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**JOURNAL**

MARCH, 1956

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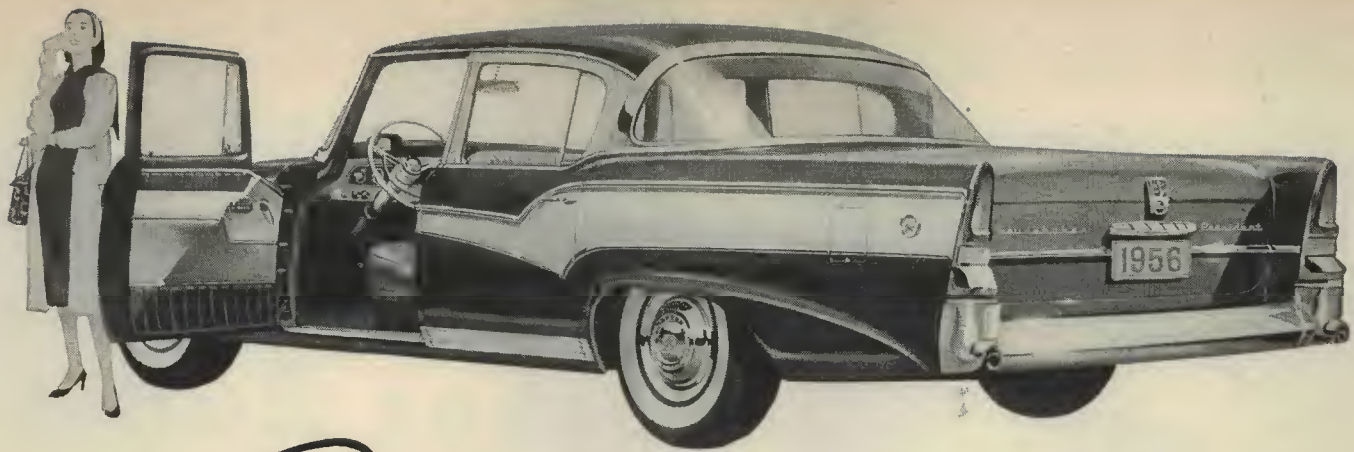
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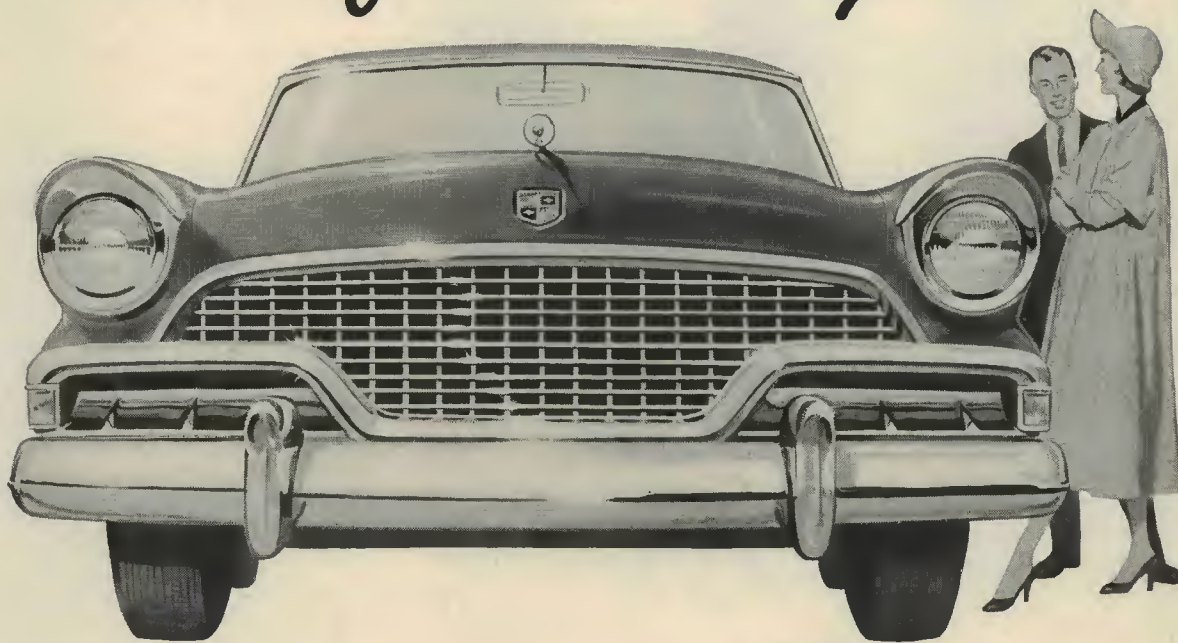


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COVER PHOTO: The Market Place in Zagreb, Yugoslavia; by the late Peggy Lane.



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## Letters to the Editors

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### MORE ABOUT CONSULS

Nice, France

To the Editors,

FOREIGN SERVICE JOURNAL:

The article by Walter Marx in the November JOURNAL concerning "The Origins of the Consul" brings to mind the fact that the word "Consul" as used in this particular area of France crops up in very unexpected connections, which date back to some of the Medieval institutions which Mr. Marx describes.

When the local businessmen are called upon to elect new members of the Chamber of Commerce of Nice and the Alpes-Maritimes, the elections, which are held under official auspices since the Chamber of Commerce is a Governmental organization to all effects and purposes, are called by everyone *Elections Consulaires*. This seems rather unusual to a foreign Consul who comes into the area and who does not have some smattering of the history which Mr. Marx set forth.

More striking, if possible, is the effect upon a Consul new to this area who converses with one of his fellow citizens engaged in local business and hears the man talk blithely of having selected a Consul to represent him in the commercial court and of his adversary in the court having obtained a delay of the case because of delay in appointing a Consul.

It would appear that while the word "Consul" no longer has the formal judicial meaning that it must have possessed in the middle ages, it still means more in this part of France than we usually attach to it.

An Officer assigned to Nice does not have time for research or activity other than that compelled by the daily grind, but some of our retired colleagues might like to delve into this question further.

Albert E. Clattenburg, Jr.

### SIX MONTHS AS AN INTEGRATEE

New Delhi, India

To the Editors,

FOREIGN SERVICE JOURNAL:

Yes, it is six months since I arrived in New Delhi, my first Foreign Service post as a brand new integrated personnel officer—full of advice from Foreign Service colleagues—ambitious to prove that the things I had considered wrong with the personnel procedures in the field could be corrected—eager to put into practice what I had preached "personnel wise" during seven years in the Department—eager to see if all this business about serving in the field was as important, necessary or essential as I had been led to believe.

(Continued on page 6)

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### LETTERS TO THE EDITORS (from page 4)

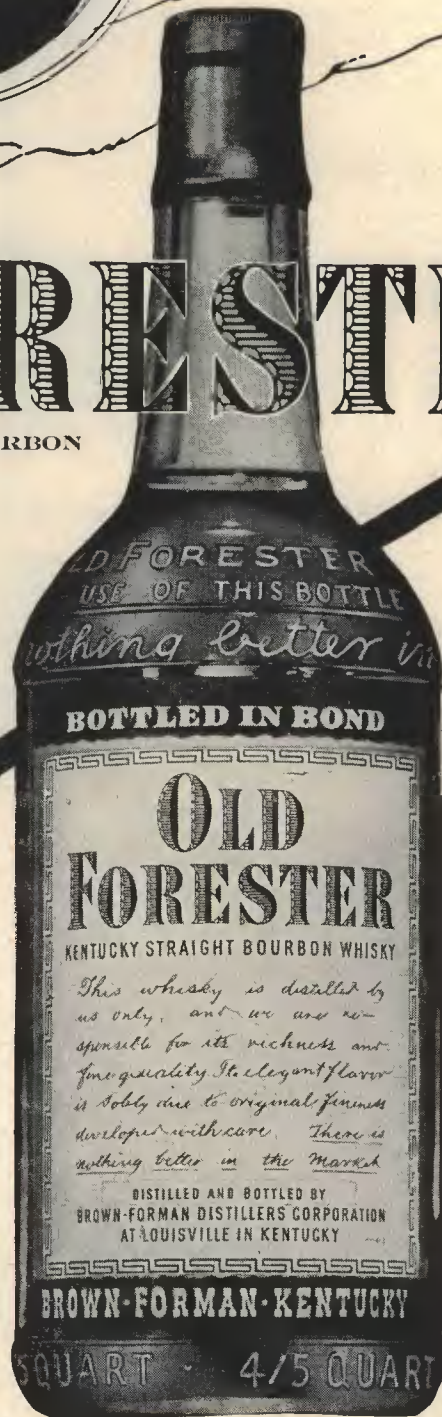
Thus, I arrived—and after six months I am ready to admit that there aren't as many things wrong with the field as I had thought—some of my fancy ideas on personnel procedures are not as practical as they seemed—and although field experience may not necessarily produce a good personnel officer it is bound to make a good one better. I am convinced that I have learned enough in just six months to make me a more efficient—more reasonable—more understanding—more enlightened personnel officer than I was before integration. It is strange in a way, this business of being in the field—because nothing has happened in my work (other than the responsibility for local personnel) that I was not aware *could* happen, except I have found myself experiencing the same things from an entirely different point of view. I knew about personnel problem cases from the Washington end, but I have learned in six months what causes the problems and what the phrase “adjusting to the Foreign Service” really means! I know now what it *costs* the Government when employees or dependents with inherent weaknesses of emotional instability, or those whose medical examinations raise serious doubts as to physical fitness, are assigned to a Foreign Service post. I realize now how easy it was for me to criticize the field for not handling their own problem cases better. But I have discovered how much more difficult it is to deal with medical, psychiatric or emotional problems in a foreign country without the benefit of the ordinary facilities which we take for granted in the States. I know now that “no adequate medical facilities” means just that! I have a better understanding of the important part a wife plays in the Foreign Service and why placement panels often consider the qualifications of the wife as well as the officer in making certain assignments. I have a better idea what people were talking about when they complained of the “cost” of being in the Foreign Service. The cost cannot even be measured when a family undergoes the heartbreaking experience of having their effects arrive so water soaked that nothing can be salvaged and the insurance covers only a portion of the damage. I know now what others meant when they objected to unrealistic staffing patterns, and why they were so unimpressed when I tried to justify, explain or defend a system that makes so little allowance for illnesses, leaves and emergencies. I have learned that beyond all doubt and regardless of all arguments to the contrary, that the most difficult and the most underrated and the least appreciated job in the entire Foreign Service is that of General Services officer! I never would have believed that a General Services officer's work ranges from refereeing a feud over who gets what drapes, to dealing in thousands of dollars worth of government contracts and serving as a real estate agent for Uncle Sam involving even more thousands of dollars in property and equipment. I am ashamed that I ever agreed on a placement panel to assigning a reporting officer into a General Services job. (What I find a little difficult to understand is why anyone who had ever been in the field permitted such placements.) I can better appreciate what returning Foreign Service people were talking about when they complained of too many cocktail parties, too many dull receptions, and too many demands on one's time—and never an evening at home. I can now for the first time in my life explain that vague, mysterious feeling one gets from time to time of doing something or being someplace he has been before. I get it everytime I write an

(Continued on page 16)

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OF MEN OF  
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## APPOINTMENTS

The following list of appointments of Foreign Service Officers of various classes, and consular and/or diplomatic designations for Career, Staff, and Reserve Officers was sent by the President to the Senate, January 25, 1956.

### *Class 1, also to be Consuls and Secretaries*

Waring, Frank A. Wolfe, Glenn G.

### *Class 2, also to be Consuls and Secretaries*

Arneson, R. Gordon	McKelvey, Graham N.
Bacon, Miss Ruth	Margolies, Daniel F.
Burns, Norman	Neal, Jack D.
Conrad, William E. F.	Olson, Theodore B.
Corse, Carl D.	Sohm, Earl D.
Fobes, John E.	Thompson, Robert L.
Kellermann, Henry J.	Vallon, Edwin Elliott
Kitchen, Jeffrey C.	Yager, Joseph A.
Lewis, Geoffrey W.	

### *Class 3, also to be Consuls and Secretaries*

Barger, Herman H.	Jones, William G.
Boochever, Louis C.	Kimm, Neal E.
Buckle, John F.	Larson, Thomas B.
Burnett, Philip M.	Morrissey, Richard E.
Carroll, Thomas Patrick	Pasquale, Carmen Richard
Carson, Frederick R.	Ranard, Donald L.
Chaille, Howard E.	Salert, Irving W.
Cleveland, Earle A.	Sannebeck, Norvelle H.
Crimmins, John Hugh	Sherrerd, James H.
Crockett, William J.	Stephansky, Ben S.
Cunningham, Robert R.	Wilson, Edward C.
Hall, Theo E.	

### *Class 4, also to be Consuls and Secretaries*

Allison, Ellis K.	Kneeland, Walter E.
Backs, Lawrence H.	Lang, Archie S.
Bargas, St. John	Laurendine, Chase E.
Bennett, Josiah W.	Lovell, Mrs. Ruth A.
Blackstock, Mrs. Isabel G.	Mays, R. Glynn, Jr.
Bowers, James E.	Nelson, Carl J.
Bywater, John A.	Owen, William V. M.
Cunningham, James S., Jr.	Powell, James C., Jr.
Davis, Frank A.	Rock, Miss Catherine A.
Dix, Jefferson, Jr.	Sharpe, Lawrence W.
Gidden, Culver E.	Sommer, Charles G.
Heavey, Robert Whitcomb	Spigler, Donald S.
Ivy, Michel M.	Thompson, Erwin C.
Johnston, Charles M.	Unverzagt, Henry T.
Kane, William	Vrooman, Jack L.
Klay, Andor	

### *Class 5, also to be Vice-Consuls and Secretaries*

Balthaser, Robert M.	Friedman, Jack
Calderhead, William D.	Gibbons, Robert J.
Campbell, Robert Alexander, Jr.	Gross, Clifford H.
Clark, Miss Kathryn O.	Guaderrama, Ernest S.
Clement, Miss Alice W.	Hallett, Nez C., Jr.
Cook, Eiler R.	Harding, Alfred, IV
Crockett, Jeffrey, R. D.	Heyneker, Gerrit J. W.
Day, Robert W.	Howatt, Edward C.
Falk, George	Johnson, Miss Marie A.
	Karkashian, John Edward

(Continued on page 10)

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HONDURAS  
JAMAICA, B. W. I.  
NICARAGUA  
PANAMA  
CANAL ZONE

**APPOINTMENTS (from page 8)**

Knaut, Kenneth W.	Roof, William R.
McCaskill, Charles W.	Schwab, Gerald
McLean, Allan F., Jr.	Smith, Richard G.
Manley, Miss Mary Louise	Stellmacher, Edward O.
Naas, Charles Willis	Thomsen, Raymond
O'Grady, James M. E.	Toumanoff, Vladimir I.
Piette, Onesime L.	White, Ray E., Jr.

**Class 6, also to be Vice-Consuls and Secretaries**

Baxter, Craig	Macuk, David A.
Breizky, Arthur E.	Marthinsen, Charles E.
Buchanan, Thomas R.	Morton, Byron B., Jr.
Eiselt, Raymond W.	Peacock, David W. K., Jr.
Kavan, Miss Helen E.	Roche, Miss Allene M.
Keeley, Robert V.	Weaver, Samuel H.
Low, Stephen	Williams, Miss Suzanne S.

**DESIGNATIONS**

**Now Class 1 and a Secretary, also to be Consul General**  
Emery, George H.

**Now Class 2 and a Secretary, also to be Consul General**  
Weil, T. Eliot

**Now Class 3 and a Secretary, also to be Consul General**  
Hunt, Ralph H.

**Foreign Service Staff Officers to be Consuls**

Bardos, Arthur A.	Lund, John V.
Davis, Henry L.	Prisbeck, Stanley J.
Dorsay, Elmer S.	Routt, Garland C.

**Foreign Service Reserve Officers to be Consuls**

Krauss, William A.	Tesoro, George A.
Lippe, Irvin S.	

**Foreign Service Reserve Officers to be Secretaries**

Bradford, Saxton E.	Smyser, David W.
---------------------	------------------

**Foreign Service Reserve Officers to be Vice-Consuls**

Beardsley, Basil A.	Shannon, Charles M., Jr.
Jeton, Francis J.	Tanes, Michael
Johnson, A. Grima	

**MARRIAGES**

**BISCHOFF-MARTINDALE.** Margarita Martindale, daughter of Consul and Mrs. Robert C. Martindale, was married to Carl A. Bischoff, Jr., December 17, 1955 in Zagreb, Yugoslavia, where Mr. Bischoff is also assigned as a vice-consul.  
**CREEL-EVANS.** Mariana Evans, daughter of Mr. and Mrs. Joshua Evans, Jr., was married to Robert C. Creel on January 21, 1956 in Washington, D. C. Mr. Creel is a Foreign Service Officer assigned to the Department of State.  
**SHARP-VAN LEER.** Elizabeth-Anne Van Leer was married to Frederick D. Sharp, III on December 9, 1955 in New York City. Mr. Sharp is a Foreign Service Officer assigned to the embassy in Madrid.

**TUCKER-BINGHAM.** Rose Tiffany Bingham, daughter of Mr. and Mrs. Hiram Bingham, Jr., was married to Richard D. Tucker, Jr., on November 8, 1955 in New York. Mr. and Mrs. Tucker are living in Laos where Mr. Tucker is serving with the ICA mission.

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**PRIZE WINNERS**—"Here Am I When Thou Callest," a story by Horatio Mooers, Consul, Quebec, won the first prize of \$100 in the JOURNAL's contest. Consul Maurice P. Dunlap won the second prize of \$75 and the third prize was awarded to Mrs. James S. Moose, Jr., wife of James S. Moose, Jr., Language Officer.

**YOU NEVER CAN TELL**—Now take the case of that Viking, Maurice Dunlap mentioned above. Pen Davis had met him at Princeton at the time he had sold a song for enough to go around the world. During his travels according to Pen, Maurice heard about the Consular Service. Returning to Princeton, he studied Spanish and all the subjects that would best fit him for a post in Latin America.

Mauricio—he likes that name even today—passed the exams and was assigned to Stavanger. One Scandinavian post followed another and the nearest the Viking consul ever got to a post in South America was Port au Prince where nary a word of Spanish is spoken.



Assistant Trade Commissioner Donald W. Smith (FSO since 1939) was married in Washington on January 3, 1931 to Miss Mabel Parfet.

**POLITICAL BOOKSHELF:** Of interest to the Near Eastern Division are three volumes dealing with the Palestine Mandate and Zionism. These are "The Rim of the Wilderness" or "The Conflict in Palestine," by Maurice Samuel (Live-right); "About Zionism," by Albert Einstein, published by MacMillan; and "The Case for the Jews," by Louis Gribetz (Bloch Publishing Co.) By John Carter, Department.

(Continued on page 14)

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TWENTY-FIVE YEARS AGO (from page 12)

**BATHHOUSE JOHN**—Ernest L. Harris, Consul General, Vienna, writes in the JOURNAL: "Time was when the Foreign Service was filled entirely with political appointees. They were not always chosen from the best material. In the days when Bathhouse John and Jonny Powers had something to say in Chicago politics the ward heelers and saloon keepers celebrated Roman holidays. Back in 1897, I remember several of the brethren who received such appointments. The waiting room of Senator \_\_\_\_\_'s office looked like a recruiting station for Scarface Al or Bugs Moran. . . ."

Mention of Bathhouse John, boss of Chicago's first ward in the nineties, reminds me that we both lived near Colorado Springs in 1903. I was in Colorado for my health and he was there raising mules as a hobby.

I'll never forget the picture of that big, hail-fellow-well-met, from the crowded city, as he stood in his corral greeting me with a pitchfork in one hand and wearing a dark blue suit, bright red plush vest, patent leather shoes and a black derby slightly tilted. Neither the smell of the corral nor of the sage brush had turned his head to ten gallon hats.

I hate to think how my neighbor came by the name of "Bathhouse John." An uncharitable person might recall that in the nineties less than 3% of the houses in Chicago's first ward had bathroom facilities and therefore the law required the building of free public baths for the poor.

**THAT LUCKY "DIAMOND HITCH"**—When former Chief of Mission, Charles C. Eberhardt, was in Denver last fall he reminisced about his "whereabouts and welfare" experiences at the Consulate General, Mexico City, at the turn of the century. Those cases kept him busy as there were about 20,000 Americans in the city at that time. Incidentally they keep my old friend, John W. Wilson, Jr. just as busy, and he has been handling such cases since 1926. (I saw Johnny in action from 1937 to 1940 when I was C.G. in Mexico City.)

"One day," recalled Don Carlos, "a man appeared at the Consulate General of which I was in charge following the very tragic death in a traffic accident of Consul General James Russell Parsons. He showed me a crumpled piece of paper containing a 'whereabouts' inquiry which, he stated, bore his name. The manner in which my notice came to his attention was most casually accidental.

"My caller, a mining engineer, was arranging packs on his mules for the trip from the village where he traded to the mine. As he was tying the 'diamond hitch' to the load of the last mule of the train, he noticed his name staring out at him from an old newspaper (The Mexican Herald) which he had used as wrapping paper. It was his mother's request for information concerning his whereabouts. He had been careless about writing and came to explain the unusual incident and to extend his thanks. Later I received a very grateful letter from the mining man's mother which, presumably, is in the files of old correspondence in Washington."

**THE DOYEN'S ALL-PURPOSE FINGER BOWL**—Were you ever fascinated by the guest at the formal dinner who took a toothpick, covered most of his face with his napkin and then went to work? If so, you can well imagine how intrigued the David Keys were as they sat and stared wide-eyed at a ranking dinner guest busily concerned with his unconcealed teeth. But it's Ambassador Key's story. "The incident took place in Mandalay where all the representatives accredited to Burma had gathered at the invitation of the Prime Minister, U Nu. At one of the luncheons given by

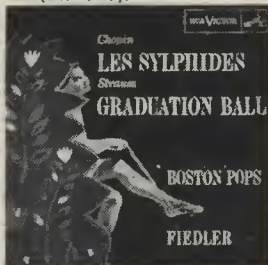
(Continued on page 16)



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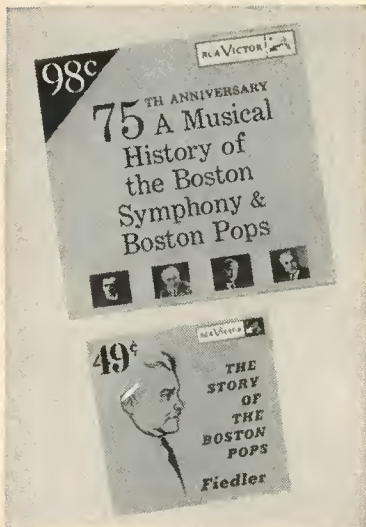


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**TWENTY FIVE YEARS AGO (from page 14)**

that official, the Dean of the Diplomatic Corps, flanked by the wife of the British Ambassador and by my wife, sat opposite the Prime Minister. It was following the first meat course that all eyes focused on the Dean as he unconcernedly removed his 'store' teeth, rinsed them thoroughly in his finger bowl, wiped them with his napkin, and reinserted them—just like that! The Prime Minister who, of course, had been a close and interested observer, remarked in an aside, 'You see, the Doyen is quite right. He does not believe in mixing his courses'."

*P.S.:* The mention of "diplomats and food" somehow always reminds me of W. R. Motherswell. That former British Minister of Agriculture once defined a diplomat for the House of Commons as "a man who can bring home the bacon without spilling the beans."

**LETTERS TO THE EDITORS (from page 6)**

OM pleading for an additional stenographer or a clerk to fill a six month long vacancy. Again, it's the same old problem—only this time, I am looking through the other end of the glasses. I have learned the importance of housing and its effect on morale—but I have also learned that "acceptable" housing is a matter of comparison—if a person has lived in a large, airy apartment overlooking the bay of Naples, then the New Delhi "Taj" is a cross between Sing-Sing and the county jail—but if he has lived in an overcrowded shared house or a tent in Viet Nam—then the "Taj" looks comfortable and homey—or if, like myself, one had shared a small apartment in Washington with one clothes closet, *two* look like the promised "Mansion in Heaven." I have found the question of integration versus old line Foreign Service is not as much a controversy as I thought it might be. My very first day in Delhi, I discussed the problem with a former co-worker who said—(with that "present company excepted" understanding) "I just hope they don't integrate some of those clam heads in the Department"—to which I replied—"Look, my friend, I have been in Foreign Service personnel long enough to match you clam head for clam head if you want to make a contest out of it!" He let out a roaring laugh and answered, "I guess you're right"—and that is the first and last discussion I have had on integration versus old line Foreign Service officers. I have become convinced that the basic principles of integration are sound—even though there are going to be some casualties—especially among officers who integrated for fear of *not* integrating and who may have made their decision without the whole hearted consent of—or concern for—their families. But in the long run, we will have a better and a stronger Foreign Service. Yes, after six months as an integratee, I have learned a lot that I thought I already knew—I have changed my point of view on a number of subjects—In some respects, I have become less critical and more understanding—and in addition, I have also learned that the heat is not as hot—the rain not as wet—the servants not as dishonest—the job not as difficult—the food not as impossible—the protocol not as stuffy—the hardships not as serious—as I had expected—before integration!

*Roene G. Brooks  
New Delhi, India*

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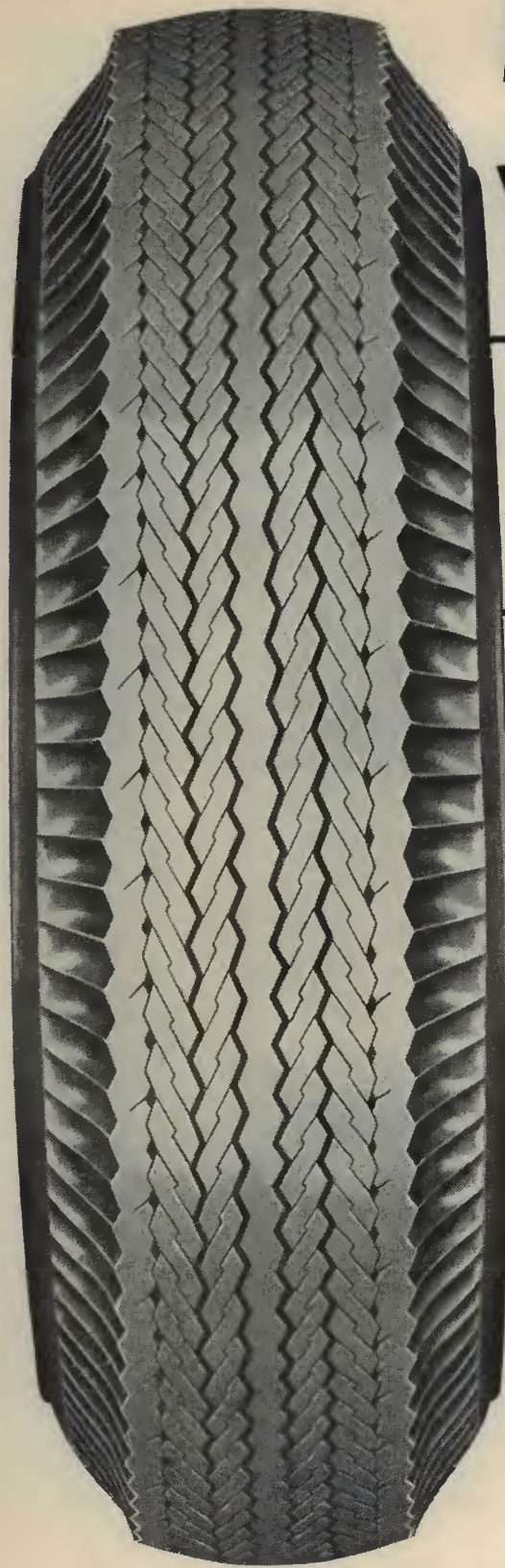
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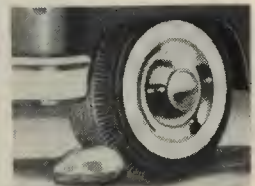
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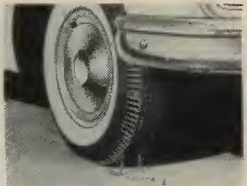
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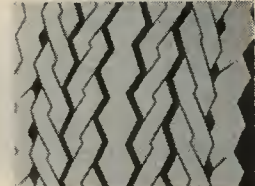
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# NEWS to the FIELD



## *Lois Jones Leaves JOURNAL*

The JOURNAL Editorial Board announces with deep regret the resignation of Mrs. Lois Perry Jones, who, for more than 3 years, has served as Managing Editor of the JOURNAL.

Mrs. Jones leaves the JOURNAL to assume an important position with the American Psychiatric Association.

The Editorial Board is confident that JOURNAL readers throughout the world will wish to join it in expressing to Mrs. Jones our deep appreciation and admiration for the devoted and outstanding contribution which she has made to the JOURNAL. May her success be as great in her new position.

## *Selection Boards to Meet in October.*

Department Circular #180, dated January 24, and signed by LOY W. HENDERSON, Deputy Under Secretary for Administration, says, in part: "In order to make the performance records on various officers as complete as the circumstances permit, immediate steps are to be taken to fill in the gaps in those records which may now have insufficient information to permit a full evaluation of all the factors which the Selection Boards must consider. . . .

"There is being established within the Foreign Service Inspection Corps a group of Inspectors composed of both integrated officers having wide Departmental experience and pre-integration officers having field experience, to prepare efficiency reports on all Foreign Service Officers, including lateral entrants, who are serving in the Department. The reports on lateral entrants will contain a separate section which provides a resume of their experience prior to integration."

This Circular is in answer to recommendations of the recent Selection Boards that "steps be taken to obtain performance records on recently integrated officers which would be more comparable with the comprehensive ratings which have regularly been maintained on Foreign Service Officers."

The Circular concludes with: "Although the Selection Boards are not scheduled to meet until next October, it is now planned to have the inspection reports on officers as-

signed to the Department completed by the end of August. The program will be started in the near future."

## *Red Cross Blood Bank*

DOUGLAS MACARTHUR, II, Counselor of the Department of State, has announced, as chairman of the Department's campaign for the 1956 Red Cross Blood Recruitment drive, that more than 200 pints of blood have been given since the program opened on January 9. Although the Department's annual quota is only 900 pints, Mr. MacArthur hopes that this goal can be far exceeded in 1956, since the Department's account is "overdrawn." Last year, Departmental personnel and their families received more blood than they donated.

Executive Directors of all the Bureaus have appointed recruiters within their own offices to help in the campaign. The Office of Employee Relations, under the supervision of MRS. DOROTHA CAMPBELL, has set up a schedule under which employees of specified divisions go to the Red Cross each Tuesday. Anyone may donate blood at any time.

During the first month of the campaign, many Foreign Service persons, in Washington on consultation or home leave, have contributed to the bank. It is hoped that personnel coming in from the field will continue to support this program.

## *Fyfe Begins 46th Year*

HOWARD FYFE who, on January 28, observed his 26th anniversary as U.S. Despatch Agent in New York, was the recent recipient of a letter from JOHN FOSTER DULLES, Secretary of State, in which the Secretary said: "Your remarkable tenure has been accompanied by an unsurpassed record of performance achievement and devotion to duty." The Secretary closed his letter with an expression of best wishes from all Departmental and Foreign Service personnel.

Mr. Fyfe began his 46th year as an employee of the U.S. Despatch Agency on February 11. Forty-five years of efficient and thoughtful care of their possessions has endeared him to every Foreign Service family.

(Continued on page 50)



Assistant Secretary Carl W. McCardle, Assistant Secretary George V. Allen, Deputy Assistant Secretary William O. Sebald, Assistant Secretary Francis O. Wilcox, Douglas MacArthur, II, Counselor of the Department of State, Deputy Assistant Secretary Christopher Phillips, and Assistant Secretary Robert R. Bowie were Blood Bank donors on January 10. Assistant Secretary Henry F. Holland was also a donor.



# THE

By NORMAN B. HANNAH

At the root of current American distress over the Foreign Service and foreign relations of the United States is a dangerous dichotomy between our foreign attitudes and our domestic philosophy. World leadership was thrust on America suddenly, all too fast and unwanted, with the result that, unlike European countries, the United States did not develop a fundamental strategy of world politics parallel with its domestic political philosophy and integrated with it. Over the centuries the United States built up an articulate, deeply-in-grained philosophy of domestic life but this was not accompanied by the development of an equally articulate and positive strategy for pursuing the American interest in world politics. Only after World War II did realization of the problems of world leadership burst on Americans, official and private. Since 1945 we have struggled mightily to formulate such a strategy. We have made progress but inevitably the result is not smoothly integrated with our established domestic philosophy. Urgency has forced us to graft foreign policies onto the trunk of our domestic philosophy, whereas the domestic and foreign policies of most European countries have grown simultaneously, like two vines, intertwined, supporting, fertilizing and modifying each other.

The spectacle of upheaval over the Foreign Service, its purposes and faults, results from the cataclysmic fact that millions of Americans suddenly began to think and talk about a subject of which previously they had only been vaguely aware. Throughout, the real problem has been frequently obscured by flashier side-issues exploited on all sides for selfish or irrational reasons. This basic problem is that Americans have not yet wholly comprehended the significance of the prime objective of foreign policy, which is nothing more nor less than seeking to advance the interest of the United States. It is generally assumed (tacitly) that foreign relations are conducted so as to protect legitimate American interests abroad, but the very ease of the assumption has prevented consistent and deliberate analysis of the American interest as such.

This is a question neither of loyalty nor intelligence, but of an habitual mental attitude which results from our special

historic position in world affairs. Before World War II our interest in affairs outside North America manifested itself only in occasional peripheral contacts. It appeared unnecessary to formulate a comprehensive, dynamic *Weltanschauung* including a specific view of our own place in the world and a series of positive policies by which to seek and maintain that position. It was sufficient to adopt *ad hoc* attitudes on specific matters when, from time to time, that was necessary.

We are accustoming ourselves to this new situation but no people can put aside in 10 years the political and mental habits of centuries. We have not wholly learned the practice of considering our foreign problems dispassionately, in terms of a positive comprehensive policy of national interest including a specific graduated table of maximum and minimum objectives prepared with due regard to the practical limits of possibility. We excel at this kind of reasoning in business and engineering but have not yet learned to apply it in world politics. Hence, we sometimes tend to draw on familiar domestic concepts which, when projected into the international field, frequently are inapplicable or impossible.

The problem of the Foreign Service, therefore, is largely a reflection of a deeper, broader American problem. The problem manifests itself on three levels. First, is the level of mass American attitudes toward foreign policy; second, the organization of foreign policy by the Government, and third, the level of Foreign Service personnel conducting the business of the United States abroad.

On the level of mass attitudes it shows up as a dangerous habit of substituting moral, legal or traditional domestic concepts for practical policy. This is not surprising. For a century Americans were absorbed with domestic development. In handling our domestic problems we have been blessed with a generally agreed foundation of Christian moral and Anglo-American legal principles. When we suddenly set our minds to world politics we naturally drew on principles of our domestic experience. But though natural, this practice is dangerous because in world politics standards of Christian morality and Anglo-American law are notoriously, if unfortunately, unauthoritative. While the

# AMERICAN PEOPLE

## *Foreign Policy and the Foreign Service*

people of the world might like nothing better than an established order based on these principles, yet, in most countries, international politics is directed, not by the masses of people but by small groups who dominate governments and monopolize the instruments of power.

To Americans it seems that there is a political double standard according to which most nations conduct their affairs abroad and their internal affairs on vastly different bases. There is considerable truth in this appearance. Some great European nations made great strides toward internal democracy and freedom while they were extending a wholly undemocratic reign over vast areas of the earth. Nations which at home are renowned for parliamentary fair play, for sanctity of contracts and for great liberating ideas have nevertheless built empires by interference, secret pacts, cynical betrayal and the principle of "divide and rule." For many nations this is not a real dichotomy. In Europe these logically contradictory foreign and domestic policies developed side by side, simultaneously, in the same soil. They modified each other and actually support each other. The political revolutions inspired by Locke and Rousseau were tailored purely for Europeans. They grew out of European political tradition. It was never considered that they might be applicable to other areas. In Europe, therefore, there appeared no inconsistency in applying the contract theory of society to Europeans and the rule of the sword elsewhere.

Not so in the United States. For many reasons freedom, democracy and law were endowed, in America, with universal and timeless validity based on moral, religious or national precepts. Hence, Americans have no simple conceptual bridge to span the gap from our domestic philosophy of freedom and law to an arena of world politics which patently operates on diametrically opposed principles. Until we have had enough experience in world politics to rationalize this dichotomy, Americans will continue to be perplexed, disappointed and confounded by the bifurcation existing between our world interest and our philosophy of what is right. Meanwhile, we must reconcile ourselves to the political double standard of world politics which we did not create

but with which we must live. To supply and support effective representation abroad, Americans must learn the significance of this double standard. It is simply that there is no commonly accepted moral or legal code in world politics, capable of effectively circumscribing the behavior of nations as moral-legal standards govern relations between individuals in America. In international politics the world is still in a veritable state of nature.

A state of nature is a concept familiar to Americans as a situation in which there is no law but force. Following John Locke, Americans believe it was to escape a state of nature that men contracted among themselves to form a regulated society. Although useful in interpreting American domestic life, the theory is dangerously inaccurate applied to world politics. Thus, to Americans the question on war and peace is a simple one of good and bad, of law and no law. When it arises the question must be settled conclusively now and for the next epoch, that men may return to "regulated society." Confronted in unmistakable terms by force, Americans naturally reply in kind, multiplied a hundredfold. But as long as the facade of technical international peace is not overtly broken Americans feel constrained to operate by peaceful, lawful means. Transferred from the domestic to the international scene, this traditional American view leaves no room for a middle position which is neither open war nor genuine peace. Yet that is exactly the nature of international politics in which the limits are defined by relative capacity to apply pressure and counter-pressure.

Part of the current alarm over America's foreign relations stems from violence done this neat concept by the Cold War which troubles Americans because it is neither war nor peace. Fundamentally, the Cold War is not different, in this respect, from all international relations, and is distinguished from them only by the uncompromising nature of Communist Imperialism, its explicit goal of world dominion and its obvious exploitation of the morally corrupting doctrine that the end justifies the means.

As the Cold War is not basically different from all inter-

*(Continued on page 42)*

# Technical Cooperation

## *- a Career Service?*

By WILLIAM E. WARNE

New and unique problems are involved in the administration of the bilateral technical cooperation program which for four years has been an arm of the foreign policy of the United States. Technical assistance programs have been launched in many countries, frequently with promising results. In some areas, as for example in Iran, the cooperative program already has been credited with a substantial contribution toward achievement of American aims.

The new program is firmly supported in the United States, as was made abundantly clear when the Congress passed the Mutual Security Act of 1954, reiterating in permanent legis-

lation the basic provisions of the Act for International Development which originally provided the foundation for the program. The Congress, again underlining the close tie between the execution of technical cooperation and the supervision of foreign policy, decreed that this program should be returned to the State Department at the beginning of the 1956 fiscal year.

Integration of this effective arm organizationally into the American representation abroad is a task that lies ahead, and the time is at hand when this task should be performed.



A planning team meets with a 4-S club in Costa Rica.



An I. C. A. technician talks it over with an Iranian farmer.



"1951 Oldtimers" pose with Ambassador Henderson and Director William Warne in Iran. This mission is mentioned in the article as presenting 22 different employers.



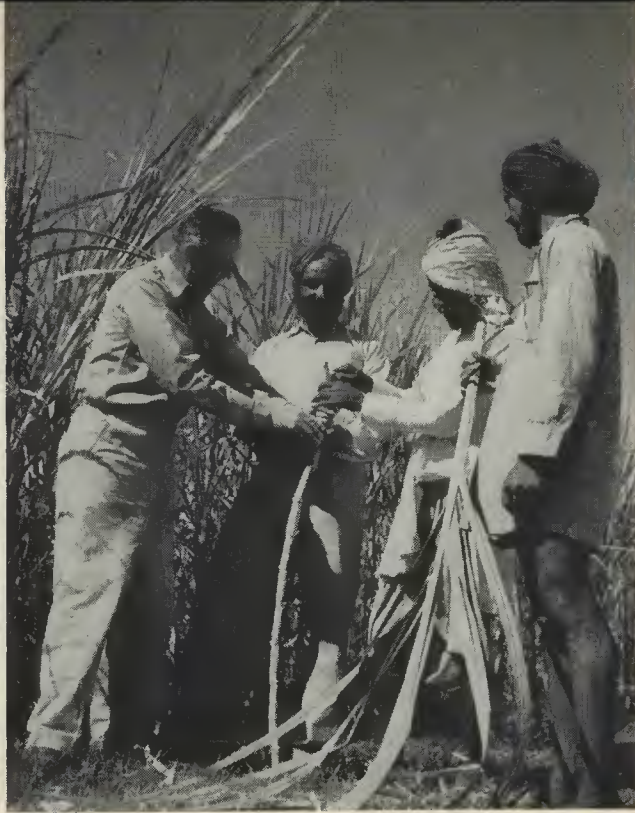
Horace Byrne, agricultural technician, discusses wheat culture in Iran.



The author, then Director USOM in Iran signs the Anti-Malaria contract.



Dr. Andrew Haynal, at Rural Health Clinic, Gbarnga, Liberia.



Perry Jameson, US Point Four advisor, observes results of chemically fertilized sugar cane project in the Bhadson Plot Extension area in India.

Organizing to make best use of this handy new tool requires a knowledge of some of its basic characteristics. Principal among these are:

(1) An effective technical cooperation program must be long range. The stubborn problems that confront mankind in economically underdeveloped areas do not yield to flashy treatment. In a province where the literacy rate is three percent, education of the people may require a generation or more. A rural education project instituted there that is conducted on a stop and go basis without continuity, certainly will fail in its objective to help lift the level of living.

(2) A sound technical cooperation program must be custom built in each country where it is to be applied. No two countries are alike, so the programs must adapt to many different cultures, physical conditions, stages of development, and distinctive national patterns and governmental forms. No successful program can be laid out in Washington and moved about from country to country all neatly equipped with built-in solutions to the problems of the countries of the world.

(3) Only when such technical cooperation programs are integrated into the adopted programs of the host country can they prosper and succeed. Failing in this, the program is not a technical cooperation program, but, at best, can be only an economic development program of the United States carried out abroad. Mostly, such programs will not cement friendships, but will generate hostile attitudes that eventually will expel them.

(4) The technical cooperation programs require specialized personnel and a type of management not present in the State Department or in its field offices, the Embassies, Legations, and Consulates abroad. This point probably needs no elaboration since the name of the program itself is explana-

tory of its difference from the Foreign Service. Title III of the Mutual Security Act of 1954 (Section 301) declares the purpose of the program in these words:

It is the policy of the United States . . . to aid the efforts of the peoples of economically underdeveloped areas to develop their resources and improve their working and living conditions by encouraging the exchange of technical knowledge and skills and the flow of investment capital to countries which provide conditions under which such technical assistance and capital can effectively and constructively contribute to raising standards of living, creating new sources of wealth, increasing productivity and expanding purchasing power.

The next section grants and defines the general authority as follows:

The President is authorized to furnish assistance in accordance with the provisions of this title through bilateral technical cooperation programs. As used in this title, the term "technical cooperation programs" means programs for the international interchange of technical knowledge and skills designed to contribute primarily to the balanced and integrated development of the economic resources and productive capacity of economically underdeveloped areas. Such activities shall be limited to economic, engineering, medical, educational, labor, agricultural, forestry, fishery, mineral, and fiscal surveys, demonstration, training, and similar projects that serve the purpose of promoting the development of economic resources, productive capacities, and trade of economically underdeveloped areas, and training in public administration.

Many specializations and disciplines not hitherto considered related to the Foreign Service, obviously will be needed to effectuate such programs.

*(Continued on page 46)*



# AMP 28:

*"Wisdom cannot be told"*

By PERRY CULLEY

"This is one graduation," the speaker declared with a smile, "which will not feature a cornet solo."

President Nathan Marsh Pusey of Harvard was right. There was no cornet solo, no awkward, out-of-step shuffling down the aisle to the measured cadence of "Pomp and Circumstance." No shining sea of bright young faces greeted his commencement remarks, or those of Harvard's Business School Dean Stanley F. Teele. Instead, his audience included a group of rather portly, greying businessmen, a sprinkling of Armed Service and Government officers and half a dozen rows of wives, children, professors and a few friends.

The scene was the auditorium of the George F. Baker Memorial Library at the Harvard Graduate School of Business Administration. The occasion, the so-called commencement of the 28th class of the school's Advanced Management Program. The graduates, 153 assorted executives mainly from business corporations here and abroad and including 14 officers from the Army, Navy, Air Force and the Department of State.

When President Pusey and Dean Teele addressed us that afternoon last December, we had completed our 13th week of participation in classes at the Business School. For six days each week, meeting in two groups of nearly 30 men each, we had discussed and argued the problems involved in more than 250 separate case studies, all of which had been read individually, then pre-argued and pre-discussed in informal groups of six to eight students. In addition we were assigned to read, in whole or in part, more than 50 books, pamphlets and articles, ranging from "Human Destiny" by Lecomte du Nouy to "Management and Morale" by F. J. Roethlisberger to "How to Read a Financial Report" published by the investment counselling firm of Merrill Lynch, Pierce, Fenner and Beane.

#### *Aims of the Advanced Management Program*

The purpose of this reading and this discussion was simple: to broaden the officer participating; to expand his horizons; to help him become weaned from the sometimes narrow and inflexible viewpoint of the specialist to the longer, wider view of the executive or as such a man is becoming known in industry, the generalist. As Harvard puts it, "A primary objective of the program is to make the man who participates in it a better man in his job, whether in supervision of production, direction of personnel relations or any other staff or line function. *Another, and perhaps even more significant objective, is the development of men for advancement into positions of wider responsibility.*"

The Advanced Management Program, as compared with other kinds of instruction offered at 320-year-old Harvard, is at 13 years of age still in rompers, figuratively speaking. It is still the experiment it was in the beginning, but the idea behind its conception and the actual instruction it gives have already been copied by at least 15 major and numerous smaller universities in this country, Hawaii and Canada. The essence of this hush-fire of an idea is that, in a certain stage of the careers of officers of corporations and men in public affairs, there comes a need for a break from normal routine. Not just a vacation or a leave of absence—but a period wherein an officer can get away from his own duties, responsibilities and associations and become aware of the problems, duties and responsibilities of other men of similar rank and age, preferably with different specialist backgrounds.

#### *How It Began*

The birth of the AMP was somewhat accidental and, in truth, came about both as a result of greatly increased production in World War II and the foresight of a group of



The author, center, joins fellow students at mail call.



Between classes' discussion around the coffee table.

university professors. One of the most serious problems in the early days of the war was a shortage of business trained executives in a greatly expanding economy. This was a matter of special concern to the War Production Board, and one of the officials in its Education, Science, Management and War Training Division suggested to the then Dean of the Business School, Donald K. David, that Harvard might be able to help. Dean David agreed and, after scores of personal interviews with industry and government leaders, a curriculum was devised and the first AMP's started to school in the spring of 1943. Most of them were in uniform in those days and the courses were designed according to government specifications. The emphasis was long on such subjects as industrial engineering, statistical control and personnel relations and the course was geared primarily to providing untutored civil and military personnel with the rudiments of industrial know-how.

As the war drew to a close, Harvard thought of dropping the AMP, but Dean David and some of his staff felt there might be a continuing need. Again leading corporations were consulted and their answer was a resounding "yes." The school shortened the AMP course slightly, revised its curriculum better to suit the needs of industry as well as government and awaited applications. The first post-war program was not deluged with these but it didn't take long. Very soon, the number of company-sponsored applications received was more than the number that Harvard felt could be developed by the course, and today almost as many applicants are turned away or deferred as there are students admitted.

Since the first session, more than 3000 men have attended the Advanced Management Programs, 2600 of whom belong in the post-war group. About 250 of these have been mem-

bers of the Armed Services, 185 have been foreign business men and 30 have been from civilian government agencies, including four from the Department of State. Many small and medium sized corporations have representatives among the alumni, as have such business giants as General Electric, Standard Oil of New Jersey, U. S. Steel, United Air Lines, Westinghouse and the Chase Manhattan Bank. Most of the above companies have sent at least 20 executives to Harvard since the war—GE for instance has sent 45 men and Standard Oil, 37—and two executives from each of these companies attended the 28th Session along with officers from 133 other companies here and abroad.

Parenthetically, it might be noted that the average age of officers attending the 28th AMP was 44½ years and the average salary, excluding extremes (government men and those earning more than \$100,000), was over \$22,000 per annum.

#### *The Case Method*

What sort of training, one might ask, does Harvard offer to induce major corporations and smaller companies alike to give up the services of highly paid officers for more than a quarter of a productive year and on top of that to foot a \$1000 tuition fee, plus expenses, for the privilege. The answer may be found in the method and excellence of instruction given at the Business School rather than in the course content, although the latter is clearly an essential ingredient.

At the Harvard Business School there are no lectures in the traditional sense, and for the AMP students no written assignments, examinations or grades. There is only one kind of instruction, the "case" method. Briefly, this involves the utilization in classroom and group discussion of specific and actual problems, situations and events which have been

*(Continued on page 51)*



Upper: The "King" plows open the Sacred Furrow.

Lower: The "Queen" sows the rice seed.



The "Queen" being borne to the Sacred Furrow Ceremonies.

# Cambodian

By DANIEL N. ARZAC, JR.

Tuesday morning, May 10, 1955, was crisp and clear, promising another intensely hot day for Phnom Penh, capital of the remote little southeast Asian kingdom of Cambodia. The silent, rapid bicycle and pedicab traffic of the early hours was heavier than usual, most of it rushing single-mindedly toward the Khemarin Palace. For the day was an important day, the Festival of the Sacred Furrow, the day when the people of Cambodia would have their yearly sign of what results they might expect from their arduous labors in the rice paddies and the corn fields. Devout Buddhists, the Cambodians depend upon the ancient Brahmanic rituals of their forefathers now associated only with the Palace for the traditional, mystic omens which unveil their future. In a country where almost the only productive activity is agricultural, this day's rites are each year the object of special attention, and villages from every part of the country had sent witnesses to bring back the story of what they were to see.

As custom decrees, the Sacred Furrow would be plowed open in the King's own rice paddy, just north of the yellow walls of the Palace, next to the museum which houses the great national collection of Khmer art. The only buildings in this field, the *Terrain du Mén*, are the fragile grass classrooms of the Ang-Eng school which border three sides of the field. In the center, the square field is clear—measuring, perhaps, a hundred yards on each side.

Three days of propitiatory rites had prepared for this day. Large crowds were now gathered around the field, behind the uniformed guards and the school boys, the latter dressed in the Cambodian colors and holding aloft the blue and red



# prophecy

Photos, Courtesy French Information Service

banners of their country. On the open side of the field a covered stand had been erected, gaily decorated with flowers and bunting, whereon were set a throne for the King and chairs for the members of the Government, the diplomatic corps invited by notes from the Foreign Office, and other notables. Three small chapels had also been constructed on the field, and, before the throne, in plain view of all the people, were set seven silver pedestalled bowls containing rice, maize, beans, sesame, grass, alcohol, and water.

At eight o'clock, the Palace functionary and his wife, selected to represent the King and Queen—who in former years themselves performed this day's ceremonies—went in procession from the Palace to the field, where, at the first chapel, they said the initiatory prayers, to the sounds of the native orchestra of gamelans, reeds, drums, and bells. Their retinue then tied six oxen to three plows and handed to the "Queen" a bag of rice seed, while the "King" took his place behind the third plow.

The roll of drums, the blare of trumpets, and the strains of the *Nokoréach* now announced the arrival of King Norodom Suramarit. The King, preceded by the stave bearers and covered by the ceremonial parasol as always in public functions, proceeded to his throne. Upon a signal from the King, the ritual began.

Three times around the field the celebrants proceeded, plowing open the Sacred Furrow and sowing the seed, stopping briefly at the chapels along the way, while the Palace's orchestra and an Army band blended their airs. As the procession came by the stand, one could see their colorful array—the sarong-like *sampots* in rich cloth of silk inter-

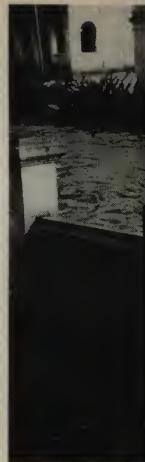
woven with threads of gold or silver, the piked helmets on the men, the large fringed parasols over the principals, the caparisoned oxen, and the plows brightly painted in intricate designs. After the third round the procession stopped at the third chapel, where the Brahmanic priests chanted the prayers of benediction and the silver-lipped sea conches sounded their low, penetrating music, while, in the stand, the white-uniformed officials sipped their iced refreshments.

The crowd hushed and the music was silenced. The moment had arrived when the prophecy would be read. The two oxen of the "King's" plow were untied and led to the silver bowls. The oxen ate maize, promising a good corn harvest, and beans and sesame, forecasting a good crop of vegetables. Then they ate some grass, unfortunately indicating there would be an epizootic disease. They did not touch the water, whose consumption would have indicated abnormally high waters during the coming rainy season, or the alcohol, which would have predicted increased brigandage. Worst of all, the oxen did not eat the rice paddy, which everyone had hoped they would—especially in view of the last very poor rice crop in a country where rice is the basic food. Had the oxen eaten the rice paddy, a good rice harvest would have been promised.

Once again the drums, the trumpets, the national anthem, as the King left. Then the official guests departed, mulling over these portents which would be the subject of discussion for days and the cause of hopes and fears for a year. For, after all, every Cambodian knows the forecasts, obtained on this day are accurate, indeed so accurate that the Cambodians believe in no other agricultural forecasting service.



1



4

## Service



5

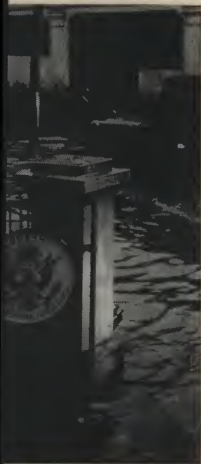
1. Minister Counselor and Mrs. John D. Jernegan, V. Lansing Collins, Political Section, and hospitality chairman; and John Getz, Political Section, at the gala Christmas party, Rome, 1955.

2. Flood waters arrive at the gates of the Embassy in Vientiane, Laos just in time for the official inspection in September, 1955.

3. Holding Kong, Song Moo at the Christmas party given by

Embassy wives for the Korean children in the American compound is Mrs. John P. McKnight, wife of the Public Affairs Officer in Seoul. With her, are Sammy Lane, Ernie Jones, and, with his back to the camera, Tommy Macdonald.

4. The Embassy Softball team which won the pennant in the newly organized Beirut Softball league (11 wins, 4 losses). Six teams were organized in mid-September and played through December—



2



3

## Imps



6



7

USOM, Coca Cola, American Community school, American University of Beirut, and the American Embassy. Considerable interest has developed, and a spring season is being scheduled.

5. Frank Ortiz, Jr., on a camping trip in Ethiopia, views the remains of a python which had attempted to join the party.

6. Joseph H. Tippets, Ambassador Homer Ferguson, and O. J.

Libert at a reception given by the U.S. delegation to participants in the Pacific Regional Air Navigation meeting of the International Civil Aviation Organization in Manila, November, 1955.

7. Elena Stuart, wife of Wallace Stuart, Counselor of Embassy, embarking in a Uruguayan Army helicopter from the deck of the U.S. Aircraft Carrier Bennington. It is believed that Mrs. Stuart is the first woman to fly as a passenger in a helicopter in Uruguay.

## A Public Member Looks at the Selection Boards

BY HERBERT BRATTER

From time to time hundreds of young men and women are invited to compete for entrance into the State Department's foreign service officer corps as a lifetime career. Those accepted are, like members of the armed forces, subject to assignment wherever they are deemed best fitted to serve, abroad or at home, in large embassies or lonely hardship posts, engaged perhaps in monotonous tasks or exceptionally rewarding duties. Their advancement in the service will depend in the first instance on the records they make as reflected in their post efficiency reports, the inspectors' reports and the comments of end-users in the United States; and in the second instance on the review of their records by the successive selection boards, whose main assignment is to arrange the members of a given class of officers in order of merit so that when the budget makes possible promotions to the next higher class the best officers will be the first to be promoted.

Is the Foreign Service a worthwhile career for a young person? Is merit rewarded regardless of the color of one's school tie or racial or religious background? Is advancement independent of political "pull"? For what it may be worth I can give unhesitatingly an affirmative answer to these questions as one who sat for almost three months as a public member of a selection board. The selection boards, of course, draw up their lists and make their recommendations on the basis of the ratings and reports in the officers' files. Where, as often happens, board members are personally acquainted with the officers being rated or with their work, the rating given by the Board members concerned is apt to reflect knowledge so acquired. I doubt, however, that an officer's place in the rank order list in any given year is significantly raised or lowered by virtue of the fact that one or two members of the selection board have at some point worked with him or inspected him. There is not much play for favoritism or prejudice in a selection board drawn from diversified sources and especially as each voting member has only one vote.

One may argue, perhaps, that the selection boards' main assigned task of making a rank order list for a class is, where the class is large, an impossible one. Can one say with assurance that the officer 280th on a rank order list of 463 is one-463rd better than the next officer on the list? Probably

not. But when a selection board has worked for months, reading the personnel files, and finally produced a rank order list, you may be sure that the best members of the class are in the upper part of the list and that those at the bottom of the list have been giving a performance demonstrably below the average of the group. Given a file of foreign service efficiency reports, inspectors' reports, and end-users' comments, this is how the selection board system is intended to work and does work.

To the foregoing one must make one important reservation, temporary in nature. This arises from the fact that the efficiency reports of officers whose past careers have been in the State Department or elsewhere in the Government are far less informative than the reports in the files of those officers who have served abroad for a number of years. From the latter reports it is usually possible to form a reasonably clear picture of an officer and his work and to compare him with others with equally informative files. For the "Wristonees" the dossiers are generally so sketchy that these officers may not find their true place in the rank order list of their foreign service officer class until two or three more selection boards have come and gone.

If a "Wristonee" has been placed too low on this year's rank order list, with inequity to himself; or too high, with inequity to others, all that can be said on behalf of the selection boards of 1955 is that there is now no way of determining such fact and there was no way of avoiding the error.

This is perhaps the place to mention another inequity claimed by many career FSOs in letters addressed to the Ninth Selection Boards. Those letters assume a more or less common pattern. They are based on the understandable fear that those who entered the Foreign Service the hard way, through examination, and who often served trying apprenticeships at difficult posts while slowly climbing the FSO promotion ladder must now share the greener pastures with others who have led easier lives in Washington where they enjoyed frequent promotions and often advanced to grades so high as to enable them to enter the FSO corps with better rank and pay than their former colleagues who took the examination and perhaps pay cuts as well to become FSO-6s. The writers of these letters, in effect, ask special considera-

tion because of the inequity cited.

While it is true that the Wriston program has brought into the FSO corps a large body of officers otherwise than through examination and entry as FSO-6s, and that these officers will in many cases occupy posts which the already established officers otherwise would have occupied, by the same token the integrees will be vacating Washington positions which FSOs will occupy. That is, while there will be a wider selection of officers available to fill a given number of posts abroad there also will be a wider choice of posts to be filled by these officers. Whether the Wriston program is wise or unwise this writer does not know. It is simply a fact that the Foreign Service and home service are being scrambled and they are not likely to be unscrambled any time soon. If the scrambling is unwelcome to many FSOs who did not count on it when they entered the Foreign Service, neither is it always enthusiastically embraced by integrees who are often faced with difficult decisions.

But there is, it seems to the writer, a more specific defect in the viewpoint of most of those who wrote inequity letters to the Ninth Selection Boards. It is the revelation that the writers of the letters at some point in the past voluntarily decided to take the examination, give up their Washington civil service jobs, and enter the Foreign Service at the bottom, sometimes at a cut in pay. It is possible to share their chagrin when they now see former fellow workers incorporated into the Foreign Service laterally, without having to pass the arduous tests, and see them integrated sometimes at higher levels than those reached thus far by the writers of the protesting letters.

One is reminded, however, of driving home in the rush hour on a street where there is a double lane of traffic. One edges his car over into a lane that seems to be moving faster only to find in a minute or so that the lane one left has moved far ahead; and there is no way to get back to one's former place in it. Those who in the past voluntarily sacrificed to enter the career Foreign Service on the basis of the then-existing rules are now the victims of a change in the rules, but they should not expect the reward of an extra salary increase now to make up for the fact that, perhaps, their now-Wristonized fellows somehow got ahead too fast. If the letter writers are indeed superior in ability and quality to the corresponding Wristonees, the former should rise more rapidly in the service than the latter from now on. This board member found the inequity letters, in general, unpersuasive. But had those individual letters been persuasive, any adjustment in favor of the writers of the letters would have had to be made for all similar cases, even where no letter had been addressed to the selection boards, lest the latter be inequitably dealt with by the boards. Such a policy seemed neither justified or practicable.

There is quite a different form of inequity which the selection boards may and often do attempt to rectify. As the Foreign Service corps consists of human beings it is unavoidable that at times personality and similar conflicts should arise between the rating officer and the one being rated; or, for that matter, between the wives of the two officers, where they are male officers. Friction of this sort may become reflected in the ratings recorded in an officer's efficiency report. Moreover, some rating officers are unduly strict and others inexcusably lenient in rating their subordinates. If the selection board notices marked unevenness in the efficiency reports on an officer as he moves from post to

post, board members are inclined to look for the causes.

In this search the selection board is often aided by virtue of the fact that, three of its members being FSOs, someone on the board may be acquainted with the characteristics of the rating officer, or with the rating practices at the post concerned. Facts thereby brought to the board's attention are weighed when the board members give the rated officer his position in the rank order list. The selection board finds invaluable the reports submitted by the travelling inspectors, especially their narrative portions. Inspectors very often uncover cases of prejudice, post friction and the like. Occasionally an FSO visiting Washington and reviewing his file in the Personnel Division will find that, in his opinion, he has been unfairly treated by rating officers and submits a memorandum setting forth his reasons for so thinking. That memorandum finds its way into the officer's personnel folder and, if convincing, will result in the selection board's making adjustment for the inequity done him in this field. It may even result in a reprimand from the selection board finding its way into the folder of the careless or unfair rating officer.

As in every other walk of life, in the Foreign Service chance plays a role. One officer may be assigned to a post where he has a chance to try successively—or even simultaneously—various kinds of foreign service work. Another officer of the same class may be sent to a post where he does nothing but visa work, important though that may be. We cannot argue that each of the two officers has an equal chance to "show his stuff." Again the composition of the selection boards assures that the inequity to the visa officer if we may call it that, is not entirely overlooked when the officer is ranked among his fellows; although admittedly the board cannot impute to the visa officer brilliance demonstrated by his classmate if the latter does a splendid job, for example, when he gets a chance to serve as liaison with the military in Manila or handle treaty negotiations in North Africa. If an officer, through no fault of his own, has missed opportunities, it is beyond the selection board's ability to supply them; but the board may in certain cases alert the Department to the situation. The board on which I had the honor to serve did so.

Many officers who know that they have received a good report from their raters in the field often must wonder why they are not promoted sooner. All that the Department can tell such officers is that promotions are made from selection board lists in rank order. This cannot of itself be very enlightening to the inquiring officer. The Foreign Service efficiency report form provides for six possible grades—ranging from "6," the highest grade, to "1," the lowest. Far and away the commonest grade awarded by rating officers in the field is "5," which inspectors with their broader acquaintance with the service and their perhaps more objective viewpoint, most often replace with a "4." Since the main basis for selection board rating is the file of field ratings in an officer's folder, the selection board is faced with the difficult problem of separating a mass of individuals with a high center of gravity, so to speak. The concentration of field ratings in the "5" bracket is understandable on the assumption that by and large the Foreign Service has been composed of high quality personnel. They had to be pretty good to get in at all. In the field, the rating officer can hardly be charged with the duty of giving each rated officer

*(Continued on page 49)*

# EDITORIALS

## NEW LEGISLATIVE PROPOSALS AND THE OPEN DOOR

If experience in Washington is a criterion, the field has undoubtedly been the recipient of a recent spate of rumors—some accurate and some inaccurate—of the current legislative plans of the Department for this year. The JOURNAL has been following these plans as closely as possible. As we go to press, a number of decisions remain before full Executive Branch approval is given. In view of the widespread interest which the contemplated program has evoked among FSO's in the Department and the importance to the Service of some of the suggested amendments to the Act of 1946, the JOURNAL believes the moment propitious to discuss the proposed legislation, despite its uncertain status.

Many points covered in the contemplated legislation would result in new and important "fringe benefits" for the Foreign Service. Thus, adjustments would be requested which would have the effect of bringing salaries into line with the Administration-sponsored Executive Pay Bill for the Civil Service now before the Congress and, at the same time, provide a new and logically progressive pay scale for the Service. Further "fringe benefits" would increase the period of service towards retirement from 30 to 35 years, thus permitting an annuity of 70% of average basic salary; authorize the use of Government resources and facilities to assist in the establishment and maintenance of commissary and mess facilities; extend certain of the medical benefits to dependents; and authorize the establishment and maintenance of limited recreation facilities at posts where such facilities are lacking. These "fringe benefits" should be generally welcomed.

In formulating its legislative request, the Department has also directed its attention to the decision taken in the Act of 1946 to compress the Service into 6 classes below the rank of Career Minister and now Career Ambassador. It is argued that this provision has resulted in a somewhat dishearteningly slow flow of promotions since in most cases officers must spend an average of 5-6 years in a class in order to complete the course in par. During these long intervals between promotions, the officer is frequently insufficiently aware of how he is measuring up to the standards. If he is outstanding he may receive recognition in the form of promotion in less than the average time-in-class; or if he is deficient he may become administratively aware of his situation. It is the "average" officer who is most likely to become discouraged and feel uncertain because of the present class structure. It is also maintained that the present class structure has caused problems with respect to the salary levels at which Departmental employees are integrated, with as many as 3 Civil Service grades corresponding to one Foreign Service class.

It is therefore proposed to add two new classes, thereby permitting a more orderly and more frequent progression through the class structure. This would be accomplished by adding a new Class 8 at the bottom of the ladder which would be filled by new entrants through the examination route. The present Classes 5 and 6 would be converted into new Classes 6 and 7 respectively, while the present Class 4 would be split with part of present Class 4 remaining in

(Continued on page 55)

## PROMOTIONS AND THE WRISTON PROGRAM

The Ninth Intermediate Report of the House Committee on Government Operations, submitted by the International Operations Subcommittee and known as the Hardy Committee Report, has raised the serious question of whether the operation of the existing Foreign Service promotion system is consistent with the spirit and the principles of the Wriston Program. The Subcommittee's concern on this point is based on its expressed opinion that the recommendations of the Ninth Selection Boards, which completed their deliberations on September of last year, reflected a "75-to-1 promotion advantage" in favor of the pre-Wriston Foreign Service officers over those officers integrated under the Wriston Program. The Hardy Committee Report recommends that the Department "develop more equitable arrangements for handling Foreign Service promotions," either by bringing its promotion system into closer conformance with the basic premises of the Wriston Program or by seeking approval to revise it.

In his testimony before the Subcommittee in December, Deputy Under Secretary Loy Henderson highlighted certain factors which had contributed to the fact that so few of the newly-integrated officers were recommended for promotion by the Ninth Selection Boards. Among those factors Mr. Henderson cited particularly the following: (1) the inadequacy of existing efficiency records on officers who had been previously rated under the Civil Service system of performance evaluation; and (2) the fact that, even with the temporary six months eligibility rule, only a small percentage of the newly-integrated officers were at that time eligible for promotion. (Mr. Henderson's statements before the Subcommittee are being summarized in more detail in a current issue of the *Foreign Service Newsletter*.)

With regard to the first of the factors mentioned above, the Department has from the outset been aware of the problem presented by almost total inadequacy of the Civil Service type efficiency ratings for purposes of a Foreign Service career merit system, and has made efforts to meet this problem. In addition to certain steps taken prior to the deliberations of the Ninth Selection Boards and designed to minimize the handicap imposed on the newly-integrated officers by the sparseness of their prior performance records, there has now been set in motion a program whose objective it is to remove this inadequacy by providing the next and successive Selection Boards with comprehensive and detailed performance records on all of those Foreign Service officers on whom adequate records have not heretofore been available.

The second of the two factors cited—i.e. the operation of the eligibility rule—will, of course, be of declining importance with the passage of time, although it will be incumbent upon the Department to establish eligibility standards for the next Selection Boards which will obviate any unfair disadvantage to the newly-integrated officers. The Hardy Committee Report infers that the interests of the latter group of officers would have been better served had they been given credit, in terms of eligibility, for time spent in grade in the Departmental or Foreign Service posts which

(Continued on page 56)



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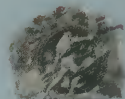
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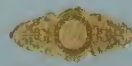
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# NEWS FROM THE FIELD



## OTTAWA

On November 13, the French-speaking village of Nicolet in the province of Quebec suffered a major disaster in the form of a landslide which killed three persons, left scores homeless, and caused damage estimated at \$10,000,000. On learning of the disaster, the staff of the Embassy at Ottawa forwarded a check for \$100 to Consul GEORGE RENCHARD of Quebec City asking him to arrange for the money to be used for the relief of stricken villagers.

On November 24 TYLER THOMPSON, United States Minister at Ottawa, went to Quebec City and, at a small ceremony arranged for by Consul Renchard, presented the check to the Honorable Maurice Boisvert, Member of Parliament for the Nicolet district, and the Honorable Camille Roy, Member of the Quebec Legislative Assembly. Mr. Boisvert and Mr. Roy received the gift on behalf of Bishop Martin of the Nicolet Diocese, who had established a fund for the relief of the victims of the disaster. Mr. Boisvert expressed his gratitude on behalf of the village of Nicolet.

This gesture attracted considerable favorable attention in the press, radio and public circles of Quebec Province. The Embassy also received a letter from Mr. Boisvert expressing warm appreciation for the gift.

A second contribution for relief purposes was made by the Embassy staff on December 6 when a check for \$300 was presented to the Ottawa Christmas Exchange. That organization provides Christmas baskets to needy families in the area on a non-sectarian basis. It is estimated that the \$300 contribution may provide baskets for about 35 families.

These two contributions of the Embassy staff came from a surplus which had accumulated over the years from the operation of the Embassy's small commissary.

*Robert J. Redington*

## BUCHAREST

At 4:45 p.m. on November 3, 1955 the first United States owned airplane (a USAF C-54) to fly over Rumanian territory for many years landed at the Bucharest airdrome with two charming and distinguished new arrivals, the HONORABLE ROBERT H. THAYER, the new American Minister to Rumania, and his wife. Minister and Mrs. Thayer were met at the airport by the Legation staff as well as by Rumanian Chief of Protocol, Dionisie Ionescu.

On November 10 Minister Thayer presented his credentials to the President of the Presidium of the Grand National Assembly of the Rumanian People's Republic, Mr. Petru Groza. He was accompanied at this ceremony by Counselor of Legation, H. BARTLETT WELLS (recently arrived from Helsinki); ARMY ATTACHÉ LIEUTENANT COLONEL KENNETH TAYLOR (recently arrived from Washington); CONSUL and ATTACHÉ ROBERT L. WARE, JR. (on transfer to Paris); SECOND SECRETARY THOMAS F. HOCTOR (about to transfer to the Department); ASSISTANT ATTACHÉ CHARLES A. LESTER; and VICE

CONSUL and SECRETARY-ARCHIVIST EUGENE E. CHAMPAGNE, JR.

Since the "lifting" of the Iron Curtain, Bucharest has been visited by many members of the Senate and Congress, including Senators Ellender and Malone, Congressman Hillings, and a group of eight members of the House Committee on Interstate and Foreign Commerce, headed by Congressman Harris; two members of the American press, and two agricultural experts. Most of these distinguished visitors received the red carpet treatment from the Rumanian Government.

The Legation is at present awaiting the arrival of SECOND SECRETARY and MRS. EDWIN H. SEGALL and THIRD SECRETARY and MRS. HARRY J. MULLIN, JR.

*Eugene E. Champagne, Jr.*

## KINGSTON

On September 16, 1955, CONSUL GENERAL and MRS. DAVID M. MAYNARD were hosts at a reception for the Honorable Adlai Stevenson, 1952 Democratic presidential candidate, who was in Kingston to open the island's second annual Industry Fair at the invitation of the Jamaica Government.

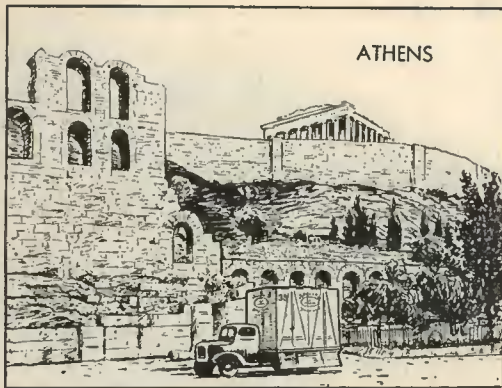
Approximately 125 American citizen guests attended the reception which was held on the spacious grounds of the official residence, and was highlighted by a calypso band's singing of calypsos specially-composed for the occasion.

Prior to the reception, an informal, and typically Jamaican, luncheon was given for Mr. Stevenson by Mr. and Mrs. Maynard in the relative coolness of Strawberry Hill, a guest-house in the Blue Mountains, some 2,800 feet above and 14 miles from Kingston's tropical heat. Also present at the luncheon were MR. JOHN V. HEPLER, Chief ICA Representative in Jamaica, and the Consulate General's ECONOMIC OFFICER and MRS. ARMISTEAD M. LEE.

In common with other posts throughout the world, the Consulate General has undergone a number of personnel changes in the last few months. Notable among these was the arrival in Kingston of three members of the newly-established ICA mission to provide technical assistance to the Jamaican Government in certain fields. The three, each of whom is accompanied by his wife, are John V. Hepler, Chief Representative of the mission and Agricultural Extension Specialist, ABRAHAM FUCHS, Senior Public Health Adviser (Sanitary Engineer), and JAMES R. THOMAS, Educationist (Vocational Agriculture).

Also new at the post are SAM KARP, Visa Officer, and his family, and KAYE M. BURCHELL, Secretary. The former arrived from Montreal to replace WILLIAM M. OLIVE, transferred to Paris, and the latter from Paris to replace TOMMYE F. BOSTON, transferred to London.

*P. J. Peterson*



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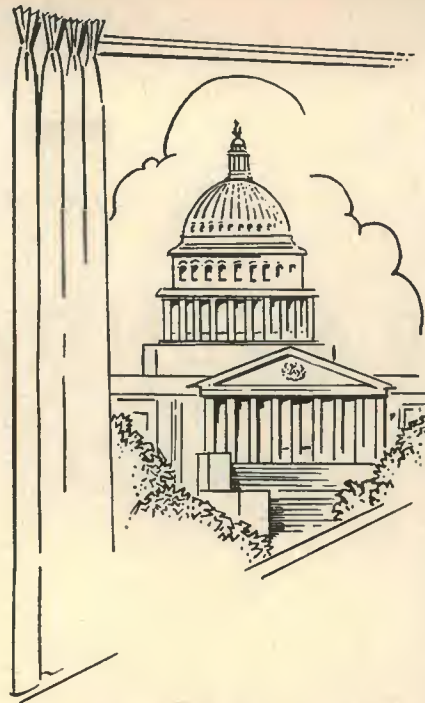
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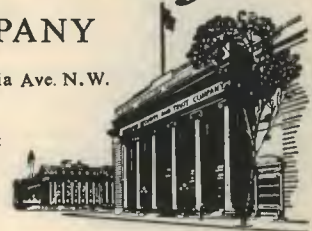
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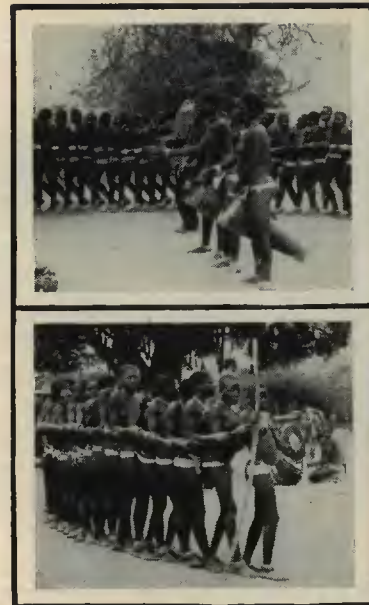
# BAVENDA LAND

By MARY ALICE HOLMES

We were told when we left Pretoria for a trip around the northern portion of South Africa that we should contact the Native Commissioner of that area who would arrange something for us to see. The Commissioner maintains his office in the small town of Sibasa, which lies in the center of a large Native Reserve. A Reserve is a tract of land set aside by the South African Government for Africans (Natives) only.

We found the Commissioner in good spirits: he said he was due to be transferred the next day to a new area and at the time of our arrival had just finished up his last bit of work and could take the rest of the day to show us about. A government official from the nearest large town outside the reserve, Pietersburg, was also on hand. A former missionary of the Dutch Reformed Church, he had worked closely with the Africans for twenty years. He was now acting as interpreter of the government's policy to the Africans and conveyer of the African's desires and complaints to the government. The Commissioner told us that the reserve which we were in, one of 256 such reserves in South Africa, but most of which are very much smaller than this one, was populated mostly by the Venda tribe. The Venda look much the same as all other black Africans in this country. Perhaps their eyes tilt up a bit at the outer corners, and some have a definite Arab cast to their features. The Venda came originally from Central Africa and are said to have intermarried there with Arab slave traders. The Venda have certain particular customs but the general pattern of their lives is essentially the same as that of the native tribes living in reserves all over South Africa.

By the age of 15 a Venda girl is usually engaged to be married. The family of the man who has been chosen for her is getting together the cattle necessary with which to buy the bride. But before the girl can be married she must pass through an initiation school, at the termination of which she



receives a brand-like mark on her upper thigh signifying her marriageability. The Commissioner directed us to a kraal, or native village, which is really just a cluster of small round huts, where such a school was in progress. The school lasts for about 18 months. Girls between 15 and 18 years old, living in that and neighboring kraals, are required to attend. Those who come from afar sleep at this kraal and return home on week-ends; those from nearby kraals return home each evening to help with chores. The girls are taught about marriage and motherhood. Their instructors are, strangely enough, three old men. The girls had been asked to do for us the famous "python dance" which they practice all through the months of the school and perform with great festivity when school ends.

It was a cool day and the girls were huddled about, most of them with an old blue and gray striped cotton cloth wrapped about them. When their teacher gave them the signal to take their places for the dance they tossed aside the rags and gaily formed for the dance dressed in nothing but a tiny piece of cloth and a few strings of coarse silver thread around their hips. Three of the girls gripped long thin drums between their knees and began to beat out a rhythm as three others sat down at large drums suspended from a horizontal pole. The rest formed in a line so close that one couldn't see between the bodies, each girl close behind the other, gripping with her hands the elbows of the one in front, and with undulating motion and soft rhythm of the feet they imitated the motions of a giant python. As they circled about, they chanted loudly, over and over, in the liquid syllables of the Venda language: "We are grinding corn in the morning. . . ."

When the dance finished the headman of the kraal agreed to let us look around. The mud huts of the village are thatched with straw (a new roof every spring) and are

*(Continued on page 41)*

State as Machine." The remaining chapters, "The State of Organism" (Rousseau, Hegel, and Green), and "The State as Class" (Marx, Lenin, and Stalin), are followed by a concluding chapter, in which the author sees reason and justification for the state's continuance, since there is only little prospect for "one world" in the immediate future. But what kind of a state? The organic one, such as Nazi Germany, or the Soviet Union, or the mechanistic one such as Great Britain and America; the state for which man exists, or the one that exists for man; or the state that wants the good citizen rather than the good man. Both societies, according to the author, are open to criticism, since they neglect the good aspects of the other. What are their chances of co-existence in our world, so far away from the "one world"? Against the pronouncements of men, such as Kant or Lenin, expressing beliefs that radically different views cannot live peacefully together, the author, as a man of the philosophical West, cannot help but hope that history will not repeat itself, that this world can be the market on which competing ideas should meet. It is particularly necessary, "since it would not profit us to speculate about the ideas of the post atomic-war world."

**The United Nations, and the Maintenance of International Peace and Security**, by Leland M. Goodrich and Anne P. Simons *Brookings Institution, Washington, D. C., 1955. 709 pages with index. \$6.00.*

Reviewed by JOSEPH JOHN SISCO

"The United Nations and the Maintenance of International Peace and Security" by Leland Goodrich and Anne Simons is one in a series on the United Nations which the Brookings Institution will publish during the coming months. If future volumes are characterized by the same careful research and well-documented conclusions of this 700 page text, the Brookings studies on the United Nations, initiated by the late Dr. Leo Pasvolksy, will have made a substantial contribution to greater public understanding of the capacities and limitations of international organization.

The most striking feature of the book is its balance and perspective. In studying the "methods and processes used to maintain peace and security through the United Nations," the authors avoid the failures of some writers in this field who tend to view the United Nations *in vacuo*, as a functional entity apart from the underlying political, economic, and social conditions which mold it as an international institution. The conclusions drawn are generally sound, this reviewer believes, because the authors have examined the practices and processes of the United Nations in light of the major developments of the post-war world. Chapters II and III of this volume, for example, analyze some of the following: The Hope of Postwar Unity, the Growth of Bipolarity of Power, the Ideological Conflict, the Implications and Effects of the Atomic Bomb, Asian and African Nationalism, and the Cold War.

In their overall appraisal of the activities of the United Nations in maintaining peace and security, the authors conclude that with a few important exceptions—notably in Greece and Korea—the role of the United Nations in dealing with the problems of the cold war has been limited and secondary. They also conclude, however, that the United Nations "has played a leading and significant part in facilitating the political adjustments that have had to be made as a result of the emergence of nationalism in Asia and Africa, and the demand of the peoples of these continents

for political and racial equality." With respect to peaceful settlement or adjustment of disputes, the authors state that "experience to date does not suggest, however, that free and public discussion is in all cases the best way to promote the spirit of compromise and accommodation necessary to agreement on controversial issues." The authors suggest greater use in peaceful settlement of the devices of preliminary private discussions, creation of subsidiary organs with limited membership, and appointment of rapporteurs to facilitate negotiations. The suggestion for more old style diplomacy, or what UN Secretary General Dag Hammarskjöld recently referred to as "quiet diplomacy," is particularly apropos in light of the trend in international relations initiated by the "summit" meeting in Geneva.

This book provides a useful background of problems which would be the concern of member nations at any Charter Review conference held in the future. It introduces a justifiable note of caution with respect to the possibilities which a Charter Review conference offers in this field. Since the basic assumption of the volume appears to be that international differences of our times are essentially political, it avoids raising undue hopes that international relations today can be altered substantially by changes in the constitutional structure of the United Nations.

**The Flying Saucer Conspiracy**, by Maj. Donald E. Keyhoe, *Henry Holt & Co., 1955, 315 pages with index. \$3.50.*

Reviewed by ARTHUR L. LEBEL

This is one of the more conservative works on the subject of "Flying Saucers." In this book Major Keyhoe, a retired U. S. Marine and a pilot, reports some of the most recent sightings of Unidentified Flying Objects (UFO's) in all parts of the world. In some cases these sightings were made by scientists whose intelligence, professional competence and integrity would seem to place them beyond suspicion. Some accounts are rather weird.

The author deplors the fact that the U.S. and other governments, some of which are elaborately organized to investigate UFO's, continue to keep the public in the dark on the subject. The effort to divert public attention from UFO's leads the authorities to resort to "explanations" of the sighted phenomena which, in some respects, are more astounding than the UFO's themselves. Keyhoe surmises that the reason for this policy is fear of possible panic if the public got wind of the real facts. But then again, it could be that each one of the interested governments wants to be the first to discover the method of engineering and pro-

(Continued on page 53)

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# CONSULAR WIFE—

## OLD REGIME

By MRS. MARTHA L. BRITTAIN

[This article is reprinted from the October, 1935 issue of the JOURNAL. Mrs. Brittain was the widow of Consul General Joseph I. Brittain, who retired, for age, July 1, 1924, after 26 years' service, and died October 22, 1930.]

It is more years than I like to think of, since at the call of President McKinley, we went to the ancient city of Nantes in France, where my husband had been appointed Consul. It was in the old days of political appointments and we did not expect to stay, at most, more than eight years. We had been married three years, and my husband's position came because he was a personal friend of the President, had been the youngest member of the Ohio legislature for two years, had edited a newspaper in his home town which had had a widespread influence in surrounding districts, and himself had always represented the better class of his constituents.

Because we expected an office of some sort, if the Republican party came in, we furnished our home very simply, and when the call came sold nearly everything we possessed, and fared forth into a strange land, hands empty, hearts whole and fancy free. In my husband's mind was the feeling that he had been greatly honored by being given an opportunity to serve his country abroad. Being of Covenanter descent, and thoroughly grounded in the Westminster Catechism, his only thought was of his work, and the methods by which he might best perform it. In my mind were visions of dream cities, of old castles, of Paris and its beauty, of the romance of Nantes where Henry the Fourth signed the Edict, of seeing for myself the places where history had left her wondrous footprints. To be sure I meant to do my share of the duties which fall to the lot of a Consul and his wife, but I knew very little of domestic conditions abroad, or of the difficulties I would have to confront.

It had seemed to me in reading French literature, in which France expresses her own opinion of herself, that everything there must be better than at home, expenses less and life altogether more comfortable. France had always been to me one of the great lighthouses on the road to civilization, and I idealized her. Later when I found that each nation has given its share to the sum total of advancement, I learned to love them all.

After a rolling voyage across the Atlantic, we landed in Southampton, and took a small channel boat for St. Malo, landing there on a bright sunny morning in December. A group of small excited Frenchmen surrounded us immediately, accompanied by a pile of our boxes, and carrying innumerable papers, which they waved at us perseveringly until we finally understood that they were to be signed by my husband, after which we might leave our belongings in the hands of a Providence represented by the French Railways, and peacefully pursue our way. The puzzle of how we reached Nantes neither of us was able to solve. No one along the way could speak a word of English, and when we finally reached our destination we felt that we had arrived at the end of all things. In the city which was to be our home for the next five years the ultimate knowledge of the English language was constituted of three phrases, "Yes, I spik inglis," "Gooooooood morning," and "Gooooooood night."

The Hotel Bretagne had been recommended to us, and thither we went after—by dint of repeating the name over and over—a delighted smile of understanding dawned upon the countenance of our cahman. At the hotel we were deposited in a room eighteen feet high, correspondingly large, and warmed by a tiny grate in which reposed a lonely nugget the size of a child's ball. As the result of temperature, goose pimples and chilblains shortly appeared, and stayed faithfully by us for five years.

The following day we visited the Consulate. The Consul had had no notice of his displacement, and to my husband fell the disagreeable duty of telling him about it. The retiring officer and his beautiful wife took the news calmly and later we bought all their household furniture. The Vice Consul, who was an intimate friend of theirs, told us after we came to know him well, that owing to the small salary they were receiving, they would have been unable to pay for their journey home without the money we paid them for their things. They invited us to spend Christmas Day with them, and ten days later sailed for the United States.

(Continued on page 54)

about 15 feet in diameter. There are no furnishings in them. On very cold days a small fire may be built in the center. At night grass mats are unrolled to sleep upon. The headman, who was wearing the ragged remains of a white man's suit, showed us his dwelling. It was a few yards away from the cluster of other huts and was rectangular with a corrugated iron roof. There was a grapefruit tree and lemon tree beside the house. The fruit was rotting on the ground, so I asked the headman if he ever ate the fruit. "No", he said, "we don't like it." The Venda diet is ground corn, dried worms, dried locusts, beer, and very occasionally meat. The custom of using cattle to buy wives makes a man reluctant to kill a beast for eating. The so-called beer the Africans drink has little similarity to what we call by the same name. It is a rich, thick, sweet-sour concoction made of fermented corn or other grain. The alcoholic content is so light that it is intoxicating only after prodigious consumption. It is considered healthful and a necessary part of their diet. Because we admired the grapefruit tree we were plied with the fruit when we left. I wondered sadly how a little talk on the value of vitamin C in the diet would be translated into Venda.

We went along then, over a tiny mountain road, with many a screech and scrape on the belly of our car, to the kraal of Chief Sibasa. Sibasa, as ruler of 75,000 Venda surrounding him, is second in power only to the Paramount Chief (or king) of all the Venda. Sibasa has situated himself in a cluster of huts nestled in a lush and craggy mountainside. Only Sibasa, his 31 wives, and their offspring live there; there are no other men living in the kraal. During

the day a handful of male advisors and guards are about but they must leave the kraal by nightfall. The true parentage of most of the children in the kraal is unknown, however, because it seems that Sibasa was displeased that his wives produced so few children. He had his councillors select three young men, one of whom was secretly chosen to be the "seed-bearer" and go to the huts of the wives at night. Now Sibasa has many "children". No one was ever to know the identity of the seed-bearer and if his identity were to be discovered he would be killed. The custom of the seed-bearer has been used in several instances in other tribes when a queen has not married but must produce an heir.

At the entrance to the kraal notice was sent ahead to Sibasa that we had come to see him. After ten or fifteen minutes word came back that we might enter. Sibasa's hut was surrounded by two or three circular courtyards; we were told we were entering the "inner circle" which was a privilege. The African who was guiding us to the chief dropped almost to his knees as we approached the hut, and bringing the palms of his hands together softly shuffled up to his chief's hut chanting praises. Sibasa is old and ill and so was unable to greet us outside. He said we could come into his hut one by one. The Commissioner went in first and remained to translate for each of us in our turn. Sibasa was half reclining on a narrow cot. He wore a ragged old brown business suit without a shirt. Tucked into the suit and spread across his generous abdomen was a large frayed pink-and-yellow flowered woman's kerchief. He stared boldly at me with bloodshot eyes, in the gloom of his windowless hut. He

(Continued on page 53)

### **LONG TERM FINANCIAL PLANNING WITH THE SERVICE INVESTMENT CORPORATION**

Reflecting record corporate earnings and dividends, the stock market, as measured by the Dow Jones composite index, advanced 15% during 1955. Nevertheless, these industry groups declined: amusements, breweries, distilleries, farm equipment. Many well known stocks in industries known either for stability or growth also went down in price. For instance:

- Airlines:** National Airlines, Pan-American, TWA.
- Chemicals:** Abbott Laboratories, Bristol-Myers, Commercial Solvents, Olin-Mathieson, Victor Chemical.
- Electrical:** Admiral, Philco, Raytheon, Sylvania, Westinghouse.
- Foods:** Beech-Nut, Borden, General Mills, National Biscuit, United Fruit.
- Oils & Gas:** Amerada, Atlantic Refining, Union Oil of California, United Gas.
- Stores:** Kroger, Kresge, Kress, Jewel Tea, Woolworth.
- Utilities:** Commonwealth Edison, Peoples Gas, Public Service of Indiana, Standard Gas.

In contrast to the stocks listed above, the net asset value of every diversified common stock Fund increased in value. After allowing for capital gains distributions, the average gain was 16%. Naturally these gains do not guarantee similar results in the future. 1956 is full of uncertainties calling for quick investment decisions.

Therefore, we feel more strongly than ever that an investor residing abroad will be best served with a carefully selected, well diversified and professionally supervised portfolio as represented by leading Mutual Funds. In this manner, you will participate in the long term growth of the company within the limits of the over-all market risk without being concerned about the fate of individual companies.

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## THE AMERICAN PEOPLE (from page 21)

national relations, so the United Nations is not the harbinger of One World in the way that the Continental Congress led directly toward the federal Union. To regard it as such will bring disappointment and reaction to the opposite extreme of isolation. There was a time when isolation was a possible and realistic international posture for the United States. That time is gone, not because isolation has lost all attraction but because it is impossible. Yet some people, disappointed because the United Nations did not become a rational world order, have reverted to isolation. In truth, the U.N. has its uses in the permanent task of protecting the American interest. In that limited sense it can continue to be of some value. Similarly, isolation contains an important kernel of truth, i.e., it is neither necessary nor desirable for America to allow its policies to be invariably determined by the policies of other nations. We have the power of independent action; we need not tie our fortunes always to this or that group of nations. But, as an overall formula, isolation is dangerous because it is impossible and may lead us into impossible positions.

The Cold War, and international politics in general, can be best dealt with by reducing international problems to a single common denominator—the interest of the United States—and not by the application of some pat moral, legal or traditional formula.

The same applies to many other popular American fixations. Disappointed in the failure of multi-national organizations to measure up to their high hopes, some Americans revert to Anglo-phobia as a traditionally sanctified formula. Once, the cornerstone of our international position rightly was defense against British pretensions to rule over us. That time has passed. We would still oppose British efforts to control our fate but, like female suffrage, the issue is no longer a real one.

Another attitude which sometimes passes for foreign policy consists of a desire that a given country or group of countries be “independent, strong and friendly.” This is no policy at all. It is a vague wish for a non-existent world of “live and let live.” It leaves unanswered all the decisive questions concerning how we should act in specific circumstances. Friendship is a desirable state and, if nothing else, Americans are known the world over as genuinely desiring to be friendly. But friendship, as known in the United States, cannot be transferred successfully into world politics and labelled “foreign policy.”

Associated with this idea is the doctrine of “non-interference.” We desire to have friendly relations but will take no action to influence the internal affairs of other countries. But “non-interference” is just as unrealistic as isolation and for the same reason, i.e., it is impossible. Perhaps once it was conceivable that nations might reciprocally refrain from interfering in each other’s affairs. But that time has passed and the United States, owing to its tremendous power, is the last nation on earth that could successfully avoid creating such influences. Everything America does or does not do influences the internal affairs of some part of the world. For America to eschew actions influencing the internal affairs of other countries is as possible as for the ocean tides to pile up vertically instead of covering the beach. We must live and act but by so doing we influence the internal affairs of every nation in the World.

The doctrine of “non-interference” overlooks the inevitability of “interference” and therefore obscures the pertinent

point, i.e., that foreign policy should be consistently planned to produce those influences which seem to suit the interests of the United States. This is no argument for arbitrary or irresponsible interference in every minor matter. It is an argument for relieving ourselves of an inhibition against planning our actions to produce the results we want. Our actions and our inaction will have such influences whether we like it or not.

It is not intended to argue for any particular policy. The above examples were chosen to illustrate the danger of abstracting moral, legal or traditional concepts from the domestic scene and projecting them into world politics where the fundamental rules that give these American concepts their validity do not govern. The problem of the Foreign Service is a serious one but the performance of the Foreign Service should be judged in terms of relevant criteria. It should be judged (a) in terms of its success or failure in advancing the interest of the United States and (b) in terms of the American political milieu from which it is chosen. The most important thing the American people can do to improve the effectiveness of our representation abroad is to put aside evocative phrases which have been confused with foreign policy. They should develop a practical, specific and comprehensive view of the political world, of America’s position in the world, and a dispassionate logic for determining where the interest of the United States lies. When the American people have done this they will be able not only to judge the Foreign Service but to press for constructive reform, and even more important, to supply better material for a better Foreign Service.

The problem appears in different form at the level of governmental organization. Here, it is the “fallacy of segmentation of foreign policy.” This is the assumption that formation and execution (“implementation”) of foreign policy are distinct separable functions, while reporting constitutes a third operation. This segmentation reveals another projection of domestic habits into the arena of world politics.

America excels at the efficient organization of mammoth enterprises. Our fabulous economic growth results partly from our mastery of this science. Our ability to organize, supply and move large military machines on short notice made victory possible in the last war. One key to the successful management of large organizations is careful definition and separation of functions, providing the greatest specialization in ever-narrowing functional fields. The extent to which this process is carried seems to bear a direct relation to the effectiveness of many organizations. When, following World War II, America was confronted with the urgent necessity to take the lead in dangerous world political crises, it naturally drew from its own fabulously successful science of organization. The division between policy-formation, execution and reporting was the natural result.

However, it is doubtful that this is the most effective method of organizing our participation in world politics. First, the effectiveness of a division of labor must be measured in terms of a concise articulate objective. Industries measure effectiveness by sales, profits, dividends, and expansion. Engineers measure cost economies, speed and specifications. Politicians measure votes, victories and legislative successes. In view of the previous discussion it is doubtful that our foreign policy objectives have been reduced to that degree of specific exactitude required to provide an accurate measure of detailed administrative divisions of labor.

(Continued on page 43)

More important is the assumption that it is even possible to divide the organization of foreign affairs, putting policy-makers in one compartment, "implementers" in another, and in a third the gatherer of information on which policy is based. The idea that a group of high policy makers can formulate policy, parcel out sections to different agencies with the expectation that actual impact will coincide with original intention, can be neatly expressed on charts but the facts are otherwise. At every step down the hierarchy the actual direction and impact of policy are altered. This is not deliberate, only inevitable. It jeopardizes the assumption that lines can be profitably drawn between policy-makers, executors and information gatherers; that a total policy can be divided into political, economic, military, cultural and intelligence components and each section handed over to different agencies for execution.

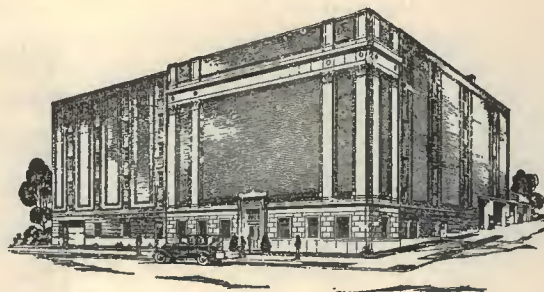
The results of this administrative fence-building are clear. Sometimes an economic policy "implementer," looking solely to the economic segment of the policy chooses methods inconsistent with those of the "implementer" who is working on the political segment of the same policy. The same applies to other "elements" of policy and the permutations are obvious. A man seeking information, if inadequately informed concerning the objectives of others, may waste time pursuing unrewarding leads, or worse, hamper the activities carried on by another agency of his own Government.

There is a gap between "policy-makers" and "implementers" and information-gatherers. Over-all policy toward a country is not hard to know and is usually written in a page or two, disposing of vast complicated subjects by a word. At this level things seem relatively clear. Below this level, policy is segmented and parcelled out to different agencies which develop their own reasons for existence and surround their decisions in a cloak of secrecy more impenetrable than that of over-all policy. Lower down policy begins to re-emerge into view of the "implementers." But by this time the terms of reference have changed and it is very difficult to relate day-to-day decisions to anything in the over-all policy. Thus, foreign policy is afflicted with an hiatus, somewhere in the middle regions, between the policy-forming and "implementing" levels.

This hiatus sometimes causes a rudderless feeling of unreality and lack of direction. Directives from above seem to miss the point relative to local foreign situations. High policy-forming authorities may not get reports meeting their requirements. The cumulative trend of field reports and recommendations cannot be smoothly integrated into over-all policy.

Officials may not receive the information they need. Much information is gathered incidentally to the primary objective of the agency receiving it. This information may never leave the agency collecting it. Theoretically, in Washington, it is finally shared with other agencies. To expect it will often be rechanneled downward to those needing it would be optimistic indeed. Even so, it would be months too old for use.

The solution is not multiplication of "coordinators," who tend to become another complicating factor. It lies in recognition of the fact that foreign policy is an integral job, best managed by merging functions into a smoothly-flowing single process, unencumbered by fine compartmentalization. Let it be recognized that, though they can be abstracted for analytical purposes, we cannot yet practically separate policy-making, execution and reporting as Ford separates finance,



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Policy "implementers" abroad must know as much about the policy and its ramifications as those who wrote it. He who executes policy makes policy. He should take pride in his discretion and should not recoil from participating in matters technically defined as outside his scope. "Policy-makers" must explicitly recognize that from the day it is written, policy begins to change and will never be the same again. Economic, political, cultural, military and intelligence "policies" are not separate operations to be coordinated. They are only different aspects of the same American policy for advancing the American interest. Decision-making should be in the hands of those who have all the information bearing on a given problem. Those who presume to "make" high policy must be certain that *all* pertinent information is considered in the policy-making process. He who reports on conditions cannot be reasonably separated from him who decides what to do about those conditions. There should be a simple unbroken chain of authority, responsibility and initiative from the highest "policy-maker" to the lowest "implementer" and reporter. It should be recognized that all are making policy.

The same tendency to mis-apply American criteria in the foreign field appears at the personnel level in foreign posts. It results from the same lack of concentration on the single purpose of foreign policy, i.e., the advancement of the American interest.

Foreign Service personnel, like other Americans, are uneasy in strange social situations. Poverty, injustice, inefficiency, undemocracy, corruption and unhappiness are particularly disturbing to Americans. They soon learn that mere good will, hard work and generous assistance on their part will not quickly renovate ancient systems representing centuries of historical accretion. But this only makes the foreign situation more incomprehensibly frustrating to Americans. They often fail to perceive that since foreign policy consists of advancing the American interest, it cannot wait on profound, long-range changes in mentalities, social systems and political standards. Hence, many Americans fail to steep the mind in the local customs, personalities, history and political habits of the country concerned. Foreign service personnel are deficient in foreign languages. There is an increasing tendency to concentrate on creating a personal life abroad approximating the material aspects of life in America. This deflects attention from the main job of knowing and understanding the country. The first task of American representatives abroad is to learn the situation and, accepting it, to find ways to achieve the maximum in the American interest.

The obverse of this failing is that, failing to understand the foreign situation in the valid terms of the foreign society, Americans frequently interpret it by American criteria although outside America they may be invalid or irrelevant. One excellent example is the argument over the relevance to American foreign policy of foreign corruption. In America, corruption is primarily a moral problem. Consequently, Americans evaluate foreign corruption in moral terms, although it may be more clearly related to economic, religious or traditional factors. Some Americans invariably regard foreign corruption as a sign of inner moral degradation with which Americans should never compromise. Others, saying

the moral habits of other peoples are no concern of ours, contend that foreign corruption has no relevance to American Foreign policy. Both schools make the error of failing to separate the moral from the political question. One errs in applying rules of personal Christian morality in a field where they are unauthoritative. The other contents itself with asserting, *ad nauseam*, the inapplicability of American moral criteria—as if the negation of morality could ever be a substitute for morality. But in pure terms of the American interest in world politics, corruption should be analyzed relative to its effects on the achievement of American objectives.

In fact, corruption is an important factor in analyzing a situation in terms of the American interest. We should ask ourselves such questions as the following: How does it weaken the viability of a country whose continued independent existence is important? Does it result in uneconomic diversions of American assistance? How is it connected with specific political groups friendly or hostile to America? Do American policies in any way aid in this corruption or militate against it? Can the foreign government control the country indefinitely despite the corruption? Finally, how does the kind and degree of corruption affect factors and forces important in achieving the American interest?

Another result of the misapplication of domestic criteria in the foreign field is the disproportionate growth of administrative overhead. In principle, administrative work is designed as a housekeeping function to handle routine management so that those sent abroad to make, execute and report on foreign policy will be free for their primary task. Actually, administration has grown and acquired its own reason for existence to the extent that the "housekeeping" function bids fair to supersede the principal purpose of a foreign post.

This process has passed the point of diminishing returns and now tends to deflect attention from the substantive tasks of the Foreign Service by over-emphasizing the external circumstances surrounding the central job. Increasing attention is devoted to "Foreign Service morale," which threatens to become a morbid preoccupation in and out of the Service. The usual proposal dealing with the problem involves changed entrance procedures, revised salary scales, liberalized promotion or retirement systems, changed allowances and new administrative relationships or other changes in the external circumstances and almost never deals with the fundamentals of the job itself. There is a tendency to forget that "morale," like love and happiness, is one of those elusive conditions not most successfully achieved by direct pursuit. Morale is a by-product of a felicitous relationship between a man and his job, in which his attentions are directed outwardly toward an object, the achievement of which seems worthwhile in itself. Frequently, bad morale *results* from an unsatisfactory attitude toward the job rather than causing it. To attempt its correction solely by improving the external conditions of employment may direct the employee's attention still further from the central purpose of the job itself, thereby worsening the very condition at the root of the trouble.

Closely connected is an increasing tendency to go to great lengths to make living abroad, as nearly as possible, a copy of living in America. Multiplying administrative personnel to import a variety of goods from America for sale in super-market commissaries, to operate government rental agencies, restaurants, hotels, bus-services, etc., tends to build foreign

### THE AMERICAN PEOPLE (from page 44)

posts into little enclaves insulated from the very political, cultural, linguistic and economic situations which they are instructed to observe and analyze. The process feeds on itself since the addition of new "housekeeping" personnel multiplies administrative problems, thereby requiring more administrative personnel.

This situation reflects a misplaced emphasis. It suggests that it is up to the Government to make the Foreign Service palatable to those who accidentally find themselves in it. The proper emphasis would be the reverse, i.e. in its recruitment, the Government should appeal to persons psychologically and professionally prepared and desirous of going abroad to do a job, aware of the problems and purposes of the Foreign Service. In domestic industry, if a large corporation requires riveters it must surround the job with special financial and security advantages to attract people from other companies and other jobs. But it is wrong to abstract the personnel policies of an automobile company and apply them to a very special type of work abroad. The Foreign Service should not be in the position of competing with business concerns in hiring. A person who chooses between the Foreign Service and a commercial position on the basis of relative salaries, pensions and comforts is not suited for the Foreign Service.

When the Wriston recommendations have gone into effect, the career Foreign Service will number about 4000. In a nation of 160,000,000, surely it is possible to find 4000 people intensely enough interested in the work itself, sufficiently adventurous to enjoy living abroad and flexible enough to adapt to the inevitable problems for the sake of the job. The Foreign Service is not just another job which one takes to make a living. It is a job which one should undertake because he is cognizant of our country's dependence on his performance. Effort should be devoted to attracting certain kinds of people for a known type of job rather than tailoring the Service to make it palatable to an abstract, standard type of employee who is presumed to have drifted into the Service as a job among many jobs. This does not mean that the treatment of the Foreign Service is unimportant or that we should rely on people with independent means. Salaries, retirement, pensions, leave and allowance regulations, should be set so that no outside income is needed. But once done, the system should not be constantly subject to tinkering in an effort to solve morale or other problems which result from other causes, and which possibly will be aggravated by such tampering.

### Conclusion

What is the basic problem of the organization of American representation abroad? It is that, having only recently fully entered into world politics, we have not completely learned that the prime objective of foreign policy is simply the pursuit of the interest of the United States.

What are the lessons to be learned from this fact?

1. That the American people must formulate a specific, dynamic view of their interest in the World and pursue that interest, eschewing moral, legal, or traditional shibboleths which, though good and valid in America, are invalid in world politics.

2. That foreign policy should be organized in a single, flowing process, recognizing that policy-formation, execution and reporting are only different aspects of the same process; that political, economic, cultural, military and intelligence operations are not separate; and that information,

(Continued on page 56)

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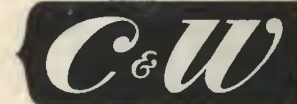
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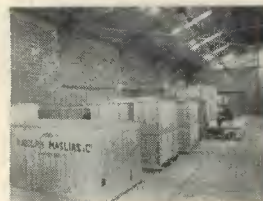
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***Decentralized Planning***

Responsibility for a long range program of technical cooperation, that by law has become a permanent part of the United States foreign policy and which demands decentralized planning and execution by a body of specialized personnel working in the most intimate relationships with foreign governments, will demand extraordinary handling and its administrative and organizational needs cannot safely be overlooked.

The State Department is a highly centralized agency into which decentralized programs can be fit only by changing most of the existing procedures or by separating functions as would be done by tying the diplomatic and technical programs together very near the top but having separate organizations below with close coordination again in the field. The Foreign Service in its traditional role, collects information, data, and intelligence which it feeds into Washington together with appraisal, comment and recommendation. The end product, the foreign policy of the United States, is made in the very heart of the Government, and the power of decision is held in Washington as a result. How diametrically opposed this is to the sound technical cooperation pattern, which is designed to serve in support of that foreign policy. The technical cooperation has to be different in each area to be useful. Its success can be measured only by results in distant lands.

To overcome the problem within a single department of centralization for one purpose and decentralization for another, the best solution will be found in parallel organizations tied together near the top, at or near the Secretary's office by, perhaps, an Under Secretary for Technical Cooperation, and integrated again at the largest field unit, i.e. the country in which the missions operate. These ties are essential, the one at the top because the foreign policy must control the operation, and the one in the field because disunity there will defeat all purposes. Separate but parallel organizational lines between the two levels of conjunction are equally required, however, because the flow of work is in opposite directions and the functions are as different as chalk and cheese. Many an ambassador has been horrified when first introduced to a technical program abroad by urgent messages crossing his desk on such subjects as the shipping schedules of 75,000 baby chicks or an order for a gross of artificial insemination kits. Wise ambassadors quickly learn to have their desks by-passed by such traffic and paraphernalia of technical cooperation. They still want to see and appraise other messages, however, related to the state of affairs in the countries to which they are accredited. These delicate problems of relationships can be worked out by the diplomatic and technical missions, but they are worked out most surely when the organizational structure facilitates the necessary solutions. Authority has been given by the Mutual Security Act of 1954 to the President to establish missions abroad to carry out the purposes of the Act. Each Technical Cooperation Mission will be headed by a chief who will be under the general leadership of the Chief of the Diplomatic Mission. The tie in the field has been anticipated and provided by law. The structure both above and below this contact is important.

***Field Emergencies***

In fields of administration, adjustments will be needed for the sake of expedition and efficiency. In these areas the problems have the same base in that they grow out of the

centralization-decentralization conundrum. Foreign Service personnel administration is highly centralized, but in order to carry out an effective technical cooperation program some decentralization of personnel administration is required. With programs in action and requiring attention every day, the need may be acute for the transfer of a technician from one city to another in order to avoid a breakdown, and no purpose is served by gaining advance approval from Washington for no judgment can be brought to bear on the problem there, but time is wasted by a procedure requiring advance approval. In an operating program, emergencies arise every single day. A summer school is operating and the teacher falls ill. An anti-malaria team is prevented from spraying its allotment of villages because the truck carrying its DDT supply breaks an axle. Field operations breed problems of operation. The administrator of such a program must be provided sufficient operating room to meet operating needs under the ceiling of his delegated authorities or the work will be frustrated.

Beyond the problem of organizational lines and authorities, is another problem that rises like a mountain range above foothills. This surrounds the providing of personnel to conduct the technical cooperation programs.

***Personnel Problems***

Technical cooperation programs and projects achieve maximum impact and effectiveness when carried on sufficiently long to bring final results. Experience has shown that in almost no instance do two years provide a sufficiently long period, and it seems improbable that in but few will five years be enough. Many programs will require far greater spans. Yet the length of tour of an expert engaged in these programs, under policies followed in the various agencies which to date have had responsibility for these programs, is two years, with some of the experts renewing for a second tour of two additional years after a home-leave break. This is an assignment pattern set by the Foreign Service, but it has major disadvantages in the technical cooperation field. Over and over again, the whole of a technician's original tour has been taken up with preparations which bring forth a project in full flower just as he is ready to go home. Often, too, his successor sees the picture a little differently, wants to make adjustments which only sometimes are justified, and under the second man the work comes off less well than it should have. Before one airily wipes this one off the slate with a declaration that the tour of technicians should be lengthened, he must consider other factors.

The technical assistance problem requires well-qualified, energetic men and women, real experts in their lines. It cannot do with the tyros, brilliant but inexperienced. It often has difficulty with the old expert, who has reached retirement at home but is believed to have a few good years left. The youth does not impress his counterparts and the old man may have lost the habit of doing original work himself and be stranded without the staff assistance to which, through years at the top, he has become accustomed. What the program needs is the expert in the full tide of his career, at the crest of his power, the man with ten or fifteen years of good experience behind him and ten or fifteen good years to look forward to with the expectation of climbing higher in his profession during every single one of them. The program has something to offer the sorts of technically trained men and women it needs, it offers a broader field of activity, a richer experience, and the chance alone to plan and carry out a piece of work. These opportunities attract the right

kind of people. But, also, the program's requirements take these experts out of the main line of their endeavor. They benefit because of two years of such experience, and sometimes because of four, but most of them cannot afford to be away from their professional contacts and their principal jobs much longer. A college professor from Utah State Agricultural College may find two years abroad a great stimulation and a time of achievement, but if he wants to continue his teaching career he will find it necessary to return to the campus in due time.

The answer will be found in building a career service for technical cooperation. Since the program is long range, and is based on permanent legislation, the opportunity for a career service is present. What sort of expertise will be needed and what careers will such programs offer? How can the need for the expert in the full tide of his career be made compatible with a career service?

#### Technical Skills

At the outset it will be clear that different skills and different preparations will be needed by those entering the Technical Cooperation Service on a career basis than by those entering the Foreign Service. The Technical Cooperation Service needs two principal categories of personnel new to American representation abroad. They are (1) cadre of program planning and operation personnel, and (2) a large body of technicians, both professional and skilled, representing the widest variety of disciplines ranging from an advisory dean of a college to a moulder who by doing can teach illiterate men new and improved ways in which to make a casting.

The administrative support of the technical mission personnel, it may be noted somewhat parenthetically, is not so

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## TECHNICAL COOPERATION (from page 47)

different from that of personnel of embassies as to demand different types of employees. Theoretically, a joint administrative service will work for the diplomatic and technical missions. In practice, it is apt to encounter problems requiring close attention. These problems grow out of differences in the types of work performed by the mission served, the one of reporting and representation and the other of actual operations in the field. The latter will consistently demand a much more precise and timely administrative support than the former. Once the administrative support group is tooled up and geared up to the new requirements placed by adding the support of a technical mission, the problems should be eliminated. In this area, therefore, some expansion of personnel, but few if any new skills or drastically changed procedures are likely to be required. In some fields of administrative activity, such as accounting and auditing, the Technical Mission may have needs so greatly in excess of the requirements of the Diplomatic Mission as to dictate the attachment of these functions to the Technical Mission. An imaginative reappraisal of needs in each country, however, will lead to the resolution of problems of servicing the mission personnel.

### *Employment Relationships*

There remain, therefore, the two classes of personnel new to the United States representation abroad that must be considered, namely program planning and operation personnel and technicians. During the four years that technical cooperation has been an arm of our foreign policy, several experiments have been tried. At first the function was established in the Technical Cooperation Administration, an agency of the State Department with an indirect responsibility to the Mutual Security Administration. In mid-1953 through an executive reorganization, it was incorporated in the new Foreign Operations Administration. Under the Mutual Security Act of 1954, it will be returned to the State Department, as has been noted. The experimentation has been even greater in types of employment relationships. Personnel has been assigned, detailed, and transferred from other Federal agencies, both in the categories of program direction and of technicians; personnel has been recruited on contracts with a variety of agencies such as universities, engineering consulting firms, and foundations; and personnel has been recruited directly by the old Technical Cooperation Administration and its successor, the Foreign Operations Administration. At one time it has been possible to enumerate 22 separate employers<sup>1</sup> of the personnel included in a single technical cooperation mission abroad, each employer with some strand of relationship still clinging to the individual, opening the possibility of division of loyalties

<sup>1</sup>The Iran Mission is referred to here. The total number of employees was about 260 and the employers were: the Foreign Operations Administration; the United States Department of State; the Bureau of Indian Affairs, the Bureau of Reclamation, the Fish and Wildlife Service and the Geological Survey of the United States Department of the Interior; the Foreign Agricultural Service of the United States Department of Agriculture; the Public Health Service and the Office of Education, the United States Department of Health, Education and Welfare; the United States Department of Labor; the United States Department of Commerce and its Census Bureau; the Near East Foundation; the Utah State Agricultural College; the Brigham Young University; the University of Utah; the University of Southern California; Syracuse University, which in its motion picture team had representatives of the University of Minnesota and Pennsylvania State College, in addition to its own staff members; the firm of Litchfield, Whiting, Severud, Panera and Associates; and the International Materials Testing Corporation.

and of introducing difficulties of administration and management.

In 1954, under Governor Harold E. Stassen, the Foreign Operations Administration began two lines of actions designed to unify the staff. It has endeavored to transfer, for the duration of their foreign assignments, to its rolls the employees it has been using of other agencies of the Federal Government. It has begun to contract with universities on a longer term basis both for personnel and to assume a larger degree of technical supervision of segments of programs in specific countries abroad. These certainly have been steps taken in the right direction. Experience has been too brief so far to determine whether these actions can be made to supply a major part of the needed answers. They will not provide a substitute for a career service, however.

The Mutual Security Act of 1954 provided for appointment by the President of a chief and deputy chief of each technical cooperation mission. The Congress has from time to time reserved such positions for executive disposal both in the domestic and foreign services of the United States and there is nothing inconsistent in this action when related to a career service. In recent times in the diplomatic service, where the authority of the President is similar, there have been many career Foreign Service Officers appointed as Ministers and Ambassadors to head important missions. This tendency has strengthened the career Foreign Service, and, where appropriate, if followed in the administration of the Technical Cooperation programs, might have a similar effect there in future years, but, of course, such a development must follow establishment of a career service.

The new Technical Cooperation Service should be established to include carefully developed grades parallel to grades of comparable responsibility in the Foreign Service. In all appropriate respects, compensation and allowances should be equal in the services. The new services should include all members of that cadre of program planners and operation people required in the administration of the program. Policies should be established of promotion on merit, interchanging personnel among missions, rotation between field and Washington assignments, and of home leave and similar considerations that go with service abroad.

### *Unified Technical Service*

It is the body of technicians which provides the major problem. While not all of the technicians will be required to have the same high qualifications generally thought of when the term "expert" is used, the requirements are apt to be for a greater number of technicians in the higher grades than can be tolerated in the ordinary career service. The need for more technicians at higher grade levels destroys the pyramid of the usual career service in which large classes are admitted at the bottom and through weeding, and selective and natural processes are thinned with the passing of time and the climb toward the top. This problem can be met in two ways consistent with the principle of a career service. The technical grades can be established as appropriate in the service. Opportunity should then be provided for advancement up the career ladder of those who are needed and admitted into the service at the lower grades. This would be in parallel with other career services. A policy in further support of the service could then be adopted by which technicians in career services of other government agencies and in such services of approved universities and other institutions could move freely in and out of the technical division of the Technical Cooperation Service at the

higher levels. This would require consistent policies on the part of the other agencies to allow absences of technicians for the purpose of service abroad without loss of tenure and seniority. These agencies would gain sufficiently through the broadening influence of such service on their personnel as to warrant their support. Some progress in making this type of improvement in the technical branches has been made by FOA. Action so far is, however, short of the establishment of a career service.

#### Contract System

The policy of contracting with universities and other agencies instituted by FOA has considerable promise. If the personnel recruited under such a contract should move temporarily into the unified technical service proposed, it would help administration without reducing the value of the contracts. Otherwise some increase in the cost of administration and some unnecessary difficulties in the operation of the programs will inevitably have to be tolerated. For example, each contractor will have to maintain his own administrative overhead, thereby introducing some added costs and duplication, and a multiplicity of interpretation of regulations will introduce inequities and staff friction.

In addition to the recruitment of personnel, the universities and agencies are expected under the contractual arrangements that are being worked out to assume responsibilities for direction of segments of the operations that are covered by the contracts. This feature of the contracting method has the advantage of providing, in theory at least, a backstopping of the program that will tend to stabilize it. It would be expected, for example, that while personnel would rotate, a project would continue to follow a plan of action until it had been demonstrated to need change or until the project had been completed, because of the backstopping of the agency holding the contract and the continuity of its supervision of the project.

Some examples of successful introduction of stabilizing influences under the contract system have been recorded, but experience is not conclusive on the point. The original Technical Cooperation Administration introduced the policy of engaging the general technical backstopping of other Federal agencies in support of the technical projects abroad. Except in instances in which the agency was required to plan and carry out a specific project, little use was made of this type backstopping. The arrangement proved to be too nebulous to warrant provision of a special staff in the United States, and without such a staff there was no real focal point for the support operation, which became desultory and languished, if indeed it ever began at all. With passage of time and establishment of a continuity of programming through a career service, these problems will be reduced and made more manageable in any event.

A fair appraisal of the present situation is that the full importance of the steps that have been taken to make technical cooperation a permanent policy of the United States have not been adequately reflected in the administration of the program. With the return of the program to the Department of State, as contemplated in the recent law, the opportunity will be provided to correct this deficiency. Some reorganization will be necessary, however, successfully to do so. Beyond this are the greater problems revolving around the staffing of the new work on a plan consistent with its long range needs. A Technical Cooperation Service is called for, and the present is the time to plan to institute it as a new career in the American representation abroad.



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#### SELECTION BOARDS (from page 31)

the grade which will accurately reflect his place in line when the next selection board puts, or tries to put, the whole class in a queue with the best man at the head and the poorest at the tail. But, somehow, the selection board is charged with exactly that duty. Be it possible or impossible, it must be done.

Some of the "5" officers, as graded in the field, the selection board, in effect, must raise to "6", for by definition the upper sixth of the class must contain one-sixth of the names. Similarly, the selection board, in effect, must fill each lower sixth of the class with exactly one-sixth of the names. This means that many officers rated "5" in the field end up in the selection board's rank order list neither as "6" nor "5", but as "4" or even lower. Actually, the selection board in its final vote does not deal in sixths at all, but in scores which each of the board's four voting members casts, and which, when added together, may range from 4 to 40. However, the essence of the problem is as just described. Since everyone cannot ride with the engineer, some have to be sent back to the caboose. When funds for promotion are limited in the budget, the first ones to be promoted are those up front. That is the chief purpose of using a selection board. Other selection board functions are secondary. It would be pleasant if it could be said of the selection boards, as of the king recalled by Gilbert and Sullivan, that they had a heart twice as good as gold, "so to the top of every tree promoted everybody." But it just can't be done.

It would be foolish to believe that the present Foreign Service promotion system is beyond improvement. It would be rash to maintain that it makes allowances for all inequities. But this I do believe: everyone connected with the selection and promotion system at the Washington end, including the members of the selection boards, strives to insure that nothing but an officer's merit shall determine his position in the promotion queue, however unpronounceable his name and whatever hue his skin. If I were a young man starting my career I should have no hesitancy in joining the State Department's foreign service corps, if they would take me, in full confidence that in the long run my own merit would determine my advancement. Now and then I might be slowed up at one post or another—or speeded up by some fortuity. But I know, from what I have seen during my work on the selection board, that to rise in the Service one need not have an independent fortune or belong to the alumni of some particular university.

**Quotations**

THE HONORABLE FRANCES P. BOLTON, Congresswoman from Ohio, in a recent news letter describing a "Busy Day in Mozambique" wrote: "Back at the U.S. Consulate in Lourenco Marques, I discussed with Consul General R. Smith Simpson the work and objectives of this United States outpost. Here, as in each of the American installations I have seen, devoted Foreign Service people work hard and long at furthering the best interests of the United States. I am always happy to be able to express the American people's appreciation for their efforts."

An editorial titled "Whipping Boy" in the January 11 issue of the Charlottesville, Va. *Daily Progress* says, in part: "So long as the world is marked by major trouble spots, the State Department, our agency of contact with the world, is bound to be blamed for some of the difficulties beyond our shores. But, particularly in a wild-swinging election year, we ought to try to keep these criticisms from going to foolish extremes."

"Certainly the Department is no more immune from criticism than any other agency serving the nation. But neither is it to blame for all the sins of the earth. . . .

"Of course the Department makes plenty of mistakes. But a good many of the events and attitudes that develop in lands abroad reflect forces over which the State Department, and indeed this country, has no control whatsoever.

"It should not have to be said that the world is full of independent peoples who decide quite a few things for themselves, without consulting the U.S. State Department."

Ernest K. Lindley, writing of USIS work in Asia, said in the December 19 issue of *Newsweek*, our information methods "are sound for the long run because they are rooted in regard for the truth."

Mary Van Renssalaer Thayer, in Addis Ababa for the Silver Jubilee celebration of the coronation of Emperor Haile Selassie, wrote in the December 2, 1955 *Argonaut*:

"Constant companion to the Emperor was an old friend, Addison Southard of San Francisco, who was U.S. Minister to Ethiopia from 1928 to 1934. Mr. Southard, now retired, is cheerful as a cricket, full of tales of Ethiopia before the days of planes, automobiles, and roads. When Haile Selassie toured the U.S.A. he invited Mr. Southard to stay with him in New York. The invitation was repeated for the Jubilee. Once arrived, he was tucked into a handsome suite in the palace, assigned a military aide, treated like royalty. The Emperor managed to find time to chat with his guest. They had wonderful fun comparing notes on the past."

**Appointments**

THE HONORABLE AMOS J. PEASLEE, former Ambassador to Australia, has been named Deputy Special Assistant to the President with the personal rank of Ambassador.

THE HONORABLE JAMES J. WADSWORTH has been designated as the U.S. Representative for International Atomic Energy Agency Negotiations. He succeeds the HONORABLE MOREHEAD PATTERSON who resigned November 30, 1955. AMBASSADOR WADSWORTH will continue as Deputy Representative of the United States to the United Nations, where he has been serving since his appointment in February, 1953.

HORACE E. HENDERSON, a former president of the United States Chamber of Commerce, has been named a consultant to the HONORABLE JOHN B. HOLLISTER, director of the In-

ternational Cooperation Administration. Mr. Henderson will help recruit executive and administrative personnel.

**Stegmaier Wins Award**

The Incentive Award committee of the Department of State has granted the highest award in its history—\$1000—to RAYMOND L. STEGMAIER, Technical Security Officer. The award was made for a safe-locking device which Mr. Stegmaier invented as a replacement for the locking mechanism on a four-drawer, three-way combination cabinet. The original locking mechanism has always functioned erratically, often resulting in failure to lock the bottom drawers.

The Department has ordered 10,000 of these locks at a cost of 12 cents each. It is estimated that the new lock will save approximately half a million dollars, since some 3000 combination cabinets which would have to be replaced are now useful for classified document storage.

**Redistribution of Territorial Assignments**

Effective January 1, 1956, a redistribution of territorial assignments of the geographic bureaus resulted in the transfers listed below.

**From EUR to FE**

AUSTRALIA	NEW ZEALAND
Canberra, Embassy	Wellington, Embassy
Sydney, Consulate General	Auckland, Consulate
Melbourne, Consulate	Christchurch, Consular Agency
Perth, Consulate	

**From EUR to NEA**

UNION OF SOUTH AFRICA	MADAGASCAR
Pretoria, Embassy	Tananarive, Consulate (closed)
Capetown, Consulate General	
Johannesburg, Consulate General	
Durban, Consulate	
Port Elizabeth, Consulate	

**IN MEMORIAM**

ANDERSON. Harry L. Anderson, Foreign Service Staff Officer, died on January 17, 1956 in Greenwood, Massachusetts. Mr. Anderson's last post was Berlin. He had been in the Foreign Service 30 years.

BAY. The Honorable Charles Ulrich Bay, former United States Ambassador to Norway, died on December 31, 1955 in New York City.

SKINNER. Helen Wales Skinner, wife of the Honorable Robert P. Skinner, died on January 26, 1956, at Belfast, Maine.

**BIRTHS**

MACCRACKEN. A son, Andrew Frost, born to Mr. and Mrs. John G. MacCracken on December 5, 1955 in Washington, D. C.

MORELAND. A daughter, Jocelyn Felicia, born to Mr. and Mrs. William D. Moreland, Jr. on December 29, 1955 in Aruba.

NADELMAN. A son, Philip Jan, born to Mr. and Mrs. Jan Nadelman on December 22, 1955 in Alexandria, Virginia.

and are being faced by executives in industry and government. This method involves the reading and subsequent discussion, for instance, of a case which is based on the real-life difficulties facing an executive: (a) in working out a difficult personnel problem; (b) in marketing a new product; or (c) in devising an adequate performance rating system. Such cases, and of course many more dealing with the numerous other aspects of executive responsibility including the formulation of overall policy, are gathered by members of the faculty and Harvard research associates directly from business, labor or government records and administrators. After thorough reading and study by individual students, the cases become the subject of class discussion.

This discussion may be described as taking the form of a large committee meeting wherein the instructor acts as the committee chairman or conference leader, and the students as members of the committee. Frequently, as is true in life, there are no "pat" solutions for the cases presented, no "yes" or "no" answers to the problems that confront the group. Students are encouraged to think for themselves, to recognize the other person's problems and points of view and to see the desirability of resolving individual and personal differences in the interest of the overall goals of a group or organization. The case method arouses the interest of the student through its realistic flavor and makes him an active rather than a passive participant in the instruction process. Students become aware of the diverse problems of industry and government, not by studying unrelated facts and memorizing general principles, but by working out group decisions through the intellectual processes of analysis and synthesis.

As one instructor at the Business School has put it, "The assumption that it is possible by a simple process of 'telling' to pass on knowledge in a useful form is a very questionable one. If the learning process is to become effective, something dynamic must take place in the learner. This truth becomes more and more apparent as the learner approaches the inevitable time when he must go into action." And as another AMP professor says even more succinctly, "Wisdom cannot be told." The case method involves learning by doing, and calls for the utmost in individual and group participation.

This type of instruction, incidentally, with modifications, has been adopted by the Foreign Service Institute in its management courses and a number of cases based on actual situations in the Service are now being prepared for the Institute's use by Harbridge House, Inc. of Boston, Massachusetts, specialists in preparing cases for executive development programs for the armed services and for industrial concerns such as Boeing, Lockheed, Convair and Hughes Aircraft.

#### *Content of Courses Offered*

The cases discussed, as indicated earlier, cover all aspects of executive responsibility, but are broken down into six major groupings, as follows:

1. Administrative Practices, which included cases concerning the development of subordinates, human and personnel relations, determinants of morale and discipline in an organization, problems of communication, and the development of effective leadership as well as analysis of the relations between line and staff members of an executive group;

2. Business Policy, including cases primarily designed to familiarize specialists with problems confronting top management in the field of organization and control, and in

the establishment and maintenance of overall direction and policy;

3. Cost and Financial Administration, which involved discussions of the accounting process and the need therefor, depreciation, source and application of funds, planning, and the budget and control functions in the executive structure of an organization;

4. Problems in Labor Relations, including cases dealing with the collective bargaining process, seniority, arbitration, the handling of grievances, the guaranteed annual wage, public policy towards organized labor, and the historical and ideological differences between U. S. and foreign labor movements;

5. Marketing Administration including analysis and review of such topics as sales, advertising, pricing, product development, market research and planning, sales personnel problems and distribution methods and policies; and

6. Business and American Society, the cases of which were concerned with examination of the social and economic forces which influence and affect decisions of administrators, and included discussion of such diverse topics as the future of Point IV, the annual Economic Report of the President and articles on the Federal debt and architecture in the Atomic Age.

#### *Wives Also Attend*

One unusual aspect of the AMP course is that wives are urged to come to Harvard during the last week of instruction. The highlight of this week is the morning of classes when wives separately discuss cases in exactly the same way as their husbands have been and with the same faculty members. More than 80% of the wives normally attend these special classes and join in the review of selected cases, made available in advance. This participation, as in the case of the suggested participation of wives in many courses offered at the Foreign Service Institute, is designed to stimulate interest on the distaff side as well as to provoke an awareness of the struggle that husbands involved in mid-career and advanced training must undergo. (The professors admit they are always surprised by the spirited and lively discussions generated in these special sessions.)

#### *Application to Work of the State Department*

Of particular importance, of course, is the applicability of the instruction offered at the Harvard Business School to the work of the Department and Foreign Service. And here perhaps one may be excused for becoming a little subjective. To me it seemed that the experience gained by attending the Advanced Management Program would be immensely useful for any officer, whether he be in political, economic, administrative, consular or other Foreign Service work. There might be some disagreement with one challenging thesis of the late Mary Parker Follett, eminent American social scientist and professor of public administration, whose works we discussed. Miss Follett felt strongly that the world of business might eventually show the way to the diplomatists in the difficult and tortuous search for international understanding: ". . . Whatever problems we solve in business management may help towards the solution of world problems, since the principles of organization and administration which are discovered as best for business can be applied to government or international relations. Indeed, the solution of world problems must eventually be built up from all the little bits of experience wherever people are consciously trying to solve problems of relation. And

(Continued on page 52)

this attempt is being made more consciously and deliberately in industry than anywhere else."

However, few can quarrel, it seems to me, with the overall aim of Harvard's three months' course to produce a broader, more useful and productive citizen. Obviously, Harvard cannot guarantee to produce good executives for the Foreign Service any more than it can promise that every corporate graduate will be a company president. However, the discussions and the exposure, in class and out, to the problems of business men, and the eventual awareness that little but nomenclature differentiates the executive problems of the Chief of Mission in London and the President of International Business Machines Corporation, would seem to me to be of interest and importance to any Foreign Service Officer.

More specifically, however, and to cite only a few examples, the course in Administrative Practices, including the emphasis on developing an individual's ability to get along with, work with and lead others, is certainly applicable to the work of the Service, whether it be in the conduct of negotiations abroad or in the executive direction of an office or a mission. From the problem of what to do about a personnel situation in an office organization, to the importance of maintaining discipline and morale, to the overall difficulties confronting the executive who is occasionally charged with breathing new life and a team spirit into a tired or directionless organization, the application to the work of the Service seems pertinent.

Problems in Labor Relations is another course, the usefulness of which would appear marked. The background gained in this class, in active classroom participation with members of the AMP as well as foreign and American union officials who attend the Business School's Trade Union Program and who participate with management in this particular course, should be of use to officers assigned to labor or economic reporting work or to others who may be called on to discuss such matters with labor and other leaders in this country and overseas.

In the field of Marketing Administration, one might expect to find less application to Foreign Service work. But again, awareness of today's problems and an understanding of such fields as sales, advertising, pricing, market research, and so on, have a very direct usefulness for Foreign Service Officers, particularly those assigned to economic, commercial or trade promotion work. Nor should officers be excluded who may be assigned as principal or deputy principal officers, or who might be in a position otherwise to assist American business men overseas or officials from other governments who seek advice on American marketing methods and techniques. And so it goes. Similar immediate and long range pertinence to the work of the Service is abundant in each of the courses offered.

To sum up, the enforced hours of study, the different surroundings, the exposure to a world of new ideas and new approaches to problem solving, as well as the divorcement from familiar domestic life and responsibilities make for difficult adjustment. But the benefits are great. The experience of living, eating, and talking out cases with more than 150 other students, representing many different parts of the world and our own country, different specialties and occupations and different personal backgrounds is broadening and beneficial. The process of becoming friends, of

## AMONG OUR CONTRIBUTORS

**Norman Hannah**, author of "The American People—Foreign Policy and the Foreign Service" entered the Foreign Service in 1947. Now on the Iranian desk in the Department, he has served in Shanghai, Bangkok, Tabriz, and Tehran. This article won second honors for Mr. Hannah in Category A of the JOURNAL's recent Essay Contest.

**Perry H. Culley** who contributed the article on executive training at the Harvard Business School, "AMP 28—'Wisdom Cannot be Told,'" joined the Foreign Service auxiliary in 1945, and has since served in Paris and Montevideo, and in Washington as a Departmental Officer. Prior to his assignment to Harvard, he was Assistant to the Director of the Executive Secretariat, and he is now head of the Department of Field Training of the Foreign Service Institute's School of Management. In 1954, Culley served as a staff member of the Secretary of State's Public Committee on Personnel.

**Herbert M. Bratter**, a public member of the Ninth Selection Boards, gives an "outsider's" view in his article, "A Public Member Looks at the Selection Boards." Mr. Bratter who has lived in the Far East as a statistician for the Chinese government in 1921-23, and as assistant commercial attache in Tokyo in 1934, has, since 1937, been a correspondent for magazines in the economic field, and has written numerous books and articles on international financial and economic affairs.

**Mary Alice Holmes**, author of "Visit to Bavenda Land," is the wife of Edward W. Holmes, Second Secretary of Embassy at Pretoria. Her story is an account of a trip which she and her husband made through northern South Africa.

**Daniel N. Arzac, Jr.**, contributor of the Story of the Month, "Cambodian Prophecy" entered the Foreign Service in 1954 and is on his first overseas tour in Phnom Penh.

**William E. Warne**, Director USOM, Brazil, has had more than twenty years in U.S. Government service. A former newspaperman, he started his government career as Chief of Information for the Bureau of Reclamation, Department of the Interior. During the war, he served with the War Production Board. In post-war years he returned to Interior where he was Assistant Secretary for Water and Power. Prior to his assignment in Brazil, Mr. Warne was Director USOM, Iran.

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exchanging views with these men both in the classroom and out, is stimulating and challenging, and the opportunity to learn new techniques, ideas and theories at a university such as Harvard, in the middle of one's working life, is certainly rewarding.

And finally there is the realization that many of the real problems of the State Department—those of communicating our ideas, of developing our officers, of creating and maintaining an atmosphere of high discipline and morale, in effect, of really getting along with and understanding people—are also the very real problems of the American business community. In their satisfactory solution will lie the key to our nation's continuing economic prosperity as well as to the quality and success of our substantive endeavors in the realm of foreign affairs.

didn't speak English and since it is not etiquette to speak directly to a chief I directed my remarks to the Commissioner for translation. I said I was sorry he was sick and he answered: "Yes, I am very sick." He said he wanted his picture taken but I replied I feared it was too dark in the hut. Then he repeated several times he was a very big chief and, apparently deciding that was enough conversation to bestow on a woman, turned his attention to the Native Commissioner. He reminded the Commissioner of what an important chief he was and how sick he was and told him he wanted his liquor license renewed (an African must have a special license, seldom granted, to buy liquor of any kind. Their beer is home-made.) We left Sibasa, and on the drive back the Commissioner told us that probably the reason the old man was so inhospitable was that he had thought we should have brought him a gift of some whiskey.

The Paramount Chief (or King) of all Venda, Mphephu whom we visited at his kraal the next morning, was a different sort of man. He received us on an open porch in front of his square mud-brick house. Chairs for us had been arranged around a small table on which glasses had been set out. We "Europeans" ("European" in South Africa means any white person) sat at the table while our native guide crouched nearby at the feet of his king, clapping his hands gently together and singing praises: "Our king is great, he is brave as the lion, strong as the ox. . ." Although Mphephu speaks adequate English the Commissioner, as is the custom, addressed him through a translator, telling him that we had come from America and wanted to see how he and his people lived. Eventually the Commissioner asked Mphephu if we might speak to him directly and he assented. He was so painfully shy that we found conversation difficult. We admired the decorated paintings on his hut, and he said that one of his wives had done it with colors made from clay and earth found in the vicinity.

Then one of his wives entered the porch, shuffling along on her knees as women may not stand in the presence of the king. She carried a wooden bowl of "beer" and a hollowed-out gourd with which to ladle it. The woman wore only a sort of print cotton wrap-around skirt; as she was his most recent wife and had not yet borne children, she was not permitted to cover the upper part of her body. She was beautiful. We noticed that although our glasses had been filled the king had no beer, and we didn't know whether to drink ours or wait for him. The Commissioner rescued us with the explanation that Venda chiefs always drink alone to the accompaniment of their subjects' praises. When we had emptied our glasses the woman ladled beer into the king's cup (he used a tin mug) all the time keeping her face partially averted, as no woman may look directly into the eyes of a chief. As Mphephu drank the male Africans present clapped their hands softly and murmured his praises.

Later that day Mphephu proudly showed us around his kraal. It was delightfully clean, well-built and comfortably arranged, with low mud seats here and there in between the little round huts. He took us to his lands, which, because they have an irrigation scheme introduced by the government, can produce vegetables for cash sale to urban areas. We saw his little wooden one-story school-house, where classes for Venda boys and girls were going on in Afrikaans, in English, and in Venda. It was a wet windy day and I noticed that very few children had on any sort of warm wrap. I asked the school principal if the children weren't cold

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(several South Africans have told me that Africans don't feel the cold!!) and he said, "yes, they are cold. They suffer very much in winter." This is the first year that the lands have had irrigation. Perhaps by next winter the income from the sale of vegetables will show itself in a few comforts. (Having any cash income at all makes Mphephu's tribe the rare exception among Africans.)

The school children lined up outside the school to sing to us before we left. They stood silent, shivering and patiently waiting for their teacher to give them the signal to begin. The song they sang is a Zulu (powerful and once war-like tribe now scattered widely throughout South Africa) song, but it has been adopted as a sort of national anthem by all the black peoples of Central and South Africa:

"Kosi sikolela Afrika . . ."

"God have mercy on Africa".

BOOKSHELF (from page 39)

pulsion of the UFO's. Despite a few moderately technical and scientific passages this book is quite readable. Once you start it, your interest is held to the end.

**International Year Book and Statesmen's Who's Who**, edited by L. G. Pine, *Burke's Peerage Limited, London and Frederick A. Praeger, New York, 1955, 1317 pages with index. \$25.00.*

Reviewed by FRANCIS COLT DE WOLF

This handsome book contains invaluable information concerning the United Nations and other international organizations, all the states of the world, and a Who's Who of the world which should be in every library, including those of the Foreign Service.

We were left the tenants of a twelve-room house in a suburban part of the city. Only two of the rooms were more than very barely furnished, and our insufficient salary did not permit of our buying any pieces of the better class of French furniture. We were the rather rueful recipients of a sum of one thousand dollars a year, a few notarial fees, and permission to go into business; all this in a country where at that time all the necessities of life cost more than in our own land. The permission to go into business was then not practical for us for we had no knowledge of the requirements of the community in which we lived, and before we gained that knowledge the Department raised our salary to fifteen hundred and removed the permission.

In spite of a respectable outward appearance, the Consulate with its twelve rooms did not possess a single closet, cupboard or shelf of any sort. Our cellar had an earthen floor which, in summer was a pile of dust and during the rainy winters a mud hole. We had no bathroom and only one water faucet, that in the kitchen. We could use the city water for cooking, and toilet purposes but only after boiling. The Loire, from which it came, was then a typhoid laden stream, and looked as clear and transparent as though it had been distilled. The Government recognizing that it would not be well to kill its emissaries supplied us with an American distilling machine, which we used constantly for drinking purposes. For our bathroom we installed a small tin tub in one of our empty rooms which the maid had to fill with large pitchers of hot and cold water carried up from the kitchen. Our kitchen stove was a decrepit soldier which had to be seated on a brick shelf and supported in front by two disabled legs. There was only one fire bowl resting without any protection against its red hot surface in the midst of a sheet iron box dignified by the name of oven. In it nothing could be baked as I discovered to my sorrow, when once after a period of homesick longing I tried to bake a pumpkin pie. It emerged from our so-called oven burnt to a crisp around its edges and entirely uncooked below. Yet with such an instrument alone our maid managed to serve us every evening a four-course dinner, and a delicious one at that. We had no gas, no electricity, and worst of all no sewers. For a time we were obliged to use candles, but one day we acquired a Rochester lamp and felt thereafter as if we had met Aladdin and he had bestowed upon us a bit of Heaven. We took two rooms of our twelve—one for each of us—fastened racks to the walls, cross pieces in the corners, hung up dark curtains, and used them for our clothes and trunks. Another room we furnished in a style compatible with our means, and dedicated it to our guests of whom there were more than one might suppose. The rest of our upstairs we locked up. Some of our furniture was of fearful and wonderful construction. Our bed was a brass monster, a quarter again as long as an American bed and two-thirds its width. To say the least it was not comfortable. We could not afford to buy the wardrobes, toilet tables, and chests of drawers, necessary to furnishing a bedroom, and with an eye to a poverty stricken old age we had no intention of spending for the Government the little we had saved. It seemed only fair to us, that we should be given enough of a salary to enable us to pay for the necessities of our position. So we put up as respectable a front as we could with our few pieces of good furniture in the salon, an excellent and very inexpensive maid reigning in our kitchen, and a smile for every one, which last we found very much appreciated by Frenchmen. To help out we began

to make toilet tables from boxes and cretonnes—lamp stands—and stools. In a moment of joyous optimism I essayed a couch, and constructed it with such a lump in the middle, that in spite of its good looking surface, I spent a large part of my time thereafter at my receptions in steering guests away from its uncomfortable top. We had two wonderfully carved and upholstered chairs, large enough for giants, and in them I always seated guests who arrived at inconvenient hours, and proceeded to wait politely until after as much twisting and turning as they could endure, they bade me a courteous farewell.

Behind the Consulate was its one redeeming feature, a delightful garden. Fruit trees were trained along its walls. Pinks ran around all its paths and flower beds. Less attractive were colonies of snails which scalloped the edges of my roses, ate up my pansies and crawled all over the garden seeking what they might devour. They were the large edible snails, so at last I began to gather them, giving them to the market people who came to us. One day I had the shock of my life when a man began to pull them out of their shells and eat them alive. There were laurel leaves in our garden which gave a delightfully mysterious flavor to all our soups, and most glorious of all a nightingale sang to us every evening.

At the end of a year, when our lease for the Consulate expired, my husband decided that a more central position for the office would be desirable. From the time of our arrival, when for six weeks the Consul had done nothing but catalogue and arrange the records of the office for a century back, public interest in the Consulate had been steadily growing, so we decided to take an apartment in the business center of the city. The place we finally chose was considered a very fine one, in a city where apartments were scarce. We had nine rooms, all of them large and the walls, we discovered, were dripping with moisture. When I asked my maid if the other apartments in the building were in the same condition she replied, "But of course, Madame. Those who live in them shut the windows, and Madame always leaves hers open, which is a very dangerous thing and gives everybody colds." Through building as large fires as we could in our miniature grates, and buying a small anthracite stove which we could roll all over the place and attach to all the chimneys in our fireplaces, we finally dried out our walls and brought the temperature up to sixty degrees. Our bedroom was in the front of the house and at five every morning iron wheeled carts, old women driving market wagons, small boys, and men wearing heavy sabots, pounded along over the huge cobblestones which had paved the narrow street for hundreds of years. It was a long time before we became used to our five o'clock orchestra. We had gas in our new home and when I first saw the fixtures I could not take my eyes from them. But still there was no bath and our tin tub had to serve as of old. The kitchen sported a dull brick floor but was as destitute of every convenience as was that in our first home. Owing to our limited bank account we suffered from many privations.

When we were sent to a new post, we were obliged to pay all the expenses of transportation except my husband's rail and steamship fare. Later on we were stationed in countries to which all of our great industrial organizations sent representatives. Some of them were paid ten thousand a year, some made twenty-five thousand on commission. Many of them were given a vacation every two years, during which time the companies paid their expenses, allowing them to

travel in all the luxury furnished on steamships and trains. Their salaries allowed them to live at their posts in a style impossible for any Consul dependent on his salary. Money is not always a recommendation for other than business ability, and no foreign representative of our Government should be obliged to depend upon his private fortune for means with which to represent his country properly. With our fifteen hundred a year in Nantes we had to contrive, and go without any number of things we needed for ourselves in order to keep up appearances.

Afterwards, when we were sent to New Zealand we paid fifteen hundred dollars of our own money in addition to my husband's fare, for my transportation and that of our possessions, which after seventeen years in Europe had increased greatly. In the meantime, at our various posts, we did a good deal of entertaining of people we did not know, who came to us with letters of introduction from many sources. We were always glad to meet them, and some of them are still personal friends. Often a certain amount of attention was demanded for officials traveling abroad on some mission for the Government. Nevertheless, although we found a great deal of pleasure in meeting our compatriots, when our budget was balanced up at the end of the year, there was always a goodly sum under the head of official entertaining. The social obligations in some of the cities in which we lived were also very strenuous and in Europe if a Consul expects to attain a position which will enable him really to help his Government, he is obliged to recognize these social mandates. If he does not he is not considered a gentleman, and loses the friendship which might be of great benefit to him in his work. During the first sixteen years of my husband's service it was extremely difficult to make ends meet. At the end of that period my husband was made a Consul General, and we rejoiced greatly in the slight increase in his salary. Nevertheless, we still had all the old expenses of house rent, entertaining, and transportation to pay out of our own pocket. With one exception during our entire term in Europe of seventeen years this policy resulted in our living in large, insufficiently furnished, ancient buildings, where rents were cheaper than appearances. If there were any conveniences to be had anywhere our salary did not permit us to avail ourselves of them. Always we had a vision of a pensionless old age.

We knew that the State Department was doing all in its power to remedy this state of affairs, but we had very little hope that it would be able to convince a Congress taken up with an infinite number of affairs in this country, of the importance of any change in its foreign service. Other countries were giving their consuls many things which we did not consider it necessary to give ours. Japan, for example, in one country where my husband served, paid its Consul a very generous salary in addition to rent for a handsome office and a beautiful private home, and a large sum for official entertaining. When the Japanese fleet visited the city the Consul gave a magnificent ball to the officers of the fleet inviting to meet them all the principal people of the town. At almost the same time we were hoping that the American fleet would not appear while we were at the port, because we would not be able to entertain in suitable fashion.

When Theodore Roosevelt put the consuls under civil service, by Executive Order, our representatives began to be respected all over the world. You of the present generation are infinitely better off than we of the old regime ever were.

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#### NEW LEGISLATIVE PROPOSALS (from page 32)

the new Class 4 and the rest going into new Class 5. Classes 1 to 3 would be unaffected.

Constitutional changes of this kind are bound to be disruptive. To the extent that one group of officers is, or feels itself to be, placed at a disadvantage with respect to another group, morale is bound to suffer. There have been too many instances in recent years where changes have fallen un- equally on personnel. (The following Editorial on Promotions deals with a case in point.) There will no doubt be concern in the lower Foreign Service classes at the latest proposals. At the same time it can be argued that the relative position of officers in present Classes 5 and 6 would be unaffected, since the number of officers ahead of them would remain the same. While the plan to split the present Class 4 raises the spectre of inequity, there are certain mitigating provisions under consideration to offset this. Thus it is proposed to retain in present Class 4 all those who were recommended by the Selection Board and eligible for promotion to Class 3 this year but were not so promoted because of the absence of vacancies in the higher class, and all those whose salary, as of July 1, 1956, would be higher than the maximum in the new Class 5. Furthermore, it has been suggested that all those who are transferred from present Class 4 to the new Class 5 because of inability to meet the foregoing criteria will retain their eligibility to compete for Class 3 next year on the same basis as if they had remained in Class 4.

Of perhaps even wider implication for the Service is the proposed amendment to Section 517 of the Act of 1946. It will be recalled that last year, the Congress limited the number of officers who could be integrated from other Government agencies to 40. It is now proposed to request authority to integrate another 125 from this source. Moreover it is proposed to restore previous authority to integrate, without limitation on numbers, Reserve Officers who are found to be qualified and who serve 3 to 4 years in that capacity. This is a wide open door indeed. The reasons given for the need for such legislation are even more disturbing, for it is argued that difficulty will be experienced in recruiting personnel for the Reserve unless they can be given reasonable assurance that they can at least be considered for appointment to the Foreign Service Officer Corps. This is a far cry from the original concept of the Reserve as a means for temporarily infusing specialized personnel into the Service for specific tasks.

If, after the temporary dislocations of the Wriston Pro-

(Continued on page 56)

## NEW LEGISLATIVE PROPOSALS (from page 55)

gram, we are to restore the concept of a career service recruited through examination at the bottom, we must sooner or later eschew such temporizing expedients. The danger may not be now. We can accept the explanation that there is no present plan to bring large numbers of officers from outside the Department into the Service (although the very mention of another 125 is far from reassuring in this respect). But what of the future? Can we be sure that these provisions will not create a constant temptation to travel down the easy path of integration rather than the admittedly more difficult route of recruitment at the bottom?

The JOURNAL has the deepest sympathy and respect for those charged with responsibility for administering the Foreign Service. Their task is admittedly an unenviable and difficult one. We believe in their sincerity, good judgment, and dedication to the best interests of the Service. But we cannot forget that it was failure to look ahead and strengthen the Service by recruitment at the bottom that gave rise to some of the more far-reaching aspects of the Wriston Program. We are confident that those who have come in under that program, those who preceded it, and those who have joined the Service recently at the bottom are as one in their desire for the speedy reestablishment of a career service based on the rule and not the exception.

## PROMOTIONS (from page 32)

they occupied prior to integration. The Report notes, however, that provision for such retroactive eligibility has not been regarded by the Department as authorized by existing law. Even had it been legally feasible, however, such additional time would presumably also have been credited against the same officers for purposes of the "selection out" provisions of the legislation. This, it would appear, might well have worked a more serious injustice against them than any which may have resulted from eligibility rules as formulated for the Ninth Selection Boards.

While it can scarcely be denied that the newly-integrated officers have been placed at an initial disadvantage by the inadequacy of their past performance records, it is our opinion that no one who has actively participated in the work of the Selection Boards can believe that this disadvantage will be anything but temporary and transitory, or that such officers need have any fear that in the longer run advancement will not be strictly commensurate with performance and ability, for them as for all other Foreign Service officers.

The JOURNAL firmly believes, moreover, that the way to meet the problem raised by the Hardy Committee Report is not, as the Report suggests, to establish separate criteria, even temporarily, for the promotion of newly-integrated officers, but rather to make certain that uniform criteria are applied to all officers in the Foreign Service and so administered as to discriminate against none.

## AMERICAN PEOPLE (from page 45)

authority and responsibility must be shared on a basis of actual need rather than of an arbitrary definition.

3. That the job of the Foreign Service is to devote maximum energy to pursuing the interest of the United States and therefore, that the Foreign Service should be recruited to fit the job rather than the job cut to fit the Service.

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## PROMOTIONS

Whatever opinions we may have of the substance and conclusions of the Hardy Committee Report, it has performed a service in highlighting the problem and underlining the importance—indeed, the necessity—of maintaining and administering the Foreign Service promotion system in such a way as to ensure that the prevailing rigorous standards of advancement through merit are enforced as uncompromisingly and equitably for the newly-expanded Foreign Service as they have been for the smaller Service of the past.

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