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VOL. 26, NO. 7

JULY 1949



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JULY, 1949

COVER PICTURE: "The Grand Review," an oil painting by James E. Taylor, shows the victorious Union troops being reviewed shortly after the Civil War by President Andrew Jackson as they rounded the corner of 15th and Pennsylvania Avenue, N. W., in Washington, D. C.
L. C. Handy Studios.

CAN WE IMPORT MORE?	7
By Robert M. Winfree	
REPORT OF THE PRIZE CONTEST	10
HOSPITALIZATION OF RETIRED OFFICERS	11
THE INSTITUTE'S PROGRAM OF LANGUAGE INSTRUCTION	12
By William P. Maddox	
FIRST IMPRESSIONS OF CEBU	15
By James E. Henderson	
EXCERPTS FROM FOREIGN AFFAIRS COMMITTEE REPORT	19
THE BOOKSHELF	24
By Francis C. de Wolf, Review Editor Wintrop G. Brown John Maktos Carol Pray Ryan	
ADDRESS BY UNDER SECRETARY WEBB	30
THE FIRST SEAL OF THE DEPARTMENT OF STATE	32
By Richard S. Patterson	
SUMMARY OF THE GENERAL MEETING OF THE AMERICAN FOREIGN SERVICE ASSOCIATION	34
DEPARTMENTS	
Foreign Service Changes	3
Editors' Column	18
Public Law No. 73, Mr. Buttrick and Mr. Ravndal	
Five New Assistant Secretaries	
News from the Department	20
Births, Marriages, In Memoriam	21
News from the Field	22
Foreign Service Resignations and Retirements	25
Service Glimpses	26
Letters to the Editors	28

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Rodriguez, Alejandro	Panama	Asuncion	FSS
Roper, George S.	Ottawa	Mexico	1st Sec. Consul
Ross, Claude G.	Athens	Noumea	Consul
Rothlein, Gerard J.	Rome	London	Asst. Attache
Russell, John S.	Dept. of State	Tehran	Radio Operator
Schmutzer, Rosemary	Brussels	Dakar	FSS
Schute, Norman V.	Stockholm	London	Asst. Attache

(Continued on page 42)

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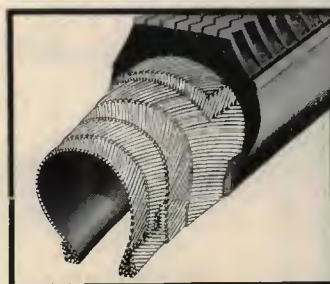
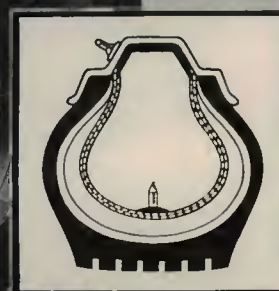
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JULY, 1949

Can We Import More?

Some Thoughts on the Dollar Shortage

By ROBERT M. WINFREE, *Foreign Service Officer*

The pattern of international trade since World War II is familiar to a large part of America. Most of the commercial nations of the world are struggling to raise production of goods for export which they can trade for the means of survival. They claim that they must husband their "hard" currencies and impose all manner of controls in order to see that their purchases abroad contribute as much as possible to their recovery and also to the production of still more commodities for export. For nearly all of them the United States is the source of the things they most need and dollars are what they must have.

To alleviate the dollar shortage they resort to restrictions which curtail the potential volume of trade. The stubborn growth of trade barriers postpones the day when the dollar deficit will dwindle to a minimum. A vicious cycle is established.

Despite the signing of the General Agreement of Tariffs and Trade (GATT) and the formulation of the Charter for an International Trade Organization, controls on trade persist. Bilateral agreements (essentially barter agreements) still are concluded by many nations. The dollar deficit contributes to the trend.

Is the dollar spectre to haunt us for years to come? Is there a solution? Are we to continue to live in a world of restrictions with trade hampered at every turn?

There are a number of ways of attacking the dollar shortage on both sides of the gap. This paper is chiefly concerned with the possibilities of increasing American imports but let us first look briefly at some of the alternate or concurrent approaches:

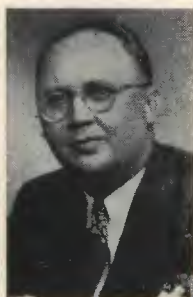
1. Other countries can continue to restrict their purchases from the United States;
2. We can accept a permanent pattern of lending abroad;
3. Other countries may devalue their currencies.

The first method is no final solution, but merely an alleviation of the dollar shortage by the self-denying methods already in vogue. It cannot be very popular with American exporters.

The second may be used for a long time to come but it has limitations. True, American investors may roam far afield in the future and American capital may play a large part in the development of backward areas. Loans granted by the World Bank may also help. But continued lending will not solve the dollar problem for all time. As the debt and interest structure mounts, offerings of new capital will slow down. The need to increase exports will be all the greater. True, we will have financed short-term foreign purchases from the United States but we will not have improved the long range pattern. Unless a large share of our loan capital can go into basic re-tooling or new plant, which in turn may conflict with the realization of urgent export targets, our lending will not have provided any way for the

foreign nations to obtain a continuous and sure flow of dollar exchange. This is the problem that must be faced in 1952 when ECA has ended.

As regards devaluation of foreign currencies vis-à-vis the dollar, this would undoubtedly give a fillip to exports into the United States but the other side of the coin is the increase which might result in the prices of many of the things which the foreigners will wish to buy from



Robert M. Winfree, born Washington, D. C., 1916. McKinley High School. Catholic University of America, B. S., 1939. Entered Foreign Service 1939. Assigned American Embassy, Berlin, Germany. Transferred Buenos Aires 1941. Commissioned Vice Consul 1945. Transferred Brussels, Belgium, 1945. commissioned Foreign Service Officer after examination 1947. Transferred Department 1948. Detailed Department of Commerce 1948. Detailed University of Wisconsin for advanced study of economics 1948.

us. A decision to devalue would be bound up with many intricate considerations of the domestic policy of the foreign nations and their own political problems. We need not go further into the matter in this paper.

One thing American business and government can do is to accept more imports into this country. It is elementary that the more foreigners sell us the more they can buy from us. This doesn't mean that an indiscriminate flood of foreign goods should be permitted to submerge competitive American industry. But if the size of the international trade pie can be increased without spoiling the pastry, the bigger will be the slice for all, Americans and Europeans alike.

As price recession in the United States market looms, the foreigners' export drive is meeting heavier weather. The dollar drain is speeded up as Marshall aid approaches lower levels, as demand for foreign colonial products drops, as less of the British "gas-saver" cars are sold. As the dollars dwindle, it gets harder and harder to sell the Europeans on the idea of freer convertibility of currencies. More and more, the vitality of international trade is seen to depend on the willingness of Americans to buy more foreign goods.

"Our problem," Secretary of Commerce Sawyer told the delegates to National Trade Week this spring, "is to find ways to help other countries pay for American goods by buying more of the things they produce." He pointed out that last year we sent abroad \$12,600,000,000 worth of goods and imported only \$7,000,000,000 worth.

"Through our Foreign Service" went on the Secretary, "we are informing business men of other nations about the opportunities for marketing their goods in the United States."

Increased imports are not the whole answer but they are a large part of the answer. The members of the American Foreign Service are in a position to know something about the every day, grass roots problems of increasing the flow in this direction.

It is this method which should provide a more basic solution to the problem. Unfortunately, the project for increasing our purchases abroad is probably the most difficult to put into operation. Our export and import totals have only begun to draw closer in the past two years, partly because of two factors: the stock piling program of the United States has involved the purchase of raw materials from foreign lands; and foreign countries have had to impose additional restrictions on imports from the United States. This situation may well deteriorate when stock piling needs have been met and our Government reduces its purchases abroad. But if over the long term we could raise our level of imports the problem of the "dollar shortage" might be reduced to manageable proportions.

Low United States imports are not our fault alone. Other countries do not put their best feet foremost in trying to sell their products in this country. In Europe I have talked to manufacturers who are afraid of the size of the American market. They simply cannot imagine tackling a market of 140 million. They have dealt with local European markets all their lives and are not capable of thinking in terms which to them are overwhelming. If the suggestion is made that they attempt exports to the United States they dismiss the subject at once with the weak reply that the American market is too big. If they want a share of the United States market foreign governments and foreign trade associations will have to alter this thinking.

There are very few lines, if any, in which the foreign manufacturer could hope to supply the entire American market. With normal market conditions this has usually been a task beyond the scope of the largest American corporations. But a foreign manufacturer can sometimes find a good market even if he sells only to a particular national group within the United States. And all of us are familiar with the appeal a foreign label holds for certain segments of our population.

Foreign manufacturers, even those who are presently shipping to our country, tend to think of New York as the United States. They believe that if they secure a New York agent and give him exclusive rights for the United States their problems are solved. In some few cases (the word "few" should be emphasized, where the New York agent has sub-agents throughout the United States, this plan works well. But in the majority of cases the New York agent sells merely to the New York area. The rest of the country is untouched.

Foreign exporters should make sure that their products have national distribution. If this cannot be accomplished through one agent then the services of several agents should be utilized. But a distribution plan which covers the entire United States, from coast to coast and from Canada to Mexico, is an absolute necessity. Moreover, it is one of the least complex methods by which more foreign products can be sold in the United States.

Another point that foreign manufacturers seem to overlook is that an American does not buy—he is sold. Selling in the American market can not be accomplished merely by shipping merchandise to an agent in the United States. To be sold the merchandise must be advertised. Now advertising in the United States is expensive and might even be impossible for a single company. In such cases the industry of a whole country might underwrite an appropriate advertising campaign, not to advertise the product of any one company but of the industry as a whole. For instance, the Belgian manufacturers could advertise Belgian linen instead of the linen manufactured by Raoul Smith. Such advertising would not impossibly burden any one company and would do a great deal to stimulate foreign sales in the United States. In most foreign countries trade associations exist which could press this point home with their members and function as their American opposite numbers do in this country. An appropriate advertising campaign, supervised by a capable American advertising agency, should reap benefits for foreign manufacturers. The organization in this country of International Trade Fairs and Expositions might also put foreign goods into an advantageous show case.

Still another point which might be examined by foreign governments is whether or not exports would be increased if the exporter could retain a certain portion of the earned foreign exchange to spend as he desired. There may be little incentive to export to the hard currency areas when one never sees the hard currency. But if the exporter were able to spend part of his earnings on new equipment for his factory, modern household furnishings, a new American automobile, vacation or business trips to the United States, or merely to bank the money for a rainy day, it might have a stimulating effect on production for export. Just now no such incentive exists but it merits serious consideration. It should swell the total volume of foreign trade and benefit both the domestic and foreign producer.

Too many foreign manufacturers are inclined to channel their exports to an area where the greatest profit can be made. And today greater profits can be made by selling

to a soft currency area. This is a problem to be controlled by the foreign government until such time as the dollar shortage has been eliminated. So long as the dangerous dislocation in trade exists and countries resort to controls, it seems logical, if the shortage of exchange is a dollar shortage, to channel the greater part of the exportable surplus to the dollar area rather than to let it go to a soft currency area. Profits made through sales to a soft currency area are of no benefit to a country suffering from a shortage of hard currency. If exporters could retain a certain portion of their foreign exchange there would automatically be some diversion of products from the soft currency areas to hard currency markets.

As a long term proposition international financial policy ought to work toward a general, more realistic pattern of exchange rates, so that trade in the long run can follow the lines of comparative advantage.

Finally, if foreign exporters want to sell in the American market, the biggest and most competitive in the world, their prices must be competitive. This, of course, is basic. It involves tightening up the efficiency of production and distribution right back to the mine, the plant and the plantation. Whether a competitive price level can really be achieved is certainly one of the key tests of all the international trade policies now being followed.

The foreign exporter may or may not find the foregoing tips feasible. But there are some things we Americans can do to assist in the alleviation of the dollar shortage and to hasten the return of a relatively high degree of privately conducted foreign trade.

When you're talking about exporting to the United States the first point a foreign manufacturer will bring up is the height of our tariff wall. This, he claims, makes it impossible for him to do business with the United States. Yet the trend in the American tariff has been consistently downward since the mid-1930's and substantial reductions were made after the signature of the GATT in 1947. But perhaps further reductions can be made to ease the situation. Of course, any changes will have to take into account the legitimate interests of American competing concerns, the size of the total available market and all the other factors which enter into the interplay of Congressional, governmental, industrial and labor interests by which American commercial policy is framed. The industrial and trade associations, the labor unions, the Chambers of Commerce must all understand the justification for any cuts and the prospect for benefitting the whole economy which may be expected from them.

Reliable economists* forecast a Western European balance of payments deficit of at least one billion dollars yearly after 1952, and possibly more. Would it not be better to increase our imports of merchandise from this area through a lowering of our tariff than to see Western Europe resort to new and unpredictable connections? Is this not preferable to a Europe continually a charge on the American taxpayer, and budgeted for in American budgets?

A billion is a formidable sum. But the fact remains that it constitutes less than one half of one percent of our present national income. Would it not be a wise move to spend this minor percentage on imports if such an expenditure would solve the problem?

*"The West at Bay," by Barbara Ward and "The European Recovery Program," by Seymour Harris.

I have heard foreign government officials comment that arbitrary decisions handed down by American courts have blocked exports to the United States. A specific case involves fringed rugs on which the duty was more than quadrupled by a Court decision. Since the American taste runs to fringed rugs, foreign exporters, who formerly sold large quantities on the American market, have been hard hit. Even with the reduction in duty provided by the GATT agreement the present duty on such rugs runs 25% more than pre-war.

I have also heard that the United States is unduly severe in its marking and sanitation requirements, some conditions being almost impossible of fulfillment. For example, it has been alleged that the United States Department of Agriculture, supervising the fumigation of plants and bulbs, sets standards prohibitively high, more than is necessary to keep plant disease out of our country. Perhaps investigation would reveal that we are unnecessarily severe in such requirements. Any possible relaxation would stimulate exports to our country. It must be realized that we are seeking ways and means of ending a chronic imbalance in world trade—an imbalance which has bred unemployment and trade restrictions and which has curtailed the benefits which our country might expect from foreign trade. If we can stimulate imports by relaxing marking or fumigation requirements a contribution will have been made toward settling this imbalance.

In summary, looking at the world situation post 1952, it is hard to foresee conditions approaching free trade until concrete steps are taken to provide the world with a steady flow of dollars. The good work done through the GATT and the ITO discussions might very easily be undone and a hoped-for relaxation of trade restrictions deferred, unless appropriate steps are taken.

One way to assist the return of multilateral trade is to eliminate the one-sidedness which causes the so-called "dollar shortage." This can best be done by increasing our purchases abroad. To achieve this the American public must realize that we are not going to be able to maintain our volume of exports unless we increase our imports. It must be seriously considered, in the national interest, and *under our competitive free enterprise system*, how much coddling there should be for those American industries, where there is not a particular defense interest and which, all other things being equal, cannot compete *on a fair basis* with trade from abroad.

Suppose product A, "Made in U.S.A." competes for the consumer's dollar with product B, almost the same but produced in an industrialized foreign country where high Social Security payments by the employer and alert labor policies have operated to bring labor costs of the product nearer to parity with its United States competitor. Then suppose we add to the foreign entry the extra impost of ocean or air freight. If the American product cannot then undersell the foreign intruder, is there not at least a chance that the manufacturing process or management in that particular industry is not all it should be?

It is up to the United States to take the lead in the restoration of world economic stability. One of the best ways of assuring such stability is to alleviate the dollar shortage by progressively increasing our purchases of foreign products.

Report on the Prize Contest

"How to Improve the FOREIGN SERVICE JOURNAL"

The most noteworthy fact about the contest, and perhaps an alarming one, is that over two-thirds of the entries have come from Foreign Service Officers. The Foreign Service now numbers some 5,600 American members, of whom only 1,200 are FSO's. The question therefore arises whether the suggestions and criticisms voiced by the contestants are necessarily representative of the readership. Supposing they are not, can they even be assumed to be representative of the JOURNAL readers who are FSO's? *Indeed, are the editors to assume that only the dissatisfied readers have submitted suggestions and that the large mass of other readers are blissfully contented with the JOURNAL as it is and would violently resent any changes and supposed improvements? The editors have decided that it would hardly be safe to assume that. There seems no doubt at all that the JOURNAL, as it is presently produced, leaves plenty of room for improvement.*

The overwhelming majority of the contestants expressed a preference for articles dealing with "The Department and the Foreign Service." This category was followed by Editorials, again followed with about equal preference for the departments Foreign Affairs, The American Scene, and Letters to the Editor. The least popular departments of the JOURNAL appear to be the departments 25 Years Ago, Letters from Retired Officers, Fiction, and Book Reviews. It would be hasty, of course, to jump to conclusions and perhaps to abolish all those departments. Some excellent suggestions were made as to how some of them can be improved. Dissatisfaction with certain items could, and did, indicate that they were considered to be inadequately presented—not that there is no interest in the subjects.

Basic Issue—The Approach

Basically, the contest brought out the fact that there are two approaches to the JOURNAL. There is the school which holds that there should be more material on weighty matters of national policy, that the editors should button-hole the people who wrote recent important articles for *Foreign Affairs*, and make them deliver authoritative views of the Department for publication in the JOURNAL. Then there are the *New Yorker* and *National Geographic* schools. All of these can be grouped together as wanting the JOURNAL to be more like some other publication. Opposed to these, there is the school of thought that the JOURNAL should not try to emulate other magazines, but should instead be more so what it is now: a publication of, for and about the Service itself. The most provocative and constructive suggestions have come from this latter group, and although the contest was not a poll or referendum of the JOURNAL's readers, the editors are inclined to credit the latter group with being most representative of the readership.

How, then, is the JOURNAL to be made more representative of the Foreign Service, and at the same time more readable? Is it to be a chatty house organ, or an authoritative source of information about the Service and its doings? Many contestants thought that it could well be both. The test, as one contestant wrote, should be: *Is the subject ourselves, or some other person's quirk?* "The only person who reads the article on Quaint Pastimes of the Patagonians is the author thereof," averred the same contestant. Wrote another: "The JOURNAL seems to be written in large part toward the senior officers of the Service; it fails to direct itself toward the 90% in the lower echelons." And yet another officer, perhaps somewhat too harshly, wrote:

"The main shortcoming of the JOURNAL at present is its staid and strait-laced air, its failure to present issues of the Foreign Service vigorously—in other words, the furtive look over the shoulder by the less important people writing in it, and the disproportionate attention given to the important people. Too many topics—for instance, the vital subject of reorganization—are treated as though the authors were working on despatches or reports for the record. The JOURNAL should be edited specifically for the rank-and-file of the Service. It should be open-minded, controversial, even occasionally irreverent."

On the positive side, similar thoughts were expressed by the overwhelming approval expressed for *specific articles dealing with problems of the Foreign Service*, particularly the editorials on Amalgamation and the recent articles on the relationship between Departmental and Foreign Service officers. About a dozen contestants mentioned that they would like to see more articles along the same lines. Five contestants felt that the Letters to the Editor should give more scope to complaints, gripes, arguments. These suggestions are evidence that there is more steam that can be blown off in the Letters column—and perhaps steam that can start a few engines running.

Production and Contents

The layout of the JOURNAL came in for heavy criticism: "There are too many pages of solid print, which could be made more readable and understandable through the increased use of diagrams, charts, drawings and pictures or judicious changes in typography." Or: "If you can find anyone able to do small black-and-white sketches . . . they would be useful as insertions to break up the monotony of the pages." Or: "There is not enough sub-heading, and the straight two-column typography without boxes, without differing type faces, without layout ideas, makes everything seem dull because it offers no relief to the eyes. . . ." Needless to say, something is going to be done about that. In the future, the JOURNAL will look more *alive*.

The Editorial Board has awarded the following cash prizes for the best suggestions on "How to Improve the JOURNAL":

C. W. Prendergast	\$75.00
Martin F. Herz	50.00
Edward T. Long	25.00

HONORABLE MENTION

Frank G. Siscoe
Robert E. Wilson

Some of the specific suggestions by the prizewinners will be announced and discussed in subsequent issues of the JOURNAL, in which the best recommendations will be gradually carried into effect.

On the more positive side, there were a number of very useful suggestions, including the following: That the JOURNAL carry articles about the foreign services of other nations; that it report about the activities of other government departments as they affect the Foreign Service; that it occasionally turn the spotlight on certain areas, reporting on Foreign Service posts in operation, on their problems, experiences, procedures. There appears to be a strong desire for better reporting on persons, as distinguished from personalities; not the family-album type of pictures (described variously as "tintypes" and "daguerrotypes" by the more severe critics), but life-like pictures of people at work, with descriptions ("profiles") of their ideas, their experiences and their work — of people abroad as well as of people in the Department.

Not all the suggestions were realistic: If the coverage of events at certain Foreign Service posts is not as professional as it might be, the suggestion that the JOURNAL should hire professional reporters and dispatch them around the world, on the other hand, is perhaps not quite as practical as it might be — given the severe budgetary limitations under which the JOURNAL must operate. . . . Also, the idea that all this advertising could be dispensed with, while it betrays a commendable aestheticism, is just a bit too lofty for a publication that has to make ends meet. The JOURNAL is grateful to its advertisers and hopes that as advertising lineage increases, it will be possible similarly to expand its editorial matter. Most other suggestions, however, were eminently practical and some of them downright challenging.

Other Suggestions

Why not, asked one contestant, print a monthly retail price list of Washington for the benefit of a Foreign Service that is alarmed by fantastic rumors of 50c milk shakes and 25c hamburgers? Why not have a quarterly quiz, tailor-made for members of the Foreign Service? Why not overhaul the Book Section, and have it include a *bookshelf* of "musts" that is revised from month to month and that gives thumbnail sketches of outstanding foreign affairs hooks (like *Time* magazine's "current and choice" reminder of movies previously reviewed)? Why not print condensed and livened-up versions of Post Reports? Why not reprint more magazine articles which deal with the Foreign Service? (Although Fiction as a department proved rather unpopular, the article "The Big Shot," which dealt with the Department, was favorably mentioned by many.) Why not carry a few articles on how specific officers in the Department and in the Service conduct their business, with helpful hints to others who would follow in their footsteps?

Why not, indeed? There is a *vast, untapped reservoir of enthusiasm* among the readers of the JOURNAL, it appears. *It will be up to the editors to harness these energies, to make the JOURNAL reflect the ideas, desires, preoccupations, problems — yes, also the romance of the Foreign Service; to make it more of a spokesman and mirror of the Service; to "inject some warm, red blood" into its pages, as one contestant put it. To that end, however, the continuing interest and active cooperation of the JOURNAL's readers will be required. The Letters to the Editor columns will therefore continue to be open to anyone who has suggestions, ideas or criticisms.*



HOSPITALIZATION OF RETIRED OFFICERS

Some months ago, at the request of a small group of retired Foreign Service officers, the Chairman of the Executive Committee of the Foreign Service Association addressed a letter to Assistant Secretary John E. Peurifoy requesting that arrangements be made with the Naval authorities for the admission to Naval hospitals of retired Foreign Service officers for medical attention, such service to be at the expense of the retired officers. This proposal has been carefully explored by the Department, but, as the letter quoted below will indicate, is necessarily delayed pending the adoption of an inclusive policy vis-à-vis hospitalization of the military services and officers and employees of the government in general.

DEPARTMENT OF STATE

Washington,
June 9, 1949.

My dear Mr. Ambassador:

Your letter of November 23, 1948, pertaining to admission of retired Foreign Service officers to the Naval Hospital at Bethesda, Maryland, has been referred to the Health Branch of the Division of Foreign Service Personnel.

During the last few months I have had the opportunity to discuss this problem with several retired Foreign Service officers and I believe it would be very desirable if we could work out some arrangement to provide some medical care to retired officers and to make arrangements so they could use the facilities of the Naval Hospital in Bethesda at their own expense.

Any extension of the Foreign Service Medical Program to retired officers will require legislation. This office has suggested amending the Foreign Service Act so that such protection could be provided. In addition, we have discussed the problem with the authorities of the Navy Department to determine whether it would be possible for them to change their admission policies so that retired officers could be admitted at their own expense.

At present the Armed Forces are in no position to even consider a request for changing their admission policies. As you know, the subcommittee of the Hoover Committee on Medical Services has recommended extensive revision of hospital administration in the Federal Government. Moreover the consolidation of the Armed Forces also initiated a movement to consolidate Armed Forces Hospitals. At present there is a committee appointed by the Secretary of Defense which has been exploring the hospital administration problem from a military point of view. This committee has given instructions to the Army and Navy that no changes should be made in admission policies until a service-wide policy can be developed. In the meantime we are watching the situation closely and will protect the interests of the Foreign Service by making recommendations to whatever policy-developing groups are established.

I appreciate your bringing this matter to our attention and want to assure you that we will do everything we can to work out some solution to this problem.

Sincerely yours,

MARION R. KING,

Medical Director of the Foreign Service.

The Honorable George H. Butler,
Chairman, Executive Committee,
American Foreign Service Association,
Washington, D. C.

The Institute's Program of Language Instruction

By WILLIAM P. MADDOX
Director, Foreign Service Institute

On June 1, 1949, the Foreign Service Institute's program of language instruction completed its third year of operation. In view of the wide interest throughout the Service in foreign languages, it is an appropriate time to take stock of what we have been able to accomplish, to describe our current activities, and to look at the job that still lies before us in this field.

Since people have often asked how we happened to adopt the methods of language instruction that we use, I would like to review briefly some facts about the origins of the program. In the early days of the Office of the Foreign Service, back in 1944, some extremely important pioneer planning for the postwar era got under way. One of the problems that concerned the early OFS planners was that of language instruction. It was recognized that the men and women of the Foreign Service were going to need, in the postwar period, a far greater range and proficiency in foreign languages than they had possessed before. Something, therefore, had to be done.

A committee established by OFS for the purpose investigated the new intensive methods of language instruction then being used by the Armed Forces to such excellent effect. The first question asked, after the committee had observed the new methods in operation, was whether or not these methods would spread after the war and come into general use in American secondary schools, colleges, and universities.

The answer received by the committee to this query was pessimistic. There were tens of thousands of language teachers in the United States, all trained in traditional methods, and all having a vested interest in continuing them. There were only a handful of persons trained in the new science of linguistics, who knew how to apply the new methods. Members of linguistic staffs built up by the Army and Navy during the war would, when demobilized, scatter to their respective academic haunts and would be in a poor position to have much immediate effect on language teaching.

The second question asked by the committee was whether it would be practicable to set up a language school in the Department of State, using scientific methods of instruction. Certainly, said the linguistic experts. So when the Division of Training Services (the Institute's predecessor) was established in April, 1945, Mortimer Graves and J. Milton Cowan, of the American Council of Learned Societies, were asked to advise the division on the staffing of this school.

Finding the proper person to head the program was, however, a slow process. It was more than a year, despite Herculean efforts by Carol H. Foster, chief of the Division of Training Services, and his successor, Perry N. Jester, before a competent linguistic scientist could be found. In the meantime, battles had to be fought to get the position

classified high enough to attract the caliber of persons wanted, and a caustic scolding had to be endured at budget hearings before the House Appropriations Committee in the winter of 1946 because members thought the division was too slow getting the program started.

Finally the problem was solved when Dr. Henry Lee Smith, Jr., was demobilized from the Army in the spring of 1946. As a man who had directed the efforts of a large staff in the preparation of language materials for the Army, Dr. Smith was considered by the ACLS group to be one of the very best equipped men available anywhere for the new job in the Department of State. He was promptly employed by Mr. Jester, and has proved himself a dynamic executive as well as a thorough master of the new linguistic methods.

Dr. Smith started work on June 1, 1946, as chief of the Language Branch of the Division of Training Services. When the Institute was formally constituted in March, 1947, his title became Assistant Director of the Institute and Director of its School of Language Training.

In a two-part article which appeared in the September and October, 1946 issues of the JOURNAL, Dr. Smith explained the principles of scientific linguistics and described the program which he planned to meet the needs of the Department and Foreign Service for language instruction. That program has in general been developed along the lines indicated in Dr. Smith's article.

One of the first problems facing Dr. Smith was the obvious one of "tooling up" with instructional materials. He was able almost immediately to acquire from the Army, on transfer of funds, about \$10,000 worth of basic course manuals and phonograph records. In addition, another \$30,000 was invested in record players, SoundScriber machines and other equipment. All these original "tools" have had hard usage, and have had to be replenished and added to from time to time since the original supply was laid in.

The Army materials, however, did not cover all the languages needed by the Foreign Service, nor were materials adequate in all those languages which were covered. In cooperation with linguistic scholars elsewhere, the Institute has been steadily working for three years to build up additional training materials in such languages as Swedish, Polish, Czech, Bulgarian, Rumanian, Mongolian and Arabic. The most important job has been done on Syrian Arabic, as

a result of a member of the Institute staff spending a year in the Near East collecting data on the ground, in addition to teaching. A similar job will be done during the coming year when a staff member goes to Iran to investigate major dialect areas and collect course materials in Persian. Another significant project is the one in Mongolian, on which work is proceeding at the Johns Hopkins University with the help of frequent consultations with Institute linguists. This



William P. Maddox, a native of Princess Anne, Maryland, holds degrees from St. John's College (Annapolis), Oxford and Harvard. From 1925 to 1942 he taught political science and international relations at Oregon, Virginia, Harvard, Princeton, and Pennsylvania. During the war he was a branch chief of the Office of Strategic Services in London, and then in Caserta and Rome. He received the Legion of Merit with Oak Leaf Cluster, and was discharged as a colonel in 1946. Appointed that year as Chief of the Division of Training Services, he became the first Director of the Foreign Service Institute in 1947.

work on building up materials on various languages will be continued until detailed courses are on paper and on phonograph records covering all languages in which Foreign Service employees require training. Moreover, in many languages the Army materials which had been developed so rapidly, need careful revision, or completion.

The heart of any educational program is its teaching staff. To recruit a key group of linguistic scientists in competition with universities interested in employing the same individuals was not easy. But the School of Language Training has acquired scholars in this field with university background as follows: Dr. Charles A. Ferguson, University of Pennsylvania; Dr. Carleton T. Hodge, DePauw University and the University of Pennsylvania; Dr. George L. Trager, Columbia University, Yale University, and the University of Oklahoma; Dr. John M. Echols, University of Virginia; and Miss Naomi Pekmezian, M.A., Hunter College. In addition to other graduate training, Dr. Hodge, Dr. Trager, Dr. Echols, and Miss Pekmezian have spent periods varying from one to three summers attending sessions of the Linguistic Institute, given annually at the University of Michigan by the Linguistic Society of America.



Dr. Carleton T. Hodge and Mrs. Rewinkel, wife of FSO Milton C. Rewinkel, record a conversation in Bulgarian, Mrs. Rewinkel's native tongue, on eight SoundScribers simultaneously.

—Dept. of State Photo.

A number of other linguistic scientists have been used by the Foreign Service Institute on temporary assignments. In the summer of 1947, Dr. Trager, then still at Oklahoma, spent three months with us. In 1948 Professor Charles Hockett, of Cornell, was with us during the summer, to supervise courses in Chinese. This year we have a former member of our staff, Dr. Henry Hoegswald, of Pennsylvania, back with us for work in Hindustani and other languages, while Dr. Gordon H. Fairbanks, of Cornell, helps us on our Russian program. Mention should also be made of Miss Madeline Pignatelli, a former Foreign Service employee with proficiency in a number of languages, who has charge of the scheduling and record-keeping for the School, and gives much of the initial orientation to new trainees.

It should be explained that persons trained in linguistic science are not necessarily fluent speakers of the languages in which they supervise instruction. Their professional

training in linguistic principles gives them a basic foundation in how to analyze the structure of a foreign language, and familiarizes them with the various language families. Beyond this, each linguist has specialized to some extent on some one group of languages, with which he has worked intensively.

For example, in the present staff, Dr. Echols works primarily on a group of northern European languages, including Swedish, Norwegian, Danish, Finnish, German and Dutch, as well as on Hungarian, Czech, and Malay. Miss Pekmezian works with the Romanic languages, Greek, and with her native language, Turkish. Dr. Hodge takes care of Serbo-Croatian, Bulgarian, Rumanian, Japanese, and any African languages in which elementary instruction is desired. Dr. Trager spends his time mostly on Russian, but also is responsible for Polish, is the Institute's liaison with the Mongolian project at Johns Hopkins, and is largely responsible for seminars in linguistic theory. Dr. Ferguson is kept busy almost full time on Arabic, but next year will be used on the Persian project.

Dr. Ferguson, incidentally, is a good example of the versatility of the Institute's linguists. Although the youngest member of the staff, he has worked at one time or another on all the Romanic languages, all the Scandinavian languages, German and Russian. During the war he was a specialist in Japanese, Moroccan Arabic and Bengali. His work on the structure of Bengali is the fundamental job of analysis of this Indian language which has been done in this country. And during the past two and a half years he has continued to develop into one of the country's foremost authorities on colloquial Arabic.

Dr. Smith not only administers the program as a whole, but works constantly on the improvement of teaching techniques and applications of linguistic theory to problems of understanding foreign peoples. He also participates in seminars on linguistic theory and methods, and in the development of courses for American personnel proceeding overseas to teach English in Latin America and in the Near East. Dr. Smith holds his doctorate from Princeton and in addition to his competence in general linguistics has as his scholarly specialty the field of American English.

In addition to its full-time staff of linguistic scientists, the Institute makes liberal use of native speakers of various foreign languages who serve as needed on a part-time basis. These native-speaking "informants" or "guides" provide information on vocabulary, idioms, pronunciation, etc., and conduct the classroom drills in which each conversational phrase is practiced until the trainees have it as nearly as possible letter perfect. The supply of these native speakers is virtually unlimited in Washington, as persons of almost any language background are available. There are roughly twenty being actively used at present: five in Russian, three in Arabic, two in French, and one each in Spanish, German, Japanese, Korean, Norwegian, Swedish, Czech, Hindustani, and Bulgarian. Needless to say, "informants" are necessary as aids to our linguists in preparing course materials as well as indispensable in the actual teaching.

A misleading impression has been disseminated that the Institute's School of Language Training uses primarily a phonograph method of teaching. Numerically, it so happens that the overwhelming majority of persons who receive language instruction at the Institute are new Foreign Service employees who have time for only a few hours of practice before starting off for their posts. The volume of these people is such that it is only through the use of phonographs that they can be handled at all.

Actually, however, phonographs are used only to supplement regular classroom instruction by native speakers, or as a substitute for the native guides when these are not available. The phonograph is a mechanical native speaker, or the guide is a living phonograph, whichever way you choose to phrase it. But the real course of instruction is found in the printed or mimeographed books, where every step in the instructional process is worked out in detail. And this course is presented by the linguistic scientists on the staff, through the medium of native speakers, present either in person or in recorded voice.

What the Institute considers a representative sample of its teaching methods is illustrated in the Russian course now going on. A group of Foreign Service officers began this course on May 1, and will continue until approximately September 1. There are five persons in the class, the ideal number for effective instruction (the maximum is eight). Dr. Trager is in charge, and gives several hours a week of analysis and explanation of how the Russian language works. Classroom drills are conducted by the native guides for from five to six hours a day. In addition, trainees work individually with phonograph records to get practice on those phrases on which they have difficulty, the phonograph having the advantage for this purpose of not caring how often the same phrase has to be repeated for perfection's sake.

All instruction is supervised by Dr. Trager, who makes sure that the guides stick to the prescribed course and are holding the trainees up to the desired standard. If a trainee is having pronunciation trouble, Dr. Trager analyzes what he is doing wrong, and shows him how to manipulate his vocal organs to make the sounds the way the native makes them. In no case is the native guide ever permitted to make any theoretical explanation of how the language works or why; it is assumed that he is a model to be imitated, not a linguistic authority.

By September it may be expected, on the basis of achievements with previous classes, that members of the Russian group will be fluent within a vocabulary of some 3,000 words; will have a pronunciation as nearly like their native models as humanly possible to achieve; will have a good understanding of grammar and idiom; and will have a basic reading knowledge of the language. What they will lack is vocabulary and reading speed, which they will be expected rapidly to acquire through actual use of the language.

In addition to the actual language work, this Russian class will also have one two-hour seminar period a week on general linguistics, to lay a foundation for acquiring future languages, and to show the relation between language and other aspects of human behavior; and another two-hour seminar period each week for discussion of the general principles involved in analyzing human societies. Needless to say, the Russian language and culture will furnish at least a good part of the subject matter of these seminars in linguistic and cultural analysis.

The question is often asked, how many languages is the Institute equipped to handle? The over-all total is 42; some instruction has actually been given in 36. However,

facilities for some languages are far more complete than for others.

There are 15 languages in which the School of Language Training is equipped to give the full basic course of 30 units, requiring roughly four months (six months for Arabic) of full-time work. These 15 languages are: French, German, Spanish, Portuguese, Italian, Danish, Norwegian, Dutch, Russian, Serbo-Croatian, Turkish, Syrian Arabic, Iraqi Arabic, Hindustani and Japanese.

In another seven languages, basic course manuals and phonograph records are available for the full 30-unit course, but the School would not undertake to offer the full course without adding temporarily to its teaching staff trained linguists with special knowledge not possessed by present staff members. These languages are: Chinese, Greek, Siamese, Burmese and Korean. A basic course in Chinese was given last summer by Professor Charles Hockett, and some important work has been done also in Korean.

In eight other languages, facilities for the full 30-unit course are not complete, although special materials beyond the first level of 12 units are available or are in preparation. These languages are Polish, Finnish, Rumanian, Moroccan Arabic, Swedish, Bulgarian and Czech. All these languages can be supervised by the present staff.

Limited instructional materials only are available in 12 other languages: Albanian, Annamese, Chinese (Cantonese), Fanti, Gaelic, Hausa, modern Hebrew, Hova, Icelandic, Persian, Tagalog and Melanesian Pidgin English. In these languages, the School could only give the trainee some idea of the basic structure of the language, let him get used to some of its

characteristic sounds, and teach him a few useful phrases and forms of address. As mentioned above, it is planned to lift Persian out of this category within the next year.

In no case does the Institute undertake, on its own premises, to give instruction much beyond the basic level achieved in a 30-unit course. On the Institute's rating scale, the level of proficiency achieved after completion of this course is D, or in some cases D plus. To reach C ("useful to the Service") or B ("fluent"), the officer must have either further instruction, further practice, or a combination of the two. The rating A is reserved for bilinguals, and the Foreign Service officer fluent in a language in which he is not a native speaker, can hardly hope to get beyond B plus.

In European languages, the attainment of a D proficiency can be expected to improve through ordinary practice to a C fairly quickly. In the case of such Asiatic languages as Chinese, Japanese, Hindustani and Arabic, where the writing systems present serious difficulties, further systematic study and instruction is necessary. Russian occupies an intermediate position, although it is not in actual fact more difficult to learn than Western European languages.

What is done, therefore, in the case of Russian and Asiatic languages, is to follow the basic course at the Institute with a year at a university, where language instruction is continued and coupled with area studies. In the case of

(Continued on page 36)



Dr. Henry Lee Smith, Jr., Director of the Foreign Service Institute School of Language Training.
—Dept. of State Photo.

First Impressions of Cebu

By JAMES E. HENDERSON, *Foreign Service Officer*

First Sight of the Island of Cebu. (Monday, December 6, 1948, aboard the SS MAYON, en route from Manila to Cebu.) Up early (as one must be, to get breakfast,—which is served on ships in this part of the world only from 6 a.m. to 7 a.m.). Light rain falling. Early in the morning, we sighted the eastern coast of the Island of Cebu. The Island of Cebu is a long, narrow strip of land, running nearly north and south, with a mountain ridge extending the full length of the island. The island is about 110 miles long and, at its widest point, about 25 miles wide. The City of Cebu is situated about half-way down the east coast. At the island's northern extremity, the hills rise abruptly from the coast, to a height of about 500 feet. As we progressed further south, the peak of the ridge reached heights of nearly 2,500 feet. About mid-morning, the skies cleared and we had bright sunshine for the rest of the trip.

East Shore Villages. Along the shore, one could make out an occasional village of nipa houses (usually little more than small shacks, built on stilts, with bamboo frames and covered with matting made from the palm-like leaf of the nipa plant). One could see from the ship coconut palms, mango trees, sugar cane, and other growth that gives the islands their lush tropical appearance. *Bancas* (small canoes, with outriggers on both sides) approached the ship occasionally.

Hong Kong Gimlets. Before luncheon, we went up to the ship's almost deserted bar with an old-timer who spent the war years as a civilian internee at Santo Tomas, in Manila. The bartender, also an old-timer, reminisced wistfully about the good old days when many passengers from the trans-Pacific liners stopped over in the Philippines to make the inter-island trip. He made us some gimlets—a refreshing cocktail made of dry gin, Rose's Lime Juice Cordial and a dash of Angostura bitters.

The Approach to the City of Cebu. After an early luncheon, we entered the narrow channel that divides the Island of Cebu from the small Island of Mactan, facing the City of Cebu and famous in history as the spot where Magellan was killed. To our left, on Mactan, were the tank farms of two American oil companies, and just beyond, on Shell Island, another oil company installation; to the right, lay the City of Cebu. Hulks of ships sunk during the war lie half-exposed in the shallow harbor and its approaches.

Though Cebu is the second largest city in the Philippines, with a population estimated at 185,000, one receives no definite impression of its character when approaching by water. The waterfront is very busy, for the port of Cebu handles a large volume of both coastwise and ocean-going vessels. When our ship arrived off the docks, a little after 2 p.m., there was no space available at any dock. It was not until later in the afternoon that the MAYON was able to tie up alongside the dock and discharge her cargo. However, we went ashore in small boats at about 2:45 p.m. (returning late in the afternoon to supervise the unloading of our 49 pieces of baggage).

DOWNTOWN CEBU

Boomtown Quality. Words fail me when I try to describe downtown Cebu. It is a mixture of busy seaport, new mining town, and Coney Island—an inchoate, heterogeneous madhouse—an architectural hodgepodge—a

city-planner's nightmare. The waterfront sees ships from all over the world—here to discharge every sort of cargo (from food, drink, cloth, and sundries to radios, refrigerators, and automobiles) and to load high-priced copra, source of much of Cebu's post-war wealth. A few blocks away, the business district has that air of get-rich-quick prosperity, usually associated with the mushroom-growth mining towns of Alaska gold-rush days. Nearly everything is new, for Cebu was almost totally destroyed during World War II. Building is going on, everywhere; reinforced concrete structures rise beside jerry built "temporary" stores, offices, and warehouses of wood, corrugated iron, nipa, and bamboo. A conservative sees little architectural distinction in the new buildings—though "functional modernists" might approve.

War Damage. Occasionally, one sees a remnant of war damage, such as the great slabs of concrete lying in a disordered heap in the open square opposite the Consulate. They were the walls of the old City Hall and have been pulled down to make way for a new municipal building. The Customs House is another war casualty still very much in evidence. Though riddled by gunfire till it resembles a sieve more than a building, it is still in use, pending the construction of a new Custom House.

Spanish Influence. Evidence of the old Spanish days is hard to find. There are a few of the sturdy old stone buildings—mostly churches, convents, or schools. One such is just behind the Consulate. Though damaged, it has been patched up and houses a school run by the Augustinian Fathers—who, incidentally, also own the building that houses the Consulate. In the middle of the street that passes in front of the Consulate, there is a tile-roofed, octagonal structure of stone, enclosing a wooden cross. The sign outside reads:

FIRST MASS IN CEBU

Under this roof is preserved a cross marking the place where the first mass was celebrated in Cebu, Sunday, April 14, 1521. It was attended by Magellan and his men. On the same date and in the same place King Humabon of Cebu, together with his Queen, son and daughters, and about 800 of his subjects, was baptized by Father Pedro Valderama.

Intermingling of Races. Getting back to Cebu's business district, one is impressed by the commercial community's variety of races and nationalities—as reflected in signs and advertisements, placed in every conceivable spot, with little restraint and no regard for architectural purity, civic beauty, or anything but a candid craving for the custom of all good Cebuanos. A few specimens:

Lu Do & Lu Ym Co. (copra)
Chartered Bank of India, Australia & China
Botica Boie (drugstore)
Louis Dreyfus & Co. (Overseas), Ltd. (copra)
Che Kong Trading
National City Bank of New York
Jesswani Department Store
Squill Foxhole Hotel
Bataan Bakery
Aboitiz & Co., Inc. (importers, exporters, shipping)

High Prices. A first visit to one of the retail stores is a shattering experience for the frugal housewife, newly-arrived in the Philippines. Prices are sky-high—and bargaining brings them down only a little. Butter:

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\$1.40 to \$1.75 a pound; beef: \$3.50 a pound; coffee: \$0.80 a pound; oranges small: \$1.50 a dozen; head of lettuce, very small, \$0.60; bunch of celery: \$1.85; bacon: \$1.50 a pound. True, all these products come from the United States—but the shocking paucity of good food products, locally produced, forces us to use imported foods every day, as the major part of our diet. One feels a real sympathy for the man who wrote in, recently, to apply for a job and said, "Due to the inflated prices of commodities which is very incompatible to my present salary, I feel hard to let both ends meet."

Strange Vehicles. The Coney Island aspect to Cebu lies largely in the city's noise and confusion. Through a maze of streets laid out at every angle of the compass, moves an astonishing assortment of odd vehicles:

Tartanillas,* little two-wheeled, brightly-decorated horse-drawn carts—entered from the rear and covered by a canopy. They have two tiny seats (or benches), running fore and aft and facing each other. A *tartanilla* looks as though it would hold four dwarfs, at most—but four or five full-grown passengers often squeeze in. (Maybe that is why the poor old nags that draw the *tartanillas* look so sad.) Up front, sits the *cochero* or coachman. St. Christopher must guard him particularly well, for he weaves in and out of dense traffic; apparently immune to all laws, natural or man-made, and in particular to the traffic laws



A *tartanilla*, crossing Magallanes Street. Note: the octagonal structure in the background houses the wooden cross marking the spot where the first mass was celebrated in Cebu on Sunday, April 14, 1521, in the presence of Magellan and his men.

—Photographs by James E. Henderson.

that govern ordinary mortals. Drivers curse him and newspaper editorials deplore his conduct and manners. But he still constitutes one of Cebu's principal means of transport (there are 1,270 licensed *tartanillas* in Cebu) and he jogs along, oblivious of everything and everyone. There is sometimes a little motto over the rear entry to the *tartanilla*. I noticed two today: "God is Merciful" and "In God We Trust."

Jeepneys constitute another important means of public transport. The word *jeepney*, obviously a corruption of *jitney*, applies to a jeep that has been converted into a small bus, with two opposing seats running fore and aft and entry in the rear, as with the *tartanilla*. The *jeepney* has a habit of stopping for passengers in the middle of the traffic lane, without any signal whatsoever. Next to

**Tartanilla* is the diminutive of *tartana*, "A kind of Spanish vehicle usually having two wheels and a cover, used especially in Valencia." (WEBSTER)

the *tartanilla*, it is the principal traffic hazard of Cebu. It is overloaded beyond belief. *Jeepneys* usually have names, painted just under the windshield: "Caesar," "Good Looking," "Guadalupe," "Two Sisters," "Jimmy Boy," "Seven Wonders," "Richie," "Spark," "Lolita," "Virgen de los Remedios," etc.

Add to the *tartanillas* and *jeepneys* a large assortment of trucks, shiny-new passenger cars, an occasional ox-cart drawn by a lethargic carabao, and thousands of pedestrians—and you have a picture of Cebu traffic.

Activity. For movement, imagine the confusion that might infect an ant hill suddenly disorganized by some unexpected catastrophe. Traffic cops sit in their little covered cupolas, at the very center of intersections, with traffic streaming by in every direction—but one receives the impression that they have almost nothing to do with the torrent rushing past. In fact, they seem anxious to coordinate their STOP-GO signals with the traffic.

Cacophony. For noise, tune up your imagination to its highest pitch and it may be in harmony with the volume of Cebu's downtown noise. There must be special specifications for the ear-splitting horns installed in Cebu's trucks. They and other automobile horns are blowing all day long, with incredible volume. Even above the horns, there is the blast of the loud-speaker trucks cruising the city, reproducing interminably some horrible distortion of a once popular song. A radio and phonograph store across the street has an equally powerful loudspeaker for the records it plays throughout the day—often one record, repeated hour after hour. (One of my old favorites was *All By Myself*—until last week, when I had to listen to it for one solid day.) One peaceful sound sometimes rises above the din: that of the church bells—which peal forth as beautifully as they did a century ago.

The American Consulate. Perhaps we shall someday have an office building at Cebu that we can be proud of as really representing the United States—well designed and constructed, air-conditioned, properly furnished, and supplied with



Magallanes Street, where it is intersected by D. Jakosalem Street. The upper floor of the building with the American flag is occupied by the Consulate as office quarters.

modern office equipment. We are far from it now: the Consulate occupies a single, large, second-floor, barn-like room, about 40 x 60 feet, with a semi-partition cutting off one corner to serve as the Consul's office. The entrance is up an outside flight of stairs, roofed-over with corrugated aluminum. The furniture is the most disreputable, dilapidated

mixture of odds and ends I have ever seen outside of a junk yard. For a staff of 10, we have 9 distinctly different types of desks and 9 types of chairs, in roughly 8 different colors and finishes—only one chair matching its desk. It looks as though every piece of discarded office furniture and equipment in Manila had been sent to Cebu: Desk-tops, gouged out and scratched; veneer peeling off; misfit and broken drawers; chairs without castors; etc., etc.. If the Consulate were a business office, clients would leave after the first visit, convinced that the firm was close to bankruptcy. There is one thing to be said for our barn, however. We do get air, when there is a breeze blowing. True, it blows papers all over the place, unless they are weighted, and it brings the dust with it—but that is better than suffocating. We also get a good many flies, mosquitos and ants, but thanks to DDT, we can combat them with some success.

RESIDENTIAL DISTRICTS

New Houses and Tropical Greenery. Cebu is not all dust, noise, and confusion. On the contrary, as one leaves the center of the city and approaches the residential districts, the character changes. The first impression is that of green tropical growth: grass; mango, papaya, and banana trees; bamboo; hibiscus; some bougainvillea; orchids cultivated in private homes and other parasitical plants growing on trees. New houses are everywhere—somewhat monotonous in their similarity (with few of them departing from a rectangular-box pattern) and most of them too close together. Yet they are generally clean-looking and inviting, with their fresh paint—almost invariably white.

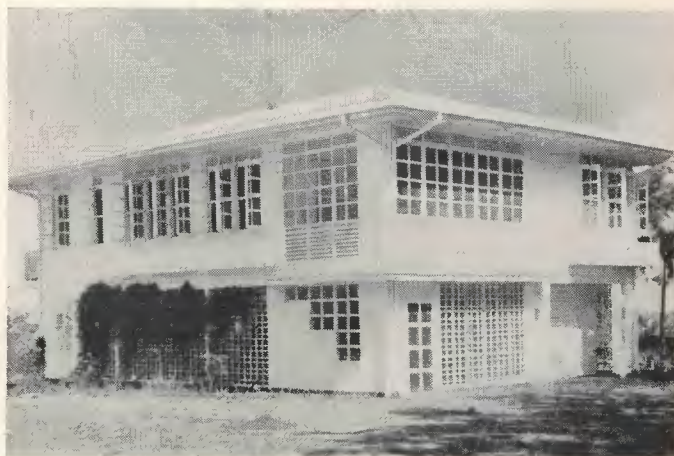
Our New Home. We were fortunate in being able to move right into a new house, temporarily, pending an official decision on a proposal to lease in the name of the Government a house to be used as the residence of the American Consul at Cebu. Our temporary house is one of 8 identical houses in a compound that was built in 1948 for a group of American families. We could wish that each house had a little more space around it, to get away from a sort of institutional appearance, and that we were a little farther away from the airport, where the big planes start warming up their motors at 5 a.m. every morning—but the many advantages of the compound far outweighs its disadvantages in a city that is still being rehabilitated and in most areas is not yet able to supply pure water or adequate electricity. The compound has its own diesel-electric generators furnishing standard 119 volt current from 5:30 a.m. to 1:30 a.m. The short break in the supply of current is not enough to impair the efficiency of refrigeration and it contrasts with a daily interruption of from 6 to 10 hours in the municipal supply. The compound also has its own pure water supply, with its own wells, pumps, and storage tanks. All of the houses are screened, but even with screens, a surprising variety of the teeming insect and animal life of this tropical region penetrates into the house.

The Ghekkko. There is one animal, new to us, that we have not even seen yet: the gecko (spelled "ghekkko," here). However, we hear him every night. The gecko is a pop-eyed lizard, about 8 to 12 inches long, with a voice out of all proportion to his size. The name is supposedly onomatopoeic—and the sound it makes does resemble its name, with a strong accent on the first syllable. It has a strong resonance, as though it were being amplified by a powerful loudspeaker. I think that our gecko must live in a tree, just outside our bedroom window—but (being a nocturnal animal) he has so far eluded us.

House-Design Typical of Cebu. In design, our house is typical of most of the better houses of Cebu. It has two stories, with all of the regular living quarters on the second floor. It is not large, but there are few larger in Cebu. Building costs have been so exorbitant that landlords have tried to keep their square footage to an absolute minimum.

Domestic Servants. Servants are plentiful but almost wholly untrained. We are trying out four, at present: A cook, a laundress, a maid, and a part-time gardener.

Food; Milk. We have enjoyed curries more than any other dish we have had since reaching Cebu. Probably because of the large Chinese population, Cebu's markets also carry many good ingredients for Chinese dishes. As there is no fresh milk, we are gradually accustoming ourselves to powdered milk. If prepared with an electric mixer, the day before, and allowed to stand in a refrigerator until very cold, we find that it is not bad. We are getting good papayas and fair pineapples. The pineapples ought to be better, for we received some delicious ones from a plantation on the Island of Mindanao—but those regularly available at Cebu are not of the same quality.



A Cebu residence, typical of those being built in the post-war period. Owing to high construction costs, the broad verandah that often surrounded houses of the pre-war period has been almost totally abandoned. In Cebu's hot, humid climate, this is unfortunate, for the verandahs not only gave spaciousness to the houses and improved the circulation of air, but also protected the rooms from the torrential, wind-driven rains. The modern houses must be closed almost entirely during rain and become very stuffy. Note: This is the house first occupied by the Hendersons at Cebu. They have moved to an almost identical house in the same compound, with a somewhat better situation and view.

Office Hours. Situated as Cebu is, about 10° north of the equator, the climate is normally hot and humid. For that reason, we have adopted a workday at the Consulate that takes advantage of the cooler hours of the day: 7 a.m. to 3 p.m., Mondays through Fridays. I get up at 5:30 a.m. and breakfast at 6 (just as the sun is rising, at this time of the year). Most of us take light lunches to the office.

Sensible Habits of Dress. Fortunately, people dress sensibly at Cebu (unlike Manila, which is acquiring Washington's deplorable habit of keeping up appearances even during the summer, with otherwise sane men feeling it necessary to

(Continued on page 44)

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The American Foreign Service Association

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

**PUBLIC LAW NO. 73, MR. BUTRICK
AND MR. RAVNDAL**



Mr. Butrick



Mr. Ravndal

Public Law 73 is now on the statute books. The draft of the law was not widely circulated in the Department and it is doubtful if it was familiar to any of the officers in the field, although the text of the enactment has now been circulated. The Foreign Service is aware that the statutory basis for the command functions of the Director General is removed by the new Act, although the position is retained. The Secretary may delegate authority to perform any functions which are reposed in him "to officers and employees under his direction and supervision." The bill would also have removed the statutory basis for the Board of Examiners. This proposal was withdrawn upon the objection of several Congressmen.

We learn that a Director General is to continue to function in the Office of the Deputy Under Secretary, and that Mr. Richard P. Butrick, CM, has been appointed to that post to succeed Mr. Christian M. Ravndal who has just been confirmed as Ambassador to Uruguay. According to Departmental Announcement 60, the new "DG" will function in a "staff capacity on matters affecting the Foreign Service." The divisions and functions formerly directly under the Director General have been re-distributed and in some cases merged with corresponding offices of the Department in a reorganized administrative area as outlined in the Department's announcement in reference. (See Chart, p. 31.)

The Foreign Service Act of 1946 apparently caused some anxiety lest the Secretary's line of command be broken by the interposition in that chain of officers having statutory responsibilities. These doubts are removed by the new Act.

There lies ahead of us a time of change for the Department and the Foreign Service. We can be glad that there will be at the right hand of the Deputy Under Secretary an experienced and seasoned officer like Richard Butrick. The best support we can give him is to accord to all those who

have the responsibility of fitting the Foreign Service into the new scheme of things the same confidence which we would wish them to repose in the Foreign Service. There can be no place for clique, pique or the "old school tie."

In forging the new instrument for foreign affairs, the Service must be the leader not the laggard, the bold wayfarer and not the fearer. When we are given the opportunity with others to plan for reorganization or amalgamation we must come more than halfway down the road with liberal policies.

The time just behind us has also been one of change, not without unrest, in the Department and the Foreign Service. We want to express our gratitude for a man with a cool head and broad shoulders. Chris Ravndal has had a hard job and has done it in a way which reflects credit on him and the Foreign Service. He has had the affection and esteem of his co-workers in the Department and the Service. The constructive achievements of his administration will bear fruit increasingly. Our best wishes go with him to his new post and we congratulate him and our sister republic of Uruguay.

FIVE NEW ASSISTANT SECRETARIES

They used to say that the Department of State was housed in the hat of the distinguished Mr. Alvey Adee, an American *eminence grise*, who guided the Department through the vicissitudes of changing administrations in the more leisurely days at the turn of the century. Perhaps Mr. Adee had more under his hat than most people. Oldsters who lament an absence of style in the conduct of American diplomacy are inclined to date it from his farewell to the grey granite building. But now we have all said our goodbys to the old lady of Pennsylvania Avenue and emerged into a more turbulent, if air-conditioned, day.

No more striking sign of the times has struck us recently than the Secretary's nomination under Public Law 73 of five new Assistant Secretaries, a new Counselor, and a new Legal Adviser. These seven additions to the present top level officers—the Secretary, Under Secretary, two Deputy Under Secretaries and three Assistant Secretaries—bring the total to fourteen. In 1924, there were 590 Departmental employees, 3 Assistant Secretaries, and 3303* in the Diplomatic and Consular Services combined. In the insouciant days of 1938 (when strangers wandered unremarked and alone through "sensitive" offices on nostalgic errands) there were 963 in the Department, 3689 in the Foreign Service, one Under Secretary, a Counselor and 3 Assistant Secretaries. Today the Department has approximately 5700 souls; the Foreign Service has 13,106 people.

The increase to fourteen top echelon jobs is not an example of empire-building and up-grading. A vigilant Bureau of the Budget and an economy Congress would never have allowed that. Rather is it a reflection of the re-awakening of the American people to their responsibilities in the field of foreign affairs and of the increased burden on the Department of State. Another example of renascence is the interest of Americans in the individual nominations. Naturally this interest is nowhere keener than in the Foreign Service.

We cannot in these columns review the background of so many officers. As a group they are singularly well qualified to guide our foreign relations. They were chosen by the President and one of the best qualified men ever to become Secretary of State. Besides their high competence, most of them have in common that they are "Acheson men" with whom he has worked closely for a long time or whose talents he has been quick to recognize. They are men of a liberal

*All Foreign Service figures include non-American employees.

cast of mind, tempered by service at key posts during one of the most difficult periods of diplomacy.

The Secretary's long association with the Department has served him well in choosing his principal lieutenants. All but one of the high command have had previous experience with the Department. The Foreign Service can be proud that five of the fourteen have Foreign Service affiliations. We can hope to qualify more men for these high posts in the future.

The list is admirably balanced in various respects. It is, for example, a not accidental blending of youth and long experience, of governmental and business careers. The JOURNAL discovers that three of the group are in their mid-30's. If, perchance, they were applicants for the National War College or for entrance into Class 3 of the Service under the Manpower Act or Section 517, the regulations would have to be construed very liberally in their favor. The JOURNAL, which has been chided by its readers for its indulgence of "young blood," can but applaud this timely recognition of ability.

A newcomer to some will be Mr. George Perkins who becomes Assistant Secretary for European Affairs. Mr. Perkins has had a distinguished career in industry and finance and foreign experience in the Army and more recently with ECA. He will take over the leadership of a reorganized area in the Department which until recently has been predominantly Foreign Service in character. Of all the changes which have taken place in the Department and the Foreign Service none is more significant than the projected expansion of the geographic areas of the Department to include various economic and informational functions under the direction of men selected for their familiarity with their subjects, whether they come from the Foreign Service or elsewhere. We think this is a logical and healthy development which is past due.

EXCERPTS FROM THE REPORT OF THE COMMITTEE ON FOREIGN AFFAIRS ON H.R. 3559, MAY 3, 1949

EDITOR'S NOTE: *The following extracts are taken from the Committee's Report on the Bill which later, as amended, became Public Law 73. It had as its principal objects the increase in the number of top level officers of the Department and also to establish, as the Report says, "unequivocally the authority of the Secretary to administer the Department."*

I. THE UNDERLYING CONSIDERATIONS

Under our constitutional system the President exercises primary control of the foreign relations of the Nation. This is inherent in his roles of Chief Executive, Commander in Chief of the Armed Forces, negotiator of treaties, and as the sender and receiver of envoys.

The secondary responsibilities in the field of foreign relations, however, have spread through every sector of activity of Federal authority, so that there is scarcely a Federal agency whose powers and responsibilities do not impinge upon foreign affairs.

The Congress, moreover, exercises many powers of increasing moment in foreign relations. What was once a relatively minor part of the legislative task has now become so magnified in scope and importance as to occupy a major share of the time and efforts of the Congress.

In a phrase used by the President in his message to the Congress, transmitting a proposal for the instant legislation—the conduct of the foreign relations of the United States has become an increasingly momentous responsibility of our Federal Government. With this development the functions of the Department of State have become of increasingly critical importance. To quote again from the President's message:

The Foreign Service has reason to be proud of its work in the geographic divisions. Only fools are right *all* of the time but over the long pull the FSO's box score when they have been called to bat on policy has not been too bad. At the very least, they are dependable and know not merely their subjects but their areas. These are obvious qualifications for the job but unfortunately not as common as they are obvious. The JOURNAL believes that there is no better place to look for people qualified for such work than the Foreign Service, at least for a long time to come. We hope their quality will continue to inform this part of the Department's work whatever their relative numbers. We wish especially to welcome Mr. Perkins to a difficult job in a time of change and to assure him the most loyal support.

Jack Hickerson becomes Assistant Secretary for United Nations Affairs. The UN has deserved our best and is getting it. It will come to know a man of mature judgment, imagination, and cheerful energy as we have known him.

The officers who now attain Assistant Secretary rank, Mr. Miller, Mr. McGhee, Mr. Fisher and Mr. Butterworth are well known to many in the Department and the field. A group of more brilliant young executives would be hard to find.

The Service will also be gratified that George Kennan, FSO, will continue to direct the Policy Planning Staff as Counselor. "If you wanted to make comparisons—which are not wise—" Mr. Acheson told the Foreign Affairs Committee, "you could say that Mr. George Kennan is perhaps the most distinguished mind in the Department."

The full complement of higher officers will ease the intolerable load which has weighed on the Secretary and Under Secretary. It will permit more forethought and design in handling foreign relations. Let us hope that the posts will always be filled with men of the same calibre. And to favor that result let us hope that they may soon be confirmed and paid salaries commensurate with their abilities and their burdens.

The foreign-affairs activities of this Government are carried on by a number of agencies, but the greatest share of the responsibility is borne by the Department of State. Moreover, the President, and the Congress as well, rely upon the Secretary of State to provide leadership among the Government agencies concerned with various aspects of foreign affairs and to recommend the steps necessary to achieve an integrated and consistent foreign policy.

The present bill has as its purpose to make it possible for the Department of State more adequately to fulfill its responsibilities as the staff arm of the Government in the field of foreign affairs. It provides that the Department of State shall have, in addition to the Secretary of State, an Under Secretary of State and 10 Assistant Secretaries of State, 2 of whom may be designated by the Secretary as Deputy Under Secretaries. It provides that the Counselor and the Legal Adviser of the Department of State shall be on an equal basis in rank with the Assistant Secretaries. All of these officers are subject to Presidential appointment with senatorial confirmation. The bill establishes unequivocally the authority of the Secretary to administer the Department. It revises various terms of existing statutes vesting authority in departmental matters in officers within the Department and places all such responsibilities in the Secretary himself.

(Continued on page 46)



Personals

FSO H. GARDNER AINSWORTH, who has recently completed a course in advanced economics at Harvard, has joined the staff of the Foreign Service Institute. He will be in charge of the program of economics instruction in the School of Advanced Officer Training.

MR. WILLIAM D. O'CONNOR of the Telecommunications Division is Acting Book Review Editor of the JOURNAL during the extended absence of MR. FRANCIS C. DE WOLF, who is attending conferences in Europe.

Georgetown University conferred the honorary degree of Doctor of Laws on Ambassador WILLARD L. BEAULAC at the commencement exercises in June. Mr. Beaulac was a member of the first graduating class of Georgetown Foreign Service School in 1921.

FSO MARTIN J. HILLENBRAND's new book, "Power and Morals," published by Columbia University Press, has just come off the press.

FSO C. H. WALTER HOWE, field correspondent for the JOURNAL at Batavia, has been home on leave and tells us that he and his family are driving from Beirut to Meshed, Iran, his new post.

Foreign Affairs Magazine for July 1949 carries an article by JOSEPH W. BALLANTINE, retired FSO, entitled "Mukden to Pearl Harbor: the Foreign Policies of Japan."

DONALD D. KENNEDY, Chief of the International Resources Division in the Department, heads the U. S. Delegation to the Fourth Meeting of the International Tin Study Group, which opened at London on June 13th. Among his advisers are GLION CURTIS, JR., from the American Embassy at the Hague, and CLARENCE W. NICHOLS, Assistant Chief, International Resources Division, Department of State.

GORDON P. MERRIAM, member of the Secretary of State's Policy Planning Staff since September 9, 1948, has retired after 23 years of Government service, 13 of which were spent in the Foreign Service and the remainder in various positions in the Department of State. At ceremonies in the office of Under Secretary of State JAMES WEBB, Mr. Merriam was presented with a letter of commendation, signed by Mr. Webb.

State Department Advisers to the Eighth Meeting of the Caribbean Commission, held at Port-of-Spain, Trinidad, on June 13-18 were: JAMES FREDERICK GREEN, Associate Chief, Division of Dependent Area Affairs, DUNCAN A. D. MACKAY, Division of Caribbean Affairs and MISS FRANCES MC-REYNOLDS, Division of Dependent Area Affairs.

New Nominations to Top Echelon of Department

Five new Assistant Secretaries of State have recently been named to the Department. They are:

EDWARD G. MILLER, JR., to serve as Assistant Secretary for American Republic Affairs;

GEORGE W. PERKINS, to serve as Assistant Secretary for European Affairs;

GEORGE C. MCGHEE, to serve as Assistant Secretary for Near Eastern Affairs;

FSO W. WALTON BUTTERWORTH, to serve as Assistant Secretary for Far Eastern Affairs and FSO JOHN D. HICKERSON, to serve as Assistant Secretary for International Organization Affairs.

President Truman also named ADRIAN S. FISHER as the

new Legal Adviser and FSO GEORGE F. KENNAN was named Counselor of the Department replacing FSO CHARLES E. BOHLEN who has been assigned to Paris as Minister and Deputy Chief of Mission.

New Ambassadors Appointed

The President recently announced the following nominations of Ambassadors:

Former Director General of the Foreign Service CHRISTIAN M. RAVNDAL has been appointed Ambassador to Uruguay, succeeding Ambassador ELLIS O. BRIGGS, who has been named Ambassador to Czechoslovakia. Mr. Briggs replaces Ambassador JOSEPH C. JACOBS.

CAPUS MILLER WAYNICK has been named Ambassador to Nicaragua. Mr. Waynick is a former North Carolina editor, publisher and civic leader.

Advanced Training Assignments

Plans are going forward to enroll a number of officers in universities this fall for language-and-area studies. Added to the list of those selected earlier* are: *Russian*: FSO's WILLIAM A. CRAWFORD, RICHARD H. DAVIS, and WALTER J. STOESEL, JR. *Japanese*: FSO's ARTHUR L. GAMSON, HARRY PFEIFFER, JR., and MEREDITH WEATHERBY. *Chinese*: FSS RICHARD T. EWING. *Turkish*: FSO EDWARD F. RIVINUS, JR. *Arabic*: FSO DONALD C. BERGUS. *Hindustani*: FSO's RAYMOND J. BECKER and NICHOLAS THACHER.

Under a new policy on language-and-area training, Class 6 officers will undertake an extended period of instruction only under exceptional circumstances. The Division of Foreign Service Personnel is most desirous that as a rule FSO's should enter advanced training only after they have passed into Class 5.

Ninth In-Service Training Group at Commerce

The following Foreign Service officers and members of the Foreign Service Staff Corps are attending the ninth-in-service training course at the Department of Commerce: FSS JOHN I. FISHBURNE, FSO WALTER ISENBERG, FSS WILLIAM F. LEBUS, JR., FSO HUBERT F. FERRELL, FSO JOSEPH A. MENDENHALL, FSS ROBERT M. SCHNEIDER, FSO CLYDE W. SNIDER, FSS BENJAMIN B. SIMPSON, FSO WALTER SMITH, FSS JOHN P. ROURK, FSO EDWIN C. RENDALL, FSS HENRY L. TAYLOR and FSO RICHARD E. FUNKHOUSER.

Senate Receives FS Nominations

The Senate has confirmed the following nominations for FSO Class 6, Vice Consuls of Career and Secretaries in the Diplomatic Service: JOHN C. AUSLAND, JOHN H. BARBER, VINCENT R. BOENING, WILLIAM B. BUFFUM, MISS PATRICIA W. BYRNE, PETER R. CHASE, THOMAS R. CRAIG, JR., JAMES L. HOUGHTLING, JR., MISS M. LOUISE KIRBY, CLEO A. NOEL, JR., HARRY B. PANGBURN, PAUL O. PROEHL, BARRETT M. REED, JOHN F. ROGERS, MRS. COREY B. SANDERSON, ROBERT SIMPSON, HERBERT B. THOMPSON, EDWARD J. THRASHER, VIRON P. VAKY, WENDELL W. WOODBURY, and CHARLES G. WOOTON.

These officers will be given a three months' course of instruction at the Foreign Service Institute, School of Basic Officer Training, of which FSO ROBERT F. HALE is Director.

*See May JOURNAL News from the Department.

Another Fulbright Agreement

On May 25th U. S. Charge d'Affairs HENRY S. VILLARD, representing the United States, signed a Fulbright Agreement with Norway's Foreign Minister HALVARD M. LANGE. This brings to eleven the number of countries with which exchange scholarship arrangements have been made.

Under the same conditions as announced for Belgium in the March JOURNAL, 50 graduate scholarships and 40 visiting professorships and research awards have been made available for Americans to study in Norway and the Netherlands. In addition funds have been set aside to cover travel expenses for over 200 Netherlands and Norwegian citizens wishing to study, teach or do research in the United States.

Prize-winning Hobby

During the tercentary observances at Annapolis, former FSO and Lt. Comdr. in the USNR CARL M. J. VON ZIELINSKI entered his new ship *Queen Anne's Revenge, III*, in the Marine Parade to win two first prizes, one in the Class I entries (under 26 feet) and the other as most original entry.

To quote from the *Evening Capital*, Annapolis newspaper: "Flying the 'Jolly Roger' and firing cannon, the brig *Queen Anne's Revenge, III*, built by Lieut Comdr. C. M. J. von Zielinski, USNR, of Lusby, passed along the seawall. She was named after the vessel of Capt. Ed Teach, who as the notorious pirate Blackbeard roamed off the Atlantic coast and in the Chesapeake Bay.



Queen Anne's Revenge III

"The little square rigger, 26 feet long, carried 15 sails, and was manned by Comdr. von Zielinski and a crew of midshipmen. It came by the reviewing stand under power, with bare masts, but later turned, spread its sails and came back over the course with its cannon firing. . . ."

Authentic down to the last detail, the *Queen Anne's Revenge, III*, is not the first miniature square rigger Comdr. von Zielinski has designed, built, and sailed. His miniature brig *Isobel III* was a familiar sight on the Potomac during the 1930's when it was entered in several President's Cup Regattas.

The Commander makes only one compromise with history in outfitting his ships. He always has on hand an outboard engine, just in case the wind gives out and he faces being late for supper.

Austrian Treaty Negotiations

Instructed to reach agreement on the Austrian draft treaty as a whole by September 1 at the latest, the Council of Foreign Ministers Deputies for Austria resumed their discussions in London on June 30th. Heading the United States Delegation as United States Deputy for Austria is FSO SAMUEL REBER. His advisers are: FSO MICHAEL R. GANNETT, American Legation, Vienna; from the Department of State, MONROE KARASIK, Acting Assistant Chief, Division of Economic Property Policy; COBURN B. KIDD, Division of Austrian Affairs; LEONARD C. MEEKER, Office of the Legal Adviser; EDWIN G. MOLINE, Petroleum Division; from the Army, COL. CHARLES E. HIXON, Assistant Deputy, U. S. Commission, Allied Council for Austria; LT. COL. JOHN D. LAWLOR, Plans and Operations Division, General Staff. MARY LOUISE ZARGER of the Department's Office of Financial and Development Policy is Administrative Assistant and MRS. HELEN SKOULAND of the American Embassy in London serves as Archivist.

BIRTHS

BENTLEY. A daughter, Catherine Evelyn, was born on February 1, 1949, to FSS and Mrs. John J. Bentley at Southampton, England, where Mr. Bentley is Vice Consul.

WILSON. A son, David Edward, was born on April 7, 1949, to FSS Deering Wilson and Mrs. Wilson at Washington, D. C. Mr. Wilson is now assigned to Sydney, Australia, as Disbursing Officer.

SMITH. A son, Matthew Benjamin, was born on April 17, 1949, to FSO and Mrs. Rufus Z. Smith at Amsterdam, where Mr. Smith is Vice Consul.

WHEDBEE. A daughter, Carolyn Barbara, was born on May 12, 1949, to FSO and Mrs. Robert E. Whedbee in Boston, where Mr. Whedbee was detailed for advanced study in economics at Harvard University.

MARRIAGES

NEWTON-PHILLIPS. Miss Pearl Phillips and FSO James D. Newton were married on February 22, 1949, in Baghdad, where Mr. Newton is Third Secretary and Vice Consul.

GALLING-McAVOY. Miss Meta Lorraine McAvoy, Foreign Service Clerk at Warsaw, and FSS Walter Galling were married in Paris on May 7, 1949. Mr. Galling is now Vice Consul at Frankfurt, in the Schweinfurt Visa Sub-Office.

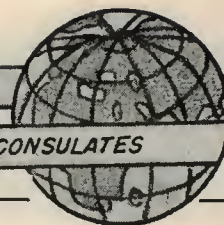
SWANK-WHITING. Miss Margaret K. Whiting and FSO Emory C. Swank were married on May 12, 1949, at Tsingtao, where Mr. Swank is assigned as Vice Consul. Both Mr. and Mrs. Swank were formerly stationed at Shanghai.

HOYT-LOWNES. Miss Joyce P. Lownes and FSO Henry A. Hoyt were married on May 17, 1949, at Asuncion, where Mr. Hoyt is assigned as Second Secretary of Embassy.

MCDONOUGH-RICKEY. Miss Isabelle Mary Rickey and FSO Dayle C. McDonough were married on January 20, 1949, at Glasgow, where Mr. McDonough is Consul General.

IN MEMORIAM

KELLY. George Francis Kelly, Consul at Kingston, Jamaica, died on May 17, 1949, in Kingston.



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
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
Iceland—William S. Krason
India—William Witman II
Ireland—John P. Walsh
Italy—Outerbridge Horsey

London—Jesse D. Dean
Mexico—Carl W. Strom
Noumea—Claude G. Ross
Panama—Oscar H. Guerra
Paraguay—Henry A. Hoyt
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

QUITO

May, 1949.

Calling any FSO anywhere. . . . This is Amateur Radio HC1KX in Quito, Ecuador, South America, calling

We've already called a few of our Foreign Service friends in other countries and hope to contact many more of you. Since we first operated our station five months ago, we've sent regards to Tom Maleady in Buenos Aires, John Hoover in Montevideo, Ambassador Joseph Flack in La Paz and Bob Newbegin in Bogota. We've had long chats with Ambassador Fletcher Warren in Asunción, Milton and Chloe Wells in Guatemala City, and Ambassador Shaw in Managua. Francis Styles, who just visited us from Guayaquil, spoke over our radio to Honshu, Japan, and John Matson spoke with his wife in Bogota from our "shack." The second operator, Betty, spoke several times with her OM, Maurie, the first operator, from Lima, Peru, and Santiago, Chile, when she was vacationing in those spots last month.

Sometimes we chat with a "ham" in England or Germany, who has a brother or friend here in Quito with whom he wants to get in touch. Often someone here, either an Ecuadoran or a member of the Diplomatic Corps, has a daughter or father in Cuba or Brazil with whom he wants to visit over the air.

One night we contacted a Seattle, Washington station, who took a long shot in the dark to ask us if we knew his only friend with the State Department. He chuckled for ten minutes when we replied that we

not only knew him but had helped marry him off in Managua.

Often we speak with our families at home or to old friends in Managua who also have their own radio stations. Then sometimes we just make new friends and call "CQ" which means "we're calling anyone who wants to talk to us." We get all sorts of interesting people that way. Sometimes a blind man whose only contact with the outside world is over the air; sometimes a cripple who visits all day with people all over the world or often it's someone who has lived in one of the countries where we've been stationed and has mutual friends there.

Once we were speaking with an amateur radio operator who had a guest in the "shack." The guest's name was "Nathan." Nathan turned out to be Nathan Milstein, who was there having dinner with friends. We were thrilled and said so. So when we switched over to the receiver, the other amateur operator said that if we listened hard enough we could hear Nathan practicing his violin in the background. Of course he promptly put the mike in front of Nathan, who played part of Tchaikovsky's violin concerto (our favorite) for us.

Our new hobby is such a friendly and fascinating one that we often have our meals on trays in the "shack" and even feed the baby there. It's a whole new world where everyone is friendly and eager to help you either with technical advice or phoning a friend or relative for you.

What do we talk about? Anything from babies to radio equipment. So how about it? Give us a shout. Find a local amateur operator (they're all delighted to have you talk over their



Consul General Austin Roe Preston greeting Governor and Mrs. Thomas E. Dewey at Zurich airport on June 1, 1949.

QUEBEC

In the office of Prime Minister Maurice Duplessis, Quebec, Canada, May 17, 1949. Left to right: The Prime Minister, Ambassador Laurence A. Steinhardt, Captain R. M. Oliver of U.S.S. Saipan, Consul General Walton C. Ferris, Captain B. S. Cnster, U. S. Naval Attaché, and Naval Attaché for air, Ottawa.

—Official Photograph U. S. Navy.



“rigs” and are an extremely friendly fraternity). It makes no difference whether you know the amateur or not. As a matter of fact, you’ll find amateur radio operators interesting and easy to know and very good company.

So, get a “ham” and ask him to call HC1KX in Quito, Ecuador, on ten or twenty meters so that Maurie and Betty Bernbaum can say hello in person and talk over old times.

73’s (radio terminology for good luck). HC1KX will be looking for you!

BETTY HAHN BERNBAUM

ISTANBUL

May 5, 1949

Officers at the Istanbul Consulate General made a clean sweep at the recent annual tournament for the club championships of the Istanbul Golf Club. Consul P. C. Hutton posted a new course record for 36 holes in winning the club championship. In the morning round he scored a 76 on the par-74 layout, and in the afternoon a 78, for a 154 total. The trophy for low net score went to Information Officer J. M. Macfarland who posted a 36-hole total of 200-52-148. Consular Attaché T. T. Smith won the 18-hole Stapleford competition with 35 points.

J. M. MACFARLAND

NOGALES

May 1949

When Judge Gordon Farley at Nogales, Arizona, handed Certificates of Citizenship to Myra, George and Harry Strunz, minor children of George H. Strunz of the American Consulate at Nogales, Sonora, Mexico, on May 13, 1949, the fourth generation of the Strunz family became American citizens yet none of them were born in the United States.

August Strunz, who was born in Dresden, Germany, on February 1, 1835, was naturalized a citizen of the United States before the Common Pleas Court at New York City on August 16, 1859. He later moved to the Republic of Colombia and was American Vice Consul at Barranquilla, Colombia, from about 1880 to 1890.

His son, August Strunz, Jr., was born at Barranquilla, Colombia, on November 27, 1867, and served as American Vice Consul at Barranquilla from about 1900 to 1906.

His son, George H. Strunz, was born at San José, Costa Rica, on October 10, 1907, and acquired the citizenship of his father at birth under the provisions of Section 1993 of the Revised Statutes of the United States. He was appointed

Foreign Service clerk at the American Legation in San José, Costa Rica, on May 1, 1943, and is now in the American Consulate at Nogales, Sonora, Mexico.

The wife of George H. Strunz, born in Costa Rica, was naturalized a citizen of the United States at Nogales, Arizona, on May 14, 1948, and their children derived their citizenship through the naturalization of their mother.

WARSAW

May 19, 1949

An event of particular importance to the members of the Embassy in diversion-less Warsaw was the opening of the Anglo-American country club on April 2, celebrated with a buffet and dance attended by 130 persons. Membership is limited to the staffs of the British and American Embassies, the Canadian Legation and representatives of the British and American press.

The club building, located near Miedzeszyn, about 15 kilometers from Warsaw, fronts on the Vistula and has several acres of trees and open ground. Held by the British Embassy on a long-term lease, the building formerly was the residence of the British Counselor. The club’s facilities presently include a restaurant, bar, swimming, boating (four sailing boats and one sailing canoe), card tables, reading and writing rooms, ping-pong and darts. Work has started on a tennis court.

Plans are also underway for the organization of an International Diplomatic Club for the use of all foreign members of diplomatic missions. The club, which is scheduled to open on June 1, will be situated in a large apartment in the center of Warsaw. It is hoped to be able to provide a large bar serving drinks and snacks, a large lounge and a card room.

March, April and May were marked by an unusual number of changes in Embassy personnel and farewell and welcome-to-Warsaw parties were many. Among those leaving were Consul General John H. Madonne, Findley Burns, Jr., and three members of the Embassy’s clerical staff, including Florence Neverman, who will be secretary to Ambassador Crocker in Baghdad. The civilian guards have now been replaced by six Marine Guards who add a bit more color to the Embassy lobby. Everett Buckingham, Disbursing Officer, and his wife, as well as Mr. and Mrs. Edward A. Symans, returned in a rejuvenated condition after their home leave. The Embassy staff was increased by the arrival of five new officers and a telephone operator.

The BOOKSHELF



Francis C. deWolf
Review Editor

A Charter for World Trade. By Clair Wilcox. *The Macmillan Company, New York.* 1949. 327 pages. \$4.50.

The increasing concern with problems of foreign trade, and the realization of its importance to us, the reciprocal trade-agreements program and the Marshall Plan, make this book on the Charter for an International Trade Organization one of timely interest and essential reading. The author, now professor of economics at Swarthmore College, had a great deal to do with drafting the Charter. He was for a time Director of the Office of International Trade Policy in the State Department and served as Vice-Chairman of the United States Delegation during the negotiations at Havana where delegates from 54 countries reached agreement on the Charter.

The Charter is a complicated instrument covering every aspect of trade relations between countries. It aims at expanding world trade, developing backward areas and, in general, at improving the economic lot of people throughout the world. To do this, it presents a code of rules to set up fair trading practices to avoid economic warfare, to break down artificial trade barriers which hamper the natural competitive flow of international commerce, and to establish a multilateral, nondiscriminatory trading system. The Charter must be ratified by 20 governments before it will come into effect.

The first chapters of *A Charter for World Trade* form a history of American commercial policy from World War I to the end of the last war, leading to the background of the Havana negotiations. Professor Wilcox traces the efforts of the League of Nations to reduce trade restrictions, the effects of the depression, the famed Hawley-Smoot tariff, and the reciprocal trade-agreements program. He outlines the basic principles governing our trade policy and the philosophy that led to the publication of the *American Proposals for World Trade and Employment* in 1945 which, in turn, formed the basis for international discussions and the Charter.

The greater part of the book, however, is devoted to a highly readable analysis of the Charter itself. Tariffs and preferences, invisible tariffs, quantitative restrictions, state trading, restrictive business practices, intergovernmental commodity agreements, subsidies, industrial stabilization, economic development, international investment, and the organization of the ITO, all fall under the aegis of the Charter. Mr. Wilcox undertakes to describe how the Charter will affect each one, a task far from simple, for some of the most complex economic theories are involved, and, as this is an international agreement, the undercurrent of political pressures cannot be ignored. The author succeeds in making his explanation simple, understandable and clear.

Some measure of the potential significance of the Charter may be found in a few passages from the Chapter on economic development: "The expectation of life in the United States is sixty-seven years; in Latin America and India it is thirty-five. Purchasing power per capita, before the war, was \$589 in the United States; among the

390,000,000 people of India it was \$28. . . . In all of the backward areas, there is an insistent demand for a better life." Behind the technical language of the Charter, there lies the machinery to help provide this life.

The Charter helps also in providing for expansion and fuller development in the trade of the industrialized countries by providing for reduction of trade barriers, by providing for the limitation of the restrictive practices of international cartels, and by providing a mechanism for consultation on economic problems and trade difficulties. The Charter will provide an element of stability in international economic relations which will, at the same time, commit the major trading nations to more liberal trade policies and enable them to adopt such policies. From the particular point of view of the United States, it will assist in providing markets for American goods, in making available to Americans a wider variety of products at fair prices, and in lessening the necessity for recovery programs and grants-in-aid financed by the United States.

More important, the author concludes, "If the Charter and the General Agreement (General Agreement on Tariffs and Trade) were to be rejected, it is certain that the world would be headed back toward the jungle of isolationism, economic warfare, and anarchy in trade relationships. If they are accepted, we shall be given an opportunity, through continuing cooperation, to bring order out of chaos, to achieve a measure of stability, and to maintain economic peace. In rejection there is the certainty of disaster; in acceptance, the possibility of deliverance."

The book includes the full text of the Charter.

WINTHROP G. BROWN

Retaliation in International Law. By Evelyn Speyer Colbert. *Columbia University Press, New York.* 1948. 228 pages. \$3.00.

The use of the term "retaliation" is confined by some authorities to situations in which the measures taken in return for an injury inflicted are the same as those complained of as the cause of the injury. Other authorities apply the term "retortion" to such measures. There is also no agreement as to the definition of the word "reprisals."

Faced with this disagreement as to terminology, the author has used the word retaliation "as a general term without reference to technical distinctions" of definition of these terms. She applies the word reprisals to seizures of property and to "the more varied forms of modern peacetime retaliation." This procedure was adopted with a view to avoiding a terminological controversy which, as the author correctly points out, does not appear to have had any particular influence on the practice of states.

The book is an original inquiry into the place of retaliation in international law. We have here a superior work on the kinds of acts to which states have responded with retaliatory measures as well as on the measures which states have employed. These acts are studied in an attempt to discover

the practice of states in certain periods and types of situation.

However, the author does not stop at the historical aspects of the principle of retaliation. The volume before us throws light upon such questions as: Have retaliatory measures been taken as a deterrent of illegal acts or for some ulterior motive? Had the offending state been given an opportunity to rectify the wrong complained of before retaliatory measures were resorted to? How had the rights and interests of third states been affected? Did retaliation accomplish the end ostensibly desired by those who had employed it?

The author is aware that in a handful of decisions, tribunals have established criteria for judging the legality of retaliatory measures. She realizes, however, that while these are followed by jurists, it is not clear that they have been followed by states. The questions mentioned above are not studied with the primary view to determine the legality of action taken. The end in view is to determine the usefulness of retaliation as an instrument of law enforcement.

The volume is divided into two sections. The first one deals with peacetime reprisals; the second, with retaliation in naval war. In the former, the author examines private reprisals, particularly as practiced in England, and public reprisals. Treatment of retaliation with particular reference to denial of justice, disregard of treaties and insults to national honor is followed by a study of procedural questions and a section on reprisals and war.

In Section Two, a chapter on neutral rights in the Seventeenth and Eighteenth centuries is followed by a chapter on the Napoleonic Wars and a chapter on retaliation in the First World War. The conclusions at the end of each section and particularly the ones regarding the effect of provisions in the United Nations Charter on public reprisals are particularly impressive.

Those interested in international law will find this clear and concise volume very useful.

JOHN MAKTO

Walden Two. By B. F. Skinner. *The Macmillan Company*, 266 pages. \$3.00.

At last a courageous soul, in the midst of a disorganized chaotic world has dared to venture forth with a completely sound and scientific plan for an Utopian civilization, which amazingly enough seems extremely workable. Although it now exists only in the mind of the author, Mr. Burrhus Frederic Skinner, a Harvard psychologist, the possibility of its actual existence is greater than it would have been for any previous Utopia because *Walden Two* is not located in the dim past or future, in some distant, imaginary land. It is here, in the United States—an idyllic little community in the Middle West. Mr. Skinner has based it on good solid psychological and economic theories applied to present day American life and it is the kind of dream that conceivably could be translated into reality.

Frazier, the founder of the Community in the novel, terms his venture an experiment in "Behavioral Engineering" and has arranged a life for you which embraces only a few hours of work with unlimited opportunity to pursue your interests and hobbies stripped of all emotions which usually beset the average insecure and struggling citizen.

The novel centers around Rogers and Jamnik, two veterans who don't want to go back to the old way of living and who want something closer to the good life they dreamed about overseas. They hunt up Rogers' psychology teacher, who introduces them to Walden Two. The professor, together with a colleague, accompanies the boys and their

girl friends on a visit to Walden Two and the novel is the story of what they find there.

The skeptical colleague supplies the questions and doubts that you, yourself, feel and Frazier gives the answers with convincing counter arguments backed up by the living proof supplied by watching the "members" at work and at their leisure.

The set-up would appear to be based on the premise that an efficient state culture must be discovered by experimentation. Frazier is not arguing for no government at all, but only for none of the existing forms. A government, based upon a science of human behavior, seems necessary to produce a permanent social structure. Walden Two is a contributing economy with each member contributing four work hours a day, the less desirable jobs receiving more credit value than the attractive ones. The low work hour load is due to the fact that women are on an equal footing with men and contribute the same amount of work hours. The children are cared for together and the members live in small rooms, adequate but with no housework involved. Thus, the women are freed to contribute to the community. All produce is shared and the organization is set up by means of a board of Planners and Managers, neither set aside by any extra compensations which might indicate any class distinction, with constantly changing terms so that a clique would be avoided.

"We practice the Thoreauvian principle," Frazier explains, "of avoiding unnecessary possessions." Food is plentiful and healthful but not expensive. No spoilage or waste due to calculated needs. There is no pressure of promotional devices which stimulate unnecessary consumption. "We strike for economic freedom by devising a very high standard of living with a low consumption of goods."

As for the education of the children, they don't teach subjects at all only the techniques of learning and thinking. They are instructed in all the arts and crafts, but as for geography, literature and the sciences—"we give them the opportunity and guidance and they learn them for themselves."

There are innumerable other explanations of Frazier's new way of life but the basis of experimenting with human behavior seems to have worked out a civilization, which cynically speaking, seems more scientific than practical, but still leaves one with the hope that a courageous soul with a keen, scientific imagination as Mr. Skinner's will actually go through with his "dream," and I, for one would certainly be among the first "visitors."

CAROL PRAY RYAN

FOREIGN SERVICE RETIREMENTS AND RESIGNATIONS

Philip H. Bagby	Resignation
Robert E. Cashin	"
Francis H. Colombat	"
Walter A. Foote	Retirement
Stanton Griffis (Ambassador)	Resignation
John C. Hawley	"
Edward L. Johnson	"
Robert B. Moody	"
Whitney Young	Retirement

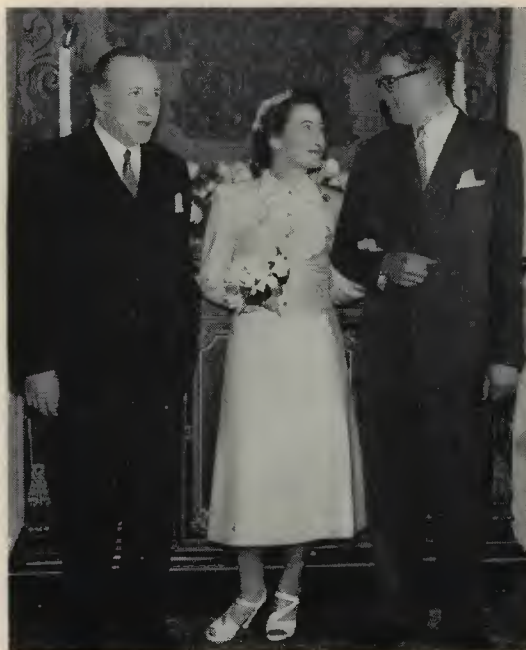
Service



Above—Popular Third Secretary Jackson W. Wilson left Quito on April 19, 1949 for Guadalajara, Mexico. To see him off were a group from the Embassy and other Americans. Standing, l. to r., Reginald Bragonier, Maurice Bernbaum, Jackson Wilson, Dr. Gordon Brown, Lillian Alderman, Charles Urruela, Stephen Carney, director of Centro (see News from the Field), three friends, Ben Sowell, Juan Alfonseca and wife, Lillian Monge, Enid Robinson, Margaret Walters and Beth Hogan.

Right—Ambassador George Wadsworth with his daughter, the former Miss Caroline Long Wadsworth, and her husband, Walter Wil-
linn Harris, Jr., Attache at Baghdad, at their wedding in the residence of the American Ambassador at Istanbul on April 23. The wedding was attended by high-ranking Turkish and diplomatic officials, staff members of the Embassy and Consulate General, and Americans resident in Istanbul.

photo by Yani Gavrilloğlu



THE STAFF OF THE AMERICAN LEGATION AT TANGIER, MOROCCO, INCLUDING WIVES

First row, left to right, Joyce Ariat, Mury E. Williams, Mrs. Weston, Margaret M. Avent, Mrs. Lawson, M/Sgt. H. L. Van Blarcom, Denny A. Lawson, John G. Abrines, Ibrahim Abdullah. Second row, Mrs. Bedford, Commander Howard A. White, Mrs. Sherer, Colonel Marion Carson, Mrs. Plitt, The Honorable Edwin A. Plitt, Mrs. Carson, Albert W. Sherer, Jr., Mrs. White, Captain John P. Bedford. Third row, Sgt. Russel A. Czarnyska, Mrs. Palmer, Converse Hettinger, Mrs. Shivers, Lt. Theodore K. Jelen, Mrs. Stookey, Lt. Commander H. B. Vickery, Mrs. Vickery, Robert W. Stookey, Mrs. Jelen, Forrest Shivers, Mrs. Hettinger, Mrs. Abrines, Mrs. Anderson. Fourth row, Cpl. William R. Boyles, Robert M. Beaudry, Fred K. Blackburn, Mrs. Blackburn, John H. Seate, Catherine Cutelano, Mrs. Seate, Mrs. Allen, George W. Allen, Edward W. North, George C. MacGill, T/Sgt. Hubert A. Weston, Mercedes Riera, Mrs. Abrines, Gregory T. Abrines, T/Sgt. John Braly, Sgt. Charles E. Pegg. Fifth row, Cpl. Carl K. Goff, M/Sgt. Floyd D. Shaeffer, Ludmilla Kane, Nancy Perkins, Mrs. Abdullah, Robert G. Caldwell, Mnrjorie L. Fried, Ernest J. Dempster, Nancey G. Howard, Virginin H. Biddle, T/Sgt. Francis J. Shallow, E. Gregory Kryza, Bernice Cloutier, Marie Cecily, Sgt. Adolph L. Vrana, Sgt. James A. Fuller, S/Sgt. William V. Rea.



Glimpses

"Admiral Elbridge Durbrow" on the bridge during instruction cruise of elements of the War College, Class of 1949. Mr. Durbrow was Deputy for Foreign Affairs, National War College.



Taken on terrace of American Embassy, Panama, on the occasion of the spring instruction trip of elements of National War College, Class of 1949. Seated l. to r.: FSO E. Allen Lightner, Jr., Col. Paul Caraway, USA, FSO John Bruins, Col. Robert Dewey, Mr. W. J. M. Beale, Jr. (Dept.), FSO Edmund A. Gullion. Standing l. to r.: Capt. D. M. Tyree, USN, FSO James Pilcher, B. G. Bechhofer (Dept.), FSO C. Burke Elbrick, the young house guest of Ambassador and Mrs. Davis (unidentified), Col. Engler, USAF, Mrs. Carlos Hall, Admiral Harry Hill, USN, Mr. Winnacker, Mrs. Monnet B. Davis, Ambassador Davis, FSO Arthur L. Richards, Lt. Gen. Mathew Ridgway, USA, Commander in Chief, Caribbean Command, Mrs. Cottrell, wife of Air Attaché who took picture, Capt. Howard Collins, USN.

In the photo at the right, friends will pick out FSOs Morris Hughes, Willard Galbraith, Elbridge Durbrow and Francis Stevens and Department officers Freddie Merrill and Murray Wise on a tender off Norfolk, Virginia, enroute to the Aircraft Carrier Kearsarge, during instruction cruise.



Letters to the Editors

Make Retirement Easy

Tokyo,
April 25, 1949.

To the Editors,
AMERICAN FOREIGN SERVICE JOURNAL:

I want to put in a plug in favor of voluntary retirement and the opening up of the channels in such a way as to invite voluntary retirements.

One of the personnel people recently said that the number of officers who will have to be selected out will probably grow with time. Trends in the modern Foreign Service have been so marked that the handwriting is easily visible on a most evident wall. Many retirements would be helpful, and I am confident there would be a heartily helpful response to a few wise adaptations in retirement encouragement.

Short of the provisions of Section 821 of the Foreign Service Act, nothing else gives recognition to service performed. The kind repayment of running deductions from pay, on which even income tax has already been paid, is hardly susceptible of dressing up as an attractive dish; but in regard to the 821 provisions there are possibilities. That section, with certain limitations, provides annual retired pay on a calculation of two percent of the annual basic salary of the five years preceding retirement, multiplied by the number of years of service; and this goes to officers of classes 2 or 3, either because, on the one hand, they reach the age retirement of fifty or because, on the other hand, they remain eight years without promotion to a higher class. In both respects a definite improvement in morale, on the matter of confidence that favorable action will be taken on the desire to retire, would be readily possible and is desirable. A clear statement on the part of the Secretary that retirement will be accorded to those officers who request it upon reaching the age eligible therefor would be a relief with regard to the former; and with regard to the latter a similar desirable increase of Service confidence in the accessibility of voluntary retirement could be effected in the manner about to be described.

A man can not remain in a class (except the top ones) more than eight years; but, in a Service which now has fewer classes against the former more numerous ones, how is service within a given class to be calculated when the period includes the date of the reclassification? The honest answer is not difficult and should follow directly from the equivalence of classes used in the reclassification process: officers in former class III and IV were integrated into new class 3, former V and VI into new 4, and former VII and VIII into new 5. How long has a man from the former Service been in class 3 if he is now in that class? He has constructively been in class 3 since the day of his promotion into old class IV, one of the constituents of present class 3; and it is from that day that his eight-year term allowed in class 3 should be calculated. It appears that this interpretation by the Secretary of State would be possible within the legislation; and being possible it is desirable.

By way of example: If J. Sheraton d'Eaux, a stalwart of the prewar days, attained to class IV on July 1, 1941 and is in class 3 on July 1, 1949 he should be retired no matter how young he is. Furthermore, if d'Eaux, contemplating the pleasures of getting out of the present Service, requests in the spring of 1949 that his name not be considered by the Selection Board for possible promotion because he de-

sires 821 retirement under the eight-year deadline, his wish should be respected either by the personnel people if his name can be withheld or by the Selection Board if his name has to be placed before the Board.

I want no protestations that the competitive intent of the Act would be defeated. The only reason for not encouraging voluntary retirements, so far as I can see, is the hardly captivating one that the rapid ladder-climbing game lacks stimulus to the climbers unless people be spotted along the rungs in precisely those static positions where they can be appropriately kicked in the teeth. Would there be reasonable objection to reducing the climbers to participants all proceeding at the same dizzy speed, even if the exhilaration of the teeth-kicking had to be foregone?

There are, as a matter of fact, substantial reasons why the constant possibility of voluntary retirements under conditions duly recognizing service performed (which 821 does) would be salutary to morale and helpful in the administering of the Foreign Service. The Service is very well run and very much run. I approve this fully and see no preferable alternative within possibility or practicability. The personnel people set up the Boards, feed them the stuff about officers, and get their results. I think they should. Rapid strides have been taken toward achieving the Foreign Service which they desire, and full success ahead appears assured. The counterbalance required is a facilitation of reasonable retirement—for those who, conscious of the trend in the promotion routine, and seeing that responsible positions are pre-empted, prefer to go sooner rather than later—or for those who for any other reason prefer to go. Even from the point of view of those in authority it is apparently one of the conclusions of human experience that it is well that there be available, to those upon whom authority would be imposed, a reasonably free choice of tolerable alternatives.

It is certainly no secret that a very great sense of helplessness is felt in the field. Down-grading of field efficiency reports, on their way to the Boards, effected by a covering reappraisal by the personnel people, is one of the trying frustrations of this career as seen from the field which can not fail to inflict a foreboding of finality. The Foreign Service is being made over from the Department. From the recent list take, for example, the crucial promotions from class 3 to class 2. It would be necessary for FP to prepare these figures if they were to be up-to-date (and of course FP won't prepare them), but the main outlines are clear enough. Forty-one persons were promoted from class 3 to the available vacancies in class 2. Where in the various salary grades of \$8,000-to-\$10,000 class 3 were these forty-one chosen? Five from above \$9,000; thirty-six from below—hail to talent and merit. From below \$9,000 each eligible salary grade contributed to the thirty-six, but special honors fell to the very lowest eligible salary grade, which provided eighteen of them itself—again all hail.

These eighteen from the lowest eligible salary grade are of maximum significance because it is of course in them, who have been the minimum time in class, that the rapid-boast practice of the personnel people is most clearly seen. Now what is there to be observed among these eighteen choices? How did the effect of assignment in the Department show up among them?

Of all the seventy-two men in this lowest eligible salary group about a dozen were on assignment to the Department, and some two-thirds of these Department-assigned men were

promoted. Almost all the rest of the whole eighteen who were promoted from the group of seventy-two were serving at their first or second posts since their period of assignment in the Department, having been sliding along with well-lubricated top speed from the time of their Departmental days. In those promoted from this group was there not a single one discovered by the Department's all-seeing efficiency mechanism who had never had any assignment at all in the Department? To the shining glory of the Service let it be noted that no such damning smirch would be factual. There was one.

Last year the ratio was similarly striking. It is becoming an old story.

The ins naturally state that it is entirely natural that the naturally best men should naturally be serving in Washington. Interested persons in positions of authority, more respectful of the figures, would do well to seek for causes in the mechanics of how the Department operates. It is in no way necessary to postulate ill will. Mr. Political Desk rings Mr. FP and says Mac, we have a man in the Department now who knows just what we want, and when he's through here we'd like to send him to Titana with enough rank to do that job for us. Mac says that's all right with me, but give me something to work with. Then starts the process of job description, rating, form of presentation, and so much more in the words the just-rightedness of which is comprehended in the Department as nowhere else.

I wouldn't change it. I'm asking simply for a facilitation of retirement, something of advantage all around. To the many excellences of the Foreign Service I should like to have one further added: that it be the best service to get out of. I recommend two improvements, both apparently within the Secretary's authority.

CABOT COVILLE

Comments of the Chief of FP

I have read with a great deal of interest, and sympathy, a draft of Mr. Coville's article concerning voluntary retirement from the Service. The article raises certain questions concerning which I would like to comment.

In general, I agree with Mr. Coville's point of view. Voluntary retirement for officers whose progress in the Service has stopped should be facilitated as much as possible. In some instances this will result in the elimination of deadwood from the Service. In many others, where the service performed still measures up to the exacting standards required, voluntary retirement should be considered a privilege earned by the officer who has served willingly and well but whose deteriorating health, financial condition or other personal factors make early retirement attractive.

Mr. Coville's article implies that voluntary retirement under Section 636 of the Act is available only to officers of Class 2 or 3. This is not entirely correct, although there is an apparent ambiguity in the Act which tends to imply that officers in Classes 4 and 5 who are selected out of the Service are not eligible for voluntary retirement. Actually, any officer who has reached the age of 50 and has 20 years of service is, in general, eligible for voluntary retirement. However, the Legal Adviser has held that an officer of Class 4 or 5, who has already completed his maximum period in class without promotion, cannot apply for voluntary retirement and is eligible only for the benefits provided for in Section 634 of the Act. These consist of the return of contributions to the Retirement Fund and the payment of a lump-sum separation allowance or a deferred annuity beginning at age 62. In other words, an application for retirement must be submitted and accepted prior to the time of

consideration for promotion by the last Selection Board to consider the officer's case.

While it is not feasible for the Department to commit itself to a permanent policy, it can be said that the present policy and practice is to process requests for voluntary retirement as expeditiously as possible, and there is no indication that a change in this attitude is imminent.

With respect to the problem of computing service in class, the formula suggested by Mr. Coville is the actual one used. Service in present class dates back to the date of entry in service or last promotion. The reclassifications made in 1946 are not considered promotions for this purpose.

More on Retirement

299 Riverside Drive
New York 25, N. Y.
May 19, 1949

To the Editors,

AMERICAN FOREIGN SERVICE JOURNAL:
Gentlemen:

May I submit two points which appear to be germane to the current discussion provoked by our retired colleague's efforts to promote pensions which are responsive to contemporary events, particularly those affecting the cost of living and those reflecting the need to recruit the ablest talents for a career which is steadily increasing in prestige? Attention is focused on the cost of living as we presently retired officers become vocal. The Department, taking the long view, doubtless gives more attention to the fact that young men of foresight, which is perhaps the major attribute demanded of a Foreign Service Officer, will hesitate to offer themselves as candidates in their twenties unless assured of suitable status in their sixties.

1. Our colleague has been scolded for emphasizing our distinction from the Civil Service. It is granted that diplomacy and strict adherence to the legislative facts are called for. However, we may topple over by leaning too far backward quite as easily as by sticking our necks out. We should have learned that lesson more than a decade ago when our self-effacing modesty was publicly criticized in Congressional committee hearings.

The fact is that we *are* an elite corps, and that Congress expects us to be one. We are no more highly honored than we honor ourselves. In a private conversation with the undersigned, a Senator whose interest in the Foreign Service is keen remarked that he and his colleagues occasionally had misgivings when we approached them diffidently; was that our approach to our contacts abroad?

The whole thing seems to be a simple matter of emphasis. We *are* an elite corps, yes, but one of many such in the nation's service, some of them unified as we are, some cutting across bureau and agency lines at various levels. Our expectation of receiving special attention does not stem from the irrelevant (and not 100% correct) understanding that we are not within the purview of the Civil Service, but from the fact that we have been serving abroad for the bulk of our adult years, detached from close personal contact with such mundane affairs as real estate opportunities, investment possibilities and the like. We probably have a fuller comprehension of the state of the nation than most Americans, as such knowledge is part of our professional equipment, but it is of no use to us in our personal affairs. Most men — those for example in the other elite corps — have every opportunity to plan ahead against the day of retirement, establishing homes, laying aside savings, gradually accumulating the material objects which symbolize the

(Continued on page 54)

An Address by Under Secretary Webb

The following is an excerpt from an address by Under Secretary Webb to the Alumni Luncheon of the University of North Carolina at Chapel Hill, North Carolina, June 6, 1949. We are gratified to note particularly Mr. Webb's understanding remarks about the Foreign Service.

... Perhaps it was because Secretary Marshall recognized the duties and opportunities of universities in the field of foreign relations that he chose an occasion such as this to announce what is now known the world over as the Marshall Plan. Speaking at Harvard University two years ago — two years ago yesterday, to be exact — General Marshall said:

"Our policy is not directed against any country or doctrine but against hunger, poverty, desperation and chaos."

Future historians may mark that date, and that simple statement, as one of the great turning points in world history. There are still hunger, poverty, desperation and chaos in the world—especially in parts of Asia, and in those parts of Europe which the iron curtain cuts off from Western civilization. But in little more than the year in which the Marshall Plan has been in actual operation, the spirit of Western Europe has been changed from despair to hope, from destitution to recovery, from terror of Communist aggression to a resolute determination that liberty shall be preserved.

The sum invested by our country to help our friends and neighbors help themselves, great as it is, represents the cost of only a few days of war. Instead of destroying lives as in war, it has saved lives. It has made possible, within the framework of the United Nations, the achievement of the Atlantic Pact. If the Congress adopts the recommendations of the President, this Pact will be immensely strengthened by the program of military assistance for Western Europe, to help guard these nations, who are our friends, against aggression from without, and against that more subtle aggression which bores from within.

The Military Assistance Program might be more properly called the Mutual Assistance Program. Although we in the United States must be a large contributor, in money and in the surplus arms which we have in stock, all of the Atlantic Pact nations will make contributions in accordance with their means. All will join their defensive strengths in a common plan to defeat any aggressor. This increased unity and defensive strength will provide a more secure foundation for economic and political stability, which must come hand in hand.

During the past year in Europe, something really has



Under Secretary James E. Webb is awarded an honorary LL.D. at ceremonies during the University of North Carolina graduation, June 6, 1949.

—U.N.C. photo by Bob Brooks.

happened. It must be evident to all of us that the Red tide which threatened to engulf Western Europe has been stemmed. None can pierce the veil of the future, but it is not too much to think that this tide must recede if we persist in the resolute policy established by President Truman and executed by General Marshall, Secretary Acheson, Mr. Hoffman, and other national leaders, with the wholehearted support of the Congress and of our people. The Military Assistance Program, if adopted, will serve notice to friends and foes alike that we shall not turn back before our work is completed.

It will declare to all the world that we shall not sacrifice the gains made since the dark days of 1947, at the moment when the success of our policy is at last coming into sight.

The aid which we have been able to extend to foreign nations has been uniformly successful when it was used to help those nations which were determined to help themselves. There are many of these in Europe, in the Near East and the Far East, as well as in our own hemisphere.

And many other nations and peoples would join this fight for freedom, indeed, all peoples, if their voices could be heard. It was these, I am confident, that the President had eventually in view when he announced his "bold new program" of sharing our technical skills, through the United Nations, with those who need them, and encouraging private capital to develop backward areas for the benefit of all mankind.

Such development, over the years, may well become a permanent bulwark against totalitarianism, which thrives on poverty and fear, but which retreats before prosperity and confidence and courage.

When we think of foreign relations, it is easy to assume that they are exclusively in the hands of the President and the Secretary of State, subject only to the Constitutional powers of Congress.

It is true that the actual conduct of foreign relations is the business of the President, through his deputy the Secretary of State. It is also true that close contact is maintained between the Department of State and the Congress, through the Foreign Relations Committee of the Senate and the For-

(Continued on page 54)

The First Seal of the Department of State

By RICHARD S. PATTERSON

Not so old as the seal of the Treasury Department, the seal of the Department of the Army, or the Great Seal of the United States, each of which traces the history of its present device direct from the Continental Congress period, the seal of the Department of State dates from 1789. The Department of Foreign Affairs under the Continental Congress possessed no office seal, and the successor Department under the Constitution commenced its functions without one. The act of Congress of July 27, 1789, creating a Department of Foreign Affairs, contains no mention of a seal. The amendatory act, however, approved September 15, 1789, whereby the designation of the Department was changed to *Department of State* and that of the principal officer to *Secretary of State*, provided thus for the adoption and use of a seal:

SEC. 5. *And be it further enacted*, That the said Secretary shall cause a seal of office to be made for the said department of such device as the President of the United States shall approve, and all copies of records and papers in the said office, authenticated under the said seal, shall be evidence equally as the original record or paper.

SEC. 6. *And be it further enacted*, That there shall be paid to the Secretary, for the use of the United States, the following fees of office, by the persons requiring the services to be performed, except when they are performed for any officer of the United States, in a matter relating to the duties of his office, to wit: . . . for authenticating a copy of a record or paper under the seal of office, twenty-five cents.

On September 26, 1789, John Jay, who had headed the Department of Foreign Affairs since 1784, was appointed Chief Justice of the United States Supreme Court, and on the same date Thomas Jefferson, who had been Minister to France since 1785, was named Secretary of State. Jay continued, "though not officially, to superintend the Department" until Jefferson took office on March 22, 1790. Meanwhile, Roger Alden, who had served as Deputy Secretary of the Continental Congress, was on January 1, 1790, appointed Chief Clerk of the Department of State, a post that he occupied until July 25, 1790.

As to the designing or choosing of a device for the seal of the Department and as to the requisite approval of it by President Washington, no record has been found. The steps taken in this regard, whatever they were, were completed before May 8, 1790; and perhaps they were not commenced until after Jefferson—who had had experience in seal-design-

ing as a member of a committee of the Continental Congress named in 1776 to bring in a device for the Great Seal of the United States—entered upon his duties as Secretary of State on March 22, 1790. Almost certainly the first employment of the seal was on May 28, 1790, when, at the request of a young New York lawyer named Brockholst Livingston, it was affixed to the certificate of authentication of a copy of the act of Congress of May 26, 1790, "for mitigating or remitting the forfeitures and penalties accruing under the revenue laws, in certain cases," Livingston paying 56 cents for the copy and 25 cents for the authentication. Presumably the die was cut in New York City, where the Federal Government was located at this period; and it seems that Chief Clerk Roger Alden personally attended to the obtaining of it, for he paid for it out of his own pocket, though

with subsequent reimbursement. The following item, under date of July 1, 1790, appears in an old account book among the Department's records: "By cash repaid Mr Alden for sundries for the office, among which was the seal for the secretary's office that cost £2 . . 3 . . 4"; and in the column opposite is the figure £2 13s. 10d. beneath a heading "New York Currency."

The seal was officially referred to during the first two decades of its service sometimes as "the privy seal" and more often as "the seal of office" or "office seal," the last-mentioned expression continuing in occasional use into the 1820's. At least as early as 1796, however, it was also termed—in the engraved passport form of that time—"the seal of the Department of State," a designation that eventually superseded the others.

The accompanying picture of the seal is from a photograph, somewhat enlarged, of the best impression that has been found in the Department's archives. This particular impression is affixed to a commission dated March 24, 1817, and made out to one Jeremy Robinson as "Agent for Commerce and Seamen" at Lima, Peru. Circular and measuring one and seven-sixteenths inches in diameter, the seal bears in capital letters just inside its circumference the distinctive legend "Secretary of State's Office," with a period following and with the apostrophe placed as if it were a comma. At the bottom an ornament fills the space between the first word and the last. The device inside the circle formed by legend and ornament is that of the Great Seal of the United States with one heraldic difference, namely, the posture of the eagle, which is "displayed with wings inverted" instead of "displayed"—that is, the wing tips point downward instead of upward. Among other distin-

(Continued on page 52)



THE FIRST SEAL OF THE DEPARTMENT OF STATE
(This photograph is an enlargement of the seal on a commission to Jeremy Robinson as "Agent for Commerce and Seamen" at Lima, Peru, dated March 24, 1817 [D.S., Miscellaneous letters, November, 1817, folio 58].)
—Department of State Photo.



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SUMMARY OF THE GENERAL MEETING OF THE AMERICAN FOREIGN SERVICE ASSOCIATION

The General Meeting of Active Members of the Foreign Service Association was held in the New State Auditorium at 5 P.M. on May 24, 1949.

Mr. Armour Opens the Meeting

The meeting was called to order by the Honorable Norman Armour, the President of the Association, who briefly addressed the assembly. He first paid high tribute to the late James V. Forrestal, former Secretary of Defense, who had been a great friend of the Foreign Service, and asked that all stand in silent tribute to his memory and to the memory of members of the Foreign Service who had died since the last meeting. Mr. Armour thanked the members of the Association for the honor of having been elected President of the Association and expressed his pleasure at having the opportunity of speaking to them and of opening the General Meeting. The meeting was then turned over to the Chairman of the Executive Committee, the Honorable George Butler, who had before him an agenda of business to be transacted.

Mr. Butler Presides

Mr. Butler expressed the appreciation of all present at having the President of the Association, Mr. Armour, and the Vice President, the Honorable George V. Allen, in attendance.

After having given a brief summary of the proceedings of the General Meeting of April 21, 1948, Mr. Butler suggested that a motion that the minutes of that meeting be approved was in order. A motion, duly seconded, approving the minutes was unanimously adopted.

The reports of the Secretary-Treasurer, Education Committee and Entertainment Committee, having been previously distributed to the Active Members of the Association, then came up for approval. Each was presented separately and on motion, duly seconded, was unanimously approved. Mr. Allen stated that he felt a vote of appreciation should be given to the various officers of the Association, who had worked hard and had done such fine work for the Association during the past several months. The members concurred in this vote of appreciation.

Mr. Gullion Reports on the JOURNAL

An oral report on the activities of the JOURNAL was made by Mr. Edmund Gullion, Chairman of the Editorial Board. In regard to the financial picture of the JOURNAL, Mr. Gullion stated that would be found in the Secretary-Treasurer's Report for the Association, as the funds of the Association

and JOURNAL had been consolidated.

As to the editorial side of the JOURNAL, the Board had found this most interesting work; but, in order to put out the kind of magazine they wish, a house organ and journal of opinion combined, they must have full time editorial assistance. As it is now, it is almost impossible to project issues ahead in the way they would like to do it, for which reason it is hoped that a full time Managing Editor will be appointed in the near future. He also said that the two vacancies on the Editorial Board, that of Mr. McClintock and his own (as he is leaving for the field shortly), would soon be filled. He said that the Board hopes to produce a JOURNAL that will give its readers as good an opinion on important issues, both in the Department and outside, as possible.

Mr. Butler's Report as Chairman, Executive Committee

Mr. Butler read his report as Chairman of the Executive Committee, outlining the work accomplished by the Committee for the last nine months. Mr. Armour, having temporarily resumed as presiding officer, entertained a motion, duly seconded, to approve the report. The motion was adopted unanimously. He then congratulated the Chairman and members of the Executive Committee for their very effective work for the Foreign Service.

Fyfe Fund

A short resumé of the transactions handled by Mr. Fyfe for members of the Foreign Service was given by Mr. Butler. There was some \$20,000.00 outstanding on Mr. Fyfe's books, amounts due him from Foreign Service officers for unofficial expenses he had incurred for them and for which he has not been reimbursed. As soon as the accounts are collected, which will take some time as Mr. Fyfe has not been given any assistance by the Association or the Government to that end, the sum of \$2,500.00 which the Association advanced several years ago as a revolving fund, will be returned to the Association. Mr. Butler stated that Mr. Fyfe is still carrying on his extra-curricula activities for Foreign Service officers, but only on a cash basis.

A Resolution concerning the withdrawal of the \$2,500 Revolving Fund, adopted by the Executive Committee on January 12, 1949, was read by Mr. Butler as follows:

- "1. To request the return to the Association as soon as possible of the \$2,500.00 advanced as a revolving fund to be used in connection with the shipping services performed by Mr. Fyfe for Foreign Service officers.
- "2. To explore with administrative officers of the Department the possibility of adopting some plan to extend this valuable service on a basis that will meet official requirements, relieve individuals of unfair responsibilities and burdens, and give Foreign Service officers deserved assistance.
- "3. To report this settlement of the case at the annual meeting of the Association."

A motion was made and seconded that this resolution be approved, which was done unanimously.

Memorial Plaque

In bringing up the Report of the Plaque Committee, Mr. Butler pointed out that the report was drawn up in accordance with the criteria for names to be placed on the plaque laid down by the last General Meeting of the Association. The list submitted by the Executive Committee consisted of 15 names of members of the Foreign Service who have died under tragic circumstances since 1942. Most of the names were of members who died either by plane or motor car

(Continued on page 49)

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LANGUAGE TRAINING

(Continued from page 14)

Japanese and Chinese, still another year to fifteen months of full-time language study is arranged in Tokyo or Peiping, with the emphasis on the handling of documentary materials. It is hoped eventually to make similar arrangements for advanced language study at centers abroad for Arabic, Hindustani and other languages. In the meantime, the Institute finances part-time study at the post for officers coming out of universities.

At the present time, language-and-area officers are in all stages of instruction, as follows: (1) basic intensive courses in Arabic and Russian are in progress at the Institute, and two officers are starting a basic course in Japanese at Yale; (2) twenty officers are finishing up courses at universities—three at Cornell in Chinese, two at Cornell in Russian, four at Columbia in Russian (mostly area studies), four at Yale in Japanese, one at Yale in Malay, one at Yale in Burmese, two at Pennsylvania in Hindustani, one at Princeton in Turkish, one at Princeton in Arabic, and one at Johns Hopkins in Mongolian; (3) seven officers are engaged in advanced Chinese studies at Peiping, and one in advanced Japanese at Tokyo.

The Institute's goal in this general field of East European and Asiatic language-and-area study is to build up a pool of some 200 officers who are proficient in these languages and expert also in the history, geography, economy, politics and cultural patterns of the area of specialization. It is envisaged that about half of these officers, or some 100, would be on duty at any one time at a post in their area.

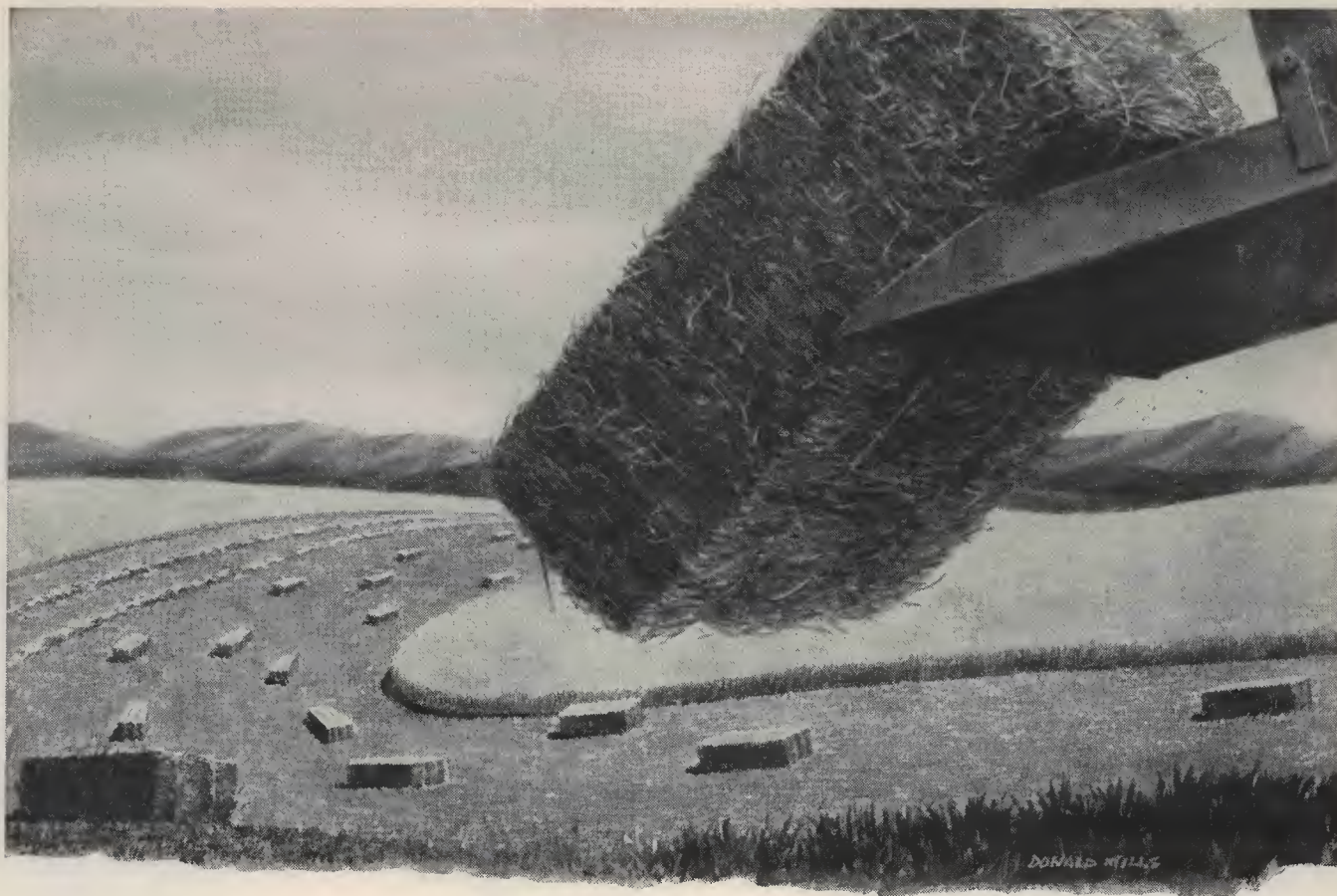
A word should be said about our approach to language study. In the Foreign Service Institute we never think of a

foreign language as merely a mechanical means of communication, like the Morse code or Gregg shorthand. On the contrary we constantly emphasize the insights into the psychology of a national or cultural group which scientific language study provides. Language is a part of human behavior. A language both reflects the basic culture of the people who speak it, and helps to mold and maintain that culture. We approach the study of any language, therefore, in the belief that it is part of a cultural complex, and must be considered along with other aspects of the "historically evolved pattern for living" of the national or cultural group which speaks it. Thus we no longer use the term "language officer" but now speak of "language-and-area officers"; we know that a Chinese specialist needs a lot more than just the mechanical ability to understand, speak, or translate Chinese, if he is really to operate effectively in the Chinese totality.

One question we are frequently asked is, who is entitled to receive training in the Institute's language programs? First priority is given to officers of the Foreign Service who are assigned full-time to the Institute for an extended period to undertake a complete language-and-area program. As explained above, these may be given instruction on our own premises, at an American university, or at one of our advanced schools such as the one operated at the Consulate General in Peiping, depending upon the stage of progress.

Much more numerous are those Foreign Service people who come to us on a part-time basis for a few weeks to prepare themselves for their next field post. There is only a limited amount that we can do for such people, because of the time limitation; but what is within our power we attempt to do. In this category fall Foreign Service Officers

(Continued on page 38)



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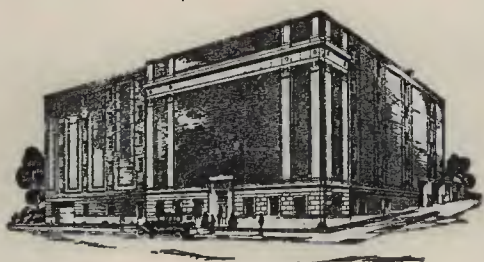
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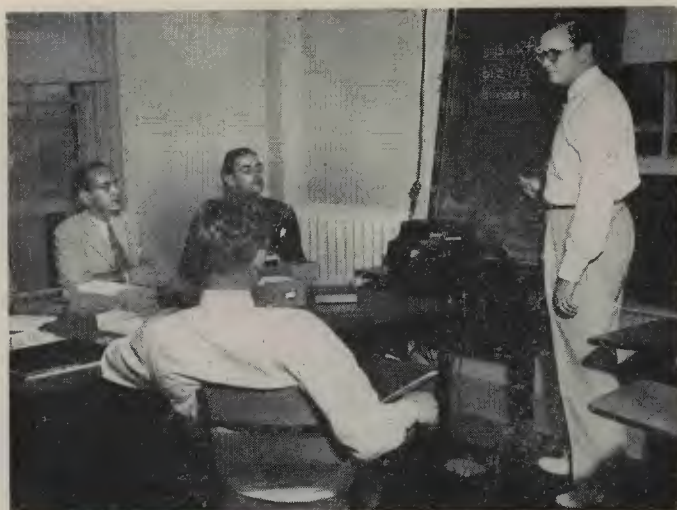
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LANGUAGE TRAINING

(Continued from page 36)



Dr. Ferguson, instructor, conducting regular session of grammatical analysis in intensive Arabic class. Reading from left to right: FSOs William D. Brewer, Robert A. Stein, and Dr. Charles A. Ferguson. FSO Curtis F. Jones has his back to the camera.

—Dept. of State Photo.

receiving basic training, Foreign Service staff personnel preparing for overseas service, and a scattering of people in process of transfer to a new post. It is most regrettable that the personnel limitations of the Foreign Service are not such as to permit at least all officer personnel to be given an intensive language course before proceeding to a post where the language is new to them.

The Institute cannot, at the present time, extend its facilities to personnel of the Foreign Service or of the Department who want to undertake language instruction just in order to add to their equipment. Every person must be certified by a responsible source as needing the particular language in order to perform official duties. This restriction, necessary because we are already overloaded, causes some misunderstanding. A Foreign Service officer on duty in the Department comes to us, for example, and asks to spend some time polishing up his Spanish. Unless it is officially certified that his next post is to be one where Spanish is needed, we cannot touch him; for all we know, he may never go to a post where Spanish is spoken. Similarly, hundreds of employees of the Department would like to use our facilities, if we held the door wide open.

Paradoxically, however, we extend our facilities to personnel of a number of other Government agencies, when the official need is certified. In many cases the instruction is given on a reimbursable basis, and the financial support we get from such sources is important to us because our budget from within the State Department is inadequate to maintain a staff covering all the languages we are now teaching. Moreover, other agencies seem to be better able than the State Department and Foreign Service to make language trainees available to us on a full-time basis, so that a real job of instruction can be done. For example, we are doing a small but increasing amount of work for the Air Force. If we have to run a class in Arabic for four Foreign Service officers, which seems to be all the Service can give us to train this year, it is mutually advantageous to us and to the Armed Services for us to fill the class out with a couple of additional people, who can be assigned for the six months duration of the course.

(Continued on page 40)

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LANGUAGE TRAINING

(Continued from page 38)

Something should be said at this point about instruction at Foreign Service posts. We have sent phonograph records, record players, course manuals and other instructional materials to over 100 posts, some of which have used them advantageously while others, I am sorry to say, have not. It is heartening to hear of a case where a Foreign Service officer has taught himself to converse effectively in Korean, just by using the materials and following instructions; it is disheartening to hear of cases where the materials are gathering dust, while employees who do not understand our system are paying out good money to native teachers using traditional methods and often leading them into bad linguistic habits that can never be corrected.

Where a member of the Institute language staff has visited a post in person and set up a language installation, with proper arrangements, results on the whole have been excellent. To be effective, however, such an installation has to be conscientiously supervised by a responsible member of the post staff who insists that the native informants follow our system instead of relapsing into less efficient methods. As more people go out in the field with extended experience in scientific language instruction, we will of course gradually make headway, but a big job remains to be done before we can say that instruction at the post is really going forward on the scale it should. Detailed information about language training programs in the field was sent to posts in Foreign Service Serial 946 of December 8, 1948.

The statistical record shows that a total of 2,441 individuals have received some language instruction at the Institute over the past three years. These figures look impressive at first glance but they are really misleading. The vast pro-

portion of this number were new officers and employees going abroad, who, because of the time-pressures involved, were able to take an average of only 20 hours of instruction each. Obviously, this provided an opportunity for only a bare introduction to the language, although in many cases it has given a good start towards further study abroad.

A full basic course, covering the 30 units or its equivalent, and involving a total study of three or four months, has been (or is being) given to 88 officers and employees. Some 39 have been enrolled in courses at approved universities, and 18 have received instruction at the advanced school in Peiping or Beirut.

As might be expected, French has been our most popular language, with Spanish a close second. Other languages, in order of the number of trainees, have been German, Russian, Italian, Chinese, Arabic, Portuguese, Turkish, Hindustani, Greek, Serbo-Croatian, Polish, Czech, Dutch, Japanese, Swedish, Rumanian, Bulgarian, Malay, Persian, Hungarian, Norwegian, Korean, Finnish, Danish, Thai, Tagalog, Icelandic, Burmese, Cantonese, Gaelic, Bengali, Singhalese, Swahili, and Melanesian Pidgin.

I would like to conclude this article by quoting from a recent survey of language teaching facilities in the Army, Navy, and State Departments made by a special civilian committee of the Air Force, consisting of Henry Grattan Doyle, of George Washington University, Chairman; Thomas N. Barrows, of the American Council on Education; J. Milton Cowan, of Cornell University, and D. Lee Hamilton, of the University of Texas. Two passages from this Committee's report have a special interest:

The Foreign Service Institute has assembled an excellent staff which is now experienced in handling special language

(Continued on page 42)



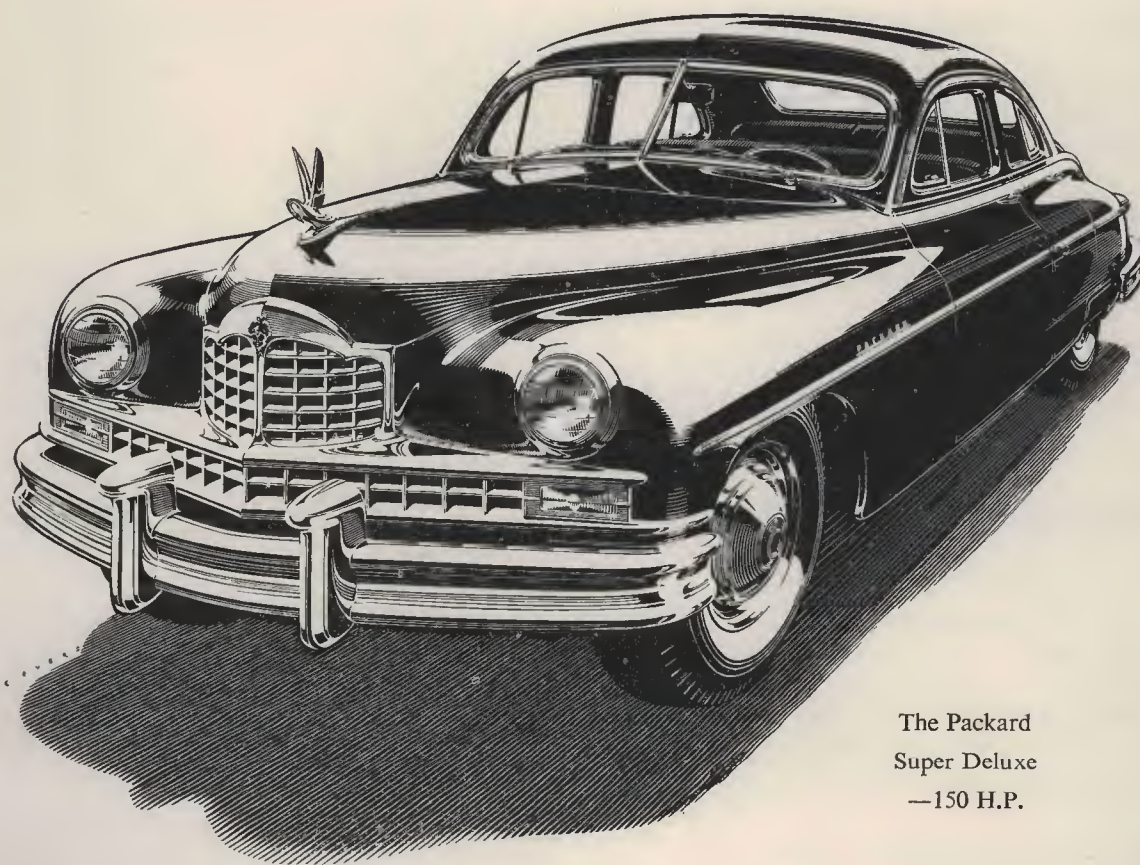
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LANGUAGE TRAINING

(Continued from page 40)

training of the most diverse sort. Because of its flexibility and the wide range of its activities, the Foreign Service Institute program is of potential value to the Air Force. Wholesale utilization of these facilities cannot be recommended, since the Foreign Service Institute operates at near capacity most of the time. However, the Air Force should keep currently posted on the Foreign Service Institute activities and should consult with the Foreign Service Institute when needs for special short-term training arise.

The unquestioned higher quality of instruction at the Foreign Service Institute is largely attributable to the fact that it is in the hands of American professional linguists.

We are still a long way, however, from doing the kind of job we would like to do. Our principal handicaps at present are limited space facilities, limited number of trained linguists, and the lack of adequate materials in a number of important languages. The most serious problem, however, is that in only a few cases can personnel of the Foreign Service be assigned or detailed to the Institute long enough for a really effective job of instruction to be done.

FOREIGN SERVICE CHANGES

(Continued from page 5)

NAME	POST FROM	POST TO	TITLE
Sewell, John W.	Rome	Dept. of State	FSS
Shopa, Olga	Ankara	Bremen	FSS
Siderbotham, Nancy H.	Colon	Managua	FSS
Snider, Clyde W.	Madrid	Amsterdam	Vice Consul
Snyder, Byron B.	Rome	Berlin	Consul
Spivak, Boris	Bremen	Panama	Vice Consul
Sroka, Wanda I.	Warsaw	Dept. of State	FSS
Stabler, Wells	Jerusalem	Amman	2nd Sec. V. C.
Stevens, Francis B.	Dept. of State	Berlin	FSO
Sturgeon, Mary E.	London	Dept. of State	FSS
Sullivan, Betty O.	Rabat	Bogota	FSS
Sullivan, William H.	Bangkok	Calcutta	Vice Consul
Symmes, Harrison M.	Alexandria	Damascus	3rd Sec. V. C.
Thomas, Charles W.	Munich	Geneva	Vice Consul
Thomas, Edward J.	Dept. of State	Budapest	Adm. Officer
Thomas, Rita E.	Madrid	Mexicali	FSS
Thompson, Charles O.	Karachi	Johannesburg	Consul
Thurston, Ray L.	Dept. of State	Moscow	1st Sec. Consul
Tindall, Robert K.	Copenhagen	Mexico	Asst. Attache
Tramonti, Jack	Managua	Algiers	FSS
Troxel, Oliver L.	Manila	Tel Aviv	2nd Sec. V. C.
Turnbull, Martha E. W.	Istanbul	Stuttgart	FSS
Turner, William T.	Tsingtao	Windsor	Consul General
Valdes, Philip H.	Chungking	Seoul	Vice Consul
Vandiver, Martha V.	Kabul	Ciudad Trujillo	Publ. Aff. Asst.
Vidaurre, Charlotte E.	San Salvador	Buenos Aires	FSS
Voorhees, Harold C.	Florence	New Delhi	Econ. Asst.
Wagoner, Carl M.	Budapest	Porto Alegre	Vice Consul
Waller, Lillian M.	Stuttgart	Istanbul	FSS
Warwick, W. Laird	Dept. of State	Hamburg	Vice Consul
Waseman, Emory B.	Canton	Shanghai	Adm. Asst.
Whedbee, Robert E.	Dept. of State	Santiago	2nd Sec. V. C.
White, John G.	Paris	Dept. of State	Courier
White, Rollie H.	Praha	Cairo	Attache
Whitehead, Marguerite G.	Dept. of State	Pusan	FSS
Wood, Edward A.	Athens	Shanghai	FSS
Woods, Harris	Munich	Naples	FSS
Young, John B.	Brussels	San Salvador	3rd Sec. V. C.
Ziminski, Raymond	Vienna	Belgrade	FSS
Zipin, Shirley L.	Bremen	Toronto	FSS
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CEBU

(Continued from page 17)

wear suits and ties, no matter how hot and steaming the day may be). At Cebu, men wear only trousers and short-sleeved, open-necked sport shirts (often khaki) at their offices; and women, light cotton dresses. For evening parties, the men usually put on a tie and wear light-weight summer suits (white drill, sharkskin, scersucker, Palm Beach, corded Celanese, etc.), but they take off their coats, generally, very soon after the party gets started.

Philippine National Dress. The national dress of Philippine women is delicate and graceful. It is made of a light net (piña cloth or some other fine-woven fiber), with a long skirt (saya). The waist of the costume (*pañelo*) has short full sleeves of a very stiff material, pressed in such a manner that they extend upward and outward, in an outline much like that of butterfly wings. The dress sometimes looks rather incongruous on an old cigar-smoking hag from the provinces—but it can be lovely when worn as an evening dress. The male counterpart, in national dress, is the *barong tagalog*, a man's shirt made of sheer piña cloth, often elaborately embroidered. It is worn with the tails out and with the collar open.

Barrio Fiesta. Our first Sunday at Cebu, we attended a *barrio fiesta* (village holiday) party at the Lilo-an beach, about ten miles north of Cebu. These parties consist primarily of a hearty meal, eaten and sometimes prepared out-of-doors, followed by native dances, music, cockfights, etc. The guests usually wear Philippine costumes, men wearing the *barong tagalog* and women, a simple peasant-type dress: A loose waist and a skirt (*patadyong*) consisting of little more than a piece of cloth wrapped around the body and tucked in at the waist.

The Beach at Lilo-an. The combination of beach, palm-trees, and water at Lilo-an is lovely. The beach is of coarse sand—not particularly attractive in color (a dust-gray). Swimming is pleasant, if one gets out to the deeper water in a rubber life-raft or boat. The rough ocean bottom, of broken coral, makes it difficult to wade out.

The Feast. After a swim, we had an elaborate and delicious meal, beginning with the best roast pig (*lechón*) that I have ever tasted. The pig is very thoroughly roasted by turning it continually over charcoal for a long time, until the skin is crisp and the meat thoroughly cooked. Afterward, we had a shrimp curry, rice, a delicious mixture of Chinese vegetables, roast duck, apple and pineapple salad, and a special sweet pudding made of corn.

Congenial Group at the Compound. The girls are finding life pleasant. Ann has a companion of about her age living in the compound, as well as a good friend in her class at school. An American girl of about Katzy's age lives only a short distance from the compound. There are also two young men of about 15 and 18 in the compound. All the families in the compound are friendly and congenial and we see quite a lot of them at ping-pong tournaments, or playing tennis, bridge, etc. We have also met many nice Filipinos, but have hardly had time to become really well acquainted. We look forward to seeing much more of them and to visiting our large Consular District, which includes, besides Cebu, the Islands of Samar, Leyte, Panay, Negros, Bohol, and Mindanao, as well as the Sulu Archipelago.



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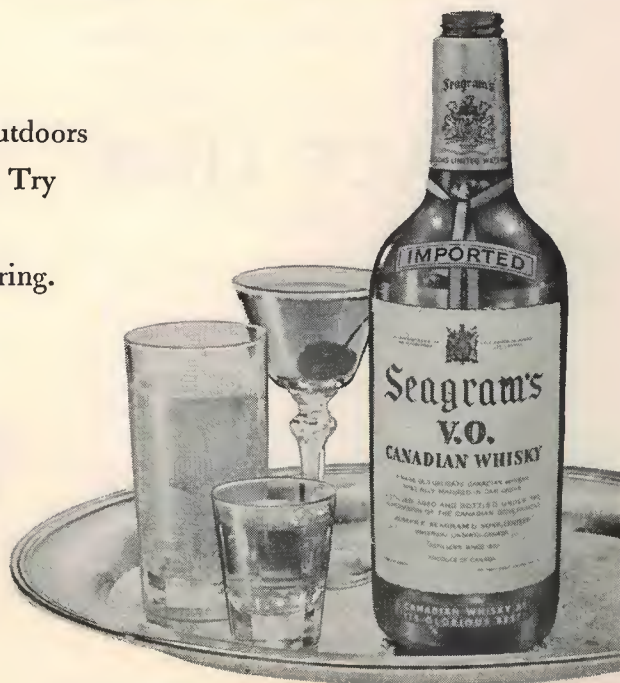
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The bill, though simple and brief, is one of great consequence. It is to be fully understood only in the light of current plans of the Department to improve its internal arrangements. Those plans, moreover, can be completely accomplished only with the enactment of such a bill.

This bill is recommended to the House as a measure of economy in the broadest sense. The Department has not pledged that it can reduce its budget on the basis of the present bill. It has, however, stated its intention to make the new organization work within the present expenditure limits to absorb through closer integration of its operations any additional costs entailed. The broad sense of economy to which the committee refers, however, is the sense that the Department must be enabled to function adequately so that efficiency will be promoted and inefficiency and unnecessary duplication rigorously pruned out of its organization.

The Department, in response to a general desire that its mechanism be made adequate to the needs, has brought forth this proposal. The committee believes that it is substantially sound and represents a progressive step.

No plan, however, is any better than the will to make it work. Ultimately the quality of an organization is determined not by statutes or by charts but by the integrity, resolution, and intelligence of those who do its work and provide its leadership. The committee believes this bill should be enacted. Applied with resolution, the reorganization plan which this bill would underwrite should produce results of great benefit. In recommending this legislation the committee takes the view that the critical question is the manner of its application. This will not be merely a departmental matter. It will be of moment to the Congress and to the public. The committee has the agreement of responsible officials of the Department of State to return to the committee at the end of 6 months to report fully upon the accomplishments realized under this legislation.

The departmental reorganization for which this bill lays the groundwork has been prepared after long and painstaking study within the Department. Its principles are reflected in the report dealing with foreign affairs of the Commission on Organization of the Executive Branch of the Government under the chairmanship of former President Hoover (published as H. Doc. 79, 81st Cong.). To quote from that report:

*** the Commission and its task force have kept in close touch with the organizational plans for the State Department *** The Commission is happy to say that its thinking and that of the State Department are in complete accord on principles, and, except for certain particulars ***, the conclusions of both on specific changes are in agreement.

The Commission's observations of the needs of improvement will be used in the committee's report as the measuring rod for the changes envisaged in this legislation. The differences in detail between the Commission's proposal and the Department's plan are the following: (a) The former would abolish the position of Counselor of the Department of State, whereas the latter retains it; (b) the former would create two Under Secretaryships in the Department, while the latter would simply authorize the Secretary to designate two Assistant Secretaries as Under Secretaries; (c) the former would abolish the post of Director General of the Foreign Service, while the latter retains it. These points are discussed further at appropriate junctures in the instant report.

The basic principles in both the Commission's report and the Department's plan are (a) a strong, clear, simple chain of authority and responsibility; (b) adequacy of staff, es-

(Continued on page 48)



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(Continued from page 46)

pecially at the top level. In words from the relevant portion of the Commission report:

The State Department should be organized so that the Secretary of State, legally and practically, is in command of the Department and the Foreign Service, so that the line of command from the Secretary of State through the Under and Assistant Secretaries to the lowest level is clear and unencumbered, and so that the Secretary of State is provided with adequate staff services at the top level. * * * This recommendation is fundamental. Its objectives, in terms of the internal organization of the State Department, are to simplify the structure, clarify the organization's authority, make his lines of command clear and free from interference, separate staff responsibility from action or line responsibility, and relieve the Secretary and Under Secretary from the burdensome details which now come to them, and thereby afford them an opportunity for thoughtful study of major policy problems.

The two principles are mutually related. Adequacy of staff can be determined only in the light of the degree of authority and the scope of responsibility to be exercised. On the other hand, a chain of command can be no stronger than the integration and power developed at the top level of authority.

* * * * *

C. RELATION BETWEEN THE DEPARTMENT AND THE FOREIGN SERVICE

A change requiring specific statutory interposition, however, relates to the peculiar position of the Foreign Service as an adjunct to the Department. The bill would repeal those portions of the Foreign Service Act of 1946 providing a special administrative set-up for the Foreign Service and specifying special duties in relation thereto for the Director of the Foreign Service and other officers subordinate to the Secretary. Their powers and responsibilities are thus gathered into the hands of the Secretary. It may be that the Secretary will reassign these duties along the same lines as now set up in the statute, but, if so, they will be reassigned in his discretion and not as a result of legal mandate. It is contemplated that the personnel, budgeting, and administrative units of the Foreign Service at the Department level will be combined with the corresponding agencies for the Department as a whole, rather than functioning as duplicating units as at present. The bill does not abolish the post of Director General of the Foreign Service—in contrast to the recommendation of the Commission on Organization in the Executive Branch. Such an officer is considered necessary so long as the Foreign Service is maintained on its present basis. The bill does, however, abolish the post of Deputy Director of the Foreign Service, as recommended by the Commission. This post has not been filled and is considered superfluous.

It should be noted that presently planned action does not go as far as the broad recommendation of the Commission on Organization of the Executive Branch that—

The personnel in the permanent State Department establishment in Washington and the personnel of the Foreign Service above certain levels should be amalgamated over a short period of years into a single foreign affairs service obligated to serve at home or overseas and constituting a safeguarded career group administered separately from the general civil service.

The Department is proceeding with a prudent regard for the view expressed by the Honorable James E. Forrestal, then Secretary of Defense, in reserving his position on the above recommendation:

* * * that it is of crucial importance that this process not be permitted to operate so as to destroy the morale of either group. Foreign Service officers are given special consideration in pay and tenure because their status involves the obligation to serve abroad at the convenience of the Government—an obligation that does not devolve upon personnel of the Department proper. To require at once of all officers of the Department the obligation to serve overseas whenever and

wherever assigned might serve only to deprive the Department of the services of many valued servants whose personal positions preclude such an obligation. The general purposes of the relevant recommendation of the Commission—namely, to do away with the cleavage between the Foreign Service officers and the officers of the Department and to develop a unified service adequate to the needs of foreign policy both at home and abroad—cannot be accomplished by a single legal or administrative action; they can be worked out only over a long period. The following observations of the Commission, however, are noted by the committee.

* * * This division of forces between a Foreign Service centering on a separate corps of officers, mostly stationed abroad but partly in key positions in Washington, and a group of employees who work chiefly at home is a source of serious friction and increasing inefficiency. Such a division of personnel in foreign affairs has been abandoned in all but a handful of countries. Among those in which it still exists, the United States is the only great power.

The division leads to jealousies and to inequality of compensation among people doing much the same work. The Foreign Service, through long periods of service abroad, undoubtedly loses contact with American domestic conditions. The civil service employees, who seldom or never serve abroad for any long period, fail often to understand other nations and appreciate foreign conditions.

In recommending approval of the instant bill, the committee also expresses its hope that the task of working out the basis for a unified service to handle foreign relations will be pursued energetically by the Department of State. In the meantime, the committee would look with disfavor upon any interpretation of the proposed legislation as justifying an attempt to impair existing procedures for objective, independent examination of candidates for appointment in the Foreign Service. The Department of State has given assurance that there is no intention to do away with the Board of Examiners for the Foreign Service or to impair the independence of its procedures.

FOREIGN SERVICE ASSOCIATION MEETING

(Continued from page 34)

accidents. Statements as to approval or disapproval were invited. Mr. George V. Allen, to open the discussion, expressed the opinion that any death is tragic; that the plaque is supposed to carry names of those who died in *tragic* or *heroic* circumstances; that death in automobile or airplane accidents is not an appropriate standard for inclusion of names in the plaque. He proposed that the only name to be placed on the plaque at the present time be that of Thomas C. Wasson, who was killed in line of duty. Mr. Gullion seconded Mr. Allen's proposal and spoke briefly on his ideas of what should be done with the plaque.

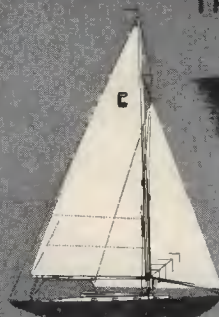
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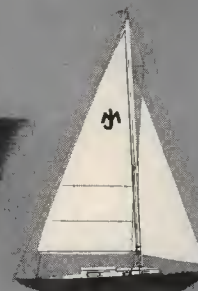
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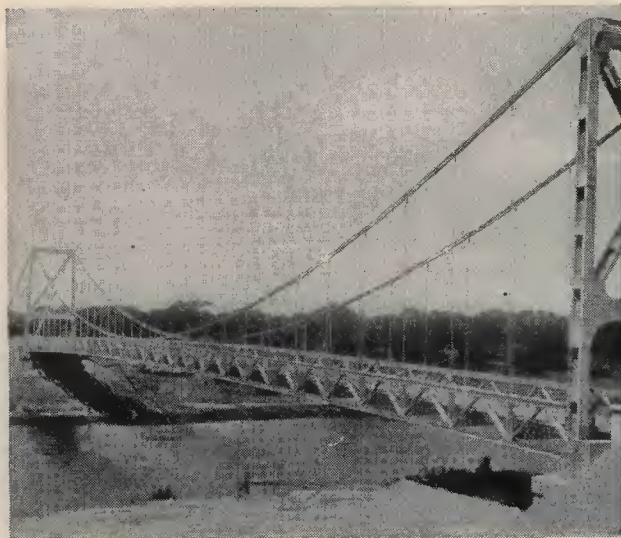
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FOREIGN SERVICE ASSOCIATION MEETING

(Continued from preceding page)

Mr. Mills, Chairman of the Sub-Committee on the Memorial Plaque, explained that he was in accord with Mr. Allen's proposal; but that the Committee had been required to follow the resolution passed at the General Meeting of April 1948, and thus the list of fifteen names had been presented for approval, in spite of the personal views of the Committee.

After considerable discussion, Mr. Allen presented a formal motion which was as follows: The action taken by the last annual meeting with regard to the plaque be rescinded and that only the name of Mr. Thomas C. Wasson be approved at this time for the plaque. This motion, after having been seconded, was adopted. There followed considerable discussion regarding the plaque after which Mr. Kennan moved that no names be added to the plaque in the future except by decision of the General Meeting upon the recommendation of the Executive Committee. This was seconded by Mr. Allen and approved.

Merger of The Department and The Foreign Service

Mr. Butler stated that he had asked Mr. Peurifoy for information regarding the merger of the two services. His questions embraced primarily the present status of amalgamation such as criteria, timing, standards, procedure, etc., and whether there had taken place any definite decision other than that contained in Departmental Announcement No. 60, regarding the merging of the administrative branches of the Department and the Foreign Service.

Mr. Peurifoy had stated to Mr. Butler that he had not become Assistant Secretary of State for Administration in order to preside over the liquidation of the Foreign Service; that no decision had been made about the amalgamation other than that of the administrative offices, described in Announcement No. 60; and that no decision will be made until there has been a very careful study of the whole situation. One of the possibilities is that, with a combined budget and a more effective interchange as concerns Department and field assignments, no over-all amalgamation would be necessary. Mr. Peurifoy said that the duties of the Director General of the Foreign Service would be difficult to define in detail at this time; that he hoped that this Office would develop into one of real responsibility and influence so that personnel in the field would have the feeling that the Foreign Service had one of its high ranking officers functioning in a responsible position in the Department.

Mr. Ravndal's Comment on Merger

Mr. Ravndal was then asked to speak to the meeting on this subject. He said that he addressed a memorandum to Mr. Peurifoy designed to clarify his (Mr. Ravndal's) views with respect to the duties of the Director General. He believed that the Director General was to be consulted with regard to all overseas matters; that he would be the eyes and ears of the Deputy Under Secretary of State for Administration to appraise the work of the Foreign Service and the specific needs of the Foreign Service; that the Director General would handle any problem that cuts across two or more functional offices of the Department; that he would help the Deputy Under Secretary in supervising certain divisions which have not been included in the functional offices, such as FSO, FR, Secretariat of the Board of Foreign Service and the FS Inspection Corps. Mr. Ravndal had found that the volume of work in the Director General's Office had not decreased, and that in some measure his duties were of a more important character than before. He stated that the Director General will have great responsi-

bility and must have the confidence of the officer under whom he will work. He felt that now the Director General's position would be that of giving counsel and carrying out policy. He said that the purpose of retaining the position of Director General, even though the recommendation of the Hoover Commission had been to abolish it, was to have a high ranking representative of the Foreign Service next to the Under Secretary for Administration.

Asked if the Executive Committee would be kept informed of the plans for amalgamation, Mr. Butler stated that no assurance had been given to that effect, but that the Committee had been attempting to follow the developments very carefully; that Mr. Ravndal had appeared before the Executive Committee and had given them the information at his disposal. Mr. Butler stated that he felt that the only way to gather information was to ask for it outright.

Mr. Kennan expressed the view that the Association should be kept informed, as Foreign Service officers had a stake in the administrative hierarchy; that the Foreign Service was a profession and way of life; and that all who were in the Service and in the Association should be kept informed of what was going on. He did not think it a good thing to pass any resolution on this subject at the present time, and suggested that this matter be explored by members of the Executive Committee and others in the Service to see if some arrangement could be made by which members of the Service might be kept informed; that whatever is done along these lines be made known to the Executive Committee so that the latter could determine in what way it should be brought to the attention of the members of the Association.

Mr. Ravndal stated that in his view discussions on the amalgamation should be divided into three parts:

1. Proposed amalgamation of services.
2. Merger of administrative units.
3. Legislation to divest the Director General of his statutory duties.

As to Point 1, the members of the Executive Committee know that decisions have not been taken.

Point 2, Mr. Ravndal had asked Mr. Butler to be on his Task Force, by reason of his ability and experience, and because he was also Chairman of the Executive Committee.

Point 3, Mr. Ravndal had not been consulted about the recent legislation with respect to the reorganization of the Department prior to its submission to the Congress.

Upon completion of this discussion, Mr. Butler said that the Committee would be guided by the views that had been expressed at this meeting.

Amendment to Articles of Association

Mr. Green moved that all amendments, recommended in the report sent to members, be adopted. The motion, on being seconded, was unanimously adopted.

(A subsequent issue of the JOURNAL will contain the Articles as amended.)

The meeting adjourned at 6:45 P.M.

Below will be found a summary of the financial transactions of the Foreign Service Association for the first nine months of the present fiscal year — July 1, 1948 to March 31, 1949:

Revenues for the first nine months of the present fiscal year are as follows: dues and subscriptions, \$14,052.42; advertising, \$16,817.16; extra copy sales, \$279.29; interest on securities, \$427.67; interest on savings bank deposit, \$10.19; contribution from Mr. William Benton, \$1,000.00; rental income, \$808.47, making a total in revenues of \$33,395.20.

(Continued on next page)

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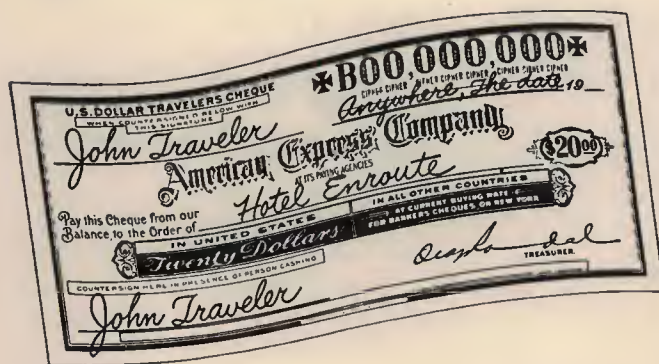
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FOREIGN SERVICE ASSOCIATION MEETING

(Continued from preceding page)

Disbursements for the first nine months of the present fiscal year are as follows: salaries, \$9,575.23; Social Security taxes, \$97.25; printing, \$9,298.82; engraving, \$1,546.89; articles, photographs and illustrations, \$1,411.40; rent, \$2,385.00; stationery and supplies, \$512.24; telephone, \$259.43; postage, \$220.82; scholarships, \$1,900.00; miscellaneous, \$996.20, making a total of \$28,203.28 in disbursements, leaving a surplus of \$5,191.92. This surplus, however, will be substantially reduced between now and June 30 inasmuch as revenue from membership dues for the last quarter of the fiscal year is almost negligible because such dues are usually paid early in the fiscal year.

In spite of rising costs of printing, engraving and other charges, the Association has made a good financial showing for the past eighteen months; it will close the fiscal year with substantially the same surplus it had last year.

STATE DEPARTMENT SEAL

(Continued from page 32)

guishing details, the glory of the crest is depicted outside rather than inside the circular cloud surrounding the thirteen stars; and the motto, in capitals, is abbreviated E "pls unum." No counter-die was provided, the design being brought out in relief by means of a thin disk of red adhesive matter placed between the page of the document and the paper wafer on which the seal was impressed. The usual wafer of this period was white, about two inches in diameter, with the edge serrated to a depth of about a quarter of an inch.

The seal of 1790 remained in service for more than forty years, and during that time the number of impressions made from it must have run to several thousand. Many of them probably still exist, buried among records of the Federal Government, in other manuscript collections, or in private hands. In the archives of the Department of State, however, original examples are so few and so widely scattered that they are extremely difficult to locate. Those that are known are here mentioned, with parenthetical indication of the place where each is filed. The oldest is on a passport to Francis Maria Barrere dated at Philadelphia July 8, 1796, and signed by Secretary of State Timothy Pickering (Passport Letters, 1795-1812). Others are as follows: on a passport to Leopold Nottmagle dated January 29, 1800 (Miscellaneous Letters, January-December 1800, folio 7); on a passport to William How dated May 4, 1807 (1 Passport Letters); on a passport to Joseph Howland, Jr., dated May 27, 1812 (Old Passports, 1803-1855); on a special passport to Thomas Barclay, British agent for prisoners of war, to proceed from Bladensburg, Maryland, to Georgetown, D. C., and return, dated March 10, 1814 (*ibid.*); on "Articles of Agreement" signed March 15, 1817, between Richard Rush, Secretary of State ad interim, and John Trumbull, "the painter of the Revolution," authorizing the latter to execute for the Government four paintings that are now well known, "The Signing of the Declaration of Independence," "The Surrender of Burgoyne," "The Surrender of Cornwallis," and "The Resignation of Washington" (Miscellaneous Letters, March-April 1817, folio 43); on the mentioned commission to Jeremy Robinson as "Agent for Commerce and Seamen" at Lima dated March 24, 1817 (*ibid.*, November 1817, folio 58); on an unsigned passport to P.

Hourquebie dated February 21, 1818 (Old Passports, 1803-1855); and on two instruments, both dated March 30, 1825, and both certifying to the signatures and offices of Thomas Culhreth, Clerk of the Executive Council of Maryland, and Ramsay Waters, Register of the Court of Chancery of Maryland (Claims Papers, Mexico, 1839, folder 13-14). Also in the Department's archives is a photostatic facsimile of a document in the British archives which bears this seal, namely, a certificate of Secretary Pickering dated October 6, 1796, acknowledging the delivery on that date of the British instrument of ratification of a treaty signed on May 4, 1796 (Treaty Series 106).

As the preceding paragraph suggests, the uses to which the seal of 1790 was put were somewhat diversified. The act of Congress of September 15, 1789, the relevant clauses of which are quoted above, specified one of them, namely, the authentication of copies made from records and papers in possession of the Department (the provision for a fee of twenty-five cents for this service was repealed by act of April 23, 1856); and during the earliest years of the Department the seal served chiefly for this purpose. Of more than a hundred recorded instances of the affixing of the seal between May 28, 1790, and December 31, 1795, all but 22 were for the authentication of copies of records or papers, and 20 of the 22 were for "certificates" that are not otherwise described. Another use of the seal was on certifications by the Secretary of State as to the authenticity of signatures and seals on certain papers emanating from Federal, State, and municipal offices, and on certifications as to the signatures or identities of incumbents of particular Federal, State, or municipal offices. Earliest known instances of such employment of the seal were of October 12, 1792, on a certificate as to the name, signature, and office seal of the mayor of Philadelphia, and of May 10, 1793, on a certificate to the effect "that Sharp Delany is at present Collector for the District of Penna." Another use was on passports issued by the Department to American citizens intending to travel outside the country. Although discontinued in August 1820, this use of the seal was revived in May 1874; during the interim such passports bore merely a facsimile of the seal, imprinted in black ink from the engraved plate that reproduced the passport form. Still another use was on the commissions of commercial agents and some other minor employees of the Department of State abroad, who received their appointments from the Secretary of State rather than from the President.

It seems that the seal die of 1790 was retired from service in 1834. Under date of October 8 of that year there is record of payment by the Department to Benjamin Chambers, Washington "engraver, die sinker, and copper plate printer," of the sum of \$120 for "Making Seal of Cast Steel & moveable Matrix"; and another record of the same payment identifies this seal die as that of the Department. The history of the seal of the Department of State after 1834 is somewhat obscure and remains subject to further exploration. One complicating factor is that for periods of time commencing in 1844—and including the present—there were two or more seal dies in concurrent use. Although the device of the seal of the Department has always followed more or less closely that of the Great Seal of the United States, the dies used in times past all differed therefrom, as well as from one another, in certain of their details. Not until about forty years ago was the device of the Department seal brought into exact heraldic and artistic conformity with that of the Great Seal—from which it is clearly distinguished, however, by its smaller size and by the legend, "Department of State United States of America."



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UNDER SECRETARY WEBB'S ADDRESS

(Continued from page 30)

Foreign Affairs Committee of the House of Representatives. On the eve of taking his plane to Paris, for example, Secretary Acheson consulted at length with Chairman Connally, Senator Vandenberg and the other distinguished members of the Senate Committee. He frankly sought their advice on the many difficult problems which it was hoped—if not altogether expected—could be solved at the Conference of Foreign Ministers.

In our relations with the House Committee, I am happy to say that we have had great assistance from one of our own alumni, The Honorable Thurmond Chatham, a veteran of both World Wars.

But in the last analysis, the President, the Secretary of State, and the Congress are merely the agents of the people of the United States. It is in the hands of the people under our system of government that the control of our foreign relations finally rests. That is as it should be. That is the democratic way, and in the long run that way must always triumph over the totalitarian way.

If democracy is to work efficiently, however, the responsibility on our educational institutions and their alumni is very great. And nowhere is it greater, perhaps, than in the field of foreign affairs. In at least two respects, I think, the alumni of our university and of other universities can exercise a profound and wholesome influence.

The first concerns some of us as the parents—either present or prospective—of young men and women who are now undergraduates or who will become undergraduates in the future. We all know that however wise and sound our foreign policy may be, it cannot be successful unless its day to day activities are carried out by trained and expert public

servants, chosen for merit, non-partisan in their outlook, and devoting their lives to the work to which they have set their hands.

Twenty-five years ago, the Congress established such a foreign service. Its members are admitted only after rigid examination, much as young men are admitted to Annapolis and West Point. Wealth or social position, or "pull"—none of these is a requisite. The poor boy is on the same footing as the rich boy, in the democratic American way. Thus, we now have a corps of trained representatives serving abroad who have fully justified the wisdom of the Congress by their faithful and efficient service to the country.

The sons or daughters of some of you now present may be considering a career in the Foreign Service. There are several thousands of young men and women in this and other universities who are also considering it. To you as parents, and to your sons and daughters I would say that this service offers great opportunities. It is by no means a steady round of diplomatic dinners or social functions in a Hollywood setting. It contains more drudgery than drama, and it requires living for long periods in foreign lands, sometimes in posts which are remote from material comforts, sometimes attended by hardships or physical danger.

But there is no more important need for service to the nation today, or to the ideals on which our democracy was founded, than in the field of foreign relations. We must deal here with the hearts and minds, the hopes and dreams, of hundreds of millions of human beings. We must defeat the conspiracies of selfish men who care nothing for the dignity or worth of the individual, but would chain all men everywhere to the deadly treadmill which grinds out their personal power.

Our first duty is to realize that the role of world leadership which has devolved upon our country is one that cannot be put on or taken off at will, like a garment to suit the occasion. We must recognize the nature and extent of our responsibilities and be prepared to carry them indefinitely into the future, if we are not to default in the great task that is ours. We must comprehend that we can never act, as we sometimes in the past have thought we could act, without regard to the consequences to the rest of the world. We must not only be purposeful and resolute. We must so conduct ourselves that others will never doubt our purpose and our resolution.

These are the great responsibilities that all our citizens must bear. On none do they bear more heavily than on those of us who are assembled here, and at other universities, in this Commencement season.

In the universities—as in the churches—are the broadest understanding and deepest consciousness of the fundamental values of human life. Here run the thought patterns which again prove the validity of Christianity and morality and spiritual values.

From such a source must come the men and women who will find the better way to the better world of tomorrow.

LETTERS TO THE EDITORS

(Continued from page 29)

American standard of living instead of shedding them as burdens, as we who move so frequently are often forced to do. We, on the other hand, have been literally told by Congress that our emoluments and allowances are granted on the understanding that they will be spent in our representational capacity. They are not in any sense "grave" which can be saved and invested for future needs. *Our pensions are intended to see to that.* Close quote! Most of us return home in our sixties dependent solely on our pensions, bringing with us perhaps an exotic collection of such souvenirs of our sojourn abroad as have survived a dozen or



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two shifts of posts, but seldom the equipment to set up housekeeping. Indeed, lucky the man who knows in advance where his house may be and so is able to purchase adaptable furnishings as the active years roll by. If I may be personal, I would say that it has cost me over \$5,000 to retire, few and simple as my requirements are in a small New York apartment. And this does not include the cost of storage of lares and penates such as treasured books which could not be brought safely to tropical posts.

2. The above gives point to the second item which might well be injected into the discussion. Our group health and accident insurance ceases on the date of retirement, the death insurance at age 65. I have applied for health insurance with several commercial companies. Two of the best known have replied, in effect, that they insure actually against loss of income due to illness or accident, and as a pensioner suffers no loss of income he is not insurable. One company offered the routine policy at the routine cost of \$120 a year, with a rider attached. This rider waives liability in the case of anything arising from present physical condition (in my case, eyes; with another man it might well be high blood pressure or any of the common incapacities of the middle-aged). This is reducing insurance to an absurdity, as almost anything which could happen could be ascribed to the individual's special version of Time's inroads. The New York so-called Blue Cross insures, with the same rider, for only \$30 a year, but it is valid only if hospitalization is involved, and not then in several circumstances.

As far as I am aware, no provision has been made for federal medical care of retired Foreign Service personnel. If this is the case, it behooves young officers to look long ahead and, (ignoring the admonishment to spend all one's income as received) obtain commercial, *renewable* policies

with no riders attached which will alter the terms after retirement. (Alternatively, raise six stalwart sons, enter them at birth with one of the more exclusive trade unions, indoctrinate them with a sense of filial duty, and in old age expect to be supported in the way to which accustomed.)

It is assumed that young officers know that their group insurance will cease at the time that they are most likely to need it. It is hoped that the Department's policy division is taking this matter under consideration and will prevail upon Congress to make provision. It is deplorable that conditions could arise, and beyond doubt have arisen — such as when an FSO either cannot meet medical bills and is dependent on relatives or has to live shabbily in order to put part of his income aside against the hour of need — which would give the public and our prospective candidates the impression that our employer, the government, is prepared to honor and reward us only so long as we actively provide a *quid pro quo*, and content to discard us without esteem when we cease to be able to offer direct service productive of immediate and ascertainable results.

Due provision need not be a heavy drain on the public treasury. Working through the commercial companies, group insurance could be extended for life, the additional cost (if any) to be met partly by the government and partly by the individual. The individual's part could be a voluntary contribution, but a fairer method would be to raise all pensions by a sufficient amount so that this amount would automatically be deducted at source and placed in the insurance premium pool.

If the assumption that there is no present federal provision is incorrect, it is suggested that the JOURNAL inform its readers of the exact position.

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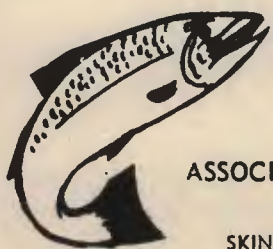
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INDEX TO ADVERTISERS

Alden, John G.	49
American Eastern Corp.	42
American Express Company	52
American Security and Trust Company	33
American Tobacco Company (Lucky Strike)	47
Arabian American Oil Company	51
Association of Pacific Fisheries	56
Barr Shipping Company	5
Brewod Engravers	56
Calvert School	50
Chase National Bank	53
Dunn, Charles K., Inc.	54
Federal Storage Co.	38
Firestone Tire and Rubber Co.	6
Foreign Service Protective Association	49
Frankfort—Four Roses	5, 34, 42, 49, 55
General American Transportation Corp.	43
Grace Line	46
Gude's	56
International Harvester	37
I. T. & T.	35
Liggett & Myers Tobacco Co. (Chesterfield)	2
Lion Transfer & Storage Co.	40
Mayflower Hotel	3
National City Bank	48
National Distillers Corp.	39
Packard	41
Philippine Airlines	51
Roebing's	50
Schenley Products	II and III COVERS
School Guidance Center	56
Seagram's	45
Security Storage Company of Washington	33
Sinclair	44
Socony-Vacuum Oil Co., Inc.	36
Tyner, Miss E. J.	54
United Fruit Company	53
von Zielinski, Carl M. J.	52
Waldorf-Astoria Hotel	II COVER
Williams, R. C. & Co.	4



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