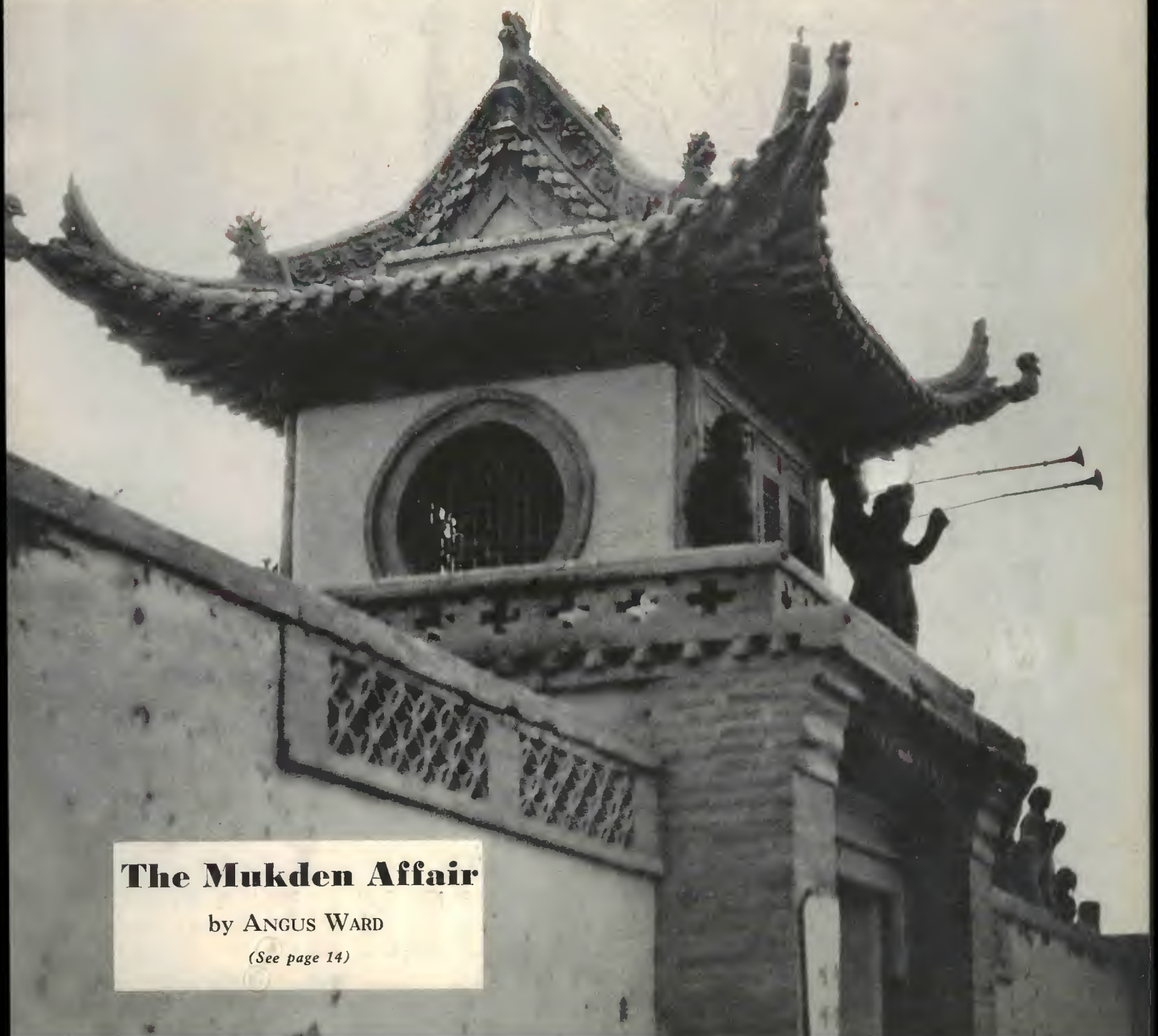


# *The* **AMERICAN FOREIGN SERVICE JOURNAL**

VOL. 27. NO. 2

FEBRUARY 1950



## **The Mukden Affair**

by **ANGUS WARD**

*(See page 14)*



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VOL. 27, NO. 2

FEBRUARY 1950

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# Letters to the Editors

## MORALE AND RECRUITMENT IN THE FOREIGN SERVICE

Washington, D. C.  
December, 1949

To the Editors,

AMERICAN FOREIGN SERVICE JOURNAL:

The sensational discussion of recent months about unifying the armed services seems to have been more puzzling to the general public than it could have been to readers of the FOREIGN SERVICE JOURNAL. Perhaps it was necessary for purposes of easier understanding to present the issue in terms of inter-service rivalry, but the controversy reminded us that a similar problem affecting the first line of the national defense, the Foreign Service, has been a familiar one for more than a quarter of a century and that, in one form or another, it is still being solved. Thus far, however, officer recruitment for the armed forces seems to be non-controversial while in the Foreign Service the controversy lies close to the surface and will, I think, be dealt with better if brought out for candid discussion.

We recall that for some years before 1924, when the Rogers Act was passed, the question of unifying the diplomatic and consular services and improving their integration with the Department of State had been in the thought of the Executive and of Congress until it culminated in legislation giving effect to a national decision.

The decision represented by the Act of 1924 settled two overriding questions that had engaged attention at least since an Act of 1855 governing the diplomatic and consular services. The questions were whether the national interest required specially trained people to conduct our foreign relations, and, if so, whether it would be better served by professional officers in separate diplomatic and consular branches than by a single Foreign Service, closely tied in with the Department. The Congress answered both questions when, through the Rogers Act, it set up the Foreign Service as a single agency of the Government.

### *War Years Bring New Problem*

Now there is said to be fear among officers of the Foreign Service that the stresses of the war years and of the current period of international tension which have been put forward to justify, or even require, the injection of new blood, call for getting it by exceptional procedures with resulting detriment to morale and efficiency in the Service, at least while the injection is being given. Such fear centers plainly upon the issue of recruitment for the Foreign Service.

On July 31, 1944, there were 811 Foreign Service Officers on active duty, of whom the great majority had entered the service through a system of recruitment comprising searching written and oral examinations. On the same date 415 officers of the war-recruited Foreign Service Auxiliary, an emergency group chosen by exceptional methods, were also on active duty.

By July 1, 1949, the number of active Foreign Service Officers had risen to 1290. Of these, 159 had been appointed under the so-called Manpower Act of 1946. Another group of 84 had been appointed otherwise than by having passed

(Continued on page 5)



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## LETTERS TO THE EDITORS

(Continued from page 3)

the Foreign Service examination or by qualifying under the Manpower Act or as Reserve Officers under the Foreign Service Act of 1946. We are not here taking into account those officers who had previously entered the service on the basis of an oral examination only, following five years of in-service experience in other capacities than as Foreign Service Officers.

### *Curtailed Examinations Given*

It will be remembered that in 1945 and early 1946 curtailed entrance examinations were given, largely for the benefit of candidates in the armed forces, after four years of interruption, and that after 1946 the regular examinations for the Foreign Service were resumed. In the five years we are considering between July 1944 and the same month in 1949, a total of 9353 candidates took the curtailed or the regular examinations. In these five years 2292 candidates, including 1644 who had passed the written examination, were orally examined, the difference between the last two figures mentioned covering those who had qualified through in-service experience or under the Manpower Act or who were orally examined in pursuance of Section 517 of the Foreign Service Act of 1946. Of the 2292 candidates so examined orally 652, or less than 7% of those who took the written examinations but more than 28% of those given an oral examination or considered otherwise qualified, were appointed officers in various grades of the Foreign Service.

The candidates so appointed became Foreign Service Officers while the names of others who had been successful in the written and oral examinations accumulated on the eligible list, so that in July 1949 there were 182 names on the eligible list who had not been appointed up to that time. In September 1949 written examinations were given to 1128 further candidates, of whom 194 were reported in December to have passed and who await their oral examination.

It is apparent from these few figures that, under various provisions of law appropriate to an emergency, if then, there has been an accelerated tendency in recent years to permit entrance into the Foreign Service by the side- or back-door, instead of the front-door of the regular examinations. What may fairly be called a dilution, as distinct from a new blood infusion, seems to be taking place. A dilution on this scale, which has increased the proportion of Foreign Service Officers on duty who did not enter through the regular examination system to not less than 18% of the total, can hardly have been intended when provision was made in the law for exceptional procedures in obtaining personnel. This high proportion of all officers active last July was appointed while a number of eligible candidates corresponding to 14% of the officers on duty in July 1949 were ready to be appointed but had not become Foreign Service Officers though they had passed the written and the oral examinations and so had qualified for entrance into the service.

### *Is the Service Becoming Non-Professional?*

In the issue for November 1949 the FOREIGN SERVICE JOURNAL discusses editorially the question, "Morale and What of It," attributing to uncertainty the impaired morale of the Foreign Service. This attribution seems wide of the mark. Rather, is it not a certainty that is having unfavorable effects on morale and efficiency? The point is not whether, considered abstractly, it may be a good thing for the United States to return to the practice of having a non-

(Continued on page 7)



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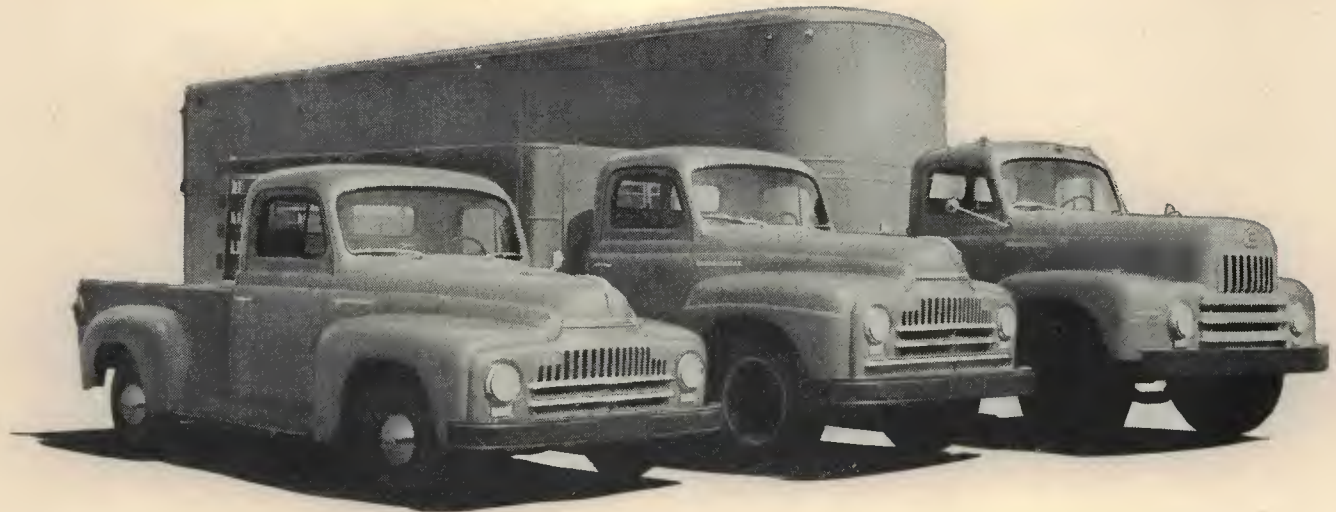
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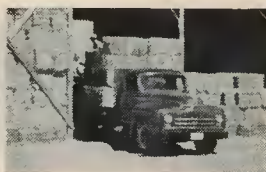


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## LETTERS TO THE EDITORS

(Continued from page 5)

professional Foreign Service instead of one recruited by testing procedure steadily perfected since 1906 under a national policy declared in legislation. Congress has not reversed itself on that point. The question to be determined is whether the Foreign Service is becoming non-professional at the recent rate of short-cut admissions to its ranks. The facts suggest an affirmative answer to this question so long as those passing the examinations do not enjoy clear priority in appointment as Foreign Service Officers.

We may re-assure ourselves that, as occasion requires, the country will always be blessed with representatives of high competence abroad and with officials of similar competence to guide them from the Department of State. It seems to be tempting Providence, however, to count on an abundance of Franklins, Adamsons or Morrises through the long future and to expect that the giants of the past will be reincarnated in numbers enough for our needs. We shall be on safer ground to rely, as we have done so largely for more than a generation, on the sound, if unspectacular, contribution of the Foreign Service Officer trained to take political direction and carry on our foreign policies after rigorous selection by tried testing procedures, and without the fear, favor or evasion that excessive use of emergency methods of recruitment, however legal, is quite sure to encourage.

H. F. ARTHUR SCHOENFELD

### BREMERHAVEN BULLETIN

American Consulate  
Bremerhaven, Germany.  
October 18, 1949.

To the Editors,

AMERICAN FOREIGN SERVICE JOURNAL:

For the benefit of those readers interested in statistics and unimportant facts, I would like to learn if there is a Consulate smaller than Bremerhaven, which has a staff of two—Vice Consul Robert B. Houston, Jr. and FSA Wilhelm Brammer—and a consular district of exactly zero square miles in area.

Whether or not Bremerhaven now has the distinction of being the smallest Consulate in existence, its antecedents have been traced back to 1862, when Mr. F.W. Specht was made Consular Agent in Geestemuende, a Hanoverian town adjoining the new Bremer Hafen, as it was called at first. Until February, 1917, a consular representative of one capacity or another was stationed in Geestemuende-Bremerhaven.

On July 10, 1922, a Vice Consulate was established in Bremerhaven proper and continued in existence until 1931 when consular representation was withdrawn to Bremen. The Vice Consulate was re-opened for business on October 21, 1946, and was made a Consulate on May 1, 1949.

ROBERT B. HOUSTON, JR.

\* \* \*

*All letters to the Editors must be signed with the writer's name. Then, if you wish your letter to be published anonymously or under a pseudonym, the Editors will do so, but they cannot consider for publication letters which are received at the JOURNAL office without any clue as to the writer.*

FEBRUARY, 1950



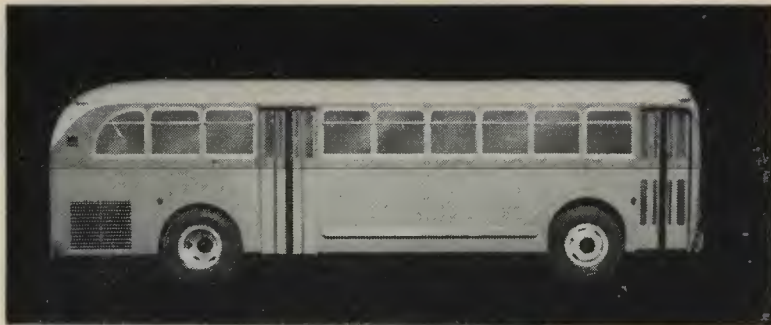
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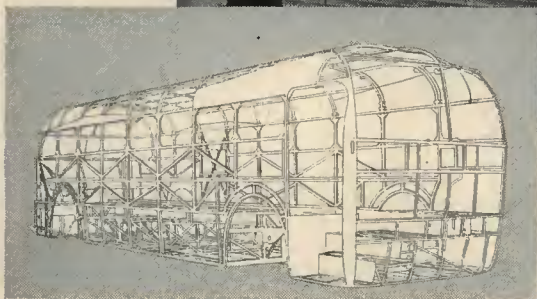
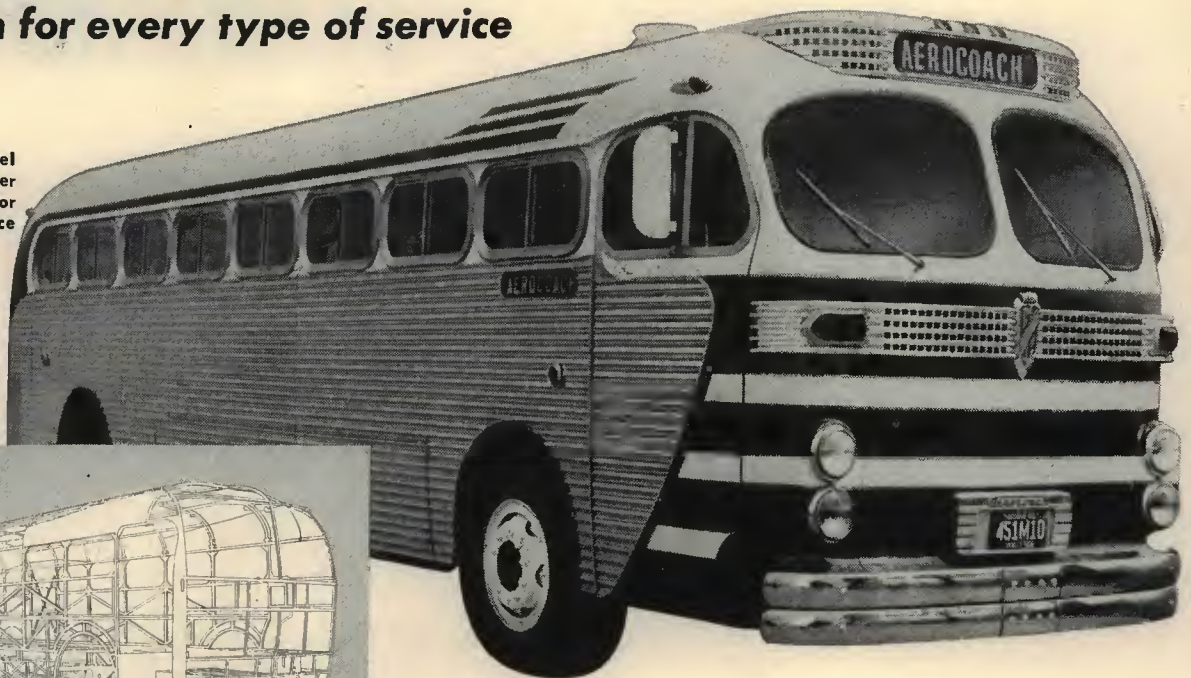


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Hilton, Ralph	Buenos Aires	Department	FSRO
Hodgson, James P.	Warsaw	Oslo	Counselor
Hollman, Elizabeth M.	Department	Vienna	FSS
Hordern, Hilda M. R.	Manila	Nanking	FSS
Horn, Adolf B., Jr.	Habana	Department	FSSO
Howison, John M.	Kabul	Jidda	3rd Sec. VC (Econ. Off.)
Hubbard, Lillie M.	Moscow	Monrovia	VC
Iams, John D.	Ponta Delgada	Praha	3rd Sec. VC
Ireland, Thomas W.	Athens	Department	FSSO
Jacobson, Harry G.	Panama	La Paz	FSS
Jochimsen, William R.	Canberra	Sydney	Radio Operator
Jones, Jennie Bea	Department	Trieste	FSS
Kaye, Homer C.	Department	New Delhi	Att. (Budget & Fiscal Officer)
Kenper, Donna Jeane	Department	Frankfort	FSS

(Continued on page 56)



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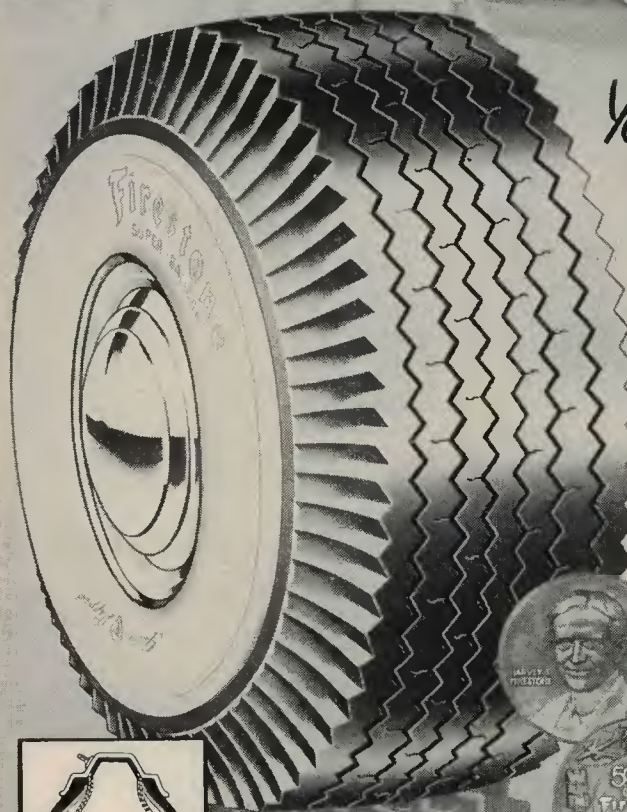
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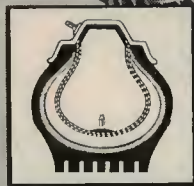
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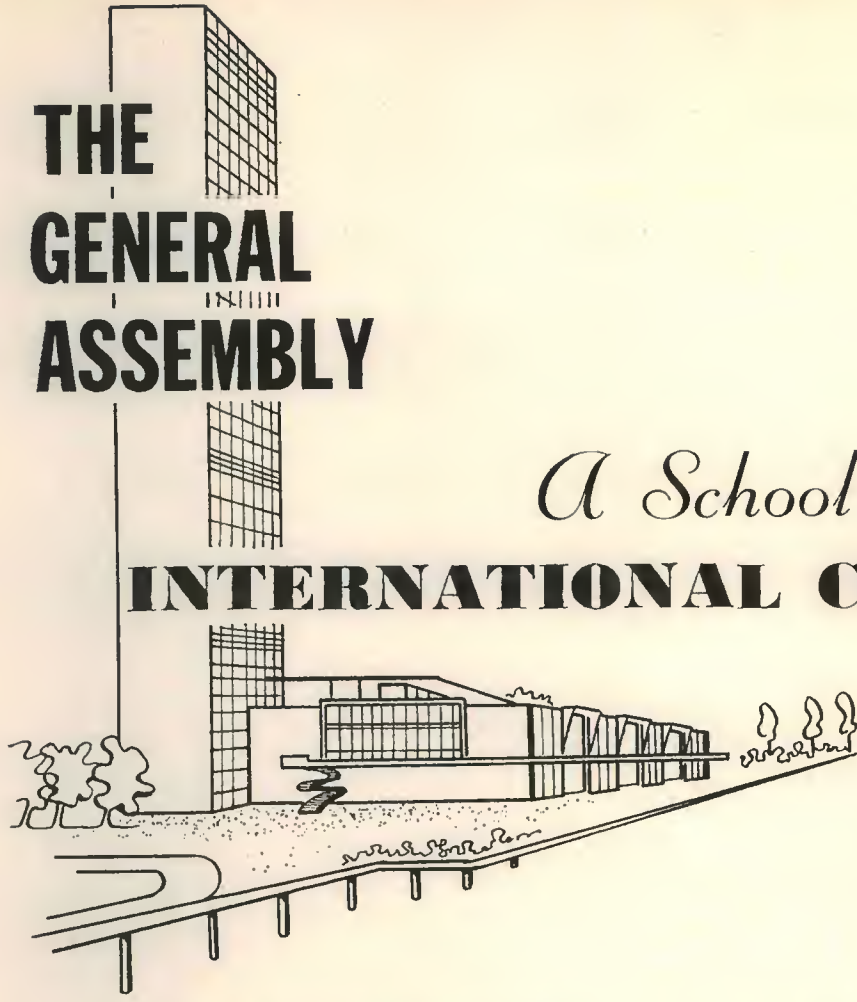


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# THE GENERAL ASSEMBLY

## *A School for* **INTERNATIONAL COOPERATION**

By JOHN D. HICKERSON. FSO

### **ACCOMPLISHMENTS OF FOURTH SESSION**

**SEPTEMBER-DECEMBER, 1949**

Foreign Service Officers who visit Lake Success while the United Nations General Assembly is in session usually come away with a bewildered feeling that they have just witnessed the strangest seven-ring circus in diplomatic history. Or they may echo an observer's historic comment on the interminable march of delegate after delegate down the long aisles of the plenary hall at Flushing Meadow, on the way up to the rostrum. "Never," he said, "have so many men come so far to say so little."

Both reactions are understandable. The Assembly is a beehive of activity. It is also a happy hunting ground for some of the most long-winded and colorful orators ever to grace the meetings of a deliberative body. Yet when the shouting dies away and Lake Success returns to its normal schedule of operations, the Assembly is generally found to have a respectable list of achievements to its credit. In 1949 the list was impressive.

Achievement, of course, must be within the limits of the Assembly's constitutional functions under the United Nations Charter. The scope of those functions is very broad. The General Assembly "may discuss any questions or any matters within the scope of the present Charter . . ." But the *action* the Assembly may take is closely circumscribed. In Because of their source, they have a certain moral force;

most matters, its resolutions are only recommendations, but their implementation ordinarily depends on the will of the Member States, and not on the Organization as such.

In spite of this limitation — which we as well as other Members wrote into the Charter — the General Assembly has turned out to be a highly useful and important institution. It has great possibilities of growth and development, especially while the cold war and the veto cut down the possibilities for action of the Security Council in certain

**John D. Hickerson** entered the Foreign Service in 1920. After serving at Tampico, Rio de Janeiro, Para and Ottawa, in 1927 he returned to Washington, and in 1930 became Assistant Chief, Division of Western European Affairs. From then until his new appointment as Assistant Secretary, Mr. Hickerson specialized in U. S. relations with European countries. He served variously as Chief of British Commonwealth Affairs, Deputy Director, and finally Director, of the Office of European Affairs.

*Photo by Penfold*



fields. It has peculiar and troublesome problems, too. Most of them are problems likely to be met in any attempt at international action. The Assembly, we should remember, is the best in-service training we have for cooperation among nations.

### *Scope of Fourth Regular Session*

The session which ended on December 10, after almost twelve weeks of work, was a fine illustration of both the potentialities and the difficulties of working with 58 other nations for the solution of international difficulties. It is worth while, I think, to have a look at the highlights.

The agenda included 68 items, almost all of them considered in one of the seven Main Committees of the whole. Some of these were organizational matters — the internal friction of the entire United Nations machine. One of these, the budget, may be of special interest. The sum appropriated for the activities of the United Nations for the calendar year 1950 came to \$49,641,773, including a last minute addition of \$3,000,000 for implementation of a plan for the internationalization of Jerusalem, a total smaller than the annual expenditure of the New York City Department of Sanitation.

### *Elections to United Nations Offices*

The Assembly has among its duties the election not only of its own officers but of members of the three United Nations Councils. This is a job which brings out to the full the instinct for politicking of the delegates, and perhaps it is not surprising to find that the unwritten rules of campaigning do not vary much from one end of the earth to the other.

This year, the elections were concluded with unusual ease and dispatch. In choosing General Carlos P. Romulo of the Philippines as its president the Assembly made a happy selection: he guided it through complicated pro-

cedural difficulties with extraordinary fairness and good humor. He deserves a large share of the credit for pushing the Assembly's agenda through to completion by the adjournment date. Chairmen of the two political committees, Lester B. Pearson of Canada and Nasrollah Entezam of Iran, also served with great distinction; in fact, the committee officers as a whole exhibited a marked degree of ability.

The only major contest in the election of members of United Nations Councils occurred over the Security Council seat being vacated by the Ukrainian SSR. Under existing geographical distribution it was available to an Eastern European State. Early in the Assembly, the Yugoslav Delegation threw its hat into the ring and energetically canvassed for support.

This development took us completely by surprise. On reflection, our delegation came to the conclusion that we ought to vote for Yugoslavia as an Eastern European, communist state exercising a degree of independence which would make it a useful member of the Security Council.

I think myself that the Soviets made an error in regarding the Yugoslav candidacy as a major challenge and in threatening dire consequences, but the Russians evidently felt they had to. The result was not only to put the Soviet Union in the position of attempting to dictate but to subject it to a painful defeat. The Yugoslavs secured the necessary two-thirds majority on the second ballot.

### *Resolution on Essentials of Peace*

The way in which the Soviets have lost ground in the United Nations was even more strikingly illustrated by the fate of their principal propaganda maneuver in the Assembly. The setting of that defeat requires a little explanation. Long before others did so, the Soviets seemed to realize that even if they could not secure majority support in the General Assembly for most of their proposals, they could use the Assembly as one of the best sounding boards a nation ever had to appeal to the peoples of the world. Therefore, instead of placing their proposals on the agenda in the usual way,



*United Nations Photo*  
General view of the assembled delegates from fifty-nine member nations at the opening meeting of the Fourth Session at Flushing Meadow, New York.



United Nations Photo

The Assembly's Political Committee in action as a vote is taken on the joint United Kingdom-United States resolution regarding adherence to international obligations by all nations at Lake Success, New York.

some weeks before the Assembly convened, and permitting other governments to formulate their own views on these proposals, the Soviets have invariably waited until their chief delegate made his keynote address in the general debate which opens each session of the Assembly. Then, with a great display of denunciatory forensics, with newsreel cameras grinding away and hundreds of press correspondents from all over the world in the gallery, Moscow's propaganda theme for the Assembly has been revealed to an attentive world.

Thus we have come to expect a Soviet "surprise" in each Assembly. We have never been disappointed. In 1946 the Russians talked of disarmament and the withdrawal of troops from foreign territory; in 1947 they excoriated war propaganda and demanded that measures be taken against the alleged propagandists; in 1948 they called for the prohibition of atomic weapons and reduction of the armed forces of the Great Powers by one-third.

These propaganda themes were cleverly conceived and presented. They gave rise to long debates and to the adoption of resolutions, which, while very far removed from the original Soviet versions, allowed the Soviets to claim credit for originating action in favor of disarmament and the withdrawal of troops from foreign soil, or against war-mongering.

At the last session, Soviet tactics ran true to form. The Soviets placed no items on the General Assembly agenda before the session began. Foreign Minister Vyshinsky's speech in the general debate ended, however, with the customary draft resolution entitled "Condemnation of the Preparation for a New War, and Conclusion of a Five-Power Pact for the Strengthening of Peace."

The content of the resolution was familiar, with one or two new twists. One of these was the fact that for the first time the Russians condemned not merely the acts of "ruling circles" or "cliques," but the *governments* of the United States and the United Kingdom themselves for their "preparations for a new war" and their "aggressive acts." The resolution also called for the "unconditional prohibition of atomic

weapons and the establishment of appropriate strict international control" and optimistically stated that the General Assembly "unanimously expresses the wish" that the Five Major Powers unite their efforts to ensure the maintenance of peace and conclude among themselves a pact for the strengthening of peace.

Now, there was absolutely no point to such a resolution—



United Nations Photo

Officers of the Assembly's Trusteeship Committee are, left to right: Prince Wan Waithayakon of Thailand, Vice-Chairman; Mr. Hermod Lannung of Denmark, Chairman; and Dr. Enrique de Marchena of the Dominican Republic, Rapporteur. This scene was taken at Lake Success, New York.

unless you consider it as a peg on which to hang a propaganda position. The non-communist countries of the world are not concerned by the "war preparations" of the United States and the United Kingdom or by their alleged aggressive intentions. What they fear is communist infiltration and imperialism. The Assembly is convinced that abolition of atomic and other weapons of mass destruction is highly desirable and has said so; but it knows that Russian refusal to permit adequate international supervision and control of atomic energy makes prohibition impossible. And the members of the Assembly know that a five-power non-aggression pact would add nothing to their safety which is not already

(Continued on page 36)

# The Mukden Affair

by angus ward, fso

*Here, in the words of FSO Angus Ward himself, is the authentic story of his experiences in Communist-held Mukden. The arbitrary quarantine clamped upon him and his staff by the Communists, his later arrest on trumped-up charges, the multiple diplomatic moves undertaken on his behalf by the Department, and his final "trial" and expulsion from Manchuria all form a chapter in our diplomatic history. Most of Mr. Ward's 25 years in the Foreign Service have been in the Far East. He has served at Tientsin, Moscow, Vladivostok, and Tehran in addition to Mukden, which was his first as well as his most recent post.*

I N October 1948, after thirteen months of close siege, the defense of Mukden collapsed almost overnight. General Wei Li-Huang's strategy of defensive warfare had been superseded by a new and unsuccessful concept of the Generalissimo, who attempted to deal a sharp and decisive defeat to the Communist "Army of Liberation." As the defense of the city crumbled, the living quarters of the Consulate staff were consolidated and everyone was quartered within two blocks of the office. In the days of widespread looting and banditry before the new conquerors established their authority, and during the mopping-up phase which occupied the first 10 days of November, this consolidation proved highly beneficial. Even so, however, several members of the staff and myself were only narrowly missed by rifle fire during this period, and on the night of November 1-2 three staff residences were damaged seriously by bombs.

One of the most striking features of the Communist occupation of Mukden was the complete apathy which characterized the Chinese civilian population upon the entrance of the Communist armed forces. Another was the almost complete unpreparedness of the Communists to assume municipal control. Apparently they had not expected to take Mukden until at least the spring, if not the early

FSO's William N. Stokes and Angus Ward, and FSS Ralph Rehberg at a press conference at the Grand Hotel in Yokohama. December 20, 1949.

U. S. Army Photograph



summer, of 1949. A Military Control Commission was established immediately to administer the city and the surrounding area, but it was not until some days later that the Mayor and other civil officials put in their appearance, and for the first week or so there were no Communist flags or currency available for circulation in Mukden.

When the Communists got established, they operated with efficiency and determination. They did not hesitate to deal vigorously with speculators and foodstuff market manipulators. They rapidly made Manchurian cereals available to the population, which had existed chiefly on soybean cake (normally used as cattle fodder and fertilizer) during the siege. In fact, the interest shown by the municipal authorities in the welfare of the urban population insofar as food was concerned, was a new experience for me in China. Also the honesty of Communist officialdom and the absence of looting on the part of Communist soldiers was startling to those of us who had known the actions of the old-time Chinese soldiers.

### **Initial Contact With The New Regime**

On November 3, as soon as we learned of the whereabouts of the Commandant at Mukden, we made known the location of the offices and living quarters of the Consulate General so that appropriate measures could be taken toward our protection and freedom from molestation. We also established relations with the Mayor as soon as his appointment was made known, and on November 5 the Mayor received me in my capacity of American Consul General. He returned my call four days later, and we also received several communications from local authorities addressed either to me as Consul General or to the office as the American Consulate General. It was obviously the intention of the Communist authorities at that time to recognize us and to permit us to function as an official United States Government establishment.

### **A Staff of Volunteers**

At this point it should be explained that all the members of the Consulate General in Mukden were there as the result of a voluntary decision of theirs to remain on duty. When the Department of State decided to keep the Consulate General open even if the city should fall to the Communists, service was placed on a voluntary basis. It was my good fortune to have with me an excellent cross-section of the rising generation of our country. The members of my staff who elected to remain were Vice Consuls William N. Stokes (N.Y.) and Fred E. Hubbard (S. Dak.), Miss Mary E. Braden (Iowa) and Messrs. Walter S. Norman (Tex.), Ralph C. Rehberg (N.Y.), Elden B. Erickson (Kans.), Jack C. Feigal (Minn.), Hugo C. Picard (Mass.), and Shiro Tatsumi (Washington). In addition, I had six non-Chinese aliens and 17 Chinese.

### **Our Transmitter is Seized**

On November 15, at 10:00 a.m., I was handed a communication from the Military Control Commission stating that unlicensed radio stations should cease functioning within 36 hours. I immediately applied to the Commission for permission to continue operating the United States Government station in the offices of the Consulate General. I supported my request by a letter to the mayor soliciting his support. When 10:00 P.M. of November 16 came around and no reply had been received, we closed the transmitting operations of our station. I was unable to reach either the Chairman of the Commission or the Mayor further to support my



Photo by FSO William N. Stokes

The Consulate community proceeding to work in the morning, under guard. After submitting a petition for such travel to the sentry before the door, and after awaiting the warden's pleasure (often delayed or withheld), the assistant warden (KAO Feng, here shown riding a bicycle) might be expected to escort the staff to the office, a half-block distant.

request, but on November 17 I was summoned to the Headquarters of the Commission and there informed by a General Wu Hsu-chuan that I should forthwith deliver all station equipment to the Headquarters.

I informed the General that this equipment was the property of the United States Government and that, first, it is not customary for one state to seize arbitrarily the property of another and, secondly, I had no authority to surrender any United States Government property. I proposed to the General that I be permitted to break radio silence for the purpose of communicating with Washington to receive instructions in the matter, which he denied. I thereupon suggested that, pending an opportunity to communicate with the Department of State, the transmitting equipment be sealed by both the Commission and the Consulate General and that in the discretion of the Commission it be placed under Communist armed guard in the premises of the Consulate General.

My suggestion was unacceptable and the general again informed me that the equipment should be delivered to the Commission at once. I told the General that should the Commission see fit to seize the equipment, I could offer no resistance but would protest such seizure, whereupon he informed me that a military detail would call at the Consulate General and take over the equipment at 5:00 P.M. Upon my return to the Consulate General, we broke radio silence to inform the Consulate General at Shanghai that the station was in the process of seizure and we were going off the air, and thereupon prepared the equipment for seizure. The armed detail did not appear, either that day or the next.

On November 20 at approximately 11:00 A.M., British Consul General Graham called on me and informed me that he had on the preceding day received a communication from the local authorities addressed to him as the "former" or "one-time" British Consul General. Mr. Graham was barely out of my office when a group of persons arrived from the Military Control Commission and handed over a communication addressed to me as an *individual*, not as an official, and making reference therein to "the former American Con-



Photo by FSO William N. Stokes

The ubiquitous Yang Guhr or festival dance, performed by a team representing a government organization. As the parade halted frequently these teams staged impromptu performances, elaborating on the steps being performed in the line of march. The KMT had never permitted mass celebration in Mukden and the Communist penchant for demonstrations at first seemed to please the public fancy. Later it was sated by excess, and parades ceased altogether.

sulate General," stating that inasmuch as I had failed to surrender our radio station the Commission was taking custody of it. Thus the denial to the British Consul General of official recognition was simultaneous with ours, but perforce on a different pretext. The British had no radio station.

This was the beginning of eleven hours of discussion and negotiation during the course of which our station transmitting equipment was inventoried and removed from the office premises. Approximately three of these hours were spent in argument over the insistence of this group that I was head of the American community in Mukden and as such bore responsibility for all civil and criminal acts of local American residents. We also had a lengthy argument over the false charge that I was concealing a transmitter, as well as over the insistence that I sign a document in the Chinese language to the effect that I was voluntarily surrendering the radio station to the Commission for "safe-keeping."

### *We Are Placed Under Arrest*

Finally, after the station equipment had been removed and I had made a written undertaking to the effect that the operation of no radio station in the United States Government-owned or rented premises at Mukden would be authorized by me, we were informed that the offices and residences of the Consulate General together with all persons, American, Chinese and other, therein were placed under arrest and could not move or communicate with the outside other than with the permission of the Mukden Municipality. Shortly after noon of this date, our electricity and telephone

had been cut off and our water supply interrupted. We were informed that Americans desiring to return to their residences in Mukden could do so but all other members of my staff would have to remain in the offices. Since this order obligated my alien staff to remain indefinitely in the office, (without spare clothing, bedding or food except that which I could provide from the Commissary), I elected to remain in the office with them, whereupon Vice Consul Stokes volunteered to go to my home and remain there with my wife as long as necessary. For this unselfish action I shall be eternally grateful to him. All of the other Americans with the exception of Mr. Tatsumi were permitted to return to their residences but Mr. Tatsumi was required by the Communists to remain in the office.

### *Innocent Bystander*

Shortly after the office had been surrounded by a heavy cordon of armed guards, an aged German casually walked into the United States Information Service public reading room to do a bit of reading. When he tried to leave the building an hour or so later he was prevented, even though he had been permitted to enter the premises after our arrest and was not employed by the Consulate General. This poor chap did not regain his freedom until almost 13 months later, and during his detention he suffered extreme anguish because of his inability to support his wife and child.

### *Under Constant Surveillance*

The rigorousness with which our detention was enforced was vividly illustrated on the following day when my wife and Vice Consul Stokes tried taking a walk in the yard of my residence. The sentry on duty injected a cartridge into his rifle, aimed it and ordered them summarily back into the house. The same evening our Polish maid stepped into our rear yard and was immediately seized by an armed guard and marched off and held for some time during which she was questioned regarding her employment. Those of us who were detailed in the office building were unable to exercise except on the roof. Even then, persons exercising were from time to time threatened with firearms by nearby guards. Also for the first weeks of our arrest, any staff member who appeared at an office window was threatened with firearms.

A day or two after our arrest we were informed that our household servants would be permitted to shop for us at the market under armed guard. After a month of this all orders were filled by one merchant, who exploited his monopoly through inflated prices, short weight and inferior goods.

### *First Contact With The Outside World*

In this manner, we were effectively cut off from contact with the outside world until six months later, in June 1949, when we received our first communication from the Department, through Consul General Clubb in Peiping. The local authorities censored and suppressed any outgoing communication which did not meet with their approval. Many of our telegrams were returned unsent and many letters were not mailed until after we departed from Mukden in December 1949. During this period of confinement, even though we kept ourselves busy as best we could, morale, especially among our Chinese staff, fluctuated rather widely. At one time, in June, when I received the Department's order to close the Consulate General and withdraw from Mukden with my staff, it seemed as though we had arrived at the end of our ordeal. When subsequently the Mukden newspaper charged that the Consulate General was involved in an

"American spy ring" and when the Communist authorities, despite my formal requests, obviously delayed arrangements for our departure, the situation became especially trying.

Fortunately, we had at our disposal the large library of the U. S. Information Service. During the winter months the American staff made a skating rink which proved very popular, and with the advent of spring, persons who had previously evidenced no interest in gardening other than eating the produce, became ardent gardeners. As for myself, I worked diligently the first six months of our confinement on a pet project of mine, the compilation of a Mongol-English dictionary. Naturally, we also had plenty of time to speculate on the reasons for our arrest and continued detention, but the more we thought about it the more we found that it was impossible, from the information available to us, to ascertain the exact reason. While it may have issued from misdirected zeal on the part of some military authorities, it became plain to us, however, that the Communists must have planned it for some time in advance, and that regardless of the immediate reasons, the Communist authorities found our detention a valuable propaganda theme, designed to demonstrate their power by humiliating and humbling official representatives of a major foreign power. It is possible that the Communist regime actually believed that the Consulate General had been a military and not a civilian organization. Whatever the actual reason, however, the inexcusable treatment accorded us, and the propaganda accompanying it, fitted excellently into the larger Communist propaganda themes.

In June, after we had received the order to withdraw from the city, the Mukden authorities actually promised us a railway train for the withdrawal of my staff, myself and our dependents and all personal and official movable property. When we requested the train for July 27, and later for August 17, however, no action of any sort was forthcoming.

### Another "Mukden Incident"

It was during this demoralizing period of waiting that, on September 27, there occurred a little incident which was destined to move us—actually without our knowledge—into the limelight of world publicity and which eventually proved to be the key to our release. On that day, one of our Chinese employes quit work. I called him to my office, informed him

The American flag flying over the staff residence compound, oblivious of the arrest being enforced beneath. The Communists never objected to the American flag, perhaps in order to advertise subjection of American representatives to their authority. In the foreground a CCP triumphal pylon reads, "May the Chinese Communist Party live ten thousand years!"

*Photo by FSO William N. Stokes*



*Photo by FSO William N. Stokes*

Massed Red Party banners. No National flag appeared at all in the parade. In the early days of "Liberation" the traditional National flag of Sun Yat-sen days could occasionally be seen with CCP approval of course. By this time the "New China" flag was probably in preparation and the former version was being eased out.

that his resignation had been accepted and told him to go to the accounting office and receive his final pay. He refused, alleging that the money would not be needed by him so long as he was under arrest and that he therefore did not desire to receive his pay until he was freed. He returned to the office on October 10 and concealed himself in one of the store rooms, where I found him early in the morning of the following day. Again he refused to accept payment offered, whereupon I endeavored to lead him by the hand to the main entrance for the purpose of turning him over as a trespasser to the armed guards on duty in the street. This action on my part was magnified and distorted to support charges of assault, and from it issued a series of retaliatory actions by the Chinese staff on the non-Chinese members of the Consulate General staff, during which several of us actually were assaulted.

Inspired by the local authorities, my entire Chinese office staff went on strike on October 11. On October 24 a police officer called at the Consulate General and requested me, as well as Messrs. Rehberg, Tatsumi, Cicogna and Kristan, to accompany him to the Bureau of Public Safety to "settle the matter of the incident." Upon our arrival at the Bureau, we were summoned one by one before an official, who charged us with having beaten and kicked the above-mentioned employee, one Chi Yu-heng. When we denied having committed this act, we were marched off to cells where we were held in solitary confinement. Our cells were bare of any furniture except a bed on which there was a straw mat in lieu of a mattress. We were permitted to send home for some bedding, tinned food and clothing, and we were informed that our prison diet would be bread and water. The bread consisted of six slices daily for each of us and the water was limited to one cup thrice daily, although we were given a basin of water for washing early each morning.

During the following eight days we were interrogated unremittently by the Prosecuting Attorney in an effort to persuade us that we should plead guilty and thereby win the clemency of the court. Our cells were completely unheated

*(Continued on page 40)*

# BASIC CHANGES MADE IN SELECTION-OUT PROCEDURE

BY THE EDITORS

New rules for promotion-up or selection-out were adopted by the Board of Foreign Service on January 13, drastically modifying the basis for selection-out of Foreign Service Officers. These new rules are so far-reaching in effect, and will affect so many officers, that they may be regarded as constituting a major change in the personnel system under which the Service has been operating since 1946.

The Board adopted three major changes, as follows:

1. Officers in Class 6 will not become subject to selection-out for failure to win promotion until they have been unfavorably considered by three consecutive Selection Boards. This will substantially increase the maximum time an officer may remain in Class 6, and in effect gives him a much longer trial period.

2. Officers in Classes 5 through 2 will have ten years to make their next grade instead of the previous eight years before becoming subject to selection-out for failing to win promotion.

3. However, officers in Class 5 through 2 will be selected out, regardless of years in class, if at any time they are rated by three consecutive Selection Boards as being in the lowest 10 per cent of those eligible for promotion.

The Division of Foreign Service Personnel has loaned the JOURNAL the full text of the staff study supporting these changes and indicating their probable effects upon the future structure of the Foreign Service officer corps. It has granted us permission to quote from it as liberally as we think desirable. Unfortunately, the document is much too long, and much too loaded down with charts and graphs and statistical tables, to be suitable for publication *in toto*. We

are forced, therefore, to present a somewhat foreshortened version, with large sections omitted or briefed in our own words.

## Class 6 Period Extended

The actual text of the new regulation, as adopted by the Board, is appended to the end of this article. It contains some detailed provisions on retirement benefits for those selected out on which we will not have space to comment.

Not much need be said about the provision to extend the maximum period in Class 6. Three years in class proved to be too short a time to give the Service a chance to evaluate adequately the potentialities of all new junior officers, and similarly too short a time to permit all junior officers to mature, adjust to the service, and prove their mettle. Every Selection Board which has considered Class 6 men for promotion has found cases in which it had difficulty in making intelligent decisions on so short a period of service. Extending the probationary period was an entirely non-controversial measure.

The question of extending maximum service in Classes 5 through 2 was studied very carefully by the Division of Foreign Service Personnel, which came to the conclusion that eight years was not long enough. The eight-year maximum period of service was found by experience not to be compatible with the six-year average period of service in class on which all Foreign Service planning has been based. Too many officers waiting for the six-year average to catch up with them were conscious of the eight-year maximum bear-

Selection Board "A." L. to r. FSO Herbert S. Bursley, Mr. Francis A. Truslow of the New York Curb Exchange, FSO George Wadsworth, FSO J. Klahr Huddle, Dr. Franklin S. Harris of Utah State Agricultural College, and FSO John M. Cabot.

Department of State Photo





Department of State Photo

Selection Board "B." L. to r. seated: Mr. John B. Hutson of Tobacco Associates, Inc., FSO U. Alexis Johnson, FSO Edward S. Maney, FSO Don C. Bliss, FSO Cecil Wayne Gray, and Mr. Phil E. Ziegler of the Brotherhood of Railway Clerks, AFL. Standing: Observers C. E. Michelson of the Department of Agriculture and Charles F. Boehm of the Department of Commerce.

ing down on them at the same time. Thus the human factor: nerves were tense and morale was suffering.

Let us now quote the FP staff study on this question:

"The present maximum period permitted in classes 5 through 2 is 8 years.<sup>1</sup> The authority to establish or revise this maximum period is administrative and is vested in the Secretary.<sup>2</sup>

"The basis for establishing the maximum period at 8 years is not explicitly stated in the staff studies made at the time.<sup>3</sup> But those studies, and all made since then, have also been based on the fundamental assumption that the average length of service in these classes (5 through 2) should approximate 6 years in each class.

"Average length of service in class' is merely another way of expressing 'average rate of promotion.' Shortening the average length of service in class will speed up the average rate of promotion. A faster average rate of promotion will eventually reduce the average age of reaching Class 1. A characteristic of the system is that there is no effective way of eliminating officers from the top classes (FSO-1 and Career Minister) except by mandatory retirement. If the average age of entry into Class 1 falls too low, the turn-over in the class will be reduced. This will be reflected in reduced promotional opportunities in class 2 and on down through the lower classes. The result would be a log-jam and an unfairly high rate of separation from these lower classes.

"Planning of the Service has therefore been based on the following table.

TABLE I

	Average Length of Service in Class	Average Age of Entry into Class
Class 6	3	25
5	6	28
4	6	34
3	6	40
2	6	46
1	8	52

<sup>1</sup> The current Regulation, Section 102.636 appears in Appendix 1.

<sup>2</sup> Sections 633 and 634(a), Foreign Service Act.

<sup>3</sup> STB D-2, January 1947

"It is believed that this planning is sound and that every effort should be made to approximate it.

"Experience is demonstrating, however, that a 6 year average length of service in classes 5 through 2 cannot be maintained under an 8 year maximum period. An average so close to the maximum permits too little flexibility and 'elbow room.' The incompatibility of the two periods is becoming obvious in two ways: effect on rate of promotion and effect on morale.

#### Flexibility Under the Act

"A basic principle of the Act is that the Service shall offer sufficient opportunity to attract, reward and retain the most outstanding and capable men. This opportunity necessarily involves the possibility of reasonably rapid promotion. There must therefore be a considerable spread in the rate of promotion between outstanding, good and average officers.

"But the maintenance of a reasonable average rate of promotion requires that promotions after less than the average time in class must be balanced by keeping other officers in the class for longer than the average period. For instance, the promotion of one officer after 3 years in class means that three officers will have to remain 7 years in class, or that one must remain 7 years and one be selected out (on the basis of the present 8 year maximum). Yet 3 year promotions do not seem unreasonable for the unusually gifted officer. It would theoretically permit reaching Class 1 in 15 years. During the present transition stage the minimum time in class has been 2 years. Even after the Service has been stabilized it is hoped that it will not be necessary to increase the minimum period beyond 3 years.

#### Effect of Faster-Than-Average Promotions

"The effect of these faster-than-average promotions can be visualized if we consider a sample group—20 is a convenient number. This and following tables are constructed to give an average of 6 years in class. The same material is also graphically presented in Appendix 2.

TABLE II

Promoted after 2 years in class	1	(5%)
3 years in class	2	(10%)
4 years in class	3	(15%)
5 years in class	4	(20%)
6 years in class	0	
7 years in class	0	
Selected out after 8 years in class	10	(50%)

"This is admittedly an extreme example. The Service could not endure such a high rate of selection out. Furthermore, the average length of service of those promoted would be only four years. This would disrupt the planned average rate of promotions (as set forth in Table I) and we would have *only* young men reaching the top grades.

"It is obvious, to be realistic, that (a) the selection-out rate must be kept within reasonable bounds and (b) "average time in class"—which is 6 years—really means "average time in class of those promoted."

"On this basis, we can return to our sample of 20 officers. A rather severe rate of selection out would be 1 (or 5%) a year. There will also be separations for other causes—by death, resignation or voluntary retirement. We can assume that these will also total 1 a year. The selection out will be after 8 years; it seems fair to assume that the other separations will come after 4 years.

"We are now left with 18 out of our sample 20 who are to be promoted after an average time in class of 6 years. Their promotion might take one of the following patterns:

TABLE III\*

	A	B	C	D
After 2 years	1 (5%)			
3	1 (5%)	1 (5%)		
4	1 (5%)	2 (10%)	2 (10%)	
5	2 (10%)	2 (10%)	3 (15%)	4 (20%)
6	2 (10%)	4 (20%)	6 (30%)	10 (50%)
7	11 (55%)	9 (45%)	7 (35%)	4 (20%)

\*The percentages are based on 20, the total sample being studied. The missing 10% represents the two separations mentioned above.

Selection Board "C." L. to r. Seated: Observer Rollo Smith, of the Department of Commerce, FSO Reginald Bragonier, Jr., Dean Robert B. Stewart of the Fletcher School, FSO Edward T. Wailes, FSO Clare Timberlake, Mr. Stanley H. Ruttenberg of the CIO, FSO Daniel M. Braddock. Standing: Observers Cromwell Riches, BEX, Henry E. Allanson, Jr., Department of Agriculture and Donald E. Reid, Department of Labor.

Department of State Photo



"Bearing in mind that the deadline for selection out is 8 years, the psychological strain of waiting for 6 or 7 years before promotion is obvious. Ample evidence of this is already accumulating. In the counseling interviews with FP, officers who have not been promoted for 4 to 5 years are continually expressing their apprehension as to the chances of promotion and raising the question of whether or not they should continue in the Service. It is difficult to convince an officer who has not been promoted for 5 or 6 years and has his 8th year of service looming before him that his services are satisfactory, that many officers cannot be promoted until completion of their 7th year of Service, and that such deferred promotions reflect no discredit on his performance. Under the 8 year rule, it must be expected that a considerable proportion of these 7 year men will resign—thus causing the service to lose useful officers and making more difficult the maintenance of the planned rate of promotion.

### Two Alternatives

"Practical considerations, therefore, will force a choice between two alternatives: (1) drastic restriction of 5 year and virtual elimination of more rapid promotions; or (2) extension of the maximum period in class.

"The first alternative is repugnant to the principles and spirit of the Foreign Service Act. Its effects would be disastrous on the Service. It would probably cause the collapse of the selection system.

"The second alternative, on the other hand, has many advantages. It would make possible the maintenance of a desirable average time in class and the optimum over-all promotion rate, at the same time conforming to the intent of the Act by providing adequate opportunity for the exceptionally able. It would ease the psychological pressure of the large proportion of average officers who must wait for 6 or 7 years before promotion. It would benefit the Service by extending for a limited time the services of some officers who though not promotable are trained, experienced and adequate in the performance of duties appropriate to their class. Finally, it would provide a needed element of flexi-

bility if the promotion rate ever has to be slowed because of temporary blockage in the top classes or because of reduction in the size of the Service.

"The most suitable maximum period is 10 years. It appears adequate to maintain the average of 6 years in class. Extension beyond 10 years will tend to reduce the effectiveness of the selection-out process and act to slow the promotion ratio."

### *A Basic Change*

We come now to the third change — that in regard to selecting out those officers who are rated in the lowest 10 per cent by three successive Selection Boards.

The FP staff goes into a great deal of detail on this proposal. It asserts that a blanket two-year extension of the maximum period in class has one disadvantage — that it would "burden the Service for a slightly longer period with the relatively few officers who are no longer up to the required high standard, who are not able to pull their weight, or who cannot discharge duties appropriate to their rank," and yet who can "escape forcible separation under Section 637(a) for chargeably unsatisfactory performance."

To quote further:

"The elimination of these officers is proving a problem even under the present eight-year maximum. Very often it appears that the more inferior officer is less confident of his outside chances and stays in the Service as long as possible. The better officer is more likely to become discouraged by the slow promotion and more likely to leave the Service. This results in a perversion of the intent of the selection system. Furthermore, the retention of these poor officers blocks the advancement of younger men who may be more able.

"It is essential therefore to introduce into the system an element of selectivity to discriminate between officers who are useful — even though not promotable — and those who are clearly inferior and a burden to the Service. This will be accomplished by the proposal that an officer who is placed in the lowest 10% of his class by 3 successive Selection Boards shall be selected out.

### *Two Bases for Selection-Out*

"In effect this will mean two bases for selection out: 10 years for officers whose performance is clearly satisfactory, and a shorter period for officers whose performance is obviously sub-standard. This shorter period will be indeterminate: it will depend on the officer's performance and on when he falls into the lowest 10%. If his performance improves to above the lowest 10%, he will remove the imminent threat of selection-out — although his total time in class cannot, of course, exceed 10 years. It is extremely unlikely that an officer who has just merited promotion will drop quickly to the lowest 10%. In practice the minimum period for these accelerated separations will probably not be less than 5 or 6 years.

"Against the benefits of this faster "weeding out," it may be argued that it will force an expensive rate of attrition and harm morale. There appears to be little reason for such fears. Statistical studies indicate that the probability at the present time of selection-out on the basis of 3 consecutive low 10% ratings is about 1 in 4 — that is, an officer who receives a rating in the low 10% has one chance in 4 of receiving 2 additional low 10% ratings. This would indicate that the attrition in 1951 and 1952 due to the proposed provision would be 3½% of each class annually.

"This situation will not, however, be permanent. The Service at the present time contains a fairly large number of

men who entered 20 or 30 years ago and have stagnated during a period when there was no effective means of selective separation. Some of these men are so clearly not up to the present standards of the Service that there is remarkable unanimity among successive Selection Boards in placing them in the very small low 10% group — despite the fact that the Boards have no knowledge of previous ratings. Once this group has been eliminated, there will be relatively few cases of "stand-out" inferiority. Thus, although there must always be a low 10%, there will be far less unanimity among successive Boards and the chances of 3 consecutive bottom ratings will be greatly reduced. It seems likely that the number of separations caused by this rule will not exceed 1% annually."

### *What the Changes Mean*

The staff study then raises the question: what will be the actual result on the selection-out rate of the Service under the new rules? How many will be selected out in the next few years, and how rapidly?

To answer these questions, FP reviewed the records of all officers who entered their present class in 1945 or earlier, and of all who have received one or more ratings in the lowest 10 per cent. It compares the numbers estimated to be selected out under the old regulation with the numbers estimated to be selected under the new regulation in the following table:

	<i>Old</i>	<i>New</i>
1950	2	0
1951	7	28
1952	7	14
1953	57	13
1954	10	12
1955	14	27
	—	—
	97	94

It is important to note that these people who would have been selected out under the old rules are not in every case the same individuals who are expected to be selected out under the new rules. For example, an officer failing promotion might have been selected out under the old eight-year rule, whereas with the two-year extension he could reach retirement age. On the other hand, an officer might be selected out under the new "low 10 per cent" rule who could have expected to survive until 1955 or later under the old regulation permitting eight years in class.

### *Effect on Retirement*

The staff study also went into the question of whether or not the new arrangement would deny the right of retirement to any officers who would have been able, under the former system, to reach the age of 50 before they would be separated. It reported that a study of actual cases showed that no such cases will arise in 1950, 51 or 1952 — that is, no officer would be denied the right to retire in these years at 50 years of age with 20 years of service under the new regulations who would not also have been denied these rights under the former arrangement.

### *Text of Regulation 102.636 "Maximum Periods in Class Before 'Selection Out.'"*

(a) Any Foreign Service Officer who remains in Class 2, 3, 4 or 5 for ten years without receiving a promotion, or whose rating by three successive Selection Boards is among the lowest 10% of the eligibles for promotion in his class shall be retired from the Service. Retirements required

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*The American Foreign Service Association*

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

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### ON SABBATICAL LEAVES

The announcement that Foreign Service Officer George F. Kennan will soon be leaving the Department for a "sabbatical" leave, to relax for a time from his arduous duties and to do some of the reading and writing for which he has long sought an opportunity, poses what we believe to be a crucial issue in the development of a topflight corps to handle American foreign affairs. The truth of the matter is that the pressures are so great in diplomacy today that we are seriously in danger of "burning out" our best people; and unless we can devise some scheme for periodically relieving them from active duty and giving them intellectual and spiritual refreshment, the national interest will suffer along with the Department and the individuals concerned.

This is not just a matter, as administrative officials are so often inclined to think, of providing adequate vacations and sick leaves. We need those too, and far more than we used to; the incidence of nervous breakdowns, cardiac disturbances, gastrointestinal disorders and other psychosomatic difficulties is disturbingly high these days, both in the Department and in the Foreign Service. But there is an issue above and beyond the mere question of health. Effective diplomacy requires practitioners who are not only vigorous in mind and body, but thoughtful, imaginative and creative. It requires men who can think complex problems through, who can see contemporary events in worldwide historical perspective, and who can take the long view.

Continuous active service, even when punctuated at intervals by vacations, is not conducive to the development of men with these qualities. The modern American has been conditioned by his society to believe in action as the primary value, even to the extent of "doing something" when patient waiting would be a wiser course. The kind of hard-driving activism which has built our great industrial civilization has penetrated into the field of diplomacy; and while it is one of the great American personality assets it has its dangers when transplanted from business enterprise into the delicately interlinked complexities of world politics. Remembering the old Biblical adage that it profits a man little to gain the whole world if he loses his own soul, there are many who feel nostalgia for an earlier day when the values of our great humanist traditions had more of a place in diplomacy than at the present time.

It has long been recognized in academic institutions that no faculty member can go on teaching year after year without relief or change and still remain creative. The university

world has evolved a system of sabbatical leaves, under which scholars and teachers are relieved of active duty one year in seven for a change of scene and a chance to study, think and write without the distraction of having to meet a classroom schedule. Something of this kind is needed in the Department and the Foreign Service, not just for an occasional talented individual but for a substantial proportion of our best people.

The development of our program of advanced training, with assignments to universities and to the National War College and other Armed Forces institutions, is a move in the right direction. These assignments give officers in the first half of their careers a chance to think and study and acquire perspective on world problems. We should have more of them, and it is encouraging that each year since the war an increased number of officers has been given this kind of experience. The new Out-of-Washington program, under which officers of the Foreign Service are assigned to Government field offices in various parts of the United States for a period of American "reorientation," is another forward step.

Opportunities are still lacking, however, for mature officers, and especially those occupying positions of key responsibility, to take a year off and get a complete change of scene. These men are beyond the stage where it is particularly meaningful for them to enroll in classes and be exposed to organized instruction. What they need more than anything else is a chance to reflect upon what they already know, and to put their experience into an orderly and intelligible frame of reference. They should be reading, writing, lecturing and teaching, and in the process deepening their understanding of the fundamental issues of our time. In order to engage in this kind of activity, they should be loaned to educational institutions, or made available to scholarly foundations for a period of research and writing. Moreover, we do not believe that it is necessary to take the pragmatic attitude that they should spend their time entirely on foreign affairs. There are important underlying studies in science, philosophy and human relations which would add to their understanding of the modern world and enrich them for the role of senior statesman which they will be called upon to play in their final and climactic years in the Department.

Possibly there are some who would characterize such proposals as impractical dreams, not worthy of serious consideration. We believe that it is far more impracticable to keep experienced and talented diplomats under such continuous tension that they burn out early, or lose their flexibility and perspective in a never-ending concentration on day-to-day operations. Foreign affairs today require the maximum in human wisdom and creative understanding. We must work toward this goal, and not pursue policies which work against the national interest in the name of immediate and "practical" expediency.

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### THE NEW SELECTION-OUT RULES

Beginning on page 18 in this issue, the JOURNAL makes available to its readers an account of the new regulations governing selection-out recently approved by the Board of the Foreign Service. Are the changes in the right direction? We believe that they are. They seem to us to provide a somewhat more workable balance between the highly desirable objective of raising the quality of individual performance, and the absolute necessity of maintaining morale.

We do not mean to say that high-quality performance and Service morale are incompatible objectives. Far from it. High-quality performance is an objective; Service morale is a necessary condition for attaining that objective. A ship captain cannot always steer his ship straight for harbor; he has to take into consideration the rocky coastline which must be skirted en route. If he sails too close to shore, he can wreck the ship, and never arrive at the harbor at all. It seems to us that our selection-out system was beginning to run into some dangerous shoals, and that it was time that the ship headed offshore a bit.

Under the new regulations, Class 6 officers will in effect have an additional year in which to win promotion or be selected out, and officers in Classes 5 through 2 will have two additional years. In both cases the effect will be to relieve tensions somewhat, and to give the solid but less colorful individuals a better chance to make a showing. We are particularly glad that the eight-year maximum in the upper classes has been increased to ten. At the risk of seeming a little irreverent to the mathematical planners, we feel inclined to ask, who was so insensitive to human psychology in the first place as to suppose that Foreign Service officers would accept a system under which the average officer would go right down to the wire, not being sure until the last minute whether or not he would be promoted or forced to leave the Service? If the average officer was to spend six years in class, of course he would become anxious under a system which threatened him with selection-out in eight.

The provision that officers will be selected out if they are given three successive ratings in the lowest 10 per cent of those in the class eligible for promotion, is a necessary concomitant of the extension of the eight-year maximum to ten years. It is an unpleasant subject, but there is no use hlinking at the fact that we do have a small group of officers who can no longer pull their weight in the Service. It is better all around if we and they face up to that cruel fact, and if necessary steps are taken to retire them. The old regulations would have retired a big block of them in 1953; the new plan will apply the surgical knife more promptly, but also more gradually. Once the necessary surgery is performed, the three-years-in-the-lowest-10-per-cent plan will affect only a tiny proportion of officers over the years.

And now to another aspect of the subject. The more we think about it, the more we are disturbed by the basic assumption that morale can be maintained in the Foreign Service with promotions coming on the average only once in six years. Characteristically, Americans have dynamic expectations of improving their status; and FSOs serving much of their lives in small, far-away posts are more in need of reassurance and recognition than most of their fellow humans. The only recognition that really sets a man up, and makes him feel that he is being rewarded for his loyalty and his accomplishments, is a promotion.

Perhaps it is no use crying over spilt milk, but we can look back with nostalgia now on the old system under which the Service had in effect eleven classes, from Unclassified C to Class 1. There were a lot of hurdles to leap in getting to the top, but there were also a lot of chances to obtain recognition in promotion to a new class. If we are going to tinker some more with the Foreign Service personnel system, we might do worse than consider some plan to increase the number of classes, and make possible recognition to the average officer more frequent than once every six years.

The Foreign Service officer is, after all, human—indeed, very, very human. Possibly we need to remind ourselves of that essential fact more often.

## Twenty-five Years Ago—

The February, 1925, issue continues the article from a previous issue on "Foreign Posts at Home." We find mention of Foreign Service officers who one hundred years ago served in Galveston, San Antonio, Austin, Philippine Islands, Puerto Rico, Honolulu and the Virgin Islands. The issue contains interesting articles on the "Origin of the Stars and Stripes," cooperation with the Customs Service and useful suggestions by Alexander K. Sloan, Budapest, on "How to Form an American Club." The ancient Spanish Prisoner racket is accorded one page, with appropriate warnings.

Under items, the resignation was reported of the Honorable Charles Evans Hughes as Secretary of State and announcement of the President's selection of Mr. Frank B. Kellogg, at the time American Ambassador at London. The photograph of the class of November, 1924, shows, among others, Messrs. Beach, Hawkins, Ragland, Childs, Thiel, Armstrong, Hulley, Haering and Perkins, most of them showing predilections for Hoover stiff collars. Loy Henderson reported for an assignment to the Department; Raymond Tenney, Consul at Mukden, was also detailed to Washington, and at the first examination for the Foreign Service under the 1924 Act, 1948 candidates presented themselves. Monnett B. Davis left Saltillo for Washington; William Dawson was designated Chief Instructor of the Foreign Service School. William Schott proceeded from Palermo to Naples and Harry Stevens was promoted from Foreign Service Officer Unclassified, \$1500, to \$2500. Memories of the trade letter war between the Foreign Service and Commerce are recalled by the announcement that in December, 1924, 3,557 trade letters were sent to the Department compared with 3,341 the previous month, with an energetic consul at Nuevitas, Cuha, taking first place with 110.

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### MARRIAGES

**LARSEN-LAWSON.** Miss Doris Lawson, daughter of FSS and Mrs. Stanley R. Lawson, and Mr. Harry Edward Larsen were married at "Juellinge," Karise, Denmark, on October 25, 1949. Mrs. Larsen was formerly employed in the Office of the Naval Attaché at the Embassy at Copenhagen.

**O'REILLY-NOVAK.** Miss Eleanor M. Novak and Captain Martin O'Reilly, US Army, were married in Budapest on November 12, 1949. Mrs. O'Reilly was a member of the staff of the Legation at Budapest.

**LAUKHUFF-COBURN.** Miss Jessie Louise Coburn and FSO Perry Laukhuff were married in Philadelphia on December 10, 1949. Mr. Laukhuff is now assigned to the Department.

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### IN MEMORIAM

**LEE.** Mr. Joseph W. J. Lee died in Baltimore on December 9, 1949, aged 79. A former member of the Foreign Service, he was the father-in-law of FSO Outerbridge Horsey, who is First Secretary and Consul at the Embassy at Rome, Italy.

**ROBERTSON.** Mrs. Blanche Patricia Robertson died on January 10, 1950, in Charlottesville, Virginia. She was the wife of William Henry Robertson, American Consul General, who retired in 1928.

**WADLEIGH.** FSO George R. Wadleigh died on January 13, 1950, in Lisbon. Mr. Wadleigh had been assigned as Vice Consul to the Embassy and had just recently been transferred from the Consulate at Bordeaux.

# FOREIGN SERVICE SCHOLARSHIP ANNOUNCEMENT



The American Foreign Service Association wishes to call attention to the various scholarships which are available for the year 1950-51. All applications for these scholarships must be presented for consideration not later than May 1, 1950. The Education Committee of the Foreign Service Association is responsible for the selection of the successful applicants under the Charles B. Hosmer and Foreign Service Association scholarships, the William Benton scholarship, the Wilbur-Franck Scholarship, as well as the scholarship offered by the AMERICAN FOREIGN SERVICE JOURNAL. The Oliver Bishop Harriman Foreign Service scholarship is judged by an advisory committee which is composed of two officers of the Manufacturers Trust Company in New York City and two high ranking Departmental officers.

Each of the scholarships available has certain conditions of eligibility and applicants should carefully note these features. Those scholarships which are under the jurisdiction of the Education Committee for review will be judged with respect to each candidate, not only as regards scholarship but also on the basis of extracurricular activities, the character, aims, and purposes of the applicant, as well as his financial need.

**The Charles B. Hosmer and the American Foreign Service Association** scholarships represent a sum approximating \$600 which, at the discretion of the Education Committee, may be divided between two or more applicants who are children of active members or of deceased former members of the American Foreign Service Association. These funds may be used only in meeting expenses in connection with regular undergraduate courses at a college or university within the United States.

**The American Foreign Service Journal Scholarship**, for a sum of \$300, is open to children of members of the Foreign Service who are either members of the Foreign Service Association or subscribers to the American Foreign Service Journal or to children of persons who at the time of their death came within these categories. This scholarship is provided from the net income of the Journal and is primarily intended for children entering preparatory schools in the United States, preference being given those commencing

the final year in such schools. If no suitable applicant of preparatory school age is found, this fund may then be awarded to a college or university student.

**The William Benton Scholarship**, established through the generosity of former Assistant Secretary Benton, provides \$1,000 and is available to children of any officer or American employee of the Foreign Service or in the field service of the Department of State abroad for use in meeting expenses of undergraduate or graduate studies at any college or university in the United States. At the discretion of the Education Committee, the total amount of this scholarship fund may be divided between two or more deserving applicants.

The Wilbur-Franck scholarship, the establishment of which is announced elsewhere in this issue of the JOURNAL, provides the sum of \$1,000 to be awarded on the same terms as those governing the availability of funds under the William Benton Scholarship cited above.

The conditions under which the **Oliver Bishop Harriman Foreign Service Scholarship** is handled are somewhat different than those outlined above. Applications should strictly conform to the requirements as outlined in the following paragraphs and should be addressed to the Chairman, Advisory Committee, Oliver Bishop Harriman Foreign Service Scholarship, care of the American Foreign Service Association, Department of State, Washington, D. C. Scholarship applications prepared for the Oliver Bishop Harriman fund which are unsuccessful in this competition will be considered by the Education Committee for the other scholarships which are available under the Foreign Service Association, if eligibility is established.

Each applicant must include information covering the following particulars:

Age and sex of applicant; a full statement concerning the education and courses of study pursued by the applicant up to the present time, including scholastic ratings; the courses of study and profession which the applicant desires

*(Continued on page 53)*

# Documents On German Foreign Policy, III

(The JOURNAL continues its symposium on Nazi policy, based on the captured Foreign Office documents recently released by the Department, and by the British and French Foreign Offices with this review by George Kennan on the chapter covering German-Soviet relations.)

## Germany-Soviet Union

By GEORGE F. KENNAN, FSO

The 25 documents in this collection which bear directly on German-Soviet relations obviously represent no more than a tiny fraction of the total flow of German Foreign Office correspondence on this subject during the eight months period which they cover.

During the period of German diplomatic relations with the U.S.S.R. from the Rapallo Treaty (April 16, 1922) to the attack on Russia in June, 1941, Russian affairs absorbed the attention of a series of able and vigorous personalities in the German diplomatic establishment. The German Embassy in Moscow, in particular, was a superior mission, which operated throughout against a background of scholarly understanding and interest in the Soviet Union. (This fact tended to place its leading officials increasingly in disagreement with the policies of its Nazi government: a tendency which finally culminated in the execution of the last Ambassador, Count von der Schulenburg, by the Nazi regime in 1944). It is not surprising, therefore, to find these German documents reflecting a high level of technical proficiency and intellectual understanding.

Of greater interest are two matters of substance which emerge from these few papers.

The first is the beginning of that process of extreme tightening of the iron curtain and segregation of the Russian people from the international community which has not ceased to this day. A long and detailed report, of January 17, 1938, described the Soviet Government's insistence on the closing out of an additional 17 foreign consular establishments in the U.S.S.R. (14 had previously been closed). The report noted the implication that the Soviet Government was prepared to see its own consular representation drastically reduced abroad. This readiness, the Embassy found, indicated, in the case of the Near East, "abandonment of the traditional Russian policy and a great limitation of the possibilities for Soviet activities in these countries."

### *The Beginning of the Iron Curtain*

This curtailment of official ties with foreign countries went hand in hand with the domestic wave of terror within the Soviet Union. Schulenburg considered that "all who still have any connections with foreign cultures—either because they are living as foreigners in the Soviet Union or because they have relatives abroad—are to be removed or rendered harmless." "The purpose," he added, "would be to see that the Soviet citizen is deprived of any chance to make comparisons . . ." Such observations and judgments were not unique in the German establishment; they were common to

A Foreign Service Officer since 1926, Counselor of the Department George F. Kennan has served at Geneva, Hamburg, Berlin, Tallinn, Riga, Kovno, Moscow, Vienna, Praha, Stockholm, and Lisbon. Now engaged in a survey trip through Latin America, he recently resigned his position as Director of the Policy Planning Staff.

*Harris & Ewing photo*



most of the foreign observers in the Soviet Union at that time. But this record of them serves as a useful reminder that the extreme phase of the policy of self-immolation which still governs Soviet conduct today, and which is so contrary to the trend of modern western civilization, dates from the period 1937-38, and is not a post-war phenomenon.

Of even greater significance is the light cast by these documents on the origins of the Soviet policy which led to the conclusion of the German-Soviet Non-Aggression Pact in 1939.

### *German-Russian Rapprochement*

On March 29, 1938, a high official of the German Foreign Office, Weizsäcker, referring to rumors of a German-Russian rapprochement, authorized the German Embassy in Paris to tell people that "nobody can any longer believe in the possibility of political cooperation between Germany and the Soviet Union." Nevertheless, two months prior to that date Schulenburg had apparently already addressed a letter to von Mackensen in the Foreign Office dealing with this possibility (the text was unfortunately not found). Three months later, he was obliged to call the attention of his government to passages from Litvinov's Leningrad speech of June 23, 1938, and to draw from this speech the conclusion that "Soviet policy, whose aim it was only a few years ago to collaborate as closely as possible with the democratic Great Powers and to be admitted to the circle of these states itself, will henceforth—without abandoning the principle of collective security—break with the policy of the Western Powers and decide in each case whether its own interests require cooperation with England and France."

Finally, Schulenburg was also obliged to report, on the very day of Litvinov's speech, that the United States Embassy had inquired twice regarding certain conduct on the part of the Soviet censor which seemed clearly to indicate that the Soviet leaders were entertaining the idea of a Ger-

(Continued on page 55)



## January Weather

January weather was as variable in the press as it was meteorologically. The month started out fairly briskly with Formosa making all the headlines sizzle. The weather warmed as one member of Congress demanded that all the State Department officials responsible for the Formosa policy be replaced by MacArthur. The Secretary, scheduled to make an hour policy-pronouncement type of speech at the National Press Club, abandoned his prepared script and outlined his position on Formosa extemporaneously, skillfully, and precisely.

Front page stories on the appointment of Carlisle Humelsine to be Deputy Assistant Secretary of State for Administration created the pleasant impression that the Department was filled with opportunities for young men to get ahead, and a smiling photo of FSO William Penniman's one-year-old son Ricky, recovering from polio at Washington's Children's Hospital after a rushed plane flight from Santiago, was reassuring proof that the Department took good care of its overseas staff.

The New York *Times* published a letter from a reader who declared "Text and photographs in 'Strategists of State' are deeply interesting, but why no mention of the Foreign Service Division? Is it an independent entity divorced from the department or is it not important enough?"

Locally the *Daily News* commented on the "Foreign Service's Screwy Leave Rule— . . . obviously it works an injustice on employees who have legitimate reasons for wanting to visit this country in non-home leave years. Particularly when they travel at their own expense." Still concerned with Foreign Service travel a few days later the *News* declared that "Defense Secretary Louis Johnson's economies are about as popular as a bad case of measles in some US embassies throughout the world." Johnson had, so the *News* averred, recalled 22 transport planes assigned to our "air-minded diplomats."

L'affaire Hiss reached its climax as the thermometer headed toward an August-style day. A week later there wasn't a sign that the Secretary would ever hear the end of his dramatic comment. *Life's* full page photo of the Ambassador to Pakistan performing his "last official act" as Minister to Finland was matched by an appropriate return to January's chill. A full page of pictures of pretty Mrs. George McGhee in the *Washington Post* covered the women's page angle with finesse and by month's end the name "Angus Ward" was far better known than the designation "Foreign Service."

February weather remained unpredictable.

## F. S. Luncheon

The January Foreign Service Luncheon with nearly 200 in attendance fairly filled the Press Club's Dining Room to capacity. Tradition was trampled on and a new precedent established when the Association's Executive Secretary, BARBARA CHALMERS, and your Managing Editor were invited. P.S. We had a wonderful time!

## Training Opportunities

The Foreign Service Institute reports that a considerable number of Class 5 and Class 6 FSOs who went through basic training in 1946 and 1947 have been visiting the Institute recently while in transit through Washington to inquire about opportunities for advanced training. Some have been asking about instruction in economic subjects; others have been inquiring into opportunities for inclusion in programs of language-and-area specialization. Among those visiting the Institute recently have been FSOs ELMER C. HULEN, JESSE D. DEAN, JOHN M. HOWISON, JAMES H. MCFARLAND, JR., NEIL M. RUGE and EDWARD L. WAGGONER. The Institute reports that the newly announced German specialization program has attracted more than fifty applications, but that more candidates are needed for other specializations, particularly for Asiatic areas. While a good many applications are on file for advanced training in economics and for Russian specialization, backlogs have been reduced by recent selections and more candidates would be welcome for these forms of training also.

## International Conferences

The International Conferences Division seems to have been doing a rush business. The January-February season included among others the Second Meeting of the Nutrition Committee for Southeast Asia and the Second Session of the International Rice Commission, both at Rangoon. Delegate at the former and Adviser at the latter conference was GRAHAM S. QUATE, FSS, who is Agricultural Attaché at Bangkok.

Heading the delegation to the Geneva GATT conference is Ambassador to Athens, HENRY F. GRADY. Other names on the delegation have not been made public as we go to press.

MESSRS. ELY MAURER and OTTO F. FLETCHER were among those representing the US at the US-UK-France consultations on recovery of gold looted by the Nazis from occupied countries during the war.

The Department's Assistant Secretary GEORGE PERKINS and R. GORDON ARNESON are chairman and member respectively of the US group at the Brussels atomic energy talks.

WALTER M. KOTSCHNIC, Director of the Department's Office of United Nations Economic and Social Affairs, was Alternate Substitute Representative, and FE's PHILIP B. SULLIVAN was Adviser for the US Government at the 110th Session of the Governing Body of the International Labor Office at Mysore, India.

ALVIN J. ROSEMAN, US Representative for Specialized Agency Affairs at Geneva, was on the US Delegation to the ILO's conference on vocational training of adults.

## FSO, Retired

It's in fine print, so maybe you haven't noticed it yet, but there is a change in the brief statement of purposes which appears at the top of our editorial column on page 22. The change was suggested by retired FSO JAMES B. STEWART, who wrote: "I am spurred to action by this sentence in the

last (October) issue of the JOURNAL: 'It (the Service) is his (the officer's) profession, his home and often his religion.'

"After thirty years in the Service, I retired. Presto—I became an Associate Member of the Association—"an unofficial and voluntary association of the members of the Foreign Service of the United States.' Could not that sentence be changed to read 'members, active and retired, of the Foreign Service. . . ?' It took your Executive Committee only a few minutes to decide that the sentence could and should be changed.

Now that their children are grown, retired FSO and MRS. RICHARD BOYCE have hit on the delightful plan of inviting the children of Foreign Service Officers who cannot manage a visit to overseas parents during school vacations to come to visit with the Boyces at their Alexandria home, starting with the Easter holidays.

The Boyce home is big enough for three young visitors at a time and both Mr. and Mrs. Boyce are eagerly looking forward to having young people living with them again. The modest fee will cover out-of-pocket expenses. If you are interested, write to Mrs. Boyce, care of the JOURNAL.

### Personals

Ambassador to Panama MONNETT B. DAVIS recently signed for the US a convention covering en bloc settlement of US-Panamanian claims, some of which dated back more than forty years. The agreement is regarded as a significant step in better relations between the two countries.

Replacing AVRA WARREN as Minister to Finland is former Shanghai Consul General, FSO JOHN CABOT.

In Geneva for the Sixth Session of the UN Trusteeship Council are the HONORABLE FRANCIS B. SAYRE, BENJAMIN GERIC and Advisers from the Department VERNON MCKAY, WILLIAM B. SALE, FSO WELLS STABLER, ALFRED E. WELLONS and WILLIAM L. YEOMANS. MRS. GLADYS HART of the U. S. Mission to the UN is Reporter.

DR. VAN ZILE HYDE is the new Director of the Division of Health and Sanitation at the Institute of Inter-American Affairs. He succeeded MR. CLARENCE I. STERLING, JR.

Among nominations sent to the Senate by the President are those of UNDER SECRETARY WEBB to serve as US Alternate Governor of the International Monetary Fund and Bank; Gerald A. Drew, FSO, to be Minister to the Hashemite Kingdom of Jordan; and JEFFERSON PATTERSON, FSO, to replace Mr. Drew as US Representative on the UN Special Balkans Committee.

With the expected raising of the Legations of the U. S. and Ireland to Embassies it is likely that Minister to Ireland GEORGE A. GARRETT will remain in Dublin as Ambassador.

Formerly director of OII, LLOYD LEHRBAS has been named Special Assistant to Under Secretary Webb.

Plans are reported under way to send a special ship to Shanghai to bring out the 135 members of consulate staffs in China.

While the entire Service is waiting anxiously for further word of young DOUGLAS MACKIERNAN, FSS, who left Tihwa at the end of September, we suspect that ANGUS WARD has a very special interest in wishing him as speedy a safe return as possible. Most reluctantly Mr. Ward had to face the fact that as front page news his story is good public relations for the Service. Within a week he has had an interview with the President, had to give speeches to the Overseas Writers' Association, the National Press Club, a women's patriotic society and appeared on a We The People

television show. That last was Mr. Ward's first brush with television—he still hasn't gotten around to *seeing* a telecast—and since the interviewer was in New York and the interviewee here in Washington, it involved several hours of rehearsal so that the question-and-answer timing could be synchronized to the second. We didn't fully realize what fame meant, however, until our ten-year-old told us he'd turned down two Harry Trumans for his Angus Ward autograph.

Vacationing in Bermuda as we go to press are Miss DOROTHY TIRRELL of the Foreign Service reception room and the Association's BARBARA CHALMERS. Both lucky gals are guests of JANE WILSON POOL in Bermuda.

Dorothy tells us that for nearly a month 18 to 20 girls a day have come through her office en route to a first assignment in the field. In all they will represent an addition of some 300 to the Foreign Service Staff.

Now under construction is the Carr Memorial Library at Hillsdale College, Hillsdale, Michigan. It is being built in honor of the late WILBUR J. CARR, formerly Assistant Secretary of State in charge of Administration, later Minister to Czechoslovakia, and a member of the Foreign Service for 47 years before his retirement in 1939. Editorializing on the gift which made the library possible, the *Hillsdale Daily News* declared "Mrs. Carr . . . is to be congratulated for selecting such a fitting memorial to her late husband, Wilbur J. Carr, an outstanding American whose career of service will be a continuing source of inspiration to the young people who in future years will use the edifice bearing his name."

Former Counselor of the Department, BENJAMIN V. COHEN, is to represent the United States before the International Court of Justice in the proceeding over the treaties of peace with Bulgaria, Hungary and Rumania.

Rumor has it that ADMIRAL LEAHY, former Presidential Chief of Staff, will get first crack at the job of Ambassador to Spain when Spanish policy is finally settled.

Newly appointed Director of the Executive Secretariat is WILLIAM J. MCWILLIAMS. His former position, Deputy Director, is being filled by WILLIAM J. SHEPPARD, formerly a special assistant to the Secretary.

No announcement has yet been made on a possible replacement for MYRON TAYLOR who recently resigned as the President's personal representative at the Vatican.

As of January 1, Minister to Tangier EDWIN A. PLITT became President of the International Committee of Control which governs Tangier. This is the first time an American has headed the Committee. The Presidency of the Committee is rotated each year.

### USIS

Last month the five-man public US Advisory Commission on Information filed with Congress its second semi-annual report on the USIS program. According to the report, "The United States information program falls short of the effectiveness expected by Congress because it seriously lacks funds. . . . Needs as estimated by the State Department for fiscal year 1950 were cut 50 percent by the Bureau of the Budget and Congress. For fiscal 1951, the Bureau of the Budget has already set a ceiling 61 percent below the program's stated needs."

### Strictly USA

Do names intrigue you? Here are some of the places where our Foreign Service personnel vacationed recently:

Holiday's Cove, West Virginia; High Bridge, Wisconsin;

(Continued on page 38)



*This and the picture to the right are belated supplements to our December story on the rescue. While Lowell Thomas Jr. poses with the Lhasa candidate for Panchen Lama, Tibetan monks slip into the scene backstage.*



L. to r.: Major A. K. Bose Bateman; Mr. Lowell Thomas Jr. In back are a Yating official

## Service



Photo courtesy John H. Stutesman, Jr., FSO

Ambassador John C. Wiley greets Iran's ruler as the Shah returns from his US tour. Standing beside the Ambassador and holding a camera in his hands is Mr. Ahmad Chafik, Director General of Civil Aviation in Iran and husband of the Shah's sister.



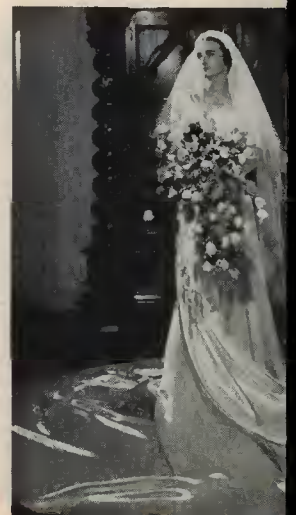
Photo courtesy

The entire personnel of the Co attended the wedding reception his bride, the former Miss Betty Mason Dobson, parents of the Wisconsin, for the



Photo courtesy David G. Wilson, FSO.

Consul Robert G. McGregor, FSO, presents a set of records of the speeches made at the signing of the Atlantic Pact, to Mr. S. Muthray, a blind Indian. Mr. Muthray had heard the ceremonies over the radio and written to ask for recordings. A set was made specially for him by IBD from its master transcription.





Indian doctor; Nurse Emily FSO Royal Bisbee. Standing with Indian Captain B. C. Pal.



Photo courtesy Robert A. Christopher, FSO.

**Length-of-Service Awards ceremony at Rio de Janeiro. L. to r. with years of service shown in parentheses beside each name: José F. Paulo (23), Mrs. Virginia S. Knopp (11), Mrs. Susan Barbosa (15), John B. Ocheltree (18), Avelina Escalera (12), Miss Semiramis Pampolha (16), José Paulo (23), Roque Alves (12), Platao Monteiro (19), Antonio T. Pombo (33—the longest record of the present Embassy staff and evidently a family tradition as Mr. Pombo's father worked for the Embassy for 44 years), Rudolph E. Cahn (28), Ambassador Herschel V. Johnson (28), Sheldon Thomas (14), Clarence C. Brooks (27), Mrs. Maria Cole (13), Antonio Rocha (23), Erwin P. Keeler (25), Miss Valentina de Mondonca (29), Mrs. Joanna W. Silva (13), Jorge Prescott (29), E. Victor Saadeh (23).**

# Glimpses



William H. Christensen, FSO.

ate General at Marselle  
O John J. Ingersoll and  
son, FSS. Mr. and Mrs.  
le, came from Beloit,  
y occasion.

**The staff of the Embassy at Ciudad Trujillo; l. to r. 1st row: Thomas Allen, William Belton, Ellis M. Goodwin, Ambassador Ralph H. Ackerman, Lt. Colonel Nathan A. Brown, J. H. Cameron Peake, Emilio Jimenez. 2nd row: Helen Murphy, Master Sgt. William C. Murphy, Anrora Dopico, Anne Carroll, Victor M. Medina, Anita G. Torres, Carlos Yordan, Emily Dunsmore, Angel R. Marrero. 3rd row: Bernard Ramirez, Alberto Gonzales, Victoria Valcarecl, Beryl Furet, Patricia McGoolan, Philip Chambers, Stella Allen, Tracy Davis, Consuelo Aristy. 4th row: Francisco Malagon, Amada Delgado, Joseph Cantwell, Elena Marsella, Edward Davis, Joaquin Mariota, Miriam Rodriguez, Nathan A. Lowe. Top row: Richard Huddleston, Julio E. Diaz, Antonio Cuevas, Dionisio Villarman, Julio Villarman, Juan Knipping.**

Photo courtesy William Belton, FSO.



Photo courtesy Lois M. Unger

**Mrs. Harry Edward Larsen, the former Miss Doris Lawson, daughter of Consul Stanley R. Lawson, at her wedding at Karise, Denmark, on October 25, 1949.**

## The BOOK SHELF

Francis C. deWolf  
Review Editor



**The Violent Men.** By Cornelia Meigs. *The Macmillan Company, New York.* 1949. 278 pp. \$4.00.

**The Aspirin Age.** Edited by Isabel Leighton. *Simon and Schuster, New York.* 1949. 491 pp. \$3.95.

REVIEWED BY HELEN G. KELLY

These two books depict the history of our country at widely varying times. "The Violent Men" is the story, with a sort of biographical interweaving of events and lives, of the men who sat in the Continental Congress (1774-1776). Nowadays when our great men are subjected to a constant glare of publicity, when every secret of their private and official lives is sought out to be proclaimed in the press and on the radio, it is refreshing to read Miss Meigs' lament that Charles Thomson, who served as Secretary for the Continental Congress, did not make a more personal record of the events. At those first portentous meetings no press correspondents, no radio commentators, lurked in the halls or sat in the rooms gathering minutiae to disseminate in overwhelming volumes. Much research has gone into the writing of this book and it has been interestingly presented in a not too scholarly fashion so that you may read it when you find a Ph.D. thesis heavy going. Probably you will obtain as much information as you would from the thesis. Most remarkable of all, it has no footnotes.

"The Aspirin Age" might very aptly have been called "The Violent Age." It covers that strange, exciting period between the two wars from 1919 to 1941. It includes all sorts of interesting happenings, important and unimportant, ranging from President Wilson's struggles at Versailles to the life story of Aimee Semple McPherson. There are 22 chapters in the book, each written by an author familiar with the subject. Many of the writers are newspapermen who followed the particular event as it occurred. The articles are very frank, written mostly in modern newspaper style. If you grew up in the aspirin age as I did, you will find these "inside" stories of headline events fascinating.

As a matter of fact, both of these books, each in its own way, are absorbing to anyone who is interested in the history of the United States. It is rather startling to read of the dignified and socially orderly life of our forefathers in "The Violent Men" and to follow it immediately with reading of the high-explosive, disorganized era known as "The Aspirin Age", or to alternate your reading from either volume, which is easy to do, since they are both the type of book which can be picked up and read for a short time or a long time.

The highest recommendation I can make for both of them is that they kept me up past my bed time, most unusual in a non-fiction book.

**Brazil: An Expanding Economy.** By George Wythe, Royce A. Wight, Harold M. Midkiff. *The Twentieth Century Fund, New York,* 1949. xix, 412 pp. \$3.50.

REVIEWED BY ELIZABETH HYMAN

The Twentieth Century Fund gave the writers of this book "one clear directive: to produce a report which would stimulate the use of American capital and skills in Brazil, not only for the advantage of the United States, but also — and most especially — to increase the standard of living and well-being of the Brazilian people." U.S. surveys of opportunities for U.S. enterprise in Brazil have been an established feature of our relations with Brazil for a century. This book itself is one of three economic surveys published in the past year, including the report of the Joint Brazil-U.S. Technical Commission, and an analysis of the Brazilian economy under Guggenheim Foundation sponsorship. Primarily descriptive, the survey covers many fields — income and employment, areas of economic activity, finance and banking, international trade and exchange — without sacrificing concrete and authentic detail. Sections on manufacturing, investment, and social conditions, including labor problems, will probably have the most immediate interest for U.S. business, and perhaps even for the general reader. For this reason they might have been expanded, particularly to describe the workings and the experience of U.S. enterprises which are already established in Brazil. A section on wage scales of American firms in the chapter on social conditions is of special interest in this connection (pp. 246-248). The question of pricing policy by U.S. companies is noted only in passing (p. 178) with the statement that "Subsidiaries of American firms have, for the most part . . . attempted to follow a pricing policy that will permit the development of volume sales, but in some instances the Brazilian authorities have required them to raise their prices in order to enable higher-cost Brazilian producers to compete."

As to Brazil's future prospects, the authors feel a cautious optimism which is based in part on the hope that the country will receive U.S. government loans and that it will accept under reasonable terms U.S. private capital to further the expansion of the national economy.

**The World as I See It.** By Albert Einstein. Translated by Alan Harris. *The Philosophical Library, Inc., New York, N. Y.,* 1949. 112 pages. \$2.75.

REVIEWED BY A. G. SIMSON

This is an abridged English translation of "Mein Weltbild." It is a disappointing and incomplete collection of articles, addresses, pronouncements and excerpts from the letters of Albert Einstein. Much of the material was written

in the nineteen twenties and thirties. It is asserted that the selection was made "with a definite object — namely, to give a picture of a man." To one who has been an almost reverential admirer of Albert Einstein, the little book falls far short of its goal. *The World as I See It*, in its original form contained essays by Einstein on relativity and related subjects. These have been carefully excluded from the present volume and the material reproduced has been limited to remarks bearing on things political, economic and sociological. It is something like what might be a synopsis of the papers of Thomas A. Edison but with all references to electricity carefully excluded.

The book does reveal that, outside the sphere in which he is preeminent, Prof. Einstein is not a particularly forceful writer. Note the following rather trite observation: "When we survey our lives and endeavors we soon observe that almost the whole of our actions and desires are bound up with the existence of other human beings."

One wonders if the translation from the German into English may not have been a little too literal. It is difficult to conceive of Einstein saying in English the following: "I have never looked upon ease and happiness as ends in themselves — such an ethical basis I call more proper for a herd of swine"; or "The ordinary objects of human endeavor — property, outward success, luxury — have always seemed to me contemptible"; or "That a man can take pleasure in marching in formation to the strains of a band is enough to make me despise him."

I did not like the book and I am sorry I read it.

**The Struggle for Democracy in Germany.** By Gabriel A. Almond and others. *University of North Carolina Press, Chapel Hill, 1949. 345 pages. \$4.00.*

REVIEWED BY L. W. FULLER

The volume under review is a cooperative venture by seven scholars who have been closely associated as specialists dealing with various aspects of the German problem. Their varied experience—in Germany, as State Department experts, or in journalistic or academic activities—qualify them admirably for the task of presenting an authoritative evaluation of the German situation of today against its historical background.

There has been a flood of literature which deals with Nazi Germany and its aftermath without a sense of historical perspective. Dr. Anderson sounds the keynote of the book in criticizing this species of "inverted racialism" and in his portrayal of the conflicting forces of freedom and authoritarianism which have provided the dialectic of modern German history. There follows a penetrating analysis by Drs. Almond and Kraus of the German resistance under the Nazis, a record which must prove illuminating to those who see no distinction between Germans and Nazis and who would premise all policy upon the collective guilt of the German people.

Part II is essentially descriptive. It outlines the sort of constructive approach which must be taken if Germany is to be salvaged for the West, both from its own internal shortcomings and aberrations and from the threat of totalitarian domination from the East. This section describes lucidly and evaluates fairly the occupation policies of the various powers with respect to Germany's economic rehabilitation, the establishment of democratic political institutions, and the formidable task of social and psychological reorientation.

**Economic Geography of the USSR.** By S. S. Balsak, V. F. Vasyutin, and Ya. G. Feigin. American edition edited by Chauncy D. Harris; translated by R. M. Hankin and O. A. Titelbaum; preface by J. A. Morrison. *The Macmillan Company, New York, 1949. xlv and 620 pages; 84 maps, \$10.00.*

REVIEWED BY HERBERT BLOCK

In the USSR one group of intellectuals after another has been hauled over the coals during the past three years, the latest victims being the geographers. They were reprimanded for not having exposed "the pseudo-science of the warmongering bourgeois" and were referred to "the rich theoretical treasure house of genius in the works of Lenin and Stalin, which give a theoretical key to all basic problems of political and economic geography" (*Literaturnaya Gazeta*, Nov. 23, 1949).

Ten years ago when Balzak, Vasyutin, and Feigin published the book which is now available in an English translation, Soviet geography must have been sounder from a Communist point of view than it is now. The three notable Soviet scholars demolish the "absolute fantasies" (p. 110) of the "wocbegone" Western geographers whom they liken to "quarreling hack writers" (pp. xliii and xliv), and worship the Marxist saints on practically every page.

If such passages were nothing but mouldy spots on an otherwise nourishing loaf of bread, the reader could separate them and still benefit from vast quantities of unspoiled facts and figures. Unfortunately much of the book is marred by the authors' spiritual captivity. Since they could not avoid using official Soviet data and since they were not allowed to criticize "absolute fantasies" of their own rulers, the American reader must be on his guard. For instance, on p. 217 "foreign capital" is accused of having "retarded the development of the Russian oil industry" in Tsarist times; actually it owed its rise to foreign oil concessionaires while its difficulties in the first decade of the century were due to labor unrest and the shortsighted policies of the Imperial government. On p. 101 we are told that the USSR has almost 60 percent of the world's oil resources. Maybe, but only if Soviet oil men could drill holes clear through the globe to tap the Texan deposits. On p. 159 the authors assert that slums have disappeared from Soviet cities. Why? Stalin said so (see p. 193) and who would dare to contradict him? On p. 134 we learn straight out of Stalin's mouth that Soviet industrial output increased ninefold up to 1938; no warning is added that the underlying price series are inflated.

Actually the industrialization of Russia within a few decades, the twice repeated revolution in its agriculture, the fast growth of its cities, the progress of education, the eastward shift of its center of gravity, the settlement of the Asian nomads, the sacrifices borne by all its peoples,—all this makes such a gigantic and fascinating story that the authors could have dispensed with distortions—though not in the corruptive atmosphere of a totalitarian state. Even so, they could have avoided what they themselves criticize as a fault of earlier textbooks: "dry presentation" (p. xlv).

With all its shortcomings, most of them typical of Soviet science, the book is still the best the USSR has to offer in the field of economic geography. On these grounds the Russian Translation Project of the American Council of Learned Societies was justified in presenting an American edition. The work is expertly translated and carefully edited, with many explanatory footnotes, appendices and maps added. Future volumes of the Russian Translation Project would find their way to many more bookshelves if the publishers could be prevailed upon to sell them at less prohibitive prices.

## Helicopter Over Carthage

By JOHN DORMAN, FSO

"We would be greatly honored if Your Highness could arrange to visit our ship," the Admiral said.

But there was a considerable lapse of time before His Highness could express his reaction to this invitation. The Admiral's message was transmitted in English to the Residency General's Chief of Diplomatic Cabinet who in turn passed on the information in French to the Prime Minister, seated on the right of the throne. The Prime Minister formally laid the invitation in Arabic before the throne for the consideration of the Bey of Tunis. The Bey smiled with pleasure, gestured helplessly, and started his message of polite refusal back through the circuitous route through which the invitation had come.

The Diplomatic Cabinet meanwhile was conferring rapidly with the U.S. Navy in whispers, trying to foresee the Bey's reply. "You have a helicopter on board?" "Do you think His Highness would consider —?" "Why don't you ask?" "I could accompany him myself." "He's never flown —?" "Would there be trouble getting permission from the authorities?" "I can arrange. . ."

"His Highness regrets that the ship is at Bizerte and it would be impossible for him to travel by train" was the



Photo by Victor Sebag  
Admiral Milton E. Miles descends to the courtyard of the Bey in rather unorthodox fashion.



Photo by Victor Sebag

Admiral Miles takes his leave of the Bey while the helicopter hovers overhead. L. to R. Chief of the Bey's guard, Prince Chedley Bey, Chief of Protocol Maaoui, His Highness the Bey of Tunis, Chief of Diplomatic Cabinet Moreau, Admiral M. E. Miles, Consul Dorman, Vice-Consul Sabini.

message as it was conveyed to the Admiral. The Admiral had already prepared his reply.

"Perhaps His Highness would permit me to call for him at his palace in a helicopter."

This message took longer than usual to get back to His Highness. In the absence of the word "helicopter" in Arabic, the Prime Minister described this "plane surmounted by an enormous beater" with gestures, leaving no question in the Bey's mind that what was being described was what he had seen in the movies in his private theater. But the Bey replied that unless the Admiral could guarantee a safe journey, he could not consider traveling by air. He added, smiling, that the Admiral's presence in the helicopter was no guarantee against a crash in which the Bey and the Admiral might both be involved. The Prime Minister, with a laugh, transmitted the information in French, and it was passed on to the Admiral by the Diplomatic Cabinet, who was laughing uproariously at the royal pleasantry.

His Highness, however, would be very pleased to inspect the airplane-with-a-beater before the gates of his palace here at Carthage the following afternoon at 3:30 p.m., which would still give the Bey an opportunity for his daily outing in his Cadillac.

At 3:25 the following day the Consulate car was approaching Carthage from Tunis just as the helicopter from the USS Worcester with Admiral Milton E. Miles aboard was circling Sidi-bou-Said prior to coming in for a landing before the Bey's palace. The car sped over the hill in the

very shadow of the St. Louis IX Cathedral, lurched down past the Roman amphitheater, rounded the turn at the bottom of the hill, headed off in the direction of the Punic Cemetery, and drew up in a cloud of dust before the gates of the Bey's palace. The palace guard was already drawn up to receive the Admiral as the Bey's Chief of Protocol came out to greet us. The car of the Chief of the Diplomatic Cabinet drove up at the same moment, its tires skidding to a stop in the royal gravel, and behind it the Admiral's car, from which the Admiral's Aide emerged choking with the dust of the Diplomatic Cabinet's car.

Just as introductions were finishing, the helicopter appeared over the palace walls. It jockeyed for a minute until it was over the clearing before the palace gates and started to settle. The Chief of Protocol hurriedly glanced over his shoulder at the entrance to the palace and said nervously, "But His Highness hasn't appeared yet." The Aide stepped forward and saved the situation by waving the good-natured pilot back. "They have now established contact with the ground," he said authoritatively. "I gave them the five-minute signal. They won't come in for a landing until I give the word."

The helicopter turned slowly and headed up the coast to get a good look at the remains of the Roman baths, about a mile behind the palace.

"That's thoughtful of the Admiral," the Chief of Protocol remarked. "He's giving the harem a chance to see the helicopter." Behind the heavily latticed windows of one section of the palace you could imagine veiled faces pressed against the panes.

#### *A Moment of Indecision*

His Highness the Bey, dressed in a business suit and wearing a fez stepped out of the palace gates and came over to greet us. There was a moment of indecision. We were accustomed to being received by the Bey in his throne room where we had carefully been instructed to how low three times as we made our progress up the long hall. The informality of meeting the great before the palace, as just another spectator to a feat of aviation, took us by surprise. But the Bey by this time was cordially shaking our hands.

I could not help an informal "Here she comes!" as the helicopter suddenly appeared again over the palace. I turned to the man at my right and was slightly embarrassed to see I had addressed His Highness in this rather undiplomatic manner. "The American Consul says the plane is now approaching," repeated the Diplomatic Cabinet as the helicopter began to descend. A cloud of dust stirred up by the helicopter's large propeller sent us scurrying behind the palace walls, and as I turned my back I heard the Chief of Protocol convey my last observation to His Highness in Arabic, the content of which by that time needed no interpretation.

As the cloud settled, Admiral Miles and his Chief of Staff, Captain Greenacre, stepped out of the cabin of the helicopter, immaculate in their blues. They came over to where the Bey was standing and greeted him.

"You mean to tell me that the Admiral has come directly from the deck of his ship anchored in the Channel in Bizerte?" the Bey asked his Chief of Protocol incredulously in Arabic. A few seconds later the Chief of the Diplomatic Cabinet was saying, "His Highness is asking if you had a pleasant flight from Bizerte."

At the Admiral's suggestion the Bey, his eldest son, Prince Chedley, and the entourage walked over to inspect the cockpit of the helicopter. The pilot obligingly pointed out the various controls, explaining briefly the function

of each. The remarks of the pilot were all duly translated from English into French into Arabic by the appropriate agents.

I suggested that the Bey would be interested to hear how the helicopter was steered, and the functions of the vertical tail-propeller to offset the torque of the large horizontal blades. The Diplomatic Cabinet, on whom would rest the responsibility of transmitting this principal of physics, frowned me down, and the party moved to the other side of the helicopter to examine the hydraulic hoist used for lifting men from the sea.

Having again politely but firmly refused the Admiral's invitation to go aloft, the Bey withdrew to the palace gates. The Admiral, Chief of Staff, and the pilot shook hands with the Bey, then walked over and climbed into the helicopter. The door slid closed, the blades began to revolve, the helicopter lifted on its shock absorbers, and, in a cloud of dust, rose straight up in the air. It circled in a wide area, then hovered at some 30 feet above the fountain in the courtyard of the palace, itself. The Bey and his entourage moved through the gates and took up their stand at the end of the courtyard.

As we watched the hovering plane, we saw a leg appear over the side and suddenly the Admiral himself swung clear, the harness of the hoist looped securely around his chest and under his arms. Revolving slowly, the figure of the Admiral was lowered until his feet touched the courtyard. He threw off his harness and walked dignifiedly across to the Bey.

"We appreciate this exhibition of the latest advancement in naval aviation," the Bey said. "We wish every success to you and your ship. I shall be pleased to receive you when next you visit Tunisia."

The Admiral shook hands with the Bey, bowed low, turned and walked back to where his harness dangled. He slipped the harness under his armpits, waved his hand to the pilot, and the line of the hoist grew taut. A second later the Admiral was hoisted aloft. Soon he reached the hovering helicopter, climbed aboard, and as his leg disappeared, the ship veered out to sea and started its flight north toward Bizerte.

#### *The Bey Mutters "W'allah!"*

The Bey shook hands with the assembled group and, before entering the palace, took one look over his shoulder at the disappearing helicopter, now only a small spot in the darkening sky. "W'allah!" he muttered as he passed through the palace doors.

The Prime Minister and the Chief of Protocol did not volunteer to interpret this last phrase, and without their help the Diplomatic Cabinet did not know what was said. Anyone who has bargained in the Arab souks knows that "W'allah" is best interpreted as the interjection "My God!", but when uttered by a Bey, it means, "The Lord moves in mysterious ways!"

#### SEVILLE

Officers in the Iberian peninsula hit the highways during October and November. Not only did the heads of all posts visit Madrid in November for what was agreed to have been the most successful Consular Conference in years, but many took this opportunity to continue their travels to the numerous scenic spots in Spain. The Thiels visited Segovia and Salamanca and got back to Seville just in time to welcome Consul General and Mrs. Blake from Barcelona. The Albert Clattenburgs from Lisbon passed through Seville

a few days later and hard on their heels came the Daniel Braddocks from Madrid who took time out to see our magnificent cathedral and the historic Alcazar. Consul General and Mrs. McEnelly from Lisbon also paid us a visit on their farewell tour of Spain prior to retirement. The visit of Vice Consul Hagan from Lishon, the Hendersons from Madrid, and Mrs. Beaumont and Miss Allen from Málaga were in the nature of fly-by-nights and we only hope that their next tour will include a longer stop. The Gerald Jones from Vigo showed that they really appreciate a beautiful city and spent a couple of days in this vicinity. The Clay Merrells and Courtland Christiani from Gibraltar we regard as neighbors whose peregrinations to Seville should hardly be reported. However, the Thiels will never forget "Lady Jane's" latest visit as it came only fifteen minutes after they received word of their transfer and she did yeoman service in endeavoring to relieve their despondency.

CYRIL L. THIEL

### COSTA RICA

Ambassador and Mrs. Joseph Flack had the pleasure of having as their guest for the weekend September 17-19, the Honorable Roy Tasco Davis, who served as the United States Minister to Costa Rica between 1922 and 1929. The distinguished visitor, who is now a member of the Maryland State Senate and Chairman of the Inter-American Educational Foundation, has been travelling through South and Central America on an inspection tour of the various educational institutions that are recipients of periodic financial grants from the Foundation to assist in their educational programs. Mr. Davis' visit to San José was particularly pleasant inasmuch as he was able to visit the Lincoln School, which has received such grants, and at the same time renew acquaintances with his numerous friends. The former Minister enjoys in Costa Rica an extraordinary popularity which was attested to by hundreds of greetings he received



Reading from left to right: The Honorable Roy Tasco Davis, Mrs. Joseph Flack, Ambassador Joseph Flack.

everywhere he went from numerous friends who, despite the passing of twenty years, still recalled their pleasant associations with the distinguished former Minister.

WILLIAM D. CALDERHEAD

### SOFIA

In this first "News from the Field" article from Bulgaria since the end of the last war, your correspondent is taking the prerogative of reviewing the establishment and organization of the Mission in Sofia today.

On September 7, 1944, the Soviet Government declared

war on Bulgaria and invaded the country on that same day. On October 28, 1944 an Armistice Agreement was signed, creating an Allied Control Commission to govern Bulgaria. This Control Commission, composed of Soviet Russia, Great Britain, and the United States, with Russia as Chairman, governed Bulgaria until the signing of the Peace Treaty on September 16, 1947.

Following ratification of the Treaty of Peace, to which the United States was a signatory, Donald R. Heath was appointed as American Minister to Bulgaria on October 1, 1947 and arrived in Sofia on October 24 to take up his duties as Chief of Mission.

Comings and goings are standard fare at any foreign service post, but Sofia has been on a diet of "goings" for the past few months, resulting in the very limited Chancery staff of 18 Americans at the present time. Four of the remaining eighteen members are presently on transfer orders to new posts (Miss Josephine Pasquini to Venice, Miss Dolores Powers to Paris, Mr. William Phelps to Rome, and Mr. Howard Oates to Damascus) but are unable to leave until their replacements arrive. The Bulgarian Government has issued no visas for replacements since December, 1948, but the good word has just been received that visas will, shortly be forthcoming, in order to allow our departees to reach the United States in time for the yuletide season.

Living in Sofia today can be summed up in one word: "Restricted." Electricity restrictions forbid the use of household appliances for seven hours during the day and travel without special permission is, in effect, forbidden in any part of Bulgaria except the city limits of Sofia and Cham Koria, some 60 kilometers distant; no travel is permitted to the borders and certain other regions. (We all have our fingers crossed that the coming winter will not bring about another period of water restrictions such as was in force last year, when water was available for only two hours every other day.) Associations with Bulgarians are restricted solely to office associations—this not by any direct restrictive order but by concern for the safety of the Bulgarians themselves. Travel outside of Bulgaria is restricted generally to those members of the staff holding diplomatic passports—no re-entry visas are given to non-diplomatic personnel, although recently Minister Heath was able to secure re-entry visas for two non-diplomatic members. And so on ad infinitum with the restrictions.

But despite these curtailments of activities, morale is high in our little office here. We have a small American club around which many activities center. Every Sunday night a buffet supper is served, followed by an American movie—not always the most up-to-the-minute movie, but good diversion. There is also a small bar, a small library, and a ping-pong table. About once a month the club sponsors a somewhat more elaborate "affair", the latest being a Hallowe'en Costume Party.

Minister and Mrs. Heath—and several members of the staff who were fortunate enough to have leave at about the same time—returned last week from the London Conference. All were in excellent spirits, though somewhat encumbered by that inevitable travelling companion at this time of the year—the common cold.

Several other members of the staff—including Asst. Military Attaché Captain and Mrs. Sniffin, Vice Consul Burke, Disbursing Officer Edna Flach, and Mr. Bill Phelps hied themselves to Cham Koria for the Armistice Day weekend, arriving back in Sofia Sunday evening somewhat the worse

(Continued on page 44)



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## THE GENERAL ASSEMBLY

(Continued from page 13)

provided by the pledges of good conduct embodied in the United Nations Charter.

Therefore there was no need to convince the members of the General Assembly that the resolution as it was introduced was an insult to their intelligence. The only problem in the Assembly was to agree upon its disposition.

By a process of consultation at committee meetings and in the lobbies, an effective course of procedure was worked out. Speaker after speaker analyzed the actual position of the Soviet Union in the modern world and attacked the axiom of Soviet conduct which holds that the peaceful co-existence of capitalism and communism is inconceivable. The Soviet resolution was not amended in such a way that the Russians could claim any credit for the adoption of their basic ideas. Instead, its successive paragraphs were voted down by heavy majorities. Even its title was rejected.

In place of the Soviet resolution, the United States and the United Kingdom, acting as the states most directly attacked in the Russian resolution, introduced a resolution on the "Essentials of Peace," pointing to the principles of the Charter as those which must be observed if enduring peace is to be achieved and calling upon all nations to act accordingly. The reception given to the Anglo-American resolution was extraordinary. Every non-communist state — 53 out of 59 — voted in favor of it, in an unprecedented demonstration of solidarity provoked by the Soviets themselves. It will be interesting to see whether the Soviets will repeat their "surprise" tactics when the Fifth Regular Session of the General Assembly meets next fall.

Quite aside from this success on the propaganda battlefield, the General Assembly took constructive action on several major problems and a large number of questions of less importance.

### *Disposition of Italian Colonies*

One of its principal accomplishments was the disposition of two of the three former Italian colonies relinquished by Italy in the Italian Treaty of Peace. Here the Assembly was exercising an unusual function. As a rule the Assembly has only the power of recommendation, but there is nothing to stop certain members from giving it additional powers of decision if those concerned consent to do so. Unable to reach agreement on the disposition of the colonies, the United States, the United Kingdom, the USSR and France bound themselves to carry out the recommendations of the General Assembly on the subject. The Assembly grappled with the problem in the spring of 1949. But just as the conflict of interests had prevented a settlement of the problem at the peace conference, so it prevented the General Assembly, by a small margin, from reaching an agreement by the necessary two-thirds majority on a solution for the colonies in the spring.

At the Fourth Regular Session the General Assembly made a second attempt. This time it was agreed that Libya should become an independent and sovereign state not later than January 1, 1952, and that Italian Somaliland should become independent after ten years of Italian trusteeship. A United Nations commission will make a survey of the wishes and welfare of Eritrea and prepare recommendations for report to the Fifth Regular Session of the General Assembly, through the Interim Committee.

Thus, for two of the three colonies, the Assembly has been able to work out a solution, and for the third a solution is in sight. This in itself is an achievement, in view of the sharpness of the conflicting views of the Member states on the problem.

### *Other Important Problems Considered*

A running survey of some of the other matters on which action was taken by the Assembly may help to reveal their variety and significance.

**First**, the Assembly continued in existence its watchdog Balkan committee, which has witnessed the collapse of guerilla warfare supported by foreign communist countries against the Greek Government, and took steps to bring about the restoration of normal relations between Greece and its northern neighbors — if the latter desire it.

**Second**, the Assembly also continued its Commission for Korea, which has assisted in the creation of an independent government in that portion of the country not under Soviet domination, and gave it authority to observe developments which might involve military conflict and to help unify the country.

**Third**, the Assembly called upon all states to respect the territorial integrity and independence of China and directed the Interim Committee (Little Assembly) to study charges of Soviet violations of the Sino-Soviet treaty of 1945, of the Charter, and of the principles of Chinese national integrity.

**Fourth**, the Assembly asked the International Court of Justice for an advisory opinion on the procedural steps which might be taken in face of the refusal of Bulgaria, Hungary and Rumania to honor their peace treaty guarantees of fundamental human rights to their inhabitants, or to submit the matter to the procedure on the settlement of disputes prescribed in the treaties.

**Fifth**, the Assembly reiterated its appeal to Member Governments to cooperate in the effective international control of atomic energy and requested the six permanent members of the Atomic Energy Commission to continue their consultations on the subject. As for other armaments, it approved the arms census plan worked out by the Commission for Conventional Armaments (a dead letter because of Soviet opposition) and asked for continued study of the problem of regulation and reduction.

**Sixth**, the Assembly established a small United Nations Field Service and a panel of observers to help missions sent into the field by the United Nations to preserve or restore peace.

**Seventh**, the Assembly set up the machinery for an eighteen-month relief and works program for the hundreds of thousands of Palestine refugees, involving voluntary contributions of over \$54,000,000 from Member States.

**Eighth**, the Assembly welcomed the announcement that agreement had been reached on the establishment of an independent United States of Indonesia.

**Ninth**, the Assembly took steps to arrange for an international regime for Jerusalem and for the protection of the Holy Places.

**Tenth**, the Assembly prolonged indefinitely the life of its Interim Committee and assigned it a number of special tasks.

**Eleventh**, the Assembly again urged the Security Council to break the stalemate on admission of new members to the United Nations, and in particular to reconsider those applicants whom the General Assembly considered qualified for membership.

**Twelfth**, the Assembly endorsed the plan prepared by the Economic and Social Council for an expanded program of technical assistance and economic development of undeveloped countries, which will be coordinated with the Point Four Program now under consideration by the United States Congress.

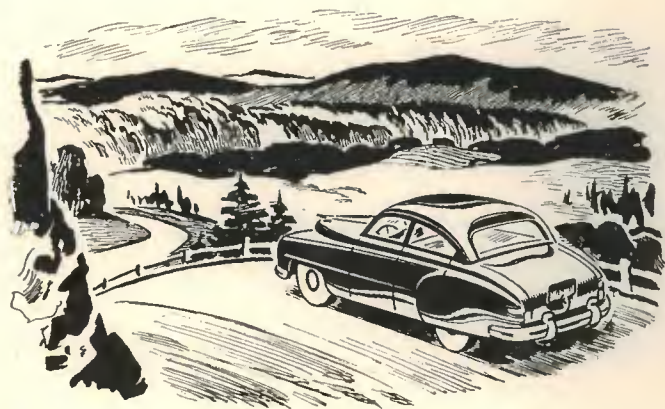
**Thirteenth**, the Assembly provided for the establishment of a High Commissioner's Office for Refugees which

(Continued on page 38)

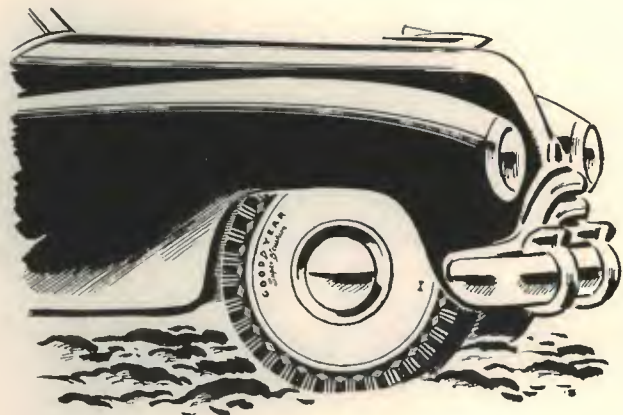
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## THE GENERAL ASSEMBLY

(Continued from page 36)

will undertake the legal and political protection of refugees after the International Refugee Organization has completed its work.

Fourteenth, the Assembly went farther than it ever has before in indicating its concern for the progress of non-self-governing territories, even to the point where countries administering such territories were seriously alarmed by the inherent threat to their own authority.

### Some Lessons of the Session

In one sense, the Assembly is gaining in maturity and sophistication. There is less procedural wrangling than there used to be. Speeches are shorter, though many are still too long. The atmosphere is more businesslike. More things get done, with less waste motion.

The importance of the General Assembly in the United Nations system becomes more firmly established at each session. In a unique way, it is the voice of the international community. It is a monument to the power of suggestion. It cannot order, but it can persuade. If it acts wisely, states may more often agree in advance to abide by its recommendations on particular problems, as they did in the case of the Italian colonies.

On the other hand, the power to make recommendations without any need to contend with the problems of their execution carries with it certain dangers. It is easy to go on record in favor of perfection, which is unattainable in public affairs, or to criticize failings which may persist despite great and conscientious efforts to overcome them. Working with the metropolitan powers of Europe, the General Assembly can help to hasten the progressive advancement of dependent areas toward self-government and

better standards of life. But if the non-administering, non-European majority of the Assembly seeks to extend Assembly functions beyond the limits of the Charter, the results may be unfortunate.

Similarly, the Assembly is competent to make recommendations for the future status of Jerusalem. Although the United States voted against the Assembly's recommendations on this subject because it considered them unwise, we shall cooperate loyally in the United Nations organs charged with carrying them out. But if the Organization persists in pushing forward with a plan for internationalization which is unacceptable to both parties on the spot, it is difficult to see how the result can benefit the United Nations.

Difficulties such as these have occasionally disheartened observers at the United Nations and led them to doubt whether the Assembly can, over the long haul, make a useful contribution to international relations.

I prefer to regard these problems as the growing pains of an international organization which is learning to live up to its own responsibilities. In the years ahead, the Assembly should continue to develop in importance and stature.

Meanwhile, the value of the Assembly as an educational organization continues to be of great importance. The nations have no better means of formulating and pressing their own views in the great combat of ideas and ideologies which is a characteristic of our time.

Four years of running debate have done much to solidify the countries of the free world in their resistance to the unmeasured philippics and the siren calls of Communist spokesmen in the United Nations. In this period United States leadership has emerged as an important element in the cohesion of the non-communist states. The last Assembly proved that the leadership, exercised through the give-and-take of consultation with other nations, can do much to increase the value of the Organization to all the peoples of the earth.



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### NEWS FROM THE DEPARTMENT

(Continued from page 27)

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## THE MUKDEN AFFAIR

(Continued from page 17)

even though five days after our arrest the severe Manchurian winter set in with frost and snow. Perhaps this cold was a blessing in disguise, because the walls and even the ceiling of my cell were splotted with the blood of crushed vermin, whose descendants probably were now stupefied with cold. When, because of my light clothing, I shivered during my first interrogation, the prosecutor threw open a window and made me thereafter sit in the icy draft.

Cicogna soon fell ill because of the cold and miserable diet and became very weak but even so he was carried repeatedly to interrogations, one of which lasted for eight hours uninterruptedly. The Prosecuting Attorney denied my request for access to legal counsel. Later we were taken to a new place of detention adjacent to the People's Court of Mukden where we remained until our release on November 21. Our new cells, too, were unheated and their walls also were splotted with vermin blood spots.

### Trial

The court continued the tactics of the Prosecuting Attorney and directed its efforts toward getting us to acknowledge our guilt of the false charges against us. The court, too, refused my plea for legal counsel, and it also refused to permit me to subpoena witnesses for my defense.

Finally on November 17 it became apparent that a change of some kind was about to take place. On this date the heating plant was started and for the first time our cells became warm. On November 21, without previous warning, we were summoned again to appear before the court, this time as a group. This was our formal "trial." Declining to recognize me as a foreign Government official acting in line of duty at Mukden, the court read off a very lengthy statement of charges against us. These were interpreted into English by a Chinese speaking in such manner as to render us unable to understand the greater part of his words.

After having each of the accused identify himself by name, age and nationality, the court asked us to admit our guilt, but each of us refused. From here on the court called up the prosecution witnesses, all of whom were Chinese members of my staff. They gave clear indication that they had been effectively coached in the questions to be asked and the answers to be given. The questions addressed to us by the court were so framed that either "yes" or "no" would have been an admission of guilt. Whenever we attempted to speak in our own defense we were brusquely waved to silence by the presiding judge. Some of the testimony offered by the prosecution witnesses was so absurd and so implausibly

presented that, notwithstanding the seriousness of our position, we could not refrain from smiles and laughter.

The court maintained that my action in withholding retirement fund deductions from Chi's salary, mandatory when paying all U. S. Government permanent employees, had been a criminal act. The court also endeavored to prove that I had been guilty of "capitalistic" exploitation of my Chinese staff. This went on for several hours, and finally the prosecutor delivered his summation portraying me and the four accused members of my staff as criminals of the worst capitalistic type. The court adjourned and after a recess of an hour and three-quarters reconvened and read its findings and pronounced our sentences. It took the judge 45 minutes to read the findings and sentences after which there was read an English translation from typewritten manuscript which consumed another 45 minutes. Clearly the court had prepared its findings and arrived at its decision before we went on trial.

### Sentence and Release

I, being the archcriminal, was sentenced to six months imprisonment, fined the equivalent of about U. S. \$20.00 in damages for Chi and placed on parole for one year; my prison sentence was commuted to deportation. Rehberg and Kristan drew sentences of four months imprisonment and Cicogna and Tatsumi three months, all of which were commuted to deportation. Our parole became effective several hours after the end of the trial and at 9:00 o'clock the same evening, we were returned to our homes ill (with the exception of Rehberg), hungry and unshaven, but happy.

Since we had been held incommunicado, it was not until we arrived at our residences that we learned of the furore and wave of resentment which our imprisonment had aroused in the United States. I have every reason to believe that this display of public indignation in the press and on the radio was instrumental in expediting our trial and release.

On December 2, a representative of the Mukden municipality called at the Consulate General and stated that I, with my non-Chinese staff and their dependents together with our effects and such U. S. Government movable property as was ready for shipment, must leave Mukden not later than 48 hours after 8:00 A.M. of December 5 and that we would travel by rail to Tientsin. We were authorized to engage a local shipping company to transfer the personal and Government property to the railway station. This opened a period of frenzied activity. Any plan we made had to be approved by the local authorities who almost invariably seemed to enjoy vetoing any plans and substituting some impracticable plan of their own. Nevertheless, we did succeed

(Continued on page 42)

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**THE MUKDEN AFFAIR**

*(Continued from page 40)*

in having all our property, personal and official, at the railway station and on cars by the evening of December 6.

On December 7 we began our rail journey to Tientsin. During the entire 40-hour journey from Mukden to Tientsin, the Communist soldiers guarding us marched up and down the aisle of the car with their hands on their pistols and tommy guns. At Tientsin, I was required to give a personal guarantee that neither I nor any member of our party would attempt to escape during our sojourn in that city. Once this guarantee was given and our Consul there, Mr. Alfred T. Wellborn, signed a second undertaking to the effect that he guaranteed he would produce us on demand and not permit us to communicate with any outside persons, we were released into Mr. Wellborn's custody and taken to residences of the Tientsin Consulate General's staff.

This sudden partial release of a tension which had existed for more than one year produced an intense reaction among us. Mr. Wellborn and his staff did everything within their power to demonstrate their pleasure at having us with them safe and sound. On the following two days, I was obliged to report to the police headquarters and on the third day, December 11, we boarded a tug at the Tientsin bund and proceeded down the Hai River to Taku Bar, the deep water port some 40 miles distant from Tientsin. When we drew up alongside the S. S. *Lakeland Victory* of the Pacific Far East Lines, we had our first feeling of escape from Communist China. Our reception on board was so warm that all of us were touched.

**In Retrospect**

Unfortunate though we may have been to be in the United States Government establishment to suffer the initial impact of what may be termed the "Bad Neighbor Policy" of the Chinese Communists who had until their arrival in Mukden been consistently harsh, if not ruthless, in their treatment of non-Soviet foreigners in Manchuria, we like to feel that our experiences proved beneficial to all of our Foreign Service establishments in China.

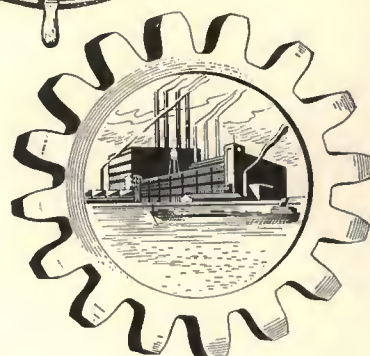
First, we were able to demonstrate that the United States and its Foreign Service establishments were not part of a decadent regime and would not submit meekly to the communist rule of club and boot which had held sway theretofore in Communist-held Manchuria. If the Communists hoped to enter into relations with the United States, they would have to adapt themselves to established international usage. Their conceptions now amount to little more than tribal law.

Our experiences also demonstrated to the Service the advisability of closing posts in remote areas prior to the arrival of the Communists. They proved the inadvisability of entering into formal relationship at this time with the Chinese Communists, who have given no indication that they are prepared or willing to protect the rights and safety of American citizens and property in communist areas. Our opportunity to observe and study Chinese communism in action showed us that political administration under the Chinese Communists no longer follows the traditional Chinese pattern so well-known to old China hands, but is now oriented on a new pattern closely following that characteristic of the Soviet Union. Chinese Communists are just that—communists—not inspired agrarian reformers as so many apologists and misguided persons would have us believe. If our experiences accomplished nothing more than to stop misinformed Americans from advocating, or falling under the sway of advocates of ill-timed United States recognition of Communist China, we are happy and well repaid.

*(Continued on page 44)*

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## THE MUKDEN AFFAIR

(Continued from page 42)

### Broader Implications

The political, economic and military effects of the communist domination of Manchuria are tremendously broad. Their complete conquest of Manchuria gave them the stature necessary to awe the people of China as a whole into almost abject defeatism. It made the Chinese Communists no longer a dissident minority in armed revolt against a long-established national regime, but a determined conquering force daring and able to threaten the existence of the Nationalist Government. Their conquest of Manchuria enabled them to weld that regime into an economic whole, linking the agricultural, forestry and mineral resources to the industrial-transportation "Pittsburg-Chicago" heartland of Mukden and its vicinity. It gave them the control of an economic empire of great actual and colossal potential wealth.

Militarily, the fall of Mukden removed any threat to the communist rear in a drive on Intramural China and enabled the Communists to begin their successful drive through North China, to and across the Yangtze River and to the southern borders of the Republic. Prior to the capture of Mukden, the logistics of the Army of Liberation had been governed by the limitations of transportation dependent on beasts of burden. The capture of the Nationalist armies in Manchuria (reputedly embracing the finest fighting units in the land) with their equipment and supplies gave to the communist armed forces for the first time motor transportation in sufficient quantity to be exploited successfully.

Insofar as the United States is concerned, the communist domination of Manchuria has deprived us of our previous free access to the markets of that region, both as sources of supply and as sales outlets, which in their time were of no small value to us. Far more important, however, is the fact that the holding of Manchuria by a regime friendly to, if not dependent on, Moscow enables the Far Eastern armed forces of the Soviet Union to tap contiguous sources of supply instead of being dependent on sources west of Lake Baikal, a thousand miles or more distant. This can only entail the economic, if not the territorial, assimilation of Manchuria by the Soviet Union. The Russians, both before and after the October Revolution of 1917, have coveted those parts of China adjacent to their Siberian borders. These aspirations do not bode well for our Chinese friends and their country. It remains to be seen whether the "Elder Brother," as the Chinese Communists now fondly refer to the Russian, will conduct himself toward the Chinese as a brother should—I, for one, have grave doubts.

## NEWS FROM THE FIELD

(Continued from page 34)

for wear—seems they made an attempt to climb Mussala, Bulgaria's highest mountain, but were hampered by some three feet of snow enroute. If aching limbs and sunburned complexions are an indication of success, this jaunt was highly successful!

MARY E. NACHTSHEIM

### PANAMA

December 14, 1949

Carlos C. Hall, Counselor of Embassy, and his wife, Luisa, left early this morning aboard the Pan American "Interamericano" bound for the States. Mr. Hall will have a period of consultation with the Department in Washington before taking a short leave with his mother in Phoenix, Arizona. Afterwards, he will go directly to his new post in Santiago, Chile.

The news of Mr. Hall's transfer was quite a blow to the members of the Embassy staff here in Panamá. Although everyone of us knows this is the "way of life" in the Foreign Service and that Carlos was more or less due for a change, nevertheless, when the time came, the shock was hard to take. Everyone was profoundly sorry that Carlos and Luisa had to go.

The usual series of parties preceded the Halls' departure. The personnel of the Embassy gave the Halls a going-away present—a pair of Peruvian silver candelabras—given to them at an informal ceremony in the Counselor's office on Monday, December 12.

We are now looking forward to the arrival of Murray Wise, who is to be our new Counselor of Embassy.

JOSEPH J. DEMPSEY

### HELSINKI

In the late afternoon of August 31, 1949 Minister and Mrs. Warren of the American Legation in Helsinki, Finland, together with the entire Legation staff, gathered to honor Mr. Bror Löw—a Finnish employee who has rendered twenty-five years of loyal service in Helsinki in the employ of the United States government. Minister Warren proposed a toast and presented Mr. Löw with a silver plate en-

(Continued on page 46)

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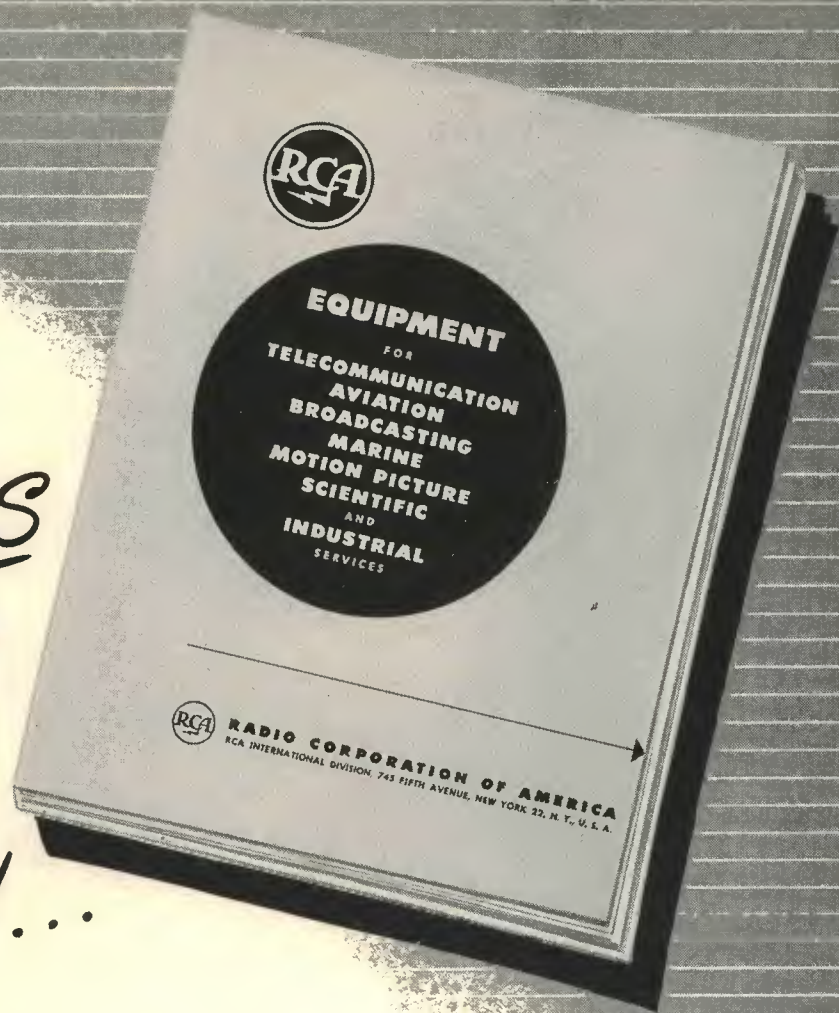
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NEWS FROM THE FIELD

(Continued from page 44)

grave! "In appreciation of twenty-five years service, September 1, 1924-September 1, 1949, American Legation Staff."

Over twenty-five years ago Bror Löw, while operating an elevator in a Helsinki hotel, attracted the attention of Vice Consul Frank Glassey. Soon Mr. Löw was a messenger boy in the service of the American government. Four years later, upon the recommendation of Consul James Richard Wilkinson, now Consul General at Stuttgart, he was made a clerk in the Commercial Section. Since 1929 he has been performing consular duties including notarials, citizenship and visas.

In reply to queries concerning his experiences Bror Löw told me:

"The period of my service which I remember most vividly is that of the Winter War and the following Second World War. Although the Legation chancery and residence were moved out of Helsinki during the Winter War, a fire bomb seriously damaged the country residence of Minister H. F. Arthur Schoenfeld. Third Secretary L. Randolph Higgs, now FSO-3 assigned to the Department, narrowly escaped being killed by the bomb. Only twenty minutes earlier he had been sitting where the bomb fell.

"In 1941, after the outbreak of the Second World War, the Legation took over the protection of the British interests in Finland and later the Canadian, Belgian, Haitian and Italian interests also. On July 16, 1942, consular relations with Finland were broken and later that year Minister Schoenfeld left Finland, having Third Secretary Robert Mills McClintock as Chargé d'Affaires a.i. (Mr. McClintock is now First Secretary at Brussels). Following Mr. McClintock, Third Secretary Edmund A. Gullion was Chargé d'Affaires, a.i., until relations were broken with Finland on June 30, 1944. (Mr. Gullion now assigned to the Department is Chairman of the Editorial Board of the American Foreign Service Journal).

"During the period when the United States had no diplo-

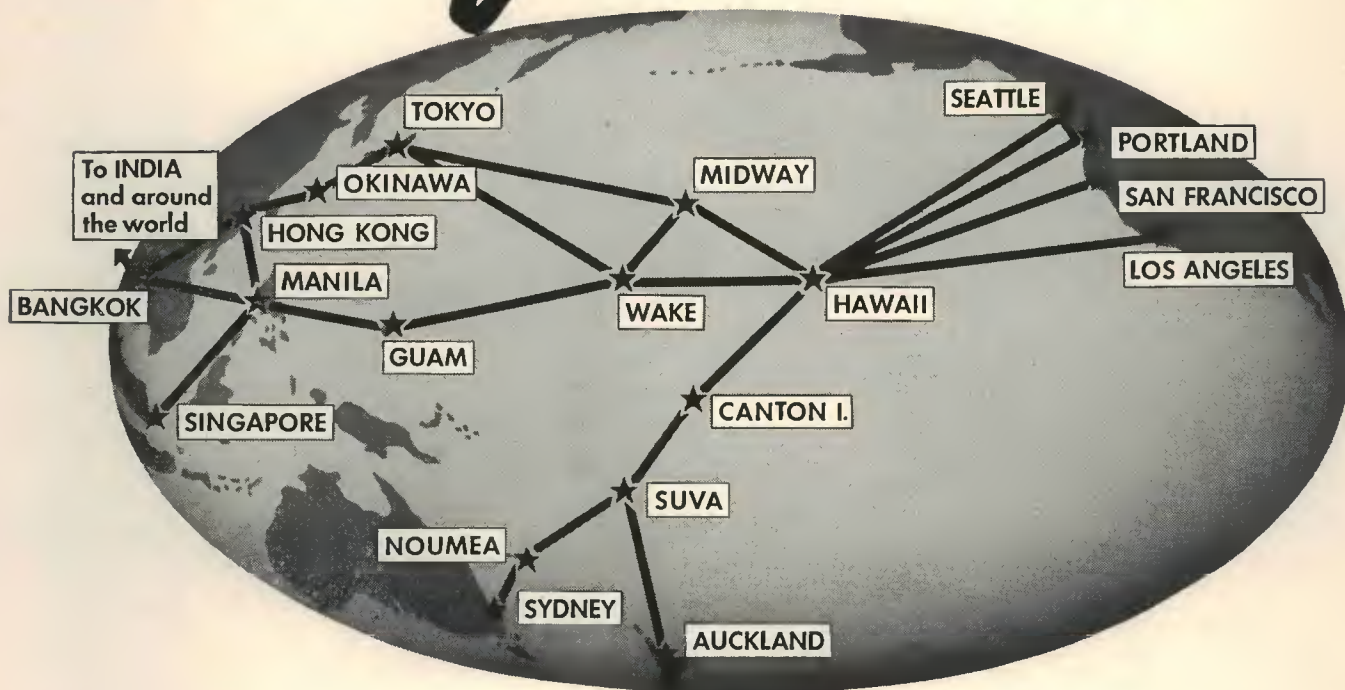


Members of staff of American Legation in Helsinki appearing in photograph taken after the ceremony honoring Mr. Bror Löw. Front row: Karen Sörensen, Violet Grise, Aino Salo, Edith Steendahl, Bror Löw, Lois Long, Minister Avra M. Warren, Mrs. Warren, and Carl von Hellens. Behind: Aira Aalto, G. A. Stanford, Robert M. Brandin, Ingrid Winquist, Inspector Aneel Taylor, Marion von Hausen, Anita Pehrman, Steve Martin, Ingrid Lindlöf, William Dwyer, Warren M. Chase, Harold Pepin, Miss Warren, Anne Taylor, Kenneth Linde, Arne Koek, Morris Markson, Robert J. Owen, Claus Carlsson, Sven Eriksson, Allan Nelson, Erkki Karhio, Kai Sarparanta, and Thomas O'Farrell.

(Continued on page 48)

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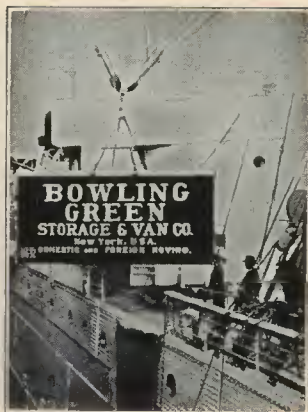
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(Continued from page 46)

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matic relations with Finland, the Swiss Legation took over the protection of American interests in Finland. I remained in the Legation building with one other clerk, a messenger and two janitors despite the fact that in February 1944 the Legation building suffered considerable damage from shell fragments and concussion as a result of a Soviet air raid on Helsinki. For six months while in the employ of the Swiss Legation I was in charge of the protection of American interests. A Swiss Vice Consul came to the Legation daily to sign necessary papers. Those six months were very difficult for me as my actions in favor of the Americans were not understood by many of my compatriots during the intensity of Finland's war effort. Friends became angry with me and I received anonymous telephone calls accusing me of being a spy. We received the most virulent telephone messages after a particularly severe bombardment of Helsinki by Soviet planes.

"After the termination of hostilities between Finland and the U.S.S.R. I was glad to see Mr. L. Randolph Higgs arrive on January 16, 1945 to reopen the United States Mission in Finland. Mr. Higgs was accompanied by Mr. Carl I. von Hellens who has since been commissioned Vice Consul. He was followed by other officers and employees including Mr. Arne Kock, the one person remaining in Helsinki who has served longer than I in this Legation. Minister Maxwell M. Hamilton arrived on February 24, 1945 and assumed charge of the Mission; formal diplomatic relations between the United States and Finland were resumed on September 1, 1945 at which time Mr. Hamilton was designated American Minister to Finland. On February 6, 1948 Mr. Hamilton was succeeded by Minister Avra M. Warren under whose direction I have had the pleasure of working for the past two years.

"The presentation ceremony when I received the silver plate will be one of my happiest memories. Perhaps my wife was more excited than I about the honors shown me."

G. ALONZO STANFORD

#### **PUBLIC AFFAIRS OFFICERS' MEETING IN THE HAGUE**

On October 4 through October 8 there was held at The Hague in the American Embassy the first meeting of Public Affairs Officers from the countries of Northern Europe. It was attended by Departmental officers Assistant Secretary of State GEORGE V. ALLEN, ANTONIO MICOCCI of POS/E, HERBERT EDWARDS of IMP, JOHN DUNNING of INP, and DONALD COOK of IEP, as well as Public Affairs Officers HANK ARNOLD (Helsinki), ERIC BELQUIST (Stockholm), ALICE HAGER (Brussels), COULTER D. HUYLER, JR. (The Hague), THEODORE OLSON (Oslo), GEORGE REESE, (Reykjavik) and WILLIAM RÖLL (Copenhagen). In addition, attending as observers were: LESLIE BRADY, Cultural Officer of USIE, Paris; ELEANOR W. ALLEN, Cultural Officer, USIE, The Hague; HONOR MCCUSKER, American Librarian, The Hague; ELEANOR R. TEMPLETON, Information Assistant, USIE, The Hague; VLASTA JINDRAK, Information Assistant, USIF, Brussels; DOROTHY WILLIAMS, Press Attaché, American Legation, Luxembourg; MRS. ALICE CURRAN, Executive Ass't. to George V. Allen; and MRS. VANDENBERG, Secretary to Mr. Allen.

This conference represented the first gathering of Public Affairs and USIE personnel of Northern Europe since the

(Continued on page 50)

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## NEWS FROM THE FIELD

(Continued from page 48)

inauguration of this particular State Department program. Thus it was the first exchange with other posts of information regarding operational, budgeting and personnel problems. While much of the material covered during this meeting was of a classified nature and has been incorporated into a 30-page classified report already transmitted to the Department, there were many topics discussed which may be of interest to the reader. For example, these representatives discussed the relative effectiveness of the radio bulletin which is published daily in English together with a translation into



L. to r.: John Dunning of INP; Eleanor Templeton, Assistant Information Officer, The Hague; Alice Hager, PAO, Brussels; William Roll, PAO Copenhagen; Theodore Olson, PAO Oslo; George Reese, PAO Reykjavik; Henry Arnold, PAO Helsinki; Donald Cook of IEP.

the local language. They exchanged views on various news and information media to spread knowledge about the United States and its people. They considered methods of distribution of documentary films and the types of audiences who have been reached. They discussed the Information Libraries functions, services and the types of people utilizing these libraries. One particular point which it is agreed will be of considerable assistance to the officers concerned is a plan whereby each officer will be advised in advance of subsequent years' planning so that he can submit his views to the Department on any place of programming before production is undertaken. These officers would be given this material as a preview in order that comments on the material concerned might be made before actual distribution.

For example, the Department representatives agreed to send advance scripts of selected documentary films, pamphlets and other publications. Furthermore, it was agreed that departmental instructions would be preceded by field surveys which would permit the post concerned to comment on these instructions. This latter proposal would enable the particular USIE Chief to see whether or not the instructions would be applicable to his area.

The officers in the field naturally used this conference as an opportunity to tell the Departmental representatives of their problems, some mutual and others individual. These problems ranged from understaffing, inability on the part of the field representatives to get away from their desks and tour their areas, the need to prepare lengthy statistical reports, and the increasing personnel problem caused by the Fulbright Act.

These PA officers represented a variety of backgrounds. For example, one field representative was a former President of the Women's Press Association of America, another a

Dean of Men of the U. of California. Also present were a former newspaper editor, several former ONI and MI officers, and two former OWI employees.

Prior to adjourning, the field representatives recommended that USIS officers be returned every two years to the Department for consultation or orientation. The primary purpose of this recommendation was to bring these persons up to date with current events at home and the American scene in general.

PHILIP O. CLOCK.

American Consulate General  
Tunis, Tunisia  
January 16, 1950

Editor-Who-Deals-in-Births  
FOREIGN SERVICE JOURNAL  
Department of State  
Washington 25, D. C.

DEAR SIR OR MADAM:

This is to inform you that on December 30, 1949, at precisely 10:30 p.m., my wife gave birth to a daughter, Mary Dale Dorman, at the Clinique St. Augustin, Tunis.

Can't tell you her precise weight at birth. It was either 3 kilos 800 ounces or 3 kilos 600 ounces—and I still don't know whether to multiply by 2.2 or 2.1 to convert the above figures into pounds. Anyway, I estimated that she weighed somewhere between 5 and 9 pounds.

Proudly yours,

JOHN DORMAN

• This is just to remind you that the JOURNAL has no pipeline to the Department's records of vital statistics.

STATEMENT OF THE OWNERSHIP, MANAGEMENT, AND CIRCULATION REQUIRED BY THE ACT OF CONGRESS OF AUGUST 24, 1912, AS AMENDED BY THE ACTS OF MARCH 3, 1933 AND JULY 2, 1946 (Title 39, United States Code, Section 233)

OF THE AMERICAN FOREIGN SERVICE JOURNAL published monthly at Washington, D. C., for October 1, 1949.

1. The names and addresses of the publisher, editor, managing editor, and business managers are:

Publisher, American Foreign Service Association, Washington, D. C.; Editor, Edmund A. Gullion, c/o Department of State, Washington, D. C.; Managing Editor, Joan David, 1809 G Street, N. W., Washington, D. C.; Business Manager, Appointment pending.

2. The owner is: (if owned by a corporation, its name and address must be stated and also immediately thereunder the names and addresses of stockholders owning or holding 1 percent or more of total amount of stock. If not owned by a corporation, the names and addresses of the individual owners must be given. If owned by a partnership or other unincorporated firm, its name and address, as well as that of each individual member, must be given.)

American Foreign Service Association, c/o Department of State, Washington, D. C.; Chairman of Executive Committee, George H. Butler, Department of State, Washington, D. C.

3. The known bondholders, mortgagees, and other security holders owning or holding 1 percent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state.)

NONE.

4. Paragraphs 2 and 3 include, in cases where the stockholder or security holder appears upon the books of the company as trustee or in any other fiduciary relation, the name of the person or corporation for whom such trustee is acting; also the statements in the two paragraphs show the affiant's full knowledge and belief as to the circumstances and conditions under which stockholders and security holders who do not appear upon the books of the company as trustees, hold stock and securities in a capacity other than that of a bona fide owner.

5. The average number of copies of each issue of this publication sold or distributed, through the mails or otherwise, to paid subscribers during the 12 months preceding the date shown above was: (This information is required from daily, weekly, semiweekly, and triweekly newspapers only.)

EDMUND A. GULLION

(Signature of editor)

Sworn to and subscribed before me this 13th day of October, 1949.

[SEAL]

MARVIN W. WILK

(My commission expires December 14, 1953)



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## SELECTION-OUT PROCEDURE

*(Continued from page 21)*

by ten years in class shall be effective within six months after the tenth anniversary of the date of entry into the class or within six months from the date the promotion list based on the recommendations of the last Selection Board meeting within the ten-year period is approved by the President after Senate confirmation, whichever is later. Retirements required by three successive ratings in the lowest 10% of the class shall be effective within six months from the date the promotion list established upon recommendation of the third Selection Board is approved by the President after Senate confirmation.

- (1) Foreign Service Officers retired from Classes 2 and 3, under the provisions of paragraph (a) of this section shall receive retirement benefits in accordance with the provisions of Section 821 of the Foreign Service Act of 1946.
- (2) Foreign Service Officers retired from Classes 4 and 5, under the provisions of paragraph (a) of this section, shall receive benefits in accordance with the provisions of Section 634 of the Foreign Service Act of 1916, except that an officer eligible for retirement under the provisions of Section 632 or 636 may apply for such retirement prior to the effective date of the separation provided for in paragraph (a) above.
- (3) No Foreign Service Officer shall be separated from Class 2, 3, 4 or 5 in accordance with these Regulations until November 13, 1949. Ratings having effect for selection out by three successive ratings in the lowest 10% shall commence with the ratings assigned by the 1949 Selection Boards.

(b) Any Foreign Service Officer in Class 6 who is not recommended for promotion after consideration by three Selection Boards shall be separated from the Service within four months from the date the promotion list established upon recommendation of the third Selection Board is approved by the President after Senate confirmation, except that an officer receiving the same Selection Board score as an officer promoted shall not be separated until a fourth Selection Board has failed to recommend promotion.

## A New Scholarship Is Offered

The JOURNAL is gratified to announce that substantial additional support for the American Foreign Service Association scholarship program has become available through the generosity of Mr. Brayton Wilbur and Mr. T. G. Franck of San Francisco, principal officers of the foreign trading firms of Connell Bros. Company, Ltd., and Wilbur-Ellis Company, who have informed the Education Committee of their desire to contribute to that program the sum of \$1,000 a year for five years. This very generous contribution arises out of the genuine and sympathetic interest of Mr. Wilbur and Mr. Franck in the Foreign Service and out of their wish to be of assistance in making it possible for Foreign Service children who might not otherwise be able to do so to receive the benefits of a college education in the United States.

Further information concerning the criteria which are to govern the awarding of scholarships out of the Wilbur-Franck fund will be found in the regular announcement of Foreign Service scholarships being published in this issue of the JOURNAL.

The JOURNAL is confident that it speaks for the entire Foreign Service when it expresses to Mr. Wilbur and Mr. Franck its sincere appreciation and gratitude for this important contribution to the welfare of the Service and for the spirit by which it has been motivated.

## SCHOLARSHIP ANNOUNCEMENT

(Continued from page 24)

to follow; whether or not the applicant contemplates the Foreign Service as a career; the need of the applicant for financial assistance (this should include a statement whether the applicant will be able or not to complete or continue his education without the aid of this scholarship); the institution at which the applicant proposes to make use of the scholarship if granted; and evidence that the school experience of the applicant covers the work required for admission to the institution selected. A small photograph of the applicant must be included. The application may include any further information which the applicant deems pertinent and which, in his or her opinion, should be taken into consideration by the Committee.

The application should be accompanied by a letter, likewise in duplicate, from the parent or guardian of the applicant.

The Committee calls attention to the following conditions, which should be borne in mind by applicants for the Harriman Scholarship. The amount available for this purpose last year was approximately \$750. In the discretion of the Advisory Committee, this scholarship may be divided among two or more recipients. Funds awarded under the scholarship may be used only in defraying expenses at an American university, college, seminary, conservatory, professional, scientific or other school. This school may be selected by the recipient. No payments may be made until recipient has been finally admitted to the particular educational institution selected.

It may be recalled that the deed of trust instituting the scholarship provides that in the selection of recipients the Advisory Committee shall be governed by the following rules and regulations:

“(a) The recipients shall be selected from among the

children of persons who are then or shall theretofore have been Foreign Service Officers of the United States; and the moneys paid to a recipient from the income of the trust fund shall be used by the recipient in paying his or her expense at such American university, college, seminary, conservatory, professional, scientific or other school as may be selected by the recipient.

“(b) The scholarship may be awarded to a single recipient or may be divided among two or more recipients in such proportions as the Advisory Committee shall determine.

“(c) The candidates for the award of the scholarship shall apply therefor in writing to the Advisory Committee at such times and at such place as may be designated by it on or before May 1 in each year. Such applications shall be accompanied by letters from the parent or guardian of the candidate and by such other data or information as from time to time may be required by the Advisory Committee. Each application shall be made in duplicate.

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**FAHS.** A daughter, Marianne Cullen, was born on July 16, 1949, to FSS and Mrs. Ned C. Fahs in Rio de Janeiro, where Mr. Fahs is Assistant Cultural Attaché.

**ELWOOD.** A daughter, Jean Carol, was born on August 30, 1949, to FSO and Mrs. Robert B. Elwood in Rio de Janeiro, where Mr. Elwood is Second Secretary and Acting Agricultural Attaché.

**BRADEN.** A son, Robert, Jr., was born on November 19, 1949, to Mrs. Robert G. Braden, widow of the late FSO Robert G. Braden, in Stockton, California.

**FOWLER.** A daughter, Patricia Anne, was born on November 22, 1949, to FSO and Mrs. William A. Fowler, in Belgrade, where Mr. Fowler is First Secretary at the Embassy.

**PARSONS.** A son, Stephen Carlisle, was born on November 30, 1949, to FSO and Mrs. Marselis C. Parsons, Jr., in Oslo. Mr. Parsons, Jr., is First Secretary and Consul at the Embassy.

**FERGUSON.** A daughter, Linda Louise, was born on December 18, 1949, to FSO and Mrs. Edward Bruce Ferguson in Rio de Janeiro. Mr. Ferguson is Third Secretary and Vice Consul assigned to the Embassy.

**LARSON.** A daughter, Signe, was born on December 19, 1949, to Mr. and Mrs. Rolf L. Larson in Rio de Janeiro. Mr. Larson is assigned as Legal Attaché to the Embassy.

**DORMAN.** A daughter, Mary Dale, was born on December 30, 1949, to FSO and Mrs. John Dorman in Tunis, Tunisia. Mr. Dorman is Consul at the Consulate General at Tunis.

**BROWN.** A son, Donald Hoffman, was born on January 11, 1950, to FSS and Mrs. Edward H. Brown in Copenhagen. Mr. Brown is Assistant Disbursing Officer assigned to the Embassy.

## GERMAN FOREIGN POLICY

(Continued from page 25)

man-Russian rapprochement and had no objection to its being known that they were entertaining such an idea. He quoted an American Embassy Secretary as voicing the opinion, in this connection, that "an understanding between Germany and the Soviet Union was entirely within the realm of possibility."

Aside from the credit which this reflects on the perspicacity and alertness of the United States Mission in Moscow, this incident, combined with the hints in Litvinov's speech, is important because it shows that premonitions of the German-Soviet pact were already in the wind in June, 1938—more than a year before the pact was actually concluded and more than three months before "Munich." This fact is not easily reconcilable with the thesis of Soviet apologists that it was the Munich affair which caused the Soviet leaders to become disillusioned with the policies of the western democracies and to reconsider their own course.

In fact, these and other indications suggest that the real turning point of Soviet foreign policy, marking the beginning of a course which has endured to this day, did not occur in the fall of 1938 or during the war or after the war. Rather it had its origins in the strange evolutions of Soviet thinking which took place between 1935 and 1938, the most striking manifestations of which at the time were the ruthless and drastic internal purge and the determined severance of remaining ties and contacts between the Soviet peoples and the rest of the civilized world.



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### AMENDMENTS TO PREVIOUSLY REPORTED CHANGES

Name	Information
Gardiner, Nona L.	Transfer to Stockholm cancelled, now transferred to Oslo as VC.
Johnson, Richard	Transfer to Bratislava cancelled, now transferred to Praha as 3rd Sec. VC.
McElvain, Lois I.	Transfer to Cairo cancelled, will resign.
Pangburn, Harry B.	Transfer to Quito cancelled, now transferred to Bogota as 3rd Sec. VC.
Thurtell, Thelma R.	Transfer to Rome cancelled, now transferred to Naples.

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