Mrs. David Padfield, Mrs. V. P. Ryan (in background), Consul General Robert B. Streeper and Mrs. Robert P. Chalker at the reception following the wedding of Consul General and Mrs. Streeper's daughter, Mary Ellen.

Glimpses

Ambassador and Mrs. Ely Eliot Palmer on their way home from Kabul visited ut Karachi. While there the Ambassador took this snapshot of Chargé d'Affaires Charles W. Lewis, Jr., playing "Home Sweet Home" (he told them) on his bagpipe. Mr. Palmer says "The technique was something to admire and the results were a credit to the artist; only the kilts were lacking."

Picture taken at the opening of the Visa SubOffice at Schweinfurt, Germany, in connection with the implementation of the Displaced Persons Act. Left to right: Chief of Displaced Persons Commission at Schweinfurt, Harry Baker; Consul S. T. Zawadzki and Consul General Marshall Vance.

"The good ship CORDELL HULL, the Basra Consulate's pride and joy." This picture was taken on a Sunday, and the boatmen are less smartly uniformed than on working days. The occupants of the boat are: from l. to r. Ibrahim Abdul-Hussain; Arabie Hassan; FSO Joseph John Jova; FSS Elizabeth L. Marsh; FSS Aida P. Petitti; FSO Armin Meyer. Mr. Meyer was on a visit from his post at Baghdad; the others are stationed at Basra.

The return to Myitkyina of the first post-war hunting party from northern Burma. The final boxscore of this 7-day big game hunt was: Elephants shot—0, Tigers—0, Saing—0, Deer—0, Birds—3, Fish—1. According to the report a good healthy time was had by the group, reading from l. to r.: Captain John T. Thomas, Pilot; Major Anthony Irwin, British Army; Colonel Joseph H. Baker, Military Attaché; Maj. Dan Calvert, British Army; Col. George W. Hansen, Air Attaché; Robert L. Clifford, Second Secretary, and Brigadier the Earl of Caithness.

Letters to the Editor

Job Classification

Nogales, Sonora, Mexico.
February 8, 1949.

To the Editors,
AMERICAN FOREIGN SERVICE JOURNAL:

It is indeed encouraging to read the editorial entitled "Job Classification" published in the January issue of the Journal, and to note that the difficulty of classifying the Foreign Service Staff Corps is realized, at least by the writer of the article, who is probably an officer in the Department.

From my conversations with many officers of the Foreign Service during the past year, I am convinced that most of us do not believe that, to quote the last paragraph of the article in question, a system which puts men in a slot and does not stimulate growth will produce officers fitted to serve in the many posts of the Service, perform the many varied types of duties they may be required to carry out in even one office, and serve efficiently as principal officer at any small post where one officer must know the answers to many problems without advice or assistance from experts in particular fields.

Likewise, I do not feel that any job held by a Foreign Service Staff officer or clerk in the field can be accurately classified without taking into account the manner in which each individual who holds that job performs it, since it is possible on any such job to do a minimum, a medium, or a maximum of efficient work on it. It is difficult to classify a job and find a given individual to perform the duties connected with it in the same manner and with the same degree of efficiency by each individual who may be named to occupy the position. Some individuals work more rapidly, think more clearly, and perform more efficient work than others placed on the same job.

As the article so aptly points out, an officer of the Foreign Service should be prepared to do whatever might be necessary to serve the interests of his country and its citizens abroad. An excellent visa officer, for example, may be an asset to a large office where he is employed full time on visa work, but I have served in many small offices where an officer or a clerk who, after several years of service, was qualified in only one type of work was not useful to a maximum degree because there was not sufficient work of the type in which he or she was qualified to permit full use of time every day of the year.

In many instances, I am certain, there will be much dissatisfaction among officers and clerks if the jobs they are called upon to hold are rigidly classified, and the individuals will not be eligible for promotion so long as they remain on the particular job.

In this connection, it is interesting to note in the article in the Journal entitled "Towards an Amalgamated Foreign Service", by Edmund A. Gullion, in Chapter V, that the statement is made that "The Foreign Service and the Civil Service differs fundamentally in statutory basis, in structure, in types of personnel, in systems of recruitment, promotion, assignment and retirement, in methods of administration and outlook. . . . The Foreign Service consists of a closely-knit corps of line officers, mostly of general rather than specialist ability, recruited on the basis of rigorous and competitive examination, entering at the bottom rank, promoted by 'selection-out' procedures and available for assignment wherever the changing needs of the Service require."

While I realize that Mr. Gullion speaks specifically of the career Foreign Service officer in the paragraph quoted, what he says is applicable also to a large number of the officers of the Staff Corps who have risen to responsible positions after many years of service abroad. Unlike the so-called "specialists" who recently entered the Service and now form a part of the Staff Corps, most of the Staff Vice Consuls and Consuls are, like the Foreign Service officers, "mostly of general rather than specialist ability." The latter cannot and should not be put in a slot in order to classify their abilities and usefulness to the Foreign Service.

BEN ZWEIG, FSS-7.

Comments on Mr. Robertson's Article in February JOURNAL

Washington
March 3, 1949.

To the Editors,
AMERICAN FOREIGN SERVICE JOURNAL:

I am shocked by certain of the statements in the article entitled "Retired Foreign Service Annuities" in the February issue of the *Foreign Service Journal*, by F.S.O., retired, W. Henry Robertson. I refer particularly to the statement that the Department's proposed Bill "reduces us to the annuity status of janitors and charwomen." The article adds, "Under this Bill, a distinguished Ambassador, or Minister, or Consul General retired as an officer of Class 1 is offered the humiliating choice of a raise of his pension 'By 25 percent or $420.00, whichever is the lesser'." Further along in the article, Mr. Robertson states that "to undertake to class us with millions of clerks would violate all official dignity and usage."

Perhaps I have misinterpreted the author's attitude, but the impression made on me by these statements is that he considers the Foreign Service an elite group of individuals who should be set apart, treated with especial dignity, and not grouped with other Government employees.

There are sound reasons for liberal retirement privileges for the personnel of a service which requires long duty abroad, often in unhealthy climates with inadequate medical and educational facilities for children, etc. Most important business firms with special foreign service staffs recognize these facts and grant special retirement facilities as inducements or in compensation for extra hardships and expenses incurred by life abroad.

But every employee who lives abroad risks his health and has as many difficulties as the next in educating his children, no matter whether he is an Ambassador or a file clerk. We in the Foreign Service must base our claims for liberal retirement on solid grounds. We must refute vehemently any implication that foreign service personnel are a better breed than the civil service, and certainly we must repel any notion that officers would consider themselves "humiliated" by being treated like clerks, or that such treatment would "violate official dignity."

Any tendency to regard one group in the American Governmental system as an elite corps set apart from others is dangerous. Moreover, claims to special dignity for offi-

cers, or fears of humiliation by association with clerks, are undemocratic and un-American.

Fortunately, I do not believe that such thinking is widespread in the Service, but whenever it is manifest, the Service itself should repudiate it thoroughly.

GEORGE V. ALLEN, FSO

The American Institute for Foreign Trade
Thunderbird Field 1
Phoenix, Arizona
March 12, 1949

To the Editors,
AMERICAN FOREIGN SERVICE JOURNAL:

Three ringing cheers for gallant Consul General Robertson and his manful campaign for justice for the retired officers! Also warm praise and thanks to the JOURNAL for facing up to the problem publicly, and to the Department's officers who have submitted rectifying bills. The JOURNAL has come a long way from its fledgling situation when I got out the first ten issues and often had to wait three months to get copy cleared by the late great Wilbur J. Carr because neither he nor I knew how far we could go.

I wish to align myself strongly with Mr. Robertson and with the Department's unapproved bills for "the upward adjustment of annuities in proportion to increases in active duty pay in the same manner as for retired Army and Navy officers." No question is ever settled until it is settled rightly, and now that the matter will be openly discussed we can hope that the President's program will soon be retouched to give us equality with the armed services.

Your comments on the situation of Service widows seem to me fair enough. I happen to be personally acquainted with retired Army officers who envy us this feature of our system. It is true that retired married officers have to live more quietly than retired unmarried officers, having renounced 20 percent of their annuities; but marriage is worth it, and I prefer tranquility (knowing that my wife's future is secure) to better income. The 5 percent contribution system also seems eminently desirable, and has the merit of making the pension arrangement defensible.

Probably every retired officer concurs in Mr. Robertson's main point that the retired pay should have been increased *pari passu* with the active pay. There *is* a feeling amongst some of us that the men who put through the pay increases walked away with their own improved status and left us to our straitened state, showing an inexpedient lack of *esprit de corps*. But we cannot judge their attitude because we do not know the circumstances. The main point is that it is palpably inequitable to allow the veterans to sink into discreditable neediness while their younger colleagues who are still active (and have many ancillary advantages which were not ours) are given more adequate remuneration. I am ashamed that I have not given the time and strength to help fight the good fight sooner: I have been busy and fatigued in earning to meet my family responsibilities. After five years of college teaching—a nervous and onerous profession in which I have carried a full load, out of need—I find that my heart is rebelling; and after June I shall have to live on the 1923 pension.

The ways and means of making our point to the Bureau of the Budget must be determined by these career officers who are in contact with the Under Secretary and the Bureau. When all the officers in the Service, both active and retired, have grasped the point that their old age is insecure it seems possible that the American Foreign Service Association might submit resolutions to a universal Service plebicite which would have a crystalizing usefulness. Whether the pay was raised by Pay Acts or the Act of 1946 seems immaterial, since in practical fact every officer retired under the 1946 arrangements will receive one-third more pension than his carlier colleagues. I have been watching the Service situation since 1906 when as a senior in college I decided to enter the career, and it would seem to me that unquestionably there will be further pay increases as the decades pass, so that unless there is a guaranteed provision for adjusting retirement pay along with active pay we shall have "waves" of ill-pensioned officers from time to time. The young men who are considering the Service as a vocation today might be interested to be informed of what is happening to the officers who pioneered the modern career. (You have noticed how few retired officers have responded to the JOURNAL's request for letters to be published, and that those who have written are mainly men with private pecuniary resources. We don't like to be beggars showing our plight.) The armed services do adjust for their elder men better.

As to the Bill now before Congress to provide exiguous flat increases in the retired pay, it would appear to be of minor interest since it does not go to the heart of the problem. Your view that we should not differentiate ourselves too sharply from other servants of the people is obviously correct, but it would apply with equal force to Army and Navy officers. The salary scales like the pensions scales must reflect the fact that the War has imposed hardships on all citizens. The one-third increase which you have received is far from sufficient to compensate the rise in your cost of living expenses in dollars. The proposed pension increase (flat rate), of course, is infinitely less consonant with current realities. It amounts to exactly 7 percent in my case, and if it is enacted my dependents and myself will be reduced to a manner of life about 40 percent lower than Congress planned in 1923.

It is heartening that the JOURNAL and the Association are giving such full attention to this crucial matter,—crucial if the Service is to be well-maintained. We all have the utmost confidence in the sincerity and ability of the senior active officers who are engaged in consultations with the President's representatives, as well as in the character and capacity of those gentlemen themselves. Like Consul General Robertson I earnestly hope that all the retired officers will contribute to the discussion in such measure and manner as is found to be appropriate.

WESLEY FROST.

Scholarship Opportunities

School Guidance Center
1247-20th St., N. W.
Washington 6, D. C.
December 31, 1948

To the Editors,
AMERICAN FOREIGN SERVICE JOURNAL:

In your December issue of the JOURNAL there is a letter from Mr. Leonard E. Thompson regarding the expense of educating a Foreign Service officer's child in America.

It has been my experience during the past several years that in every case where a scholarship has been requested in a good American boarding school, the school has pro-

(*Continued on page* 53)

It's a Dog's Life

By NICKY
A Foreign Service Dachshund

The bossman bought me from a kennel near Nottinghill Gate in Bayswater in the spring of 1942. I was born, with several brothers and sisters, during an air raid, and it's been a blasted blitz in this foreign service game ever since. However, the life has been tolerably pleasant, with ups and downs and plenty of variety, and other service dogs might like to hear my story.

The family name is von Kargollsheim. A waiter in Schmidt's, in Charlotte Street, Soho, brought my grandparents over to England in the year of the "Peace in Our Time" business, and my father and mother are native Cockneys. During the war Schmidt's functioned without hindrance, and I was raised on Eisbein bones and Schnitzl scraps.

I don't remember much from the London months, except lonesome days when the bossman was in the Embassy; and being put in a box under his bed, when the raids came. Sometimes he took me to No. 1 Grosvenor Square, but it was no fun being pawed over by diplomats and their secretaries.

We sailed in September 1943 for the States, on the Queen Mary. The waiting in cold Gourock was tiresome, the boat crowded with returning soldiers; and the food, at least my part of it, foul. The bossman and his cabinmate, a Major, had to wear their life jackets all day and night. They cut up an extra one to fashion one for me. I heard them say that, if they were torpedoed, they could use *me* to appease the sharks until a lifeboat could pick *them* up. It's a dog's life all right. I won't forget that one.

We finally arrived in New York and I had a few days in New England with the bossman's parents, and was soon homesick for London with all its troubles and blackout. The town dogs all wanted to hear of my experiences in England, but they soon became uninterested. They seemed to resent the attention I was receiving from the girl dogs of the village. I was only a year old then and my breed is strange in Connecticut. However, the girls found me amusing to look at.

Fortunately, we soon went to Virginia Beach where I met the bossgirl and the children of the family. The house was right on the water and the weather was still warm enough to dog-paddle; the hard way of course, but it was fun. There were native dogs on the beach and my bark acquired a mellow local twang.

The bossman, using even less intelligence than I ever thought he hadn't, decided to return to London for another year's tour, and luckily without me. So I had a pleasant year at the Beach with the bossgirl and the two kids. This was the best time so far, at least a normal dog's life. The soldiers from Camp Pendleton were my good friends and called me Schicklegruber. I was their mascot when they came to the beach on swim detail. I liked their song "You're in the Army Now," which they roared at me. But I never did want to get rich.

Well, in 1944 the bossman returned from the wars, throwing his weight around the cottage and carrying on as though he was a ruddy hero. He packed up, put us all on the train—me in an orange crate in the baggage car—and off to Mexico with the whole merry gang, including Napoleon (the canary). I went right through to Laredo, in a county called Texas, three bloody cold nights and days, while the family detoured to South Bend to pick up a car. By the time I reached a place called St. Louis, I had chewed my way out of the crate and was tied to a trunk-handle by the conductor, who gave me water and dry bread.

At Laredo, the railroad turned me over to Vice Consul Crockett and I had four comfortable days on his veranda. Then the family finally arrived and the bossman casually asked the consul if a stray dachshund had been picked up by the dog catcher.

From there we drove to Mexico City, three days,—uphill, downhill, and curves. All this time in the back seat, in the front seat, and being scuffed when I got wound up in the clutch and brake pedals. No time to get out of the car when I urgently had to, and bawled out when I couldn't resist. I know now it was only because it was a new car.

One diversion at least was when the canary died, halfway between the border and Mexico City. He had had rough going in the cage and, one morning south of Monterrey, gave a loud chirp and bopped out. The kids cried, the bossgirl cried, and the boss made a big brave show of building a cairn of stones on the side of the road. To keep the vultures away, he said. This pause gave me a chance to run around and chase a lizard. When I joined the mourning family and sniffed at the cairn, I heard the bossman say he wished I was under the rocks, instead of poor little Napoleon. So it's still a dog's life, all the way.

Nicky, FSDH

The three years in the City were quite happy, in spite of the altitude. The town was full of dachshunds; long ones, miniatures, black and tans, red ones, smooth and curly haired ones, plus combinations. I was then, as they say, coming into young doghood, and happy to encounter my own kind. Taking the long view, no other breed of canine likes a dachshund, fundamentally. (Pardon that cockney pun.)

However, I did get to like a little boston bull next door. Her bossman was a Mexican army colonel. The Bostoñita and I became good friends, and one day she presented the colonel with six puppies. Her bossman stormed over and barked fire at my bossman. I hid in the garage. After an hour I peeked out and saw them drinking cut-rate embassy whisky in the patio, laughing and telling what sounded like salty Spanish jokes.

(*Continued on page* 50)

Our Retired Officers

The Editors of the JOURNAL *believe that our readers are keenly interested in the whereabouts and activities of former members of the Service. Retired Foreign Service Officers are being invited by letter (several each month) to send in for publication a brief description of their present dwelling place and occupation, with whatever details as to hobbies and future plans they may care to furnish. It is hoped in this way the widely separated members of the American Foreign Service Association may keep in touch with one another and preserve the common ties which unite them.*

From Hon. John K. Caldwell

P. O. Box 12,
Robles Del Rio, Calif.,
Tel. Carmel 13 J 2.
January 31, 1949.

Having now come to anchor I send this tardy response to the kind invitation of the JOURNAL, in the hope that our present "whereabouts and welfare" may be of interest to old friends, and that we may have the pleasure of seeing some of them when their travels bring them this way.

Although for some years we had felt that this was the part of the world we'd choose after retirement, we did not make a final decision and purchase a house in advance of that event, and for more than two years we lived in Washington, D. C.

Last year we chose this California redwood bungalow, on an acre and a half of wooded hillside, with a view through live oaks and bay trees across the Upper Carmel River Valley. Below us is a walnut grove, and beyond that the cattle ranches extend up the sparsely wooded mountain slopes.

We are 14 miles up the valley from Carmel-by-the-Sea, and the fogs which often envelop that picturesque and otherwise charming place seldom reach us.

We have several rows of berry vines, a dozen small fruit trees, some lawn and flower beds. The remainder of the ground is left in its original condition, except for clearing some of the underbrush. What with combatting gophers and the nocturnal inroads of wild deer even our modest undertakings involve considerable labor, but as we can set our own pace we do not find this work unduly arduous.

A few large holdings still remain in the valley—one has 23,000 acres—but the nearer cattle ranches and the fruit farms along the river are rapidly being cut up into smaller plots. There are a few big houses hidden among the trees on the mountain sides and up the narrow canyons, but most of the buildings are of average size, usually on about an acre of ground; many have corrals for riding horses, but the cost of feeding animals is fast reducing their number.

For many years Robles Del Rio contained only summer cottages, but about fifteen years ago permanent residents began to settle here and they have increased very rapidly during the past two or three years.

About a mile down the mountain from us is "Rosie's Cracker Barrel," which is the nearest general store, and until recently was the only store and the postoffice for this entire area. Now, however, there is springing up across the river a group of buildings called "Los Laureles Village" and containing already a small shopping center, restaurants, service station, and a newly opened postoffice—to which we go for our mail. Near the village is a small private airplane landing strip. There are now about 3,000 residents within two or three miles of this center.

This has been the coldest winter here in many years, but even in an average winter a wood fire in the open fireplace is a very welcome addition to the heat of the oil floor furnace, and the supplying of this fire affords a winter occupation. Normally the temperature on the coldest winter nights is about freezing; and although the mountains a few miles further up the valley, at an elevation of 2,000 to 5,000 feet, become snow covered, flowers continue to bloom in our gardens.

The local community includes both people who have retired from business and profcssional life, and those who commute each day to occupations in Carmel, Monterey (18 miles), and Salinas (21 miles). This is a pleasant and congenial community, and we have found many old friends, friends of friends, and delightful new acquaintances in and near Carmel. San Francisco is only about 125 miles away, with a good motor road and trains from both Monterey and Salinas.

With reading, letter writing, work in my small carpenter shop, photography, care of the house and grounds, and visits with friends, our time is occupied most pleasantly. As in the past, we do not have time enough for all we would like to do; the difference—and pleasure—lies in the fact that now we can choose how the time shall be spent.

While this locality has a pleasant climate, with much sunshine, to us that is not its greatest advantage; we value most our associations with people—not only with our friends, but with practically all with whom we come in contact. We have found that here people in general have time and disposition to be spontaneously friendly and helpful. In these days that is worth a great deal.

JOHN K. CALDWELL.

From J. Holbrook Chapman

Spring Willow Farm
Wittman, Talbot County, Maryland
February 3, 1949.

I am grateful for your invitation to send for publication in the Journal a brief description of my retreat and occupation in retirement, together with appropriate details as to my hobbies and future plans.

Although I doubt that what I have to relate on these subjects will be of absorbing interest to many, in the hope that some former colleagues may take note I have pleasure in submitting the following data.

(1) Habitat: Spring Willow Farm, Wittman, Talbot County, Maryland, 50 acres, on shore of Chesapeake Bay. Comfortable farmhouse of respectable antiquity susceptible of improvement.

(2) Occupations: All of those concomitant with and inseparable from present day modest country living, including general housework (in collaboration with my wife of course), gardening, miscellaneous repairs and renovations to buildings, equipment, vehicles, etc.; also care of livestock (feathered varieties only).

(3) Hobbies (when there is time): Golf, shooting, fishing, sailing, bathing, crabbing, landscape gardening, cabinet making, and needle point.

(4) Future plans: As much more of (2) and (3) above as the old frame can absorb. In this connection I quote my local doctor, who said:—"It takes a strong man to retire!"

In conclusion my wife and I wish to say that we will be happy to extend a warm welcome at the farm to those former colleagues who may venture into the wilds of Maryland's Eastern Shore.

J. HOLBROOK CHAPMAN

(*Continued on page* 52)

Want 3 wonderful surprises ...in a few minutes?

Install Super-Cushions on your car and here's what you'll find— in your first few minutes behind the wheel:

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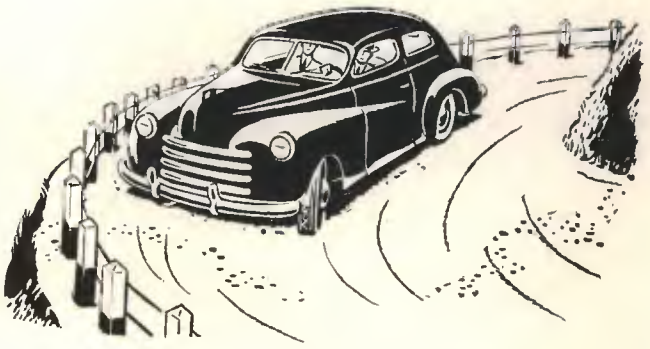

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3. Fewer rattles, less vibration . . .

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MORE PEOPLE, THE WORLD OVER, RIDE ON GOODYEAR TIRES THAN ON ANY OTHER MAKE

(*Continued from page 9*)

and administrative tasks; and he has fought his way up to interesting political and economic work, including a Departmental assignment, only with the greatest effort.

In the Department, however, he finds people with interesting jobs in the policy field which it seems to him they have plucked ripe from the Christmas tree. He cannot understand, having served a long apprenticeship in foreign countries, how the Departmental officer can hope to consider himself competent in diplomatic matters when his background has been largely academic, or when non-academic often not in the foreign affairs field. And even when he gives the Departmental man full credit for his abilities, there is a lingering emotional resentment, often subconscious, that he should have been able to get so easily into the kind of work the FSO spends half his career striving toward.

Aside from this, there is another set of factors requiring some consideration. The FSO and the Departmental officer have different sets of social values, derived from their membership in different social systems. To the FSO the Departmental officer's qualifications for foreign affairs often seem inadequate because he has not won his spurs on the firing lines of diplomacy. But neither is the Departmental man particularly impressed by Foreign Service rank, title or attainments, since those things are principally meaningful in a social system which is unfamiliar to him. He is more inclined to value his own claims to prestige, which include such things as graduate and professional degrees, scholarly books published, academic or government positions held, military rank during the war, money made in business, and a variety of such things. Generally speaking, therefore, individuals on both sides being human, each service tends to undervalue the other's symbols of status and distinction, while expecting respect for its own.

Such an essay as this could go on and on. Perhaps enough has been said, however, to show why, when one service operates almost entirely at headquarters and the other almost entirely in the field, differences in attitude and outlook are bound to develop, with some resulting friction.

Yet the truth of the matter is that the FSO and the Departmental officer supplement each other's abilities in a way which is greatly to the advantage of their combined job, if all possibilities of harmonious teamwork could be realized. The Department needs the Foreign Service officer's perceptive mind, his intuitive familiarity with foreign countries and peoples based on intimate personal experience, his seasoning in a long series of difficult situations, and his skills as a tactical operator. Equally, it needs men with long experience in the home scene, with a flair for winning the cooperation of their fellow Americans under Washington conditions, with competence in a long list of specialized fields which are involved in our foreign relations, with the habit of looking at the nation's role in world affairs in broad perspective, and with the dynamic forward thrust so characteristic of the American approach to problems.

Will the desired teamwork be achieved under the proposed amalgamation of the two services into one combined Foreign Affairs Service? Certainly some very real gains can logically be expected from amalgamation. Yet it is important that we do not expect too much.

The Hoover Commission Task Force which studied the Department of State was impressed by what it called a "cancerous cleavage" between Foreign Service and Departmental personnel. As one who has worked closely over several years with people of both services, I could not

(*Continued on page 38*)

The Johnson QD—a new *kind* of outboard motor—5 years in development—engineered throughout for Gear Shift Control and including:

- **Neutral-Forward-Reverse**
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JOHNSON SEA-HORSES *for DEPENDability*

STATE DEPARTMENT AND FOREIGN SERVICE

(*Continued from page* 36)

entirely accept this analysis. In any organization there are always internal groupings of personnel in accordance with occupational roles and statuses, mutualities of interest and social congeniality. Despite the differences in personnel attitudes which have been described above, they are not the only ones which exist in the Department; one could also point out differences between older employees and newer ones, between those working on problems of substantive policy and those providing administrative services, between those working on economic problems and those concerned with politics, between those interested in particular areas or countries and those concerned with multilateral organizations, between those interested in relations between governments and those interested in relations between populations.

These other groupings cut across any grouping based on membership in the Foreign Service or Departmental service. Even if every employee of the amalgamated new service were to be made into a generalist in systematic rotation through every different kind of work involved in our foreign relations, some internal distinctions would certainly continue to exist. One of the most marked characteristics of the Department of State as an organization is its amazing diversity of function, which makes a high degree of functional specialization a necessity. The people recruited for these various kinds of jobs are always going to come from a variety of American backgrounds and to be of a variety of personality types—unless, God forbid, we should decide to recruit in childhood and develop a corps of Janissaries.

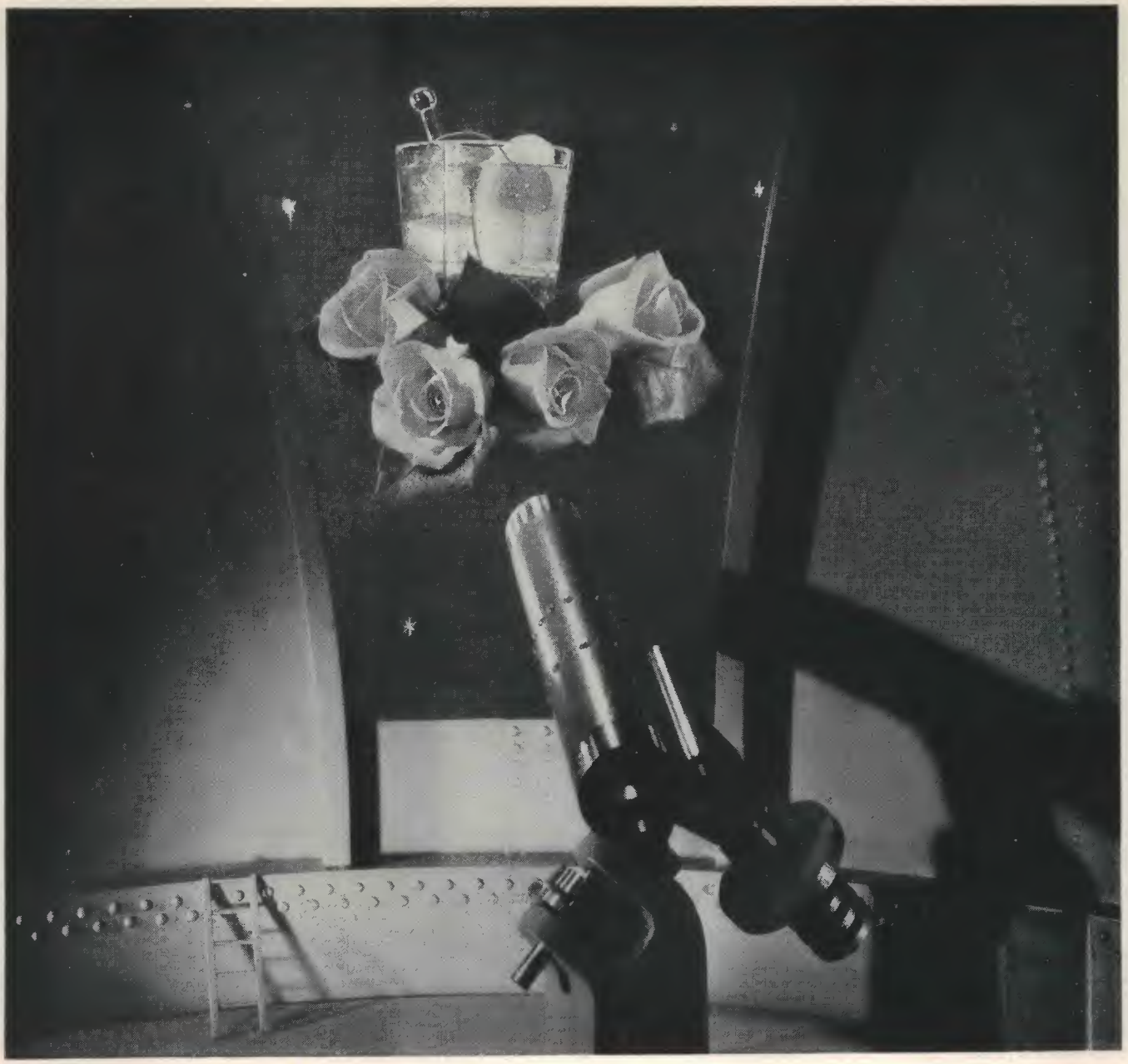
Under forseeable conditions, then, complete harmony of viewpoint and complete fraternalism of personnel can not be expected, no matter what the system. Even with the highly standardized system of selecting FSOs which has existed since 1924, this kind of unity has never been achieved in the Foreign Service. We could hardly expect to achieve it, therefore, under a combined service—even assuming that any one wanted it.

A more workable concept is that of "orchestrated heterogeneity"—that is, an employee group composed of highly diverse elements which nevertheless work together in effective teamwork. This concept does not imply the necessity of achieving complete harmony on the operating level, but it does place heavy demands on top management for policy formulation and executive leadership. The Hoover Commission proposals for the reorganization of the Department's top command are therefore steps in the right direction. The musicians in an orchestra do not all have to be socially congenial to play a Beethoven symphony if each man is skilled at his own instrument, each one has the right sheet of music in front of him, and the conductor, working from the complete score, provides the necessary direction to the ensemble.

As far as the Foreign Service and the Department are concerned, let us by all means have amalgamation, to the extent that it is practical and feasible, and let us hope that it brings real and lasting improvement. But the problems involved are delicate and complex, and must be handled carefully if we are to preserve the morale and obtain the best efforts of both home and field personnel.

However, we do not need to wait for amalgamation, which will have to take place over a period of years, in order to effect immediately some needed improvements in

(*Continued on page* 40)



Evening Star

THE STAR shown above will be recognized in both hemispheres as a very welcome one to sight at nightfall.

For the picture, in full color, was used in one of the famous Four Roses advertisements appearing in U.S. magazines.

Through such advertisements, people the world over have come to recognize the four roses as the symbol of a perfect drink.

Your guests will welcome the light, distinctive flavor of Four Roses. And *we'll* appreciate your serving it ... for your sponsorship is highly valued in introducing this fine whiskey abroad.

FOUR ROSES

AMERICA'S MOST FAMOUS BOUQUET

Bottled in the U.S.A. by Frankfort Distillers Corporation, New York City

STATE DEPARTMENT AND FOREIGN SERVICE

(*Continued from page* 40)

inter-service relations. Each service needs to understand the other better; each service needs to rid itself of jealousies and suspicions directed against the other, and to realize that the interests of both lie in more complete cooperation; and each service needs more experience in dealing with the problems of the other. Let us then, while exploratory planning for amalgamation goes forward, try to put into operation a far more generous progress of home-and-field personnel exchanges, and work steadily together toward that fully effective teamwork in foreign affairs which the national interest demands.

THE MANPOWER ACT

(*Continued from page* 13)

didate's knowledge of the geography, history and economy of the United States. Particular stress was laid on these questions.

The Panels were guided in the questioning of candidates by the summaries of the information obtained by the Chief Special Agent and the Secretariat of the Board of Examiners. These summaries were elaborate documents varying in length from two to thirteen closely typewritten pages. All of the documentation on which they were based was available to the Panels for reference. This accumulated information enabled the Panels to carry out the regulation of the Board of Examiners which prescribes that "The Panels, in determining the grade of a candidate on the Oral Examination, shall weigh his performance during the examination in the light of all available information concerning him."

At the end of the examination, after the candidate had withdrawn, the candidate was graded in accordance with the following instructions:

"At the end of each examination, each member of the Panel, before consulting with his colleagues, will grade the candidate on a scale as follows:

1—Very poor
2
3
4
5—Excellent

"These tentative grades will he handed to the Chairman who will read them aloud. In case of agreement, the tentative grade will become the final grade. In case of disagreement, discussion will follow. At the conclusion of the discussion, the members of the Panel will announce their final individual decisions which will then be averaged, and the average will constitute the final decision of the Panel. Grades lower than 2.5 will be considered definite failure. The names of candidates receiving grades higher than 2.5 will be placed on an eligible list from which appointments will be made."

In practice it was found that the Panel members were frequently unanimous and that they seldom differed among themselves by more than one integer. There were twenty-one possible grades under this sysytem: 1, 1.2, 1.4 ****4.6, 4.8, 5. If a candidate received a grade of 2.6 or higher, the Panel proceeded to determine the class for which he should be recommended for appointment in accordance with regulations which prescribed that the recommendation should be based upon the age, experience, and ability of the candidate.

(*Continued on page* 42)

How roomy! Here's a corner of the huge main cabin. The new lounge-type seats are wonderfully restful. You'll find there's plenty of room for roaming.

Berths are extra-large. You may order your breakfast in bed!

Pan American—first with *double-deck* luxury airliners!

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For latest information about this new luxury Clipper service, keep in touch with your Travel Agent or local Pan American office.

PAN AMERICAN WORLD AIRWAYS

World's most experienced airline

THE MANPOWER ACT

(*Continued from page 40*)

Both in the determination of the grade to be assigned to the candidate and in the determination of the class to which a successful candidate should be recommended for appointment, the Examining Panels bore constantly in mind the competitive nature of the examination. Candidates were competing against each other and every practicable effort was made to judge their qualifications by fixed standards applicable to all candidates.

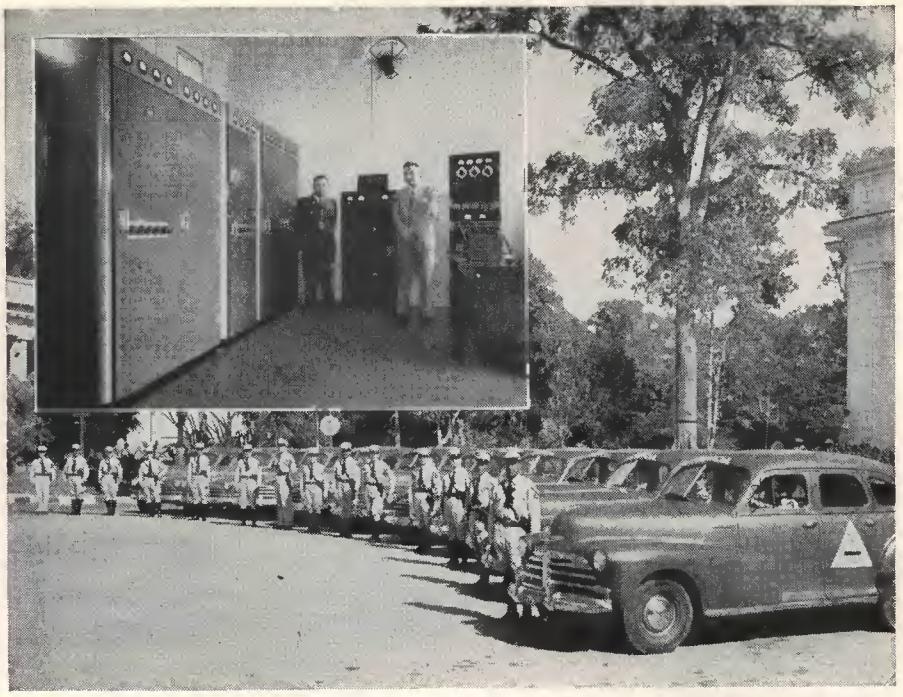
When candidates received passing grades, that is, grades of 2.6 or higher, in the Oral Examination, they were directed to present themselves at an Army, Navy or Public Health Dispensary for a Physical Examination.

Candidates who had met all of the requirements were placed in what was known as the "pool" of eligible candidates. As neither the number of candidates to be examined, nor the number who would pass the examination could be ascertained in advance, and as the number to be appointed was not definitely determined in advance, it was impossible to appoint immediately all of the candidates in the "pool." In December 1946 the Director General of the Foreign Service directed that the candidates with the highest grades should be recommended for appointment and he fixed the "skimming level" at 3.6. In January 1947 the "skimming level" was reduced to 3.4. The Executive Director of the Board of Examiners acting on behalf of the Board certified to the Chief of Foreign Service Personnel the candidates who were "skimmed" as eligible for appointment. Appointments began in January 1947 and continued until June 1948.

The Act provided for the appointment of "not to exceed 250 persons to positions as Foreign Service officers." When the examinations began no determination was made of the number of officers to be appointed under the Act. It was generally understood, however, that 250 would be appointed and this understanding was officially expressed on October 1, 1947 when the Executive Director of the Board announced that he had been authorized to state that the Department of State felt justified in proceeding on the assumption that 250 candidates would be appointed under the Manpower Act. When the requested appropriations for the Foreign Service were reduced, first by the Bureau of the Budget, and then by the Congress, it became evident that this assumption was not well founded and that the intention to appoint 250 officers could not be carried out. Finally in June 1948 the Assistant Secretary of State in charge of Organization and Administration directed that the "skimming level" should be reduced to 3.2 and that no appointments should be offered to candidates whose grades were below that figure. This resulted in making the number of candidates definitely eligible for appointment 205. Of these six withdrew their candidacies before they were certified to the Division of Foreign Service Personnel. Of the 199 who were so certified 33 declined appointments and one was rejected by reason of his physical condition. That left 165 who were appointed.

In view of the great interest displayed by the candidates in receiving appointments, the large number of those who declined appointments was unexpected. Inquiry made clear that it was due for the most part to the fact that Foreign Service salaries had between 1946 and 1948 lagged far behind salaries in business and industry and that although Civil Service salaries had not been raised this fact was often compensated for by rapid promotion in the Government departments. Thus, candidates who had looked forward enthusiastically in 1946 to an appointment as Foreign Service officer in many cases found in 1948 that they could not

(*Continued on page 44*)



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Citizens in towns formerly without long-distance telephone service now talk freely with other cities by RCA radio-telephone equipment.

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745 FIFTH AVE., NEW YORK, N.Y., U.S.A.

THE MANPOWER ACT

(*Continued from page* 42)

in justice to their families accept the reduction in income which an appointment would entail.

I shall permit myself to conclude this rather arid explanation of administrative procedures with some personal reflections.

To paraphrase the well known line from *The Pirates of Penzance:* "The Examiner's life is not a happy one." A man whose official duty requires him to say "No!" orally and in writing day after day to hundreds and even thousands of disappointed candidates—I estimate that I have had to say "No!" approximately 10,713 times since the war—becomes acutely aware of the fact that he would have little chance in a popularity contest. The overwhelming majority of the unsuccessful candidates take the adverse decision like men and if, in their natural disappointment, there is an admixture of rancor, they at least make no audible complaint. There remains, however, a large minority every one of whom has friends and some of whom have highly influential friends. The vociferous complaints of this minority and their friends more than make up for the silence and apparent resignation with which the majority accept the decisions of the Board.

There were 2,542 applicants for designation to take the examination under the Manpower Act; of these 3 dropped out before their applications were screened; 1,722 were found ineligible for designation; and the process of saying "No!" began. Then of the 710 who appeared for examination (107 elected not to appear) 380 failed; and of the remaining 330 who passed only 205 were ultimately offered appointments. Obviously many highly intelligent, highly educated, and highly competent men with excellent records of performance were necessarily included among the 2,334 who participated in the competition under the Manpower Act and were unsuccessful. Among them was the inevitable minority which I have learned to expect, but as the applicants under the Manpower Act were older than the applicants in our examinations for appointment to Class 6 and had for the most part more influential friends, the complaints and pressures to which I was subjected far exceeded in vigor and persistence those to which I had become accustomed. Some candidates alleged prejudice. For example, in one case I was personally accused of bringing about the failure of a candidate because of a supposed prejudice against the rather obscure Christian church to which he belonged. A few alleged unfairness of one kind or another, but the larger number were content to rest their case on the alleged failure of the Screening Committee or the Examining Panel to assess at their true value the capabilities and potentialities of the candidates. Two went so far as to threaten suit; and two made the more serious threat that they would have me pilloried by newspaper columnists. Perhaps a score appealed to their senators and representatives in Congress urging them to bring about a reversal of the decision. Here I may state parenthetically and emphatically that in no case did this result in anything more than a request from the Hill for a statement of the facts. The really difficult complaints with which I had to cope were those of my colleagues in the Department and my friends in the Foreign Service who felt that some error had been made or some injustice done in the cases of some of their particular friends among the candidates. These complaints were transmitted by word of mouth and by letter, telegram and long distance telephone from all over the world. One highly placed official went so far as to state that although he had had faith in the system of examinations until Mr. X failed to

(*Continued on page* 46)

Canada Produces Gold for all the World

Canada, world's second largest producer of gold, exports more than ninety-five percent of her product—an important contribution to the world supply of this universal medium of international exchange.

Canada Produces a fine Whisky for all the World

To 103 countries Canada sends Seagram's V.O., one of the world's finest whiskies. Distinctively different in taste, Seagram's V.O. Canadian Whisky is known all over the globe for its smoothness, light-body and delicate bouquet. For the lightest, cleanest-tasting whisky you have ever enjoyed, try Seagram's V.O. Canadian Whisky. Then you will know why: *Men who think of tomorrow drink Seagram's V.O. today.*

Water Tells the Truth about Whisky

• Good, pure drinking water brings out the true nature of any whisky. Try it and see how wonderfully Seagram's V.O. passes this simple, all revealing test:

1. Add good drinking water (plain or soda) to an ounce or two of Seagram's V.O. (with ice, if you prefer). Now lift the glass and breathe in that tempting, inviting bouquet.

2. Sip slowly—enjoy the distinctive taste—the rare delicacy—the light-bodied smoothness of Seagram's V.O. Then you'll agree that to be *that* good with water, it must be a more satisfying whisky with any man's favorite mixer.

Seagram's V.O.

CANADIAN WHISKY

It's lighter—It tastes better

THE MANPOWER ACT

(*Continued from page* 44)

qualify, he was now convinced that there was something fundamentally wrong with the whole system. Some of the criticism was directed rather against the Manpower Act itself than against the administration of the Act. More difficult to cope with than adverse criticism of whatever nature were the occasional forcible suggestions that this or that regulation, although properly applicable to the mass of the candidates, should not be applied to the disadvantage of Mr. Y. who was well and favorably known in influential circles. In one case, adverse criticism "backfired." It had to do not with the decision in the case of an unsuccessful candidate, but with the decision in the case of a successful candidate. An important official inquired with scorn why Mr. Z. had been considered qualified to pass the examination. I replied that the official's own very laudatory recommendation had turned the scales in Mr. Z.'s favor. Somewhat abashed, my interlocutor said that the recommendation had been written for the record and did not represent what he really thought of the candidate. All in all I can be pardoned perhaps for having heaved a great sigh of relief when the administration of the Manpower Act was brought to a successful termination.

(See tables on pp. 12, 13, 14.)

LABOR IN INTERNATIONAL AFFAIRS

(*Continued from page* 17)

Duties of labor attachés vary considerably according to the interests of their home country. Attachés of the United States are interested primarily in problems having broad political as well as social and economic importance. The labor attachés of other countries have as one of their primary duties attention to the welfare of their nationals who have emigrated abroad.

The special qualifications required of United States labor attachés are primarily knowledge of labor economics and of the American labor movement. They are also expected to have or to acquire thorough up-to-date knowledge of the history of the country of their assignment and of its labor movement. Knowledge of the language of the country of assignment is considered of especial importance for labor attachés, since they must as far as possible gain close familiarity with the opinions and special characteristics of the people, especially the workers.

United States labor attachés have to deal with both political and economic problems. When a major strike occurs, the labor attaché must understand its political as well as its labor implications. In the case of the French coal strike last fall, for example, the Embassy in Paris naturally relied extensively on the views of the labor attaché in gauging its significance and effect. The political actions and tendencies of important labor movements are of constant concern to American labor attachés because of the power and influence of labor's political activities in many parts of the world.

The American labor attaché must also report on many other subjects, such as legislation on employment and unemployment policy, industrial relations and wage policy, immigration and emigration regulations, and economic recovery and reorganization. These reports are used by the Department of State, the Department of Labor and other government agencies.

The American labor attaché unquestionably has the opportunity to make important contributions to the formulation of United States foreign policy. To do this well, he should be in close association with labor leaders and rank and file working people of the country where he is stationed. In

(*Continued on page* 48)

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MODEL X-577

Keep abreast of the latest developments in this fast moving world! Listen to world-wide broadcasting with a receiver scientifically engineered for export use, thoroughly climate-protected, rigidly tested for perfect performance anywhere!

Here's a General Electric model, famous for appearance and exceptional service—the X-577. This seven tube radio brings you all the glorious tone of much larger models, plus spread-band station selection and remarkably clear reception from great distances.

Five broadcast bands — one standard and four short wave—put wide horizons of exciting entertainment at your finger-tip! When you see its impressive hand-rubbed mahogany cabinet and hear its rich, realistic tone, you'll know you've found your favorite radio!

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GENERAL ELECTRIC

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LABOR IN INTERNATIONAL AFFAIRS

(*Continued from page* 46)

this he has an advantage over many other officers of his mission whose duties prevent their getting about, to the same extent, among the working people. The labor attaché is one of many proofs that diplomacy is no longer a business which can be accurately characterized by an arrogant and aloof gentleman in morning coat, top hat, striped pants, and spats. He is recognition of the fact that all over the world the common people are coming to have an increasing interest and voice in world affairs, wherever free institutions are permitted to operate. The trade unions as we know them in America are one of the most democratic of all popular organizations. With increasing strength and self-confidence they are rising to take their appropriate place and assume their responsibilities in public life.

The Foreign Service and State Department are well aware of this situation and have adapted themselves to it.

NEWS FROM THE FIELD

(*Continued from page* 23)

are in addition to a house on the Via Appia Antica for the Minister Counselor and the five apartments for senior officers on Via Pinciana overlooking the Borghese Gardens.

A dance sponsored by the Overseas School of Rome at the Grand Hotel on December 18th, apart from being a financial success, was a most enjoyable gathering of the American and British colonies.

Under the patronage of the two Ambassadors and the management of the parents themselves, the School is housed in a smaller building on the Villa Tolonia property, where Mussolini lived. The School now has over 90 children. Instruction is in English and the curriculum is designed particularly to meet the needs of children who have either come from or expect to return to the American or British school systems.

The high point of the younger set's year was a Christmas party given by Mrs. Dunn at Villa Taverna for the children (2 to 15 years) of all Embassy and E.C.A. personnel in Rome. The crack of Saint Nick's whip was heard from the upper regions as the prelude to his appearance, in the well-disguised person of Homer Byington. He did the honors perfectly and distributed presents to almost 100 children.

Italy's convenient location and the Government's hospitality to international conferences was reflected in the Embassy being host to a regional meeting of Public Affairs Officers under the chairmanship of Assistant Secretary George V. Allen. Officers from nearby countries and from all the posts in Italy gathered for two days of conferences. The Embassy looks forward to welcoming similar meetings in the future.

OUTERBRIDGE HORSEY

QUITO

February 1, 1949

We have been play-acting, singing, taking pictures, making trips, and receiving distinguished visitors. Representative Carl Hinshaw, Republican, California, arrived in Quito with his son, William, on December 21, 1948. They called on the monument we have astraddle the Equator, and took photographs around Quito.

Our glee club made the rounds on Wednesday before Christmas, and sang carols before the homes of prominent members of the American community, the President of the Republic, and Embassies and Legations. We are told we

(*Continued on page* 50)

AMERICA GREW UP ON SALT WATER

...World trade keeps millions of Americans employed.
In return for our products, other countries send us essentials
that range from our morning cup of coffee to rare metals
for atomic research. The I T & T—America's largest system
of worldwide communications, including marine radio
service—believes that our national prosperity depends,
in a great measure, upon keeping channels of international
communication and trade open.

"...countries must send their goods to us in order to procure the wherewithal to pay for the things they need from us. And we need their produets also, for we require for our own national protection and standard of living articles and supplies whieh must be proeured abroad."—I T & T Annual Report, 1946.

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Associates of I T & T maintain electronic laboratories in the United States, England and France, and operate 35 manufacturing plants in 25 countries which are contributing immeasurably tn the rehabilitation and expansion nf communicatinns in a war-torn world.

WORLD UNDERSTANDING THROUGH WORLD COMMUNICATIONS

NEWS FROM THE FIELD

(*Continued from page* 48)

did bring a few tears. The wife of the President, Mrs. Galo PLAZA Lasso, invited us to sing at the stadium before 20,000 children to whom were being distributed Christmas gifts prepared by the good *dama*'s committees. To watch the expressions on the faces of these poor children as they loaded themselves with trucks, dolls, and balls, was a sight to inspire anyone with faith in this excellent President of Ecuador.

Mr. Reginald Bragonier, our Public Affairs Officer fresh from Embassy Panamá, on the occasion of entertaining the press and radio of Quito, organized an exhibition of the photographic work of our "Camera Club." The efforts of Messrs. Briggs and Walters and Dr. C. Glenn Curtis were displayed, along with those of a member of the American community, Mr. William MacIntosh.

The "Pichincha Players," the English speaking dramatic society of Quito in which several members of the staff are interested, has had a riot of fun with some American melodramas of the 1890's: "He Did Her Wrong," "Her Fatal Beauty"; "A Shop Girl's Honor," or "Wedded but not Wife"; and an adaptation of "The Shooting of Dan McGrew." All of these have been well received and have been produced in Quito and at the Shell-Mera oil installations in the Oriente region. Their current effort is a three act play, "Boy Meets Girl" (by Bella and Samuel Spewack); with the next one on the schedule, for May, "The Ghost Train."

B. L. SOWELL

IT'S A DOG'S LIFE

(*Continued from page* 32)

They then took me by force over to the colonel's house and made me face my shame. The pups certainly looked awful —black, tan and white, with bull dog heads, dachshund legs and long flop ears. So even in affairs of love it's a dog's life for a foreign service dachel. Thereafter in Mexico I was careful to choose my own breed to walk out with.

We came to Washington on assignment two years ago, and it's been a rather pleasant life in Georgetown, except for the annual rabies shots. I fathered a litter of seven fine sons and daughters in Falls Church last summer, my first (pedigree) American family. The bossman, in his usual avaricious way, claimed one puppy as the fee. This offspring was around the house for two weeks, eating my food, chewing up furniture, and being a general nuisance. He was fortunately given away to friends. As my grandpop used to say (he was too stubborn to learn English), "Vater werden ist nicht schwer; Vater sein, dagegen, sehr."

We have one year more here, and the bossman is already talking of the next post, places like Rio, São Paulo, Buenos Aires, and Valpo. I never hear old Londontown mentioned; and I want to go home. At least I hope it will be someplace where American canned dog food can be imported, wholesale and duty free. But it won't be.

Blimey, it'll always be a dog's life, for me.

(Ed. note:—Knowing only too well that the "bossman" (sic) would cash the check and spend the proceeds on bonded bourbon; the JOURNAL will compensate Nicky for his biographical sketch by sending him a case of dog food, freight and duty paid, to his next post, wherever it may be.)

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EXPORT DIVISION
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OLD SUNNY BROOK bourbon — a blend. OLD CROW — Bonded Bourbon or Rye.
BELLOWS PARTNERS CHOICE bourbon — a blend. P. M. De Luxe bourbon — a blend.
CRUZAN RUM — White or Gold Label. BELLOWS FINE CLUB — Distilled Dry Gin.

OUR RETIRED OFFICERS

(*Continued from page 34*)

From Harry F. Hawley

c/o American Consulate,
Cali, Colombia,
February 7, 1949.

Your request of January 17, 1949, that I send for possible publication in the JOURNAL a brief description of my present dwelling place and occupation, hobbies and future plans, et cetera, has reached me at Cali where I am doing the "busman on holiday" stunt,—visiting our oldest son, who is Consul here. Similarly two years ago, immediately following retirement, we spent the winter with our youngest son, then on duty at the Embassy in Port-au-Prince. We are happy that retirement has permitted us something of a reunion with them and with our other two children, gaining acquaintance at the same time with the grandchildren who have appeared on the scene.

Following our winter in Haiti we searched far and wide before settling finally on Old Saybrook in Connecticut as the place for our permanent residence. This is a quiet town on the shore opposite the northern prong of Long Island and just where the Connecticut River empties into the Sound. It is about three hours drive from New York City on U. S. Highway No. 1 and a little more than two hours by the Shore Line of the New York, New Haven and Hartford Railway.

Although the normal permanent population of Old Saybrook is about two thousand, in the summer time three or four times that number of people come to enjoy the bathing, boating and fishing. Actually we have so far done but little of that sort of thing, for having acquired with our house several acres of land we devote practically all our time to our garden. Though altogether lacking in farming experience, we nevertheless raised quite good crops of all the ordinary vegetables which supplied our table all last summer and with a surplus for friends. Also with much labor we dug in an asparagus bed which with good luck should begin to bear next year and endure, we are told, for another twenty,—probably for quite as long as we shall need to enjoy the fruit thereof. In addition we have something of a flower garden and big lawns, front and back of the house, with a hedge separating us from our neighbors, so that any spare energies are well occupied with grass cutting and hedge clipping.

I think that takes care of our hobby which, only incidentally of course, involves much hard work.

So far as concerns neighbors, I should say that the traditional New England conservatism has been quite lacking; they welcomed us warmly and have been most cordial and hospitable. We have made other good friends of retired couples like ourselves and altogether feel that our lot has fallen upon a very pleasant place.

We have been fortunate too in receiving visits from Foreign Service friends, for whom the latchstring always hangs out; among others who have favored us are the L'Heureux family, George Armstrong, Dick and Kay Boyce, Paul and Marian Squire, John and Harriett Fitzgerald, and the Andersens from Cali.

So, though it must be confessed that we miss the absorbing interest and activities and are frequently "homesick" for the old life abroad and in the service of our country (forty-four years of it!), we find compensation in the simpler pursuits of retirement and in regained acquaintance with our own United States.

HARRY F. HAWLEY

LETTERS TO THE EDITOR

(*Continued from page* 31)

vided most liberally to meet the financial burden of the Foreign Service officer. For example, one school, which has an annual tuition ranging from $1,600 to $2,000, accepted Foreign Service children last year at a tuition fee of $800 to cover tuition, board, plus extra lessons such as music and art.

The school usually requests that the parents submit a financial statement of income, number of children in the family, financial obligations, etc., and then asks the parent what he feels is the maximum he can afford for the school year.

Any one school which attempted to publicize such scholarship opportunities might be criticized as being too anxious to get students or accused of fee-cutting in competition with other schools. Therefore, it is rather difficult for the schools to present these opportunities to the parents. I would urge every Foreign Service officer to give the school he has under consideration a full statement of his financial situation in order to receive the benefits which the schools are willing to give.

The Headmasters and Headmistresses have told us that they are particularly anxious to have children of Foreign Service officers because their experiences in living in other countries broaden the interests of the other students.

MILDRED ELLIOTT BERL
(Mrs. Herbert Berl)
Director

FOREIGN SERVICE CHANGES

(*Continued from page* 52)

NAME	POST FROM	POST TO	TITLE
Slade, Harold N.	Baghdad	New Delhi	FSS
Soine, Orpha S.	Karachi	Sydney	FSS
Soloff, George	Panama	Oslo	FSS
Speshock, George P.	Sofia	Bucharest	FSS
Sprague, Peter B.	Madrid	Belgrade	FSS
Steele, Owen L.	Kunming	Dept. of State	FSS
Stein, Robert A.	Antwerp	Dept. of State	FSS
Stoopenkoff, Alexis A.	Guatemala	Copenhagen	FSS
Strong, Curtis C.	Tangier	Dept. of State	FSR
Stryker, Virginia C.	San Jose	Caracas (E)	Disb. Off.
Stump, Frances L.	Dept. of State	Beirut	FSS
Sullivan, Mary E.	Nanking	New Delhi	FSS
Summ, Godfrey H.	Ciudad Trujillo	Bahia	Vice Consul
Sutliffe, Marion G.	Shanghai	Taipei	FSS
Swedenburg, Wayne A.	Dept. of State	Athens	FSS
Swierczek, Walter L.	Nanking	Manila	Comm. Tech.
Tessen, E. Jean	Mexico, D.F.	Montevideo	FSS
Thompson, Blanche E.	Dept. of State	Praha	FSS
Thompson, June L.	Port-au-Prince	Rome	FSS
Thomson, Eleanor L.	Nanking	Yokohama	FSS
Thorton, Raymond H.	Guatemala	Belgrade	FSS
Thurston, Ray L.	Dept. of State	Moscow	1st Sec. Consul
Toppi, Mary V.	Palermo	Port-au-Prince	FSS
Tyler, Donna	Tientsin	Manila	FSS
Vaughn, Jack	La Paz	Bogota	FSS
Vermuelen, Jacobus J.	Managua	Praha	FSS
Wallace, Frank E.	Sofia	Bucharest	FSS
Wallace, Robert T.	Moscow	Dept. of State	Comm. Asst.
Warren, Dorothy C.	Dept. of State	Mexico, D.F.	FSS
Weber, Rosemary A.	San Jose	Hamburg	FSS
Weil, T. Eliot	Kabul	Dept. of State	FSO
Welsh, Pearl E.	Berlin	Mexico, D.F.	FSS
White, Duncan M.	Windsor	Dept. of State	Admin. Insp.
Whitely Frances E.	Dept. of State	Batavia	Admin. Asst.
Wood, Emma J.	Paris	Dept. of State	FSS
Worrell, Garvin	Lisbon	London	FSS
Young, W. Lawrence	Montevideo	Berlin	Admin. Asst.

FOREIGN SERVICE RETIREMENTS

Since December 31, 1948

Thompson, Arthur T.	Resigned
Hammond, B. Miles	Retirement
Morris, David	Resigned
Edwards, J. Dixon	Resigned
Bohan, Merwin L.	Retirement

HAZARDS OF A WASHINGTON ASSIGNMENT

Department of State
Division of Central Services

MEMORANDUM

December 27, 1948

TO : Executive and Administrative Officers
FROM : CS
SUBJECT : Objects Placed on Window Sills and Ledges, Policy Concerning

Recently it was brought to my attention that an employee of the State Department was hit by an object which had either been placed on a window sill or thrown from one of the windows of a building occupied by the Department.

I would appreciate it if this matter were called to the attention of the people under your jurisdiction in order that we may be assured that everything possible is being done to prevent a recurrence of such an incident.

Common sense should dictate that it is not a good policy to toss any object from the window of a Government building. You are probably aware that the large majority of Government fires in the summer is caused by cigarettes being thrown from open windows, thus setting fire to awnings.

It is also known that some shoppers follow the practice of placing objects on window sills for safekeeping. However, this custom should be discouraged because of the danger involved.

NOTE: At some point when the above timely memorandum was in circulation in the Department, an apparently subversive individual crossed out the words "an object" and substituted "a pumpkin."

AN AMERICAN DIPLOMAT OF 1880

Former Ambassador to Turkey, Edwin C. Wilson, supplied the JOURNAL with the following photograph of American Minister to Turkey, Horace Maynard, taken in 1880.

In transmitting the photograph Ambassador Wilson wrote the following: "Doctor Black of Robert College recently sent to me the enclosed photograph of Mr. Horace Maynard, American Minister to Turkey in the piping days of 1880." The JOURNAL has been unable to identify the lady in the picture. Presumably she is either the wife or daughter of the Minister.

On the next page is another old picture associated with the Foreign Service, that of Consul General Brittain, taken fifty years ago.

THE BOOKSHELF

(*Continued from page 27*)

American Agencies Interested in International Affairs by Ruth Savord. *Published by Council on Foreign Relations, New York. 1948. 195 pages. $2.50.*

This useful little publication gives information concerning approximately 370 organizations in the United States which have some interest in international affairs. The information given includes a definition of the purpose of the organizations, when founded, how organized, finances and staff, activities, membership, facilities for study, publications, etc.

This publication should be useful to State Department officials and officers in the field who may have occasion to contact Groups in this country interested in specific phases of international relations.

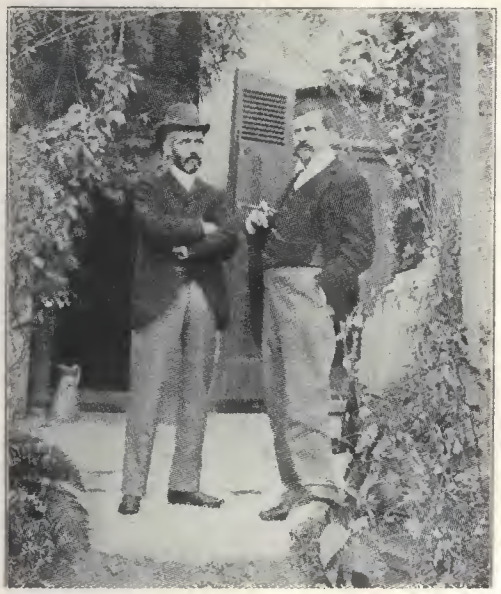
FRANCIS COLT DE WOLF

TWENTY-FIVE YEARS AGO

There appeared in the March, 1924 issue of the Consular Bulletin a photograph of Consul General Joseph I. Brittain, then stationed at Winnipeg, which may be of interest to present-day members of the Service. The picture had been taken twenty-five years prior to the date of its publication, thus the readers will see below a picture of a Consular officer taken fifty years ago.

Consul General Brittain's estimate of the Consular Service and his advice to young officers is as timely today as it was twenty-five years ago. He had this to say in The Bulletin:

"When I look back over my career, I can observe where I could have made improvements, but at no time during my service have I considered the Consular Service a mission of pleasure or recreation. I have always felt that the first duty of an officer should be unswerving loyality to his government and constant devotion to duty. Young men entering the service should all realize that they are sent to their respective posts for service and that upon their individual efforts, and this alone, may they hope for advancement. I have always endeavored to impress upon beginners that they should work perpendicularly and not horizontally; that they should be diggers and not skimmers. The consular officer who is content to drift with the tide will soon go over the precipice and his frail bark will be wrecked on the rocks below and both consul and career pass out of sight as the waters of disapproval close over them."



Consul General Brittain, left, and Consular Agent Thomas Sankey.

The Consular Bulletin for April, 1924 announced the appointment of Under Secretary of State William Phillips as Ambassador to Belgium in succession to Ambassador Henry P. Fletcher, who was appointed Ambassador to Italy. The Honorable Joseph C. Grew, then Minister to Switzerland, was appointed Under Secretary of State in succession to Mr. Phillips.

NOTICE

A cocktail party under the auspices of the Foreign Service Association will be held in the Carlton Room, Carlton Hotel, at 6 p.m., on Tuesday, April 26, in honor of the Secretary of State, the Under Secretary of State, the Counselor of the Department and the Assistant Secretaries of State. Attendance will be confined to members of the Association.

INDEX TO ADVERTISERS

There's something about Cresta Blanca that sets it apart from any other wine you have ever tasted. Perhaps it's the subtle bouquet. Perhaps it's the delicacy of flavor or the mild smoothness. Or maybe it's the fineness that grows naturally out of a tradition that's older than the United States.

For Cresta Blanca is not a newcomer. Its inheritance reaches back to 1771 when Franciscan Fathers founded the Mission of San Gabriel Archangel on the slopes at the foothills of the Sierra Nevada range in California.

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