

NOVEMBER 1966  
60 CENTS

**F**oreign  
**S**ervice  
**J**ournal





(Order the wine first; be a food snob)

There is a great deal to be said for ordering the wine first, especially if you have never been in the restaurant before. You don't know *it*, but you do know Paul Masson. So you pick one you are in the mood for (our 4 California champagnes and 16 table wines cover a lot of moods)

...and then you say: "Now what dish would you recommend to go with this Paul Masson Chablis (or whichever)?"



# FOREIGN SERVICE JOURNAL

PUBLISHED MONTHLY BY THE AMERICAN FOREIGN SERVICE ASSOCIATION

## AMERICAN FOREIGN SERVICE ASSOCIATION

DOUGLAS MACARTHUR, II, *President*  
ROBERT F. WOODWARD, *Second Vice President*  
GARDNER E. PALMER, *General Manager*  
JANE K. STELLE, *Executive Secretary*  
MARGARET S. TURKEL, *Membership Secretary*  
CLARKE SLADE, *Educational Consultant*  
JEAN M. CHISHOLM, *Personal Purchases*

## BOARD OF DIRECTORS

DAVID H. MCKILLOP, *Chairman*  
KEITH E. ADAMSON, *Vice Chairman*  
PETER P. LORD, *Secretary-Treasurer*  
HARRIET ISOM, *Asst. Secretary-Treasurer*  
ROBERT B. BLACK  
PATRICIA M. BYRNE  
HOWARD V. FUNK  
MICHAEL P. E. HOYT  
FRANK V. ORTIZ, JR.  
JULIUS C. HOLMES, *Ambassador, retired*

## JOURNAL EDITORIAL BOARD

JOHN H. STUTESMAN, JR., *Chairman*  
REED HARRIS, *Vice Chairman*  
STEPHEN LOW  
ROBERT B. HOUGHTON  
LOUIS SCHWARTZ, JR.  
JO W. SAXE  
ROGER C. BREWIN  
LEWIS MACFARLANE

DOUGLAS J. HARWOOD, *Correspondent*

## JOURNAL STAFF

LOREN CARROLL, *Editor*  
SHIRLEY R. NEWHALL, *Executive Editor*  
ELIZABETH N. MCGRAHAM, *Editorial Assistant*  
MARGARET S. TURKEL, *Circulation*  
MCIVER ART & PUBLICATIONS INC.  
*Art Direction*

## ADVERTISING REPRESENTATIVES

JAMES C. SASMOR, 230 Riverside Drive, New York,  
New York 10025 (212) MO 3-3390  
ALBERT D. SHONK CO., 681 Market St., San Fran-  
cisco, Calif. 94105 (415) 392-7144

THE AMERICAN FOREIGN SERVICE ASSOCIATION is composed of active and retired personnel who are or have been serving at home or abroad under the authority of the Foreign Service Act of 1946, as amended. It groups together people who have a common responsibility for the implementation of foreign policy. It seeks to encourage the development of a career service of maximum effectiveness, and to advance the welfare of its members.

The dues for Active and Associate Members are either \$15 or \$12. For FSO's in Class V and above the rate is \$15 and is the same for FSR's, Staff officers and Civil Service personnel in corresponding grades. For Active Members in lower grades the dues are \$12. The annual dues for retired members and others who are not Active Members are \$12. Each membership includes a subscription to the FOREIGN SERVICE JOURNAL.

For subscriptions to the JOURNAL, one year (12 issues), \$6.00; two years, \$10.00. For subscriptions going abroad, except countries in the Western hemisphere, add \$1.00 annually for overseas postage.

The Foreign Service JOURNAL is the professional journal of the American Foreign Service and is published by the American Foreign Service Association, a non-profit private organization. Material appearing herein represents the opinions of the writers and is not intended to indicate the official views of the Department of State, the United States Information Agency, the Agency for International Development or the Foreign Service as a whole.

## contents

November, 1966  
Vol. 43, No. 11

### page

- 18 OBJECTIVE: FREE SKIES  
*By Albert W. Stoffel*
- 22 THE BIRTH OF THE FOREIGN SERVICE ACT  
*by Julian F. Harrington*
- 26 1966: ARE WE OBSOLETE?
- 28 1946 REVISITED  
*by Bernhard G. Bechhoefer*
- 34 THE DEPARTMENT'S HOME 1819-1866  
*by Richard S. Patterson*
- 43 THE ORE THAT MADE THE MONUMENT

OTHER FEATURES: An External Look at PAFSO by George Bain, page 4; Chief Byington by James B. Stewart, page 6; With Our Contributors, page 47.

### departments

- 12 TWENTY-FIVE YEARS AGO  
*by Henry B. Day*
- 31 EDITORIALS: Foreign Service Act of 1946  
Foreign Service Day  
The Long-Awaited Stud Book
- 32 WASHINGTON LETTER  
*by Loren Carroll*
- 36 SERVICE GLIMPSES
- 38 THE BOOKSHELF
- 51 LETTERS TO THE EDITOR



*Monks' Houses near That Luang, Vientiane, Laos*  
by Lillian Eisenberg

## PHOTOGRAPHS AND ART FOR NOVEMBER

Sybil Bonbright, wife of the Honorable James C. H. Bonbright, cover, "Rhode St. Genese, Belgium."

Lillian Eisenberg, wife of FSO Robert Eisenberg, painting, page 2.

Van Dyck Studios, photograph, page 6

William Dempster, cartoon, pages 20 & 21, from the 1966 BULLETIN OF THE ATOMIC SCIENTISTS, copyright 1966 by the Educational Foundation for Nuclear Science.

Harris and Ewing, 1946 photographs of: Julius C. Holmes, page 22; John Kee, John M. Vorhys and James P. Richards, page 24; Carl Strom, page 29; Edmund Gullion, page 43.

Photographs on pages 22, 23, 24, 28, 29, 30, 43, taken in 1946.

S. I. Nadler, USIA, "Life and Love in the Foreign Service," page 33. John Wayne in "The Telegraph Trail."

Library of Congress, photograph, page 34.

Robert Sivard, USIA, painting, "Paris Scene," page 41.

Howard R. Simpson, USIA, cartoon, page 52.

The Foreign Service JOURNAL welcomes contributions and will pay for accepted material on publication. Photos should be black and white glossies and should be protected by cardboard. Color transparencies (4 x 5) may be submitted for possible cover use.

Please include full name and address on all material submitted and a stamped, self-addressed envelope if return is desired.

The JOURNAL also welcomes letters to the editor. Pseudonyms may be used only if the original letter includes the writer's correct name. All letters are subject to condensation.

Address material to: Foreign Service Journal, 815 - 17th Street, N.W., Suite 505, Washington, D. C., 20006.

## Ambassadorial Appointments

FRANCIS J. GALBRAITH, to the Republic of Singapore

WILLIAM R. RIVKIN, to the Republic of Senegal and the Gambias

LLEWELLYN E. THOMPSON, to the Union of Soviet Socialist Republic

## Births

BEHRENS. A son, Christopher Francis, born to Mr. and Mrs. Charles E. Behrens, on August 29, at Dar Es Salaam.

FLACK. A daughter, Claire Paule, born to Mr. and Mrs. Ronald D. Flack, on October 7, in Manila.

GREGORY. A daughter, Maureen Joy, born to Mr. and Mrs. John M. Gregory, Jr., on September 25, in Nagoya.

SCHWARTZ. A son, Michael Timothy, born to Mr. and Mrs. Louis Schwartz, Jr., on October 6, in Washington.

## Deaths

CHRISTIE. Harold E. Christie, AID, died on October 3, in Washington, D. C. Mr. Christie went to Quito as a Point Four information specialist in 1951 and transferred to the ICA in 1954. He served in Manila and with the AID program in Korea, Afghanistan, Egypt and Vietnam.

CULLEN. Mrs. Mary B. Cullen, mother of FSSO Virginia I. Cullen, died on September 4, in Wilkesburg, Pennsylvania.

O'SHAUGHNESSY. Elim O'Shaughnessy, chargé d'affaires in Budapest, died on September 24, in Budapest. Mr. O'Shaughnessy entered the Foreign Service in 1937 and served at Warsaw, Rio de Janeiro, Paris, Moscow, Bonn, Belgrade and London before his assignment to Budapest in 1964.

PATTERSON. Richard Cunningham Patterson, Jr., former ambassador, died on September 30, in New York. Mr. Patterson served as Ambassador to Yugoslavia, Guatemala and the wartime French government in London and as minister to Switzerland.

STRONG. L. Corrin Strong, former ambassador, died on September 19, in Towson, Maryland. Mr. Strong worked with ECA after serving in World War II until 1951. He served as Ambassador to Norway from 1953 to 1957.

WHITE. David G. White, AID, died on September 26, in Alexandria, Virginia. Mr. White joined AID in 1961 and served in Bangkok. He was the author of many scientific articles and papers, the latest of which predicted widespread famine in Asia by 1970. This paper was presented to the American Institute of Biological Sciences in May.

WINSHIP. Catherine Colfelt Winship, wife of Ambassador North Winship, died on September 25, in Asheville, North Carolina. Mrs. Winship accompanied her husband to Paris, Milan, Bombay, Copenhagen, Warsaw, Toronto, Montreal and Capetown.

© American Foreign Service Association, 1966. The Foreign Service Journal is published monthly, by the American Foreign Service Association, 815 - 17th St., N.W., Washington, D. C., 20006.

Second-class postage paid at Washington, D. C. Printed by Monumental Printing Co., Baltimore.

# Wherever you're bound, you can have a new GM car waiting.

1967 Camaro Super Sport Coupe



One visit to your nearest GM Franchised Distributor arranges everything. We recommend that you make your selection from the wide variety of models and equipment offered well in advance of your departure to insure delivery of the particular automobile you desire. Should circumstances require movement on short notice,

we can also provide a suitable model from our stock of seaboard units. Tell our distributor when and where you want delivery. He'll give you a firm price—and take it from there. Your car will be delivered where you want it, when you want it, equipped as you ordered it, and *at the price and terms you agreed upon.*

This popular purchase plan was originated by General Motors and their distributors expressly for government and service personnel. And wherever you go, the facilities of the world-wide GM

organization are yours for dependable parts and service. See your GM distributor soon, or write us for the information booklet, "Going Abroad? Changing Posts?" giving all the facts.



FOREIGN DISTRIBUTORS DIVISION/GENERAL MOTORS CORPORATION/224 West 57th Street, New York, N. Y. 10019, U. S. A.

# An external look at PAFSO

(Reprinted with permission of Toronto GLOBE AND MAIL)

Ottawa

**W**ITH THE introduction of collective bargaining into the public service, the people who represent Canada abroad have got together and formed what they call the Professional Association of Foreign Service Officers.

Notwithstanding the fancy title, this is a diplomats' and foreign trade commissioners' union, just like the International Ladies Garment Workers, or the Meat Packers, or the Newspaper Guild.

PAFSO, as it's going to be called, hasn't asked for my help, but, as a fraternal gesture to these newcomers to the ranks of organized labor, I'm offering it, anyway—in the form of a draft contract:

## Hours and Conditions of Work

1. The normal work week shall consist of five days, each of eight hours' duration, lunchtime additional unless:

A. The officer is required to lunch with the minister or such other person as may be in a position to command his presence, or

B. Lunch is taken with an officer or officers of a foreign mission for the purpose of informing and/or misinforming one another, or

C. When Ottawa-based, the pressure of work necessitates eating in the parliamentary cafeteria (which, for the purposes of this contract shall be considered an unnatural hardship), in which cases, the working day shall be reduced to seven hours, or the officer-member may claim payment at the rate of time-and-one-half for the additional hour, at his option.

(NOTE: In 1(B) above, where lunch is preceded by one or more martinis, or equivalent, the officer shall be considered to have lunched on his own time and no claim for overtime shall be entertained).

2. Telephone calls from superiors at home during evenings, weekends and holidays may be charged as overtime or refused, at the option of the officer, recognizing however (1) Management's right subsequently to appoint him to Upper Volta, Chad, Gabon or like post, and (11) Such appointment shall not constitute a matter referable to grievance procedure.

3. Attendance at obligatory diplomatic receptions out of normal working hours shall be considered a duty commanding compensation, subject to the following terms and conditions:

A. Officers who customarily have a drink before dinner may claim for overtime beginning only with the second drink, the first being treated as suitable recompense in itself for the time spent consuming it.

(Note: This rule shall not apply in the case of non-drinking foreign service officers (if any) who shall be permitted to claim overtime for the whole of any out-of-hours reception, where abstinence can be shown to be on medical or conscientious grounds and not to have been self-inflicted.)

B. Overtime shall be limited to the next succeeding three drinks at any one reception, an officer's representational value at such functions being held slightly to decline after the third and actually to become negative after the fifth.



*Ship-top dining with a view*

## Lead a life of luxury

to cosmopolitan  
capitals, art treasures,  
famous resorts.



## Discover the Pacific on a Caribbean cruise.

26-day two-ocean Casual cruises from Port of New York every Saturday. *Santa Magdalena, Santa Mariana, Santa Maria* and *Santa Mercedes* cruise the Caribbean, the Panama Canal, the

Pacific Ocean, cross the equator to Peru. See a Travel Agent. Grace Line, 3 Hanover Sq. or 628 Fifth Ave. (Rockefeller Center), N. Y. Agents and offices in principal cities.



# National Distillers performs a foreign service ...8 times over



*In addition to these outstanding spirits, we carry a complete list of imported wines.*

*For your price list please write to the Export Division, National Distillers Products Co., 99 Park Avenue, New York, New York 10016.*

OLD GRAND-DAD, OLD CROW, OLD TAYLOR, KENTUCKY STRAIGHT BOURBON WHISKIES, 86 PROOF. GILBEY'S VODKA 80 PROOF, GILBEY'S GIN 90 PROOF, 100% GRAIN NEUTRAL SPIRITS. VAT 69, 100% BLENDED SCOTCH WHISKY, 86.6 PROOF. DE KUYPER CREME de MENTHE, CREME de CACAO, 60 PROOF

C. Where the hors d'oeuvres may be found to consist solely of prunes wrapped in bacon, stuffed with liver, and served at body-temperature on toothpicks, not only shall claims for overtime be allowed from the beginning, but officers shall be allowed one-half-hour's leeway in arriving at work the following morning.

4. Recognizing the large number of events which a foreign service officer must attend in the course of his career, he shall, on attaining the age of 45 years, or after 20 years in the service (whichever may come first), be entitled to and receive at management's expense such aids for the relief of job-related disabilities as arch-support shoes, elastic hose, truss.

#### FOREIGN POSTINGS

1. The normal foreign appointment shall be for three years, except where it may expose the officer and his family to such health hazards as malaria, amoebic dysentery, yaws or galloping mildew, in which case, at the option of management, it may be four.

2. In filing reports from a post abroad, the foreign service officer shall write, by hand, on one side of the paper only, striving always for legibility and conciseness, recognizing that his reports will guide the Government in all circumstances in the formulation of policy, excepting.

A. Where the minister may have read, or had brought to his attention, something different appearing in The New York TIMES or the London OBSERVER or

B. Political expediency, overriding commitments, or the intuition of the Minister for External Affairs and/or that of the Prime Minister may have dictated some altogether different course.

So, PAFSO, take it from there. And don't mention it: my pleasure. ■

# Chief Byington

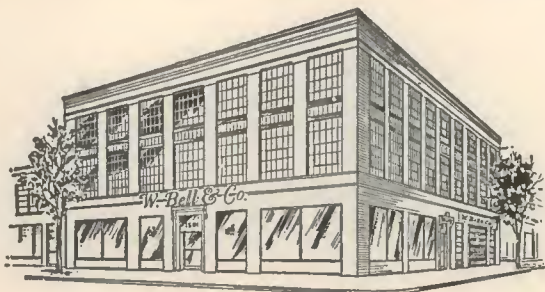
by JAMES B. STEWART

I never knew Chief Byington but rather came to 'love-by-proxy' because so many of my colleagues loved and admired him." Thus spoke a retired Foreign Service officer—Jay Gilehrst.

An officer who did know Homer Byington and who was one



Our **WHOLESALE CATALOGS** are sent to the administrative officers of Embassies throughout the world. (They are not sent to individuals).



**Wholesale Distributors**  
Fine **SILVERWARE - LUGGAGE - JEWELRY**  
Watches - Clocks - Giftware - Appliances  
Leather Goods - Housewares

Largest Collection of

- **QUALITY MERCHANDISE**
  - **LOWEST WHOLESALE PRICES**  
(Available to Foreign Service Personnel)
  - **IMMEDIATE DELIVERY** from Stock

Visit our spacious wholesale showroom where you may make your leisurely selections.



**14th & P Sts., N.W.**      **Washington 5, D. C.**  
Known World Wide for Dependable Service

For all your real estate needs, call  
**HICKS Realty, Inc.**

3706 Mt. Vernon Ave.

Alexandria, Virginia

King 8-3111



*Serving beautiful Northern Virginia since 1946*

Alexandria, Arlington, Fairfax County etc.

**Sales, Rentals, Financing**

Picture book of homes **FREE** on request

#### INDEX TO ADVERTISERS—NOVEMBER, 1966

|                                  |    |                                  |           |
|----------------------------------|----|----------------------------------|-----------|
| Airways Rent-a-Car               | 48 | Key, Francis Scott, Apt. Hotel   | 50        |
| Alban Towers                     | 16 | Liggett & Myers Tobacco Co.      | 13        |
| American Security & Trust Co.    | 10 | Paul Masson                      | Cover 11  |
| Bell, W., & Co.                  | 6  | Mid-City Sales Corp.             | 8         |
| Calvert School, The              | 49 | National Distillers              | 5         |
| Car-Tours in Europe              | 48 | Restaurant Directory             | 50        |
| Copenhaver Engravers             | 49 | Radin, Rhea, Real Estate         | 47        |
| deSibour, J. Blaise, & Co.       | 46 | Seagram's VO                     | Cover IV  |
| Econo-Car Rental Service         | 47 | Security National Bank           | 44        |
| Edgewater Pharmacy               | 48 | Security Storage Co.             | 14        |
| Farnsworth-Reed, Ltd.            | 46 | Service Investment Corp.         | 12        |
| Firestone Tire & Rubber Co.      | 11 | Shure Bros., Inc.                | 42        |
| First National City Bank of N.Y. | 9  | State Dept. Federal Credit Union | 45        |
| Ford International               | 7  | Stuart & Maury, Inc.             | 47        |
| General Electronics              | 15 | Tatum Properties                 | 47        |
| General Motors Corp.             | 3  | Town & Country Properties        | 45        |
| Grace Line                       | 4  | Vantage Press                    | 48        |
| Hicks Realty Co.                 | 6  | United States Lines              | 16        |
| Hodgdon, Haight & Co., Inc.      | 44 | WAEPA                            | Cover III |
| Houghton, A. C., & Son, Inc.     | 49 | Zenith Radio & Television Corp.  | 17        |
| Jacob & Warwick                  | 49 | Western Pharmacy                 | 45        |

# When you buy a '67 Ford, we roll out the red carpet

When you order any new car from Ford, you get the full treatment: your "diplomatic" discount, and of course, you pay no United States federal excise tax on cars sent abroad.

You can order any 1967 Ford-built car: choose a Falcon, Fairlane, Mustang, Comet, Ford, Thunderbird, Mercury, new Mercury Cougar—even a Lincoln Continental—built with the

options and accessories you specify.

And it doesn't matter where you're stationed in the Foreign Service. Shipping will be promptly arranged, according to your instructions, for the car of your choice.

To order your new Ford, consult your Administration Officer's personnel purchase file, visit our offices in Washington or New York,

or simply write for information:

Diplomatic Sales Office, Ford Motor Company, 9th Floor, 815 Connecticut Avenue, N.W., Washington, D.C. 20006. Telephone 298-7419. (815 Connecticut is between H and I Streets.) Or...Individual Sales, Overseas Automotive Operations, Ford Motor Company, 8th Floor, 153 Halsey Street, Newark, N.J. 07102. From New York phone WO 4-7883.

Discover all the 1967 Ford Motor Company cars...  
pick the right  
model for you!



1967 Ford

of his great admirers was Robert D. Murphy. Bob tells of this experience:

"In 1930 when my four years in the Department were expiring, Homer walked into my office and said briskly: 'Bob, your time is about up. If anybody should ask you about a new assignment and say you have a choice among Paris, Bremen and Shanghai, what would you say?' At that time Homer, of course, was Chief of Personnel. I was startled and said 'Gee, Homer, what would you say?' 'That's all I wanted to know,' said Homer and left the room. The following day I was transferred to Paris. If there had been time to reflect I am not at all sure that I would have indicated Paris as my preference, but the way things turned out for me Servicewise, Paris proved to be an unusual opportunity for interesting and useful service leading as it did into the extraordinary war years both in Metropolitan France and North Africa."

Bob continues: "Those were the days of personnel management without benefit of computers and the many organizational systems of today. Homer performed largely on the basis of personal contact with the people in a Service which was then small enough to make this possible and effective. In his case he was fortified by a dedication to the Foreign Service which was natural and total. There was never any question of his dedication either in his mind or those of any officer I knew. There was a personal quality to it which carried an inspiration for the younger officer, a kindly understanding, but with just the right ingredient of stern but hidden discipline. Whatever the problem, the officer fresh from the field, knew that his problem would be understood and that in itself was so important, even though at times the means for a prompt solution might not be available. Homer is responsible for at least some of the fine tradition of the Foreign Service."

Bob's anecdote shows so well the way Homer operated. For instance, he answered an officer's question by telling him the following story:

A young priest was visiting a monastery and asked the Father if he might smoke. "No, son," he replied, "It is against the rules." After lunch the visitor again asked and received the same reply. Looking around he saw many cigarette butts on the floor and asked about them. "Oh, they belong to those who did not ask," replied the Father.

Homer, pipe in mouth, put many a young officer at ease. His room, 106, was on the south side of Old State and he often joked about the distracting pigeons on his window sill, a-billin' an' a-cooin' and' a-courtin', especially in the spring

Shelly Mills had been about two years in La Paz with Freddy Hibbard, Paul Daniels and Ed Trueblood, and six months in Panama under Minister Roy Tasco Davis. The second Secretaries there were Howard Bucknell and Dan Finley. At this time Shelly called on Chief Byington who had just been told by Ed Trueblood that he was going to be married. So the Chief at once said to Shelly, "Well, lad, are you going to get married too?" When Shelly answered in the affirmative, the Chief, speaking feelingly as the father of six, replied, "Well, for your sake I hope she has money." (Francisca didn't). Incidentally, Homer liked to refer to their children as being in two squadrons—Jean, Homer, Jr. and Jim in Squadron Number 1 and Joan, Janice, and Ward in Number 2.

This from Fletcher Warren, who knew Homer well: "He was one of the real builders of the Foreign Service. I remember him as always truly fair, able to see the problems and to understand the thinking of the subordinates in the Service, and with the dignity and force of character to be able to manage the highest and the toughest."

Once, as we were looking out his window to the south, Homer pointed to an arca and said it was there, when he was a boy, that he saw a companion killed by lightning. It was no wonder that, during a severe storm, Homer could be seen in the corridor waiting for the storm to pass.

## We deliver



## here and there.

Just tell us when you're coming here or going there. (And if there, where.)

We'll have your new VW Sedan, Station Wagon or Karmann Ghia ready and waiting. Equipped to American specifications. Complete with registration, license plates and insurance.

That's our foreign and domestic Foreign Service

service, otherwise known as Easy Come, Easy Go

It's available for Washington, D.C., Germany, Italy, France, The Netherlands, Ireland, Denmark, Great Britain, Switzerland and Belgium.

If you're going elsewhere, we still hope you'll buy a Volkswagen. Even though you'll have to buy it elsewhere.



**MID-CITY SALES CORP.**

1401 Rhode Island Avenue, N.E. Washington, D. C.

Phone: LA 9-7900



*Citibankers at "The Gateway of India"*

## In Bombay—the right bank in the right place

In the background, "The Gateway of India." Up front: some of the Bombay Citibankers who provide a banking gateway to India for businessmen with interests there. In Bombay, Madras, New Delhi, and in two branches in Calcutta, 376 resident Citibankers offer broad experience in international banking—plus a grasp of Indian trade and economic conditions that dates back to our first branch in India in 1903. Complete banks-on-the-scene in 45 countries on 5 continents make Citibank the right bank in the right place to serve you.

# FIRST NATIONAL CITY BANK

PARTNERS IN PROGRESS AROUND THE WORLD

Member Federal Deposit Insurance Corporation



## At home or at your post bank at



## American Security's State Department Office

American Security's State Department Office is a bank designed with you in mind. Its services are adapted for the diverse requirements of the Foreign Service. American Security will transfer monies anywhere in the world . . . pay any regularly recurring payment from your account . . . systematically transfer funds monthly from your checking account to your savings account . . . purchase and sell foreign currency . . . provide travelers cheques . . . purchase or sell securities for customers or work in conjunction with your broker. And we offer the many services of our Trust Department such as investment management accounts . . . custodian accounts . . . trustee under agreement . . . executor and trustee under your will. Bank at American Security's State Department Office—the bank designed with you in mind.



**AMERICAN  
SECURITY**  
AND TRUST COMPANY

Main Office: 15th St. and Pennsylvania Avenue, N.W.  
Washington, D. C. 20013 Tel. 783-6000  
Member: Federal Deposit Insurance Corporation

Mildred Deike, the Chief's stenographer, tells of an interesting observation he once made: "One thing I have never forgotten was one day when I was taking notes of something he wanted done and he said: 'Now, Mildred, you don't have to take those notes if you will only let whatever it is you wish to remember register on your brain for a moment.' This was apparently the secret of his phenomenal memory."

Miss Deike continues: "As you know, he had the Italian's love of color, and once when I was wearing a red dress, he complimented me, and made me promise that I would never wear a black dress in the office."

Once an attractive blonde appeared before the oral examining board. She was the daughter of a general and from the answers she gave to Tom Wilson's questions he, cruel man, told her that she should have taken the examination for West Point. She did not make the grade. However, shortly thereafter, Mr. Byington's door was opened and there stood the excited blonde. "Well, Chief, I'm in," she called. And so she was. She had married in!

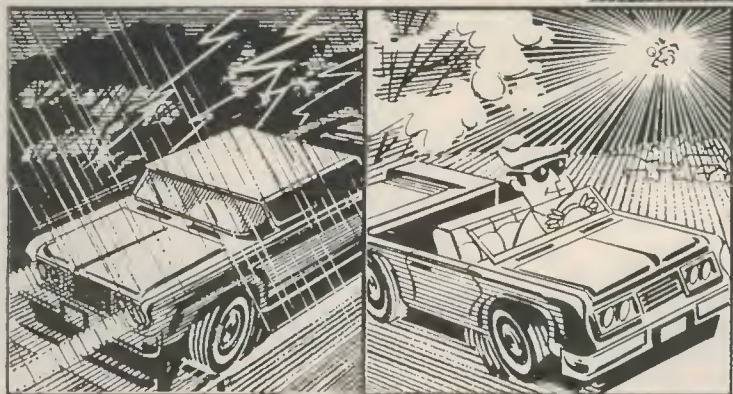
Wednesday was always a busy day for the Chief of Personnel as the "Board" met each Wednesday afternoon in Assistant Secretary Carr's office. Attending usually were Assistant Secretaries William Castle and Francis White besides Mr. Byington and the writer who acted as Secretary. Mr. Byington would submit a list of proposed transfers and sometimes there would be a "case" to be discussed like the one where a Consul in Canada had the habit of hunting with his neighbor's dog without asking for permission. "I would come out to the car, gun in hand," said the Consul, "And my friend would take one sniff of me, wag his tail and jump into the car. What could I do?"

Perce Travers, Arthur Frost, Miss Cornelia Bassel and Harry Havens all know of incidents in connection with the assignment of officers which show how understanding and kind Homer was. An officer would come into his office, somewhat weary, let us say, and Homer would say, "How would you like two or three weeks of consultation in the Department?" The officer would brighten and go away all smiles. Clarence Gauss had had a difficult assignment in China and was a little seedy. Homer assigned him to the Department in charge of shipping. We persuaded him to go to lunch with four or five of us. Gauss enjoyed himself so much that thereafter he would be standing out in the corridor, overcoat over arm, waiting for Homer and the rest of us to gather. Sometimes we would fill two taxis and go to Howe's Oyster House. We would play Homer's "fingers up" game to see who would pay for the taxi. One day at lunch someone dared Monnett Davis to smoke one of the Chief's Pittsburgh stogies. He was brave but turned green.

Homer had three favorite restaurants—the Crown on Pennsylvania Avenue for shrimp, Howe's Oyster House for oysters in winter and for clams and soft shell crabs in summer, and an Italian restaurant on Connecticut Avenue where we had minestrone. Jokes were many and there was much good natured bantering. Those were the days when there were traffic cops in Washington. Homer had no use for them and would drive blocks out of his way to avoid one.

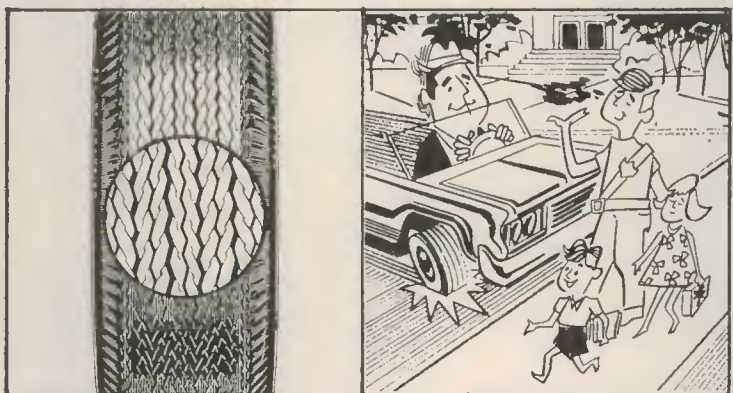
Jim particularly likes the following as applying to his father: "Mr. Byington was a priest of the gospel of optimism."

Homer Byington was a clerk at Naples in 1897. He retired in 1944 after 47 years of outstanding service. A colleague reminds us that the Byington dynasty rivals the Sprague dynasty at Gibraltar. Homer Byington Jr. who was born in Naples is now consul-general in Naples. And so it is little wonder that Homer and Jean Byington were overjoyed when a grandson, Lawrence Hinkle III, passed his Foreign Service exams after graduating cum laude from Harvard. Lawrence is taking time out now for his military service, but when he goes to the Department for his first assignment, his pulse is sure to quicken as he reflects "My grandfather was Chief Byington!"



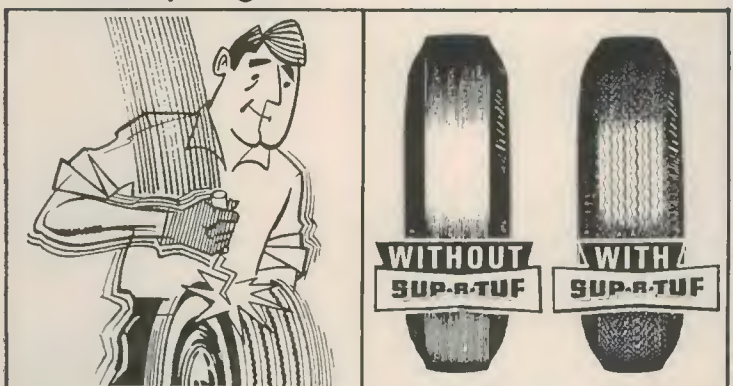
On wet roads

or dry



Thousands of  
safety angles

provide extra  
safety



Sup-R-Tuf rubber  
is tougher

for extra miles  
at no extra cost

DELUXE CHAMPION

## Make your car Firestone Tire Safe...

The new Firestone De Luxe Champion tire with its scientifically designed wrap-around tread is 18% wider—puts more rubber on the road for better control, especially in cornering. The exclusive construction features in Firestone tires make them worth more than ordinary tires yet they cost less per mile because Firestone Sup-R-Tuf rubber makes them last longer and the Super-Strength cord body makes them

safer. Put Firestone safety on your car—see your Firestone Distributor or Tire Dealer for the safest, most economical tires you can buy.

Sup-R-Tuf—Firestone TM

WHEREVER WHEELS ROLL...



**Firestone**  
IS YOUR SYMBOL OF  
QUALITY AND SERVICE

## DO YOU HAVE INVESTMENT PROBLEMS:

in selecting your stock investments?  
in diversifying your investment?  
in obtaining professional advice?

There are some 3,000,000 Americans who have found an answer to these problems by investing in **MUTUAL FUNDS**.

In a **MUTUAL FUND** professional management does the selecting after careful research. **MUTUAL FUNDS** put your money to work in a diversified portfolio—not in one or two securities. Thus they spread the risk that is involved in stock ownership.

**MUTUAL FUNDS** offer you an opportunity for growth of capital and income over the years. Your money is invested in a cross section of American industry and thus has an opportunity to grow with the expanding economy. Thus it provides a hedge against possible future inflation.

**MUTUAL FUNDS** cannot assure the fulfillment of their objectives. But investors large and small will receive the same treatment and have the same opportunities, at reasonable risk and cost, of investing in the long term growth of the American economy.

If you are in Washington call us at 628-6770, or better still drop in to see us—there is no obligation. If you are abroad fill in the questionnaire below and send it to us.

To: Service Investment Corporation FSJ-11-66  
927 15th Street, N.W., Washington, D. C. 20005

I am interested in a Mutual Fund investment program stressing within the limits of the market risk:

- ( ) Possible growth of capital—future income  
( ) Conservative income and possible long-term growth  
I intend: To make a one-time investment of about \$.....

- ( ) To start an investment program of \$.....  
( ) monthly, ( ) quarterly, for a period of ..... years.

I understand that these programs are flexible and can be suspended or discontinued without penalty. (This information is for guidance only and does not assure achievement of objective.)

NAME \_\_\_\_\_  
(Please print)

ADDRESS \_\_\_\_\_

## SERVICE INVESTMENT

Corporation

Specialists in Mutual Funds

927 15th Street, N.W.

Washington, D. C. 20005

Telephone: NA 8-6770

## 25 YEARS AGO

NOVEMBER 1941

IN THE JOURNAL

by HENRY B. DAY

**I**TEMS pulled out of the scrap basket of November 1941 without order of importance were these:

In Washington, just as it seemed possible to demolish the remaining "tempo," defense programs demanded more of them. A new one had been rushed to completion in October and a second was springing up. With metal-sashed windows screened by venetian blinds and with gleaming white asbestos walls they were not ugly—yet. The C.I.O. announced a drive to enroll one million federal workers.

In Latin America the Foreign Service coped with a long list of additions to the blacklist of traders and a program to buy at source all metals useful to the axis armaments industry and forestall axis agents who were seeking all available metals for hardening steel. American troops landed in Surinam.

In Rome, just before Thanksgiving, the Italian Government arrested the Reverend Hiram Gruber Woolf of the American church - St. Paul's Episcopal - and held him incommunicado in Regina Coeli prison. The Italians refused to give the reason for the arrest. The American colony's Thanksgiving Day service had to be conducted by laymen. Gilson G. Blake, Second Secretary, a vestryman, opened the service. George Wadsworth, the Chargé, read the President's proclamation. The customary annual banquet was not held. Turkey was illegal on Thursdays under the Italian rationing system.

The President ordered the Fourth Marines to leave Shanghai. One contingent left on the *S. S. President Madison* November 27, the rest, including Marines from Tientsin, on the *S. S. President Harrison* the next day. Marines had been there since 1927. There had been 750 in Shanghai and 55 in Tientsin. The Legation guard of 165 Marines in Peiping was not withdrawn. Two of the four gun boats of the Yangtze Patrol, the *Luzon* and the *Oahu* left the Shanghai Bund with their shallow gunwales boarded up for ocean seas. The *Wake* stayed behind at Shanghai as a communications ship. The *Tutuila* could not risk passing the mines in the gorges downriver and stayed tied up in Chungking where it served as a communications center.

A large contingent of Canadian troops landed in Hong Kong and Australian and British reinforcements landed in Singapore. American women and children on Guam, Midway and Wake were removed.

Someone set off a high explosive bomb just outside the office entrance and wrecked much of the Consulate in Saigon on the night of November 23. The staff was away so no one was injured. The Japanese, by then in charge of the city, arrested some 100 Chinese as suspects.

Press despatches from Shanghai November 28 reported rumors of 70 Japanese transports loaded with troops and war materials heading south from Japanese controlled ports in China, possibly for Haiphong.

Our Ambassador to Russia, Laurence A. Steinhardt, was called home. At this same time, the Soviet government, by then quartered in Kuibyshev, named Maxim Litvinoff Ambassador to the United States. Steinhardt and Mr. and Mrs. Litvinoff left Kuibyshev on the same Soviet plane November 11. Some delays caused fears the plane was missing but after several stops it arrived in Tehran. Steinhardt won the race from there to Washington. He managed to catch a plane for Cairo but the Litvinoffs were bumped off a British plane for Cairo by priorities and had to return to their hotel. Steinhardt arranged to fly via Khartoum to Lagos and there he caught



*Quality cigarettes by Liggett & Myers Tobacco Company*

the Capetown Clipper on the return trip of Pan American's flight inaugurating a South Atlantic service between New York and Leopoldville. The Clipper had left New York November 10 and stopped at Bermuda, San Juan, Port of Spain, Belm-Para, Natal, Bathurst and Lagos before going on to Leopoldville. The return flight brought Steinhardt to La Guardia at 1 a.m. on November 26. Litvinoff, meanwhile, went from Tehran to Baghdad and then headed east. By November 28 he had got as far as Singapore, where he was met by Sir Thomas Shenton, the Governor, and Kenneth Patton, our Consul General. He was scheduled to go on to Manila and across the Pacific by Pan Air clipper.

On November 2 Mrs. Charles E. Dickerson, Jr., wife of our First Secretary in Moscow, and Mrs. Ivan D. Yeaton, wife of our Military Attaché there, arrived in New York after another long journey. They had flown from Moscow to Baku, then traveled by boat to Pahlevi, auto to Tehran, train to Ahwaz, auto to Basra, and from Basra by British troopship to Bombay, where they caught the *S. S. President Garfield*.

In New York, Mayor La Guardia, just re-elected, had the air wardens and city departments present a street display of their capabilities in an emergency. Samuel Schweiger, an electrician of 136 Grand Street, Brooklyn, was held in \$10,000 bail on a charge of grand larceny after his 84-year-old mother delivered a complaint that she had given him \$20,276 on his allegation that Hitler was coming to Brooklyn and that all money would be confiscated by the government.

A ten-year-old boy who had been evacuated to the country from London's East End, wrote an essay that finally came to the notice of Britain's Minister of Health, Ernest Brown. In part, it said: "The cow is a mamal. . . . The head is for the purpose of growing corns and so his mouth can be somewhere. . . . The cow has a fine sense of smell and one can smell it far away. This is the reason for fresh air in the country."



A daughter, Susan, was born November 7, 1941, to Mr. and Mrs. Robert G. McGregor, Jr., in Boston. Robert was then assigned as Second Secretary in Mexico City. Susan graduated from Beaver College in Pennsylvania in 1964 and went to work at the Inter-American Health Organization in Washington. The junior year of her college career was spent at the University of Madrid in Spain. Robert lives in Sarasota, Florida, now. He writes and sails and has been left untouched by hurricanes.

#### FORTY YEARS AGO

In a JOURNAL article about La Paz, Stewart E. McMillan established the precedent, which has not been followed, of including an efficiency report on his Vice Consul, Schoenrich, known as "T.O." for his thirst for trade opportunities. Since the report became public at that time, a part may be repeated now:

Schoenrich has covered the ground well in the matter of trade opportunities and is branching out into new fields. He tells me he is thinking about introducing the bassoon among the Aymara Indians who dwell along the shore of Lake Titicaca. He has discovered, he says, that the low mooring sound of the bassoon exercises a powerful attraction on the llama, so that the poor Aymara, sitting at dusk in the doorway of his mud hut, can call his flock home from the flanks of the giant mountains by just tootling a few melodious notes. This keeps his bare feet out of the snow, saves him effort and time, and allows him more leisure of an evening to watch his copper-tinted wife prepare their *shuño* soup.

#### 2289 YEARS AGO—continued

The contribution of Sheldon Mills in the September column was only part of what he quoted from Chapter XVI of Kautilya's Arthashastra. He included this second part for use

## ALL RISK INSURANCE POLICY covers government employees at home and abroad

*This low cost coverage offers still lower premiums to Foreign Service Association members*



For more information,  
without obligation, call  
or write today . . .

Security's Annual Government Service Policy is especially designed to meet the personal property insurance needs of all employees of the United States Government, and certain other approved risks.

It covers all household and personal effects—even such valuable things as furs, jewelry, silverware, works of art, musical instruments, cameras, liquor, etc.—against fire, theft, breakage, mysterious disappearance, windstorms, hail and lightning and floods—in your home here or overseas, and while you're traveling.

The cost of this comprehensive coverage is extremely low, too. The premium is computed at 2% for the first \$1,000 valuation, 1½% for the next \$4,000, and only 1% per \$1,000 over \$5,000. Thus for \$6,000 declared valuation, you would pay only \$90.

The Annual Government Service Policy is available at a still lower premium to members of the Foreign Service Association.

In addition, Security can provide nearly any kind of insurance on goods in transit or storage—including marine transit insurance and \$50-deductible automobile transportation insurance. Our experienced insurance department will be happy to answer your questions, and to satisfy your particular moving and storage insurance needs.

**Security Storage Company  
of Washington**

INSURANCE  
DEPARTMENT

Tel. (202) 234-5600

1701 Florida Avenue, N.W. Washington, D. C. 20009 Cable: STORAGE

# GENERAL ELECTRONICS, INC.

*Complete line of General Electric appliances  
for your friends and relatives overseas*

Available for 110 or 220 volts and 50 or 60 cycle Operation

LOCALLY WAREHOUSED FOR CONVENIENT DELIVERY



\$13.50

## AUTOMATIC TOASTER T102

Toasts perfectly for every taste!

- Easy-to-read 9-position control • Gives you toast that is light, dark or any shade in between • Extra-high toast lift prevents burned fingers • Snap-out crumb tray for easy cleaning • Crisp handsome styling • Cool handles on end panels make it easy to carry even when hot • Rated 1200 watts.



\$16.35

## DELUXE HAIR DRYER H02

Beautifully styled — from bonnet to case!

- Large bouffant bonnet, with "stand-away" ring, fits comfortably over the largest rollers • 72 air jets spread warmth evenly • Reach-in top aids air circulation . . . makes it easy to check hair without disturbing the set • Quiet motor • 3 heat selections plus a "cool" for warm weather drying • Highly styled carrying case.

## STEAM AND DRY IRON F70

Iron all fabrics safely and easily!

- Makes quick work of ironing even the delicate synthetics and wash and wear blends • Steady, deep-down steam penetration • Has fabric dial with 6 settings • Even-heat soleplate — no hot spots • It's two irons in one • Button up — it's a steam iron • Button down — it's a dry iron • Rated 1100 watts.

\$10.50



\$14.60

## PEEK-A-BREW COFFEEMAKER P41

The coffemaker that counts the cups!

- Transparent indicator tells at glance, how much coffee is left and how much water to use when filling • Brew selector for perfect coffee any strength — mild, medium or strong • Automatic • No watching, no timing — stops perking when done • The coffee stays hot • Makes 3 to 10 cups • Rated 660 watts.



## AUTOMATIC BLANKETS

220 V  
50 Cycle

Single Bed \$24.35  
Double Bed \$27.00  
Double Bed with Dual Control \$31.35



YOUR CHOICE —  
WALL CLOCK OR ALARM CLOCK \$3.90

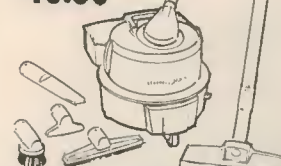
Treat Your Kitchen To  
New Styling At A Low Price

- Large slanted down dial for easy reading
- Decorative large border design
- Height 5 1/4" — Width 6 1/4"
- White, brown, or turquoise



## AUTOMATIC CORD REEL VACUUM CLEANER MODEL C-13

only  
\$46.60



### COMPLETE WITH:

- "Twin clean" Rug Tool with self adjusting brush.
- 3 large 5-qt. disposable bags, plus 1 permanent cloth filter bag.
- Removable attachment caddy.
- Swivel-tracking caster for ease in handling
- Full set of versatile cleaning attachments



\$27.00

## NEW BLENDER BL2

The first new blender design in 23 years!

- Only 10 1/2" (26.7 cm) high — for convenient storage • Deluxe glass decanter jar with chrome base • Large, 32 ounce (.946 l) blending capacity • 2-speed, high-torque drive • Stainless steel cutting blades • Chops whole ice cubes in liquids • Rated 450 watts.



\$10.90

## CUSTOM PORTABLE MIXER M 67

Budget-priced! Serves all your mixing needs!

- 3-speed fingertip control • Powerful G-E motor never needs oiling • Weighs less than 3 lbs. (1.36 kg) • Chrome-plated beaters with dough guards • Push-button beater ejector • Modern, attractive, open-handle styling • Rated 100 watts.



## NEW ELECTRIC SLICING KNIFE

\* ALL YOU DO IS GUIDE IT.

Two retracting stainless steel blades with serrated front edge. Cartridge cutting edge.

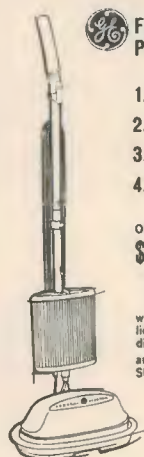
MODEL EK1 With Cord \$20.40  
MODEL EK3 Cordless \$30.60

## FLOOR POLISHER

1. SCRUBS
2. WAXES
3. BUFFS
4. CLEANS RUGS

OUR PRICE  
\$27.50

with  
liquid  
dispenser  
and WRAP-AROUND  
SPLASH GUARD



\$17.50

## AUTOMATIC SANDWICH GRILL AND WAFFLE BAKER G 44

Grill! Fry! Make waffles, too!

- It's three appliances in one! With grill closed, make delicious toasted sandwiches • With grill open, fry wonderful bacon and eggs • Reverse grids and bake tasty waffles • Fully automatic and easy to use • Has automatic signal light • Grids are removable for easy cleaning • Rated 1100 watts.

# GENERAL ELECTRONICS, INC.

*Authorized Exporter For* *Appliances--Large & Small*

4513 WISCONSIN AVENUE, N. W. (OPPOSITE SEARS), WASHINGTON, D. C.

## Alban Towers

3700 MASSACHUSETTS AVE.  
WASHINGTON, D. C.  
FE 8-6400



"Aloft the City"

### Hotel of Distinction

The Alban Towers is Washington's finest apartment hotel for the Foreign Service officer and his family. Convenient to all public buildings, the shopping and theater districts, this hotel has complete facilities for an overnight stay. Completely furnished apartments with kitchens are available for an extended visit. Special rates apply to stays of four weeks.

Air-conditioned

# Come aboard your ship...



## ss United States

Traveling between New York and Europe on America's superliner gives you a special feeling of pride and satisfaction. Pride in the luxury of your country's largest and fastest passenger ship. Satisfaction in a score of thoughtful conveniences, from the generous free baggage allowance to the exciting programs of daily activities. And all the way, you have the assurance of the best in American service, gourmet cuisine, seamanship, and safety standards.

## UNITED STATES LINES

ONE BROADWAY, NEW YORK, N. Y.  
DIGBY 4-5800 • AN AMERICAN-FLAG SERVICE

later, presumably when other material ran out:

*Duties of an envoy:* Transmission of missions, maintenance of treaties, issue of ultimatum, gaining of friends, intrigue, sowing dissension among friends, fetching secret force; carrying away by stealth relatives and gems, gathering information about the movement of spies, bravery, breaking of treaties of peace, winning over the favor of the envoy and the government officers of the enemy—these are the duties of the envoy.

### BUT ONLY 150 YEARS AGO

*I leave my inheritors in extreme poverty, since my debts, most illustrious Madam, exceed half a million rubles—[they accumulated] during my thirty years of service in the Admiralty, where, particularly in the beginning, I was compelled to entertain many guests, to feed almost everybody, and to get them accustomed not only to high society but also to affluence.*

Count I. G. Chernyshev to Catherine the Great (1794)

### Chairman, Journal Editorial Board



**J**OHAN H. STUTESMAN, JR. had his first article published in the JOURNAL in 1949 after he and a couple of wild Frenchmen made their way to northern Tibet from Shanghai to find the tomb of Genghis Khan. He created and wrote most of the Fables for the Foreign Service. Other ventures at humorous writing included a parody of Old School concerns about the "Creeping Westernization of the Foreign Service" which deplored the number of FSOs from west of the Hudson. When this spoof was taken seriously by an unfortunate young officer there was a discussion in the JOURNAL of the usefulness—or perhaps the liability—of a sense of humor in our profession. More recently, Mr. Stutesman's submissions to the JOURNAL have been serious.

Mr. Stutesman has served in the Far East, Middle East, Europe, South America and has traveled extensively in Africa. This has not endeared him to any particular geographic bureau where the cry these days is for deep-dyed specialists. It may help to explain his assignment to the Foreign Service Institute, where he is an Associate Dean and works on the problem of developing mid-career officers toward the handling of broad gauge responsibilities. He becomes Chairman of the JOURNAL Editorial Board after serving a year as Chairman of the Board of Directors of the Foreign Service Association.

### FOREIGN SERVICE WOMEN OVERSEAS

The Association of American Foreign Service Women is now conducting its annual membership drive. Membership is open to all women Foreign Service officers and to wives of Foreign Service officers in State, AID, USIA. Dues are \$3.00 a year. Members receive monthly the AAFSW News Letter. Anyone interested in joining, please write: Mrs. William E. Weld, Jr., 3911 Argyle Terr., N.W., Washington, D. C. 20016.

**This world-famous Zenith Trans-Oceanic® 9-band portable radio is powered to tune in the listening posts of the world for tomorrow's headline news... for direct, on-the-scene reports of the latest developments in the International situation, for New York stock market, business, and investment news, for up-to-the-minute accounts of space probes.**

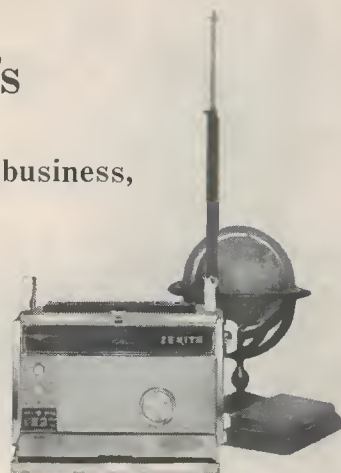
There's no better way—short of being everywhere at once—to be among the first to know what's going on in the world than by tuning in a Zenith Trans-Oceanic. It's a veritable Aladdin's lamp of broadcast information in yours or anyone else's language.

This 9-band marvel—unquestionably the most famous radio in all the world—tunes medium wave, long wave, and short wave from 2 to 9 MC... plus the popular 31, 25, 19, and 16 meter International bands on bandspread. Tunes static-free FM, too!

Even lets you listen to amateur broadcasts, marine and weather reports, ship-to-ship and ship-to-shore, and low-frequency FAA weather-navigation services.

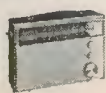
And the Trans-Oceanic is so light, so compact, so exquisitely styled for 'round-the-world tuning assignments that you'll take it everywhere you go—proudly. Works on flashlight batteries available anywhere.

Write now for all the details on the world-famous Trans-Oceanic so you can join its world-wide audience of well-informed listeners real soon!



Model Royal 3000-1

**No wonder the Trans-Oceanic's list of owners reads like an International "Who's Who."**



New 5-band solid-state transistor portable (Model Royal 94, far left) tunes FM, medium wave, and continuous short wave on 3 bands from 1.6 to 18 megacycles. Same tuning range, except for FM, available with Model Royal 91 near left.



Zenith Radio Corporation, International Division, Chicago 60639, U.S.A.  
The Royalty of television, stereophonic high fidelity instruments, phonographs and radios. 48 years of leadership in radionics exclusively.

**ZENITH**  
The Quality Goes In Before The Name Goes On

## Russia and the ICAO

# Objective: Free Skies

WORLD WAR II caught international civil air transportation just as it got nicely off the ground. Very early in the war, American officials gave considerable thought to post-war plans for civil aviation—both domestic and international.

President Roosevelt discussed air transit rights with Stalin at Teheran but the only record of the talk is in the following confidential memo of a June 10, 1944 meeting between the President, Senator Bennett Champ Clark, Civil Aeronautics Board Chairman L. Welch Pogue, and Assistant Secretary of State A. A. Berle, Jr.

The President said that he had discussed this matter (aviation policy) a little with Stalin at Teheran in the general sense that Soviet planes desiring to fly over American territory ought to have the right to land and refuel, though not to take on and discharge passengers and cargo; we would want equivalent rights in the Soviet Union. Stalin thought something could be worked out.<sup>1</sup>

Assistant Secretary of State A. A. Berle, Jr., early in 1944 spoke to the British Embassy in Washington about holding bilateral talks. The British were informed that the United States considered it important that the Soviets be informed that such talks were proposed. If the USSR expressed a desire to participate, the United States considered that they should be allowed to do so. The UK soon agreed to this and the Soviets were told immediately that talks on post-war civil aviation were planned with Canada and the United Kingdom. It was explained that the talks were to cover such broad policy matters as freedom of transit for civil aircraft with rights to stop for refueling and repairs. Before the end of February the Soviets agreed to participate and asked for our proposals on items to be covered. Early in March the Soviets were given the same American draft agenda which had been given to the British two weeks

earlier. This agenda included the transit right item along with many others of a less controversial nature. At about this time the Soviet Ambassador Andrei Gromyko discussed the subject in general terms with Berle.

In March Gromyko advised that the Soviet delegation was to be composed of the following:

Ambassador Gromyko—Head of Delegation  
Lt. Gen. L. G. Rudenko—Aviation Engineering Service  
Maj. Gen. A. A. Avseevich—Engineer Corps  
Maj. Gen. N. I. Petrow—Aviation Engineering Service  
Col. P. F. Berezin

Gromyko was soon thereafter given a summary of objectives which was more detailed than the earlier agenda. He agreed that the agenda seemed to be satisfactory.

Assistant Secretary Berle and CAB Vice Chairman Edward Warner went to London late in March to talk to the British. Other talks were held with the Canadians. On March 31 the Department of State released to the press a statement to the effect that Berle and Warner were going to London for preliminary talks. At the same time it was announced that Ambassador Grew, CAB Chairman Pogue, and Assistant Secretary of Commerce Burden would conduct similar talks with the Soviets within a fortnight.<sup>2</sup> On May 25 the Department told the press that the Soviets were in Washington and talks were expected to begin on May 29. Once the Soviet team arrived in Washington it was in no hurry to get down to work. It seemed more interested in visiting airfields and asking questions than in stating its views.

Soviet intentions were revealed by an article which appeared in the June 15, 1944 issue of the Moscow publication "The War and the Working Class." This article, titled "Problems of Postwar Civil Aviation" by Professor A. Voskresensky, said that freedom of the air had "real possibilities of harming the security of separate countries" and could not

<sup>1</sup>The Conferences at Cairo and Teheran, 1943—Foreign Relations of the United States (Washington: Government Printing Office, 1961), p. 880.

<sup>2</sup>"Civil Aviation." *Department of State Bulletin* Vol. 10 (April 1, 1944), p. 301.

be compared with the age-old freedom of the seas because it was broader.

"Free and unregulated flights over foreign countries are the opening for big possibilities of misuse and aggression against the national interests of separate states—possibilities of reconnaissance and spying, of violating customs and other frontier rules."

The article also said that no plan for international civil aviation could succeed unless there were a "correct understanding of and consideration of the interests and role of the Soviet Union." This article, appearing as it did while the Soviets were actually in Washington, threw cold water on the whole idea of Soviet cooperation in post-war civil aviation. The New York TIMES carried extensive excerpts on June 20 so that American officials were aware of its contents.

If there was any doubt left in the minds of American negotiators about Soviet intentions, this was dispelled when on August 1 the Soviet team presented a memorandum which apparently it had been waiting to receive from Moscow. The Soviets flatly said that 1) all operations in the USSR would be conducted by Soviet aircraft flown by Soviet crews, and 2) it might be possible to arrange for an air route between the United States and Moscow with an interchange at Cairo (Washington or New York-Azores-Algiers-Cairo-Teheran-Astrakhan-Moscow). In other words American aircraft would fly from the United States to Cairo and Soviet aircraft would fly from Cairo to Moscow. Another possibility proposed by the Soviets was that a joint administration or company could operate the route on a parity basis. The Soviets said that the question of the entry of foreign planes into USSR airports was still under study.

Mr. Berle in a memorandum dated August 2 recorded the above developments and summarized the three known positions as follows:

1. Russia—She wants her country to be a closed area with the possibility of bilateral agreements permitting the entry of foreign persons and goods but not foreign aircraft.
2. UK—General transportation lines controlled and allocated by international authority.
3. USA—Generalized rights of transit and landing, preferably under a regulated competitive system, conforming to our general commercial policy.

Oddly enough and despite the foregoing developments on August 15 the New York TIMES reported that "Hull says Russia Favors Air Terms." The August 14 Department of State press release stated:

At the invitation of the United States Government, a series of exploratory talks between American and Soviet groups took place in Washington, during June and July 1944, on the subject of post-war civil aviation. These conversations were of a preliminary exploratory character, and no commitments were made on either side.

Views were exchanged in a friendly atmosphere, and an understanding was reached of the points of view of both countries with respect to post-war developments in civil aviation.

In particular, it was indicated that the organization of an international authority for civil aviation with consultative and technical functions to facilitate international operations and to increase their safety might be desirable.

It was agreed that in the near future opinions should be exchanged between the technical experts of the United States and the Soviet Union with regard to coordination of technical measures in the field of international air transport.<sup>3</sup>

<sup>3</sup>Ibid., Vol. 11, August 20, 1944, p. 191.

Perhaps the Soviets did, at that point, seem to go along with our ideas for a technical international civil aviation organization, apart from our ideas for freedom of transit. However, this report and others seems to have led many people to believe that the Soviets and the United States were basically in agreement while Great Britain was "fearful of open competition" to quote the New York TIMES. Great Britain was certainly fearful of open competition in the air at that time but so was the USSR—and the latter was fearful of much more than just competition.

#### The Invitations to the International Conference on Civil Aviation

Despite disagreements with the Soviets, the British, and the Canadians, the United States decided to go ahead with its plan to call a conference on civil aviation. Perhaps those disagreements were the very reason for our haste. Perhaps we believed that we could do a better job of combating restrictionism in an open forum of many nations than we could in bilateral talks with various allies, each of whom had an important stake in civil aviation.

Invitations were sent to over fifty nations on September 11, 1944. The opening date was to be November 1 and the Stevens Hotel in Chicago was later chosen as the site.

The invitation gave as the objectives of the conference:

1. The establishment of provisional world route arrangements for prompt operation of international air transport services.
2. The formation of an interim advisory council.
3. The establishment of general principles for a permanent international aeronautical body.
4. Agreement on a multilateral aviation convention.

The invitation stated that it was being sent to all the United Nations and the nations associated with them, the European and Asiatic neutral nations, and, in their personal capacities, the Danish Minister and the Thai Minister in Washington. France was asked to send representatives. The press release<sup>4</sup> listed by name the recipients of the invitation. Besides being printed in the Department of State BULLETIN on September 17, the press release received wide publicity here and abroad. A proposed agenda was transmitted to the invited governments and then released to the press on September 29.

#### The Soviet Response

On October 19, after some prodding, Molotov responded to the September 13 note from Averell Harriman which contained the invitation. He complained about several points: 1) inclusion of the European and Asiatic neutrals, 2) the fact that the conference was not to be on post-war civil aviation as previously announced but rather was to treat with questions of civil aviation during the transitional or intermediate period, and 3) no agenda had been received. Nevertheless, Molotov agreed that the USSR was prepared to take part in the conference.

On October 23 Ambassador Gromyko told Assistant Secretary Berle that he would head the delegation which would be composed of the same members as was the earlier delegation except that General Petrov would not take part. In his discussion with Berle, Gromyko showed great interest in the existing differences between Great Britain and the United States. He conveyed the impression to Berle that he was interested in having a close working relationship with the American delegation during the conference.<sup>5</sup>

However, on October 22 Red Army C-47 aircraft No.

<sup>4</sup>Ibid., September 17, 1944, p. 299.

<sup>5</sup>A. A. Berle, Jr., *Unclassified Department of State Memorandum*, dated October 23, 1944.

940 had already left Moscow bearing the following delegation:<sup>6</sup>

Nikolai Asilevich Novikov—vice chairman of delegation  
Major General Aleksander A. Avseevich  
Major General Pavel Federovich Berezin  
Major General Aleksander Romanovich Perminov  
Major General Ivan Mikhailovich Makarov  
Lt. Col. Mikhail Ivanovich Kokonin.

Contrary to what Gromyko had said, only Avseevich and Berezin had been on the previous delegation, and the latter seems to have been promoted from Colonel to Major General in the interim. (The Soviet Major General is a one-star rank.) While this error is not earth-shaking, it may indicate that Gromyko was not being kept well-informed—a conclusion borne out by developments soon to follow.

On October 25, the Soviet C-47 landed at Edmonton, Alberta. On October 26 it took off for Chicago but landed at Winnipeg. On October 26 Gromyko formally informed the Department of State that the Presidium of the Supreme Soviet had decided against Soviet participation in the Chicago Conference because Switzerland, Spain, and Portugal had been invited.

The Department of State then attempted to get the Soviets to reconsider or at least leave their delegation in the United States for purposes of liaison. It was pointed out to the Soviets that they had known the names of the invitees by September 12 when the list was released to the press.

The importance of Spain, in particular, to American plans for post-war civil aviation and the problem which would have arisen had Spain been disinvited at this late date were both revealed when, on December 2, 1944, before the Chicago Conference ended, the United States signed a bilateral air transport agreement with Spain.<sup>7</sup>

On October 29 TASS broadcast a statement as follows:

Reports have appeared in the foreign press concerning participation by representatives of the Soviet Union in the international conference on civil aviation that takes place on November 1 in Chicago.

Tass is authorized to state that these reports do not coincide with the facts. In view of the fact, which has recently become known, that countries like Switzerland, Portugal and Spain have also been invited to the Chi-

<sup>6</sup>Unclassified Department of State Memorandum from the Division of Eastern European Affairs to the Aviation Division, dated October 24, 1944.

<sup>7</sup>"Agreement Between the United States and Spain Relating to the Operation of International Air Transport Service," *Department of State Bulletin*, Vol. 11 (December 3, 1944), p. 674.

## A.D. 1945-2000: From Hiroshima to Nuclear Disarmament



### 1945-1959: Nuclear Anarchy

"Nuclear weapons are Good, and will be used to deter or win hostilities."

(Hiroshima; H-bomb; nuclear diplomacy; MLF)

Chicago conference, countries that for many years have conducted a pro-fascist policy hostile to the Soviet Union, the representatives of the Soviet Union will not take part in this conference.

This announcement was widely publicized. The New York Times on October 30 put it on page 1 under the headline, "Russia to Boycott Civil Aviation Talks." This development was described by the paper as coming as a surprise as it had earlier been announced that a Soviet delegation had been appointed. "Some US officials" were quoted as believing that a separate agreement with the USSR would be possible later.

On October 29 the Soviet C-47 took off from Winnipeg and returned to Russia with its passengers. On October 30 Gromyko formally informed the Department of State that the USSR could not reconsider and that it could not leave its delegation in the United States for liaison purposes.

Nevertheless, "Two-Way Air Talks with Russians Go On" was the headline used by the New York Times on October 31 in reporting a statement made the day before by Under Secretary of State Edward R. Stettinius, Jr.

Stettinius presumably thought that bi-lateral talks could profitably continue, or, more likely, as he was then heavily involved in preparation for the big United Nations Conference at San Francisco, he simply did not want anything like aviation to jeopardize Soviet participation in that meeting.

The same report said that Adolf Berle on leaving the White House would not discuss a report in the Winnipeg FREE PRESS that the USSR, during recent talks with Berle, had refused to consider allowing flights by civil aviation of other countries to be routed over Soviet territory. It further pointed out, correctly, that Spain and Portugal were considered highly important to the development of international air networks and that Spain, Portugal, and Switzerland had all refused to establish diplomatic ties with the USSR. In fact as recently as March 30, 1944 the Swiss National Council had rejected a move to reopen diplomatic and economic ties which had been cut in 1917.

Before looking at the reasons for, and the effects of, the Soviet withdrawal, let us briefly review what the Conference accomplished without Soviet help.

### The Results of the Conference

The International Civil Aviation Conference, commonly called the Chicago Conference, lasted from November 1 to December 7, 1944. The United States attempted to do in 1944 for the air what Hugo Grotius did for the sea in 1604



This cartoon panel by William Dempster is reprinted with permission from the September 1966 BULLETIN OF THE ATOMIC SCIENTISTS. Copyright 1966 by the Education Foundation for Nuclear Science.

### 1959-1966: Nuclear Spread Limitation

"The bomb might be used, but it has doubtful and diminishing military value."

(Testing moratorium; outer space abstention; Cuba pullback; test-ban treaty; MLF demise; nonproliferation treaty; underground test-ban; missile defense freeze)

## The Other Path: Proliferation, MLFs, Tactical Weapons

with his essay *Mare Liberum*, "The Freedom of the Seas," and other efforts which, after centuries, resulted in general recognition of the freedom of the seas. The British were consistent; in 1944 they sought a form of restrictionism in air transport just as did John Selden in 1604 with his book, *Mare Clausum*, "The Closed Sea."<sup>8</sup> The result was a compromise. At the end of the conference the chairman of the American delegation, Adolf A. Berle, Jr., said with optimism—undue optimism he was soon to admit—that the Conference had met in the seventeenth century, but had closed in the twentieth.<sup>9</sup>

Out of the Conference came the following:

1. *The Convention on International Civil Aviation* (The Chicago Convention). This Convention is the charter for the International Civil Aviation Organization (ICAO). By June 26, 1945 enough countries had signed the interim agreement so that the Provisional International Civil Aviation Organization (PICAO) could be set up with its headquarters in Montreal. On April 4, 1947 PICAO was converted to the permanent ICAO. This organization continues to function and to perform a useful service, particularly in the more technical aspects of international aviation.

2. *The International Air Services Transit Agreement* (The Two Freedoms Agreement). Under this agreement, the signatories permit commercial aircraft of other signatories to fly over their territory and to land for non-commercial purposes—such as refueling and repairs. Some countries impose certain restrictions but, in general, it has contributed to a certain opening up of the skies.

3. *The International Air Transport Agreement* (The Five Freedoms Agreement). This ill-fated agreement was intended to serve as a multilateral agreement to regulate the economic problems of international air transport. Traffic privileges as well as transit privileges were to be exchanged on a multilateral basis. This would have meant true freedom of the air but Great Britain would not sign it and it encountered considerable criticism in the United States. Finally it was denounced by the Department of State on July 25, 1946, the same day on which the Senate approved the Convention on International Civil Aviation. There was more than a coincidental relationship between the two actions. Today, for all practical purposes, this agreement is dead.

4. *Miscellaneous Matters and Proposals*. Various subjects of a technical, economic, and legal nature, not otherwise

dealt with, were incorporated in resolutions urging that international action be taken. This has since been done in most cases.

### Why Did the Soviets Pull Out?

As soon as it was known that the Soviets had refused to participate in the Chicago Conference there was much conjecture, both private and public, about their reasons and the significance of their actions.

TIME magazine on November 6 said that the State Department seemed stunned.

Though it had bickered with the British it had apparently gotten along swimmingly with the Russians on air affairs. While it frantically worked to heal the break, the Department hugged the bad news to itself for two days—and confirmed the news only after Moscow radio announced it.

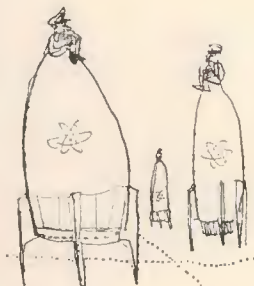
At any rate the June 1944 article in "War and the Working Class" seems to have adequately alerted the Americans to the real reason for the Soviet attitude—their historic pathological fear of opening up their territory in any way. Also American officials do not seem to have been unduly concerned about the Soviet absence. The Assistant Secretary of Commerce for Air, William A. M. Burden, as reported in the *AMERICAN AVIATION DAILY* for January 17, 1945, said that Russia's failure to participate at Chicago was not as serious as the size of the country might indicate. He said it showed that the USSR did not intend to permit the flight of foreign aircraft across her territory nor to participate actively in long-range international air transport in the immediate postwar period.

Nevertheless, during and after the Conference, the United States continued to hold the door open for Soviet membership. For example, one seat on the 21-man PICAO Council was kept vacant until May 29, 1946 at the request of the United States until it became clear that the Soviet Union really was not interested. Again this attitude was probably related to the more general matter of getting Soviet participation in the San Francisco Conference.

The Soviet view of the Conference was probably best summed up in another article in "War and the Working Class" for February 15, 1945 on "Problems of Post-War Civil Aviation" by Col. M. Tolchenov.

The question of flying over alien territory is one of the most difficult to decide. True, for countries comprising small areas this form of international cooperation is perhaps the only possible one since the operation

(Continued on page 46)



#### 1966-1980: Nuclear Arms Control

"The bomb has no value except to deter its use by other nations."

(No nuclear weapons use or threat in Vietnam; defense against threat of use guarantees; inspection to deter use; tactical weapons reduction)



#### 1980-2000: Nuclear Disarmament

"Nuclear weapons are Bad, and cannot be used for tactical advantage."

(Reduction of strategic weapons to minimum deterrents; abolition of national nuclear arms)

# The Birth of the Foreign Service Act

THE TWENTIETH ANNIVERSARY of the passage of the Foreign Service Act of 1946 gives an opportunity to look back with no small amount of gratification on the advances that have been made since that date in the structure of the Foreign Service, and in the well-being of the people serving in it. Those of us who remember other times with inadequate assets, resources and tools of trade, reflect with pride on the enlightened provisions of the 1946 Act and its subsequent amendments. That other countries have since adopted many of the features of the Act is no small tribute to its planners.

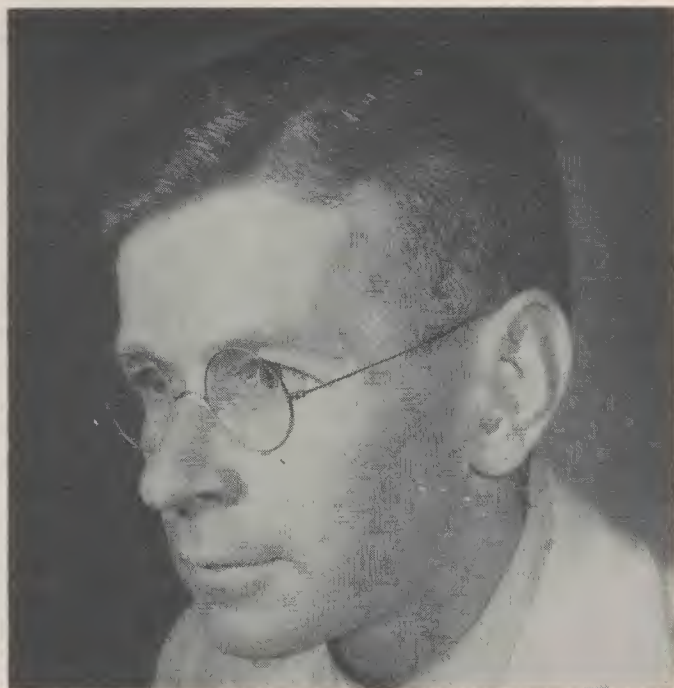
Perhaps the most important early steps which led to the planning and subsequent enactment of the Foreign Service Act of 1946 were taken in Paris in December, 1944, during the closing days of World War II. The need for a vastly expanded Foreign Service to cope with the complex problems that would confront the Government at the termination of hostilities, an end already then in sight, was apparent to most Foreign Service officers and to none more than to Ambassador Julius C. Holmes and the late Selden Chapin. Holmes, a former Foreign Service officer,

*Edward R. Stettinius, Jr.*



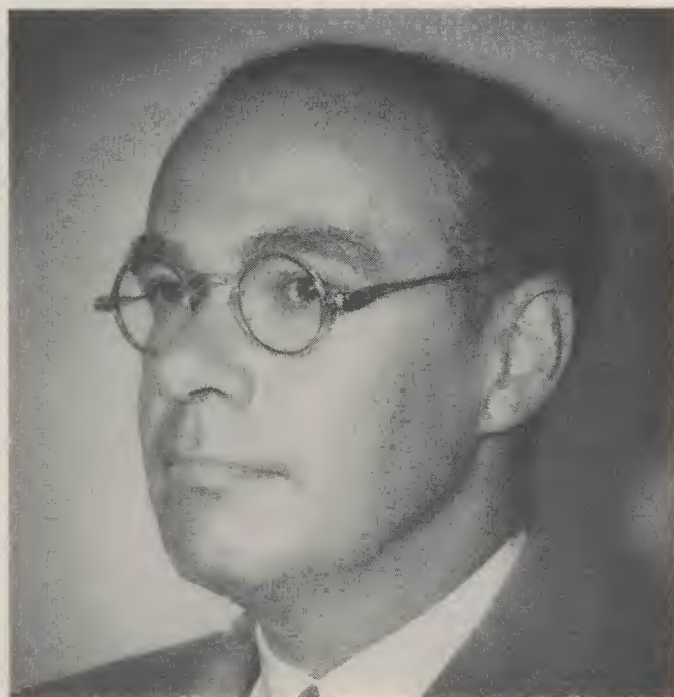
*Julius C. Holmes*





*Andrew B. Foster*

*Julian F. Harrington*



was at that time serving in the Army and stationed at Supreme Headquarters of the Allied Expeditionary Forces at Versailles. John Erhardt and Monnett Davis, the first incumbents of the newly established State Department positions of Director and Deputy Director of the Office of the Foreign Service and the small number of "planners" attached to that office had already pinpointed many of the areas that would require attention. Chapin was serving as Counselor of Embassy at Paris. Edward Stettinius, Jr., who had just been named Secretary of State, asked Holmes if he would return to the United States as soon as he could be released by the Army to serve as Assistant Secretary of State for Administration, a position comparable to that of today's Deputy Undersecretary for Administration. Holmes readily agreed, and then asked his close friend, Selden Chapin, if he would return with him to the Department to become Director of the Office of the Foreign Service with the specific responsibility of conducting a thorough and systematic study to overhaul the Service and draft the necessary modernizing legislation. Chapin, then as always a staunch advocate of a vigorous and flexible Foreign Service, welcomed the opportunity to contribute to the betterment of a Service to which he was so deeply dedicated. Chapin, in turn, asked me, then serving as Counselor in Brussels, to be Deputy Director of the Office of the Foreign Service. I agreed, and all three held a number of preliminary talks in Paris. We also buttonholed every colleague who crossed our paths, seeking suggestions, criticisms and new ideas.

At about the time these talks were taking place in Paris the Foreign Service Association, in response to growing pressures within the Service and in response to a specific request from Monnett Davis, used the columns of the *JOURNAL* to conduct an essay contest soliciting views on ways in which the Service should be revamped. The winners of the contest were James Orr Denby, Edmund A. Gullion, Edward G. Trueblood, Perry H. Jester, Ware Adams and Selden Chapin. The responses submitted demonstrated a widespread concern over the inadequacies of the existing Service and contained a wide variety of helpful suggestions, all of which were made available to the future planners. All the winning essays were printed later in the *JOURNAL*.

One of Chapin's first steps on his return to Washington was to convert the small planning staff in the Office of the Foreign Service into a high-level organization in which many of the outstanding officers then in the Service were asked to serve. All were highly experienced and imaginative. One of the foremost of these was Tyler Thompson, who is now serving as Ambassador to Finland. In addition, there were former Ambassadors Edmund Gullion

and Carl Strom, among many others, who also served on the planning staff with great distinction.

It was soon evident to the planners that the Foreign Service was woefully understaffed and the Department could ill afford to sit idly by while the new organic Act with all the needed innovations and modifications was being developed. Enactment by the Congress would inevitably entail further delay. Furthermore, the Foreign Service was woefully understaffed because of an unfortunate decision at the start of the War not to recruit young Foreign Service officers in competition with the Armed Services. It would have been preposterous to attempt to increase in a short time the number of FSOs from 600 to 1500, the minimum requirement at the end of the war, exclusively through appointments to the lowest ranking class. Accordingly, a one-shot transfusion was decided upon, which would be authorized by a short simple piece of legislation. The Bill, known as the Manpower Act, permitted the appointment at levels commensurate with their abilities of up to 250 new officers. Before that time new appointments to the Service could be made only at the lowest grade, following both oral and written examinations. Manpower candidates were required to have certain specific educational backgrounds and experience but they were not subject to the time consuming process of written examinations. By means of this Act, the services of nearly 250 experienced officers were obtained on short notice to bolster the creaking structure of the Foreign Service, until a new improved framework could be developed. Most Manpower appointees rose to the top of the Service and many became Chiefs of Mission.

From the gratifying experience of the Manpower Act which quickly injected new blood into the Service at levels where the need was greatest, the concept of a Reserve Corps which quickly could provide unforeseeable manpower needs was developed. By means of this flexible structure the Department could speedily recruit temporary short-term personnel and respond to the demand for new skills. The duration of appointments in the Reserve was first fixed at four years, but this limitation, originally planned as a safeguard against dilution of the career

service, was later liberalized in the interests of greater flexibility. The creation of the Foreign Service Reserve, in addition to meeting the Department's immediate manpower needs, answered a problem confronting the Departments of Commerce, Labor and Agriculture, which then, as now, had important overseas responsibilities. Their personnel could be incorporated into the Reserve for overseas duty without more than mechanical delay. With the support of these Departments it was possible to build a Foreign Service of the United States, not of the State Department alone, and the enthusiastic backing these three Departments gave the new Act was of immense importance when the Act was being considered by the Congress.

The creation of a Staff Corps, in its own way, was as important as the new Reserve Corps. This feature gave greater recognition, incentive and opportunity to those essential members of the Service who were not then regarded as a part of the "career service." When recruited, they were not subject to exacting examinations given to "line officers." The Act gave to Staff Corps personnel many benefits never previously enjoyed. They immediately became members of a single personnel system and in general reaped advantages available to their colleagues in the FSO and FSR branches. They became a part of a classified service and were brought under the pensions of the Foreign Service Retirement system.

By means of the 1946 Act selection boards were established for the first time to conduct annual reviews of the personnel dossiers of all FSOs. This system was later extended to the Reserve and Staff Corps. In setting up selection boards, the planners drew heavily on the experience of the Army and the Navy. These reviews set up the machinery for annual promotions, replacing the old system of promotions made irregularly as funds became available. The reviews, however, worked both ways. They made recommendations for both promotion and selection out. Prior to that time, there was no systematic procedure for either promotions or for weeding out substandard performers. A new feature was the provision whereby those selected out would either receive a small annuity, or

*John Kee*



*John M. Vorhys*



*James P. Richards*



a refund of their contributions into the retirement fund, with compound interest if they had not been in the Service long enough to become pensionable. Selection out was not made applicable to members of the Foreign Service Reserve, whose tenure was temporary, nor to Staff Corps personnel.

In developing an improved system of allowances the planners sought the advice of leading American commercial and banking institutions engaged in overseas activities. Their allowances, like their salary scales, were more liberal than those of the US Government, and it was evident that the Department would have to raise its levels of pay and allowance if it were to compete successfully in the manpower field with private industry. The planners led the way to improved conditions in both respects.

The Congress, too, was concerned about the need for an expanded Foreign Service. The House Foreign Affairs Committee, aware of the steps being taken by Chapin and his associates, appointed a subcommittee headed by the late John Kee of West Virginia. Serving with Judge Kee on the subcommittee in Congress were James Richards of South Carolina and John M. Vorys of Ohio. Kee and Richards were Democrats and Vorys was a Republican. The Department was under constant pressure from the subcommittee to proceed post haste with the drafting of a new Foreign Service Act, and Chapin and his colleagues reported almost daily to the subcommittee. The interest of the subcommittee in the project was heartening to the planners and supplied them with added incentive.

The Bureau of the Budget and the planners were also in almost daily contact. The expertise of the Budget people assigned to work on the project was of invaluable assistance. As was to be expected, there were some differences of opinion, particularly with respect to the status of the Foreign Service within the Department. The planners sought an elite corps headed by a Director General with relationship in the Department similar to that of the Marine Corps in the Navy Department. The Bureau of the Budget insisted on a vertical chain of command stemming down from the Secretary of State. The Act as finally passed by the Congress made the Director General the effective head of the Foreign Service, under the direction of the Secretary of State. For this and perhaps other reasons the Bureau of the Budget recommended to President Truman that he veto the Bill. When word of the veto recommendation reached Assistant Secretary of State Donald Russell, now Senator from South Carolina, he telephoned the Secretary of State who was attending a conference in Paris, asking him to urge the President to ignore the veto recommendation. At this point it seemed that the high hopes of Chapin and the planners along with many months of ceaseless toil would be dashed against the rocks of the veto recommendation. Their spirits could not have been lower. Happily for them and the Service the Bill with its seeming imperfections was signed into law and became effective on November 13, 1946. The Department thereby had the machinery with which to build a more vigorous and more effective Foreign Service.

A number of the salient features of the 1946 Act are worthy of mention in this review, not because they are not well known to those now in the Service but more especially to underscore the fact that they did not exist prior to 1946. For example, the Act established a Board of the Foreign Service which comprised members of the Depart-

ments of State, Commerce, Labor and Agriculture. This Board was charged with the responsibility of formulating administrative policies governing Foreign Service operations. More importantly, it gave formal recognition to the new concept of a Foreign Service representative of many agencies of the Government.

The Act gave statutory authority to the Board of Examiners of the Foreign Service and elevated what used to be known as the Foreign Service School to the status of an Institute under the leadership of a Director. The subcommittee, and Congressman Vorys in particular, was most insistent on fixing by statute the responsibilities of the Board of Examiners under an Executive Director, as a safeguard against external pressures. The subcommittee was equally insistent upon improving in-service training. There is little doubt that the subcommittee would be proud and gratified to see today the product of their insistence.

The 1946 Act telescoped the number of Foreign Service classes from 11 to seven and it set up parallel classes in the Reserve. It likewise brought into the classified Staff Corps a large segment of Foreign Service personnel whose previous grades were arrived at haphazardly without job specification and standards. Their salary range and opportunities were vastly improved.

The Act broke through the existing salary ceiling of \$10,000 on Government salaries, which had been in effect for many years. It established a "super class" of Career Ministers to which the Class of Career Ambassadors was added later, and it made it possible for career officers to accept opportunities as Chiefs of Mission without loss of their Foreign Service status. Before that time a Foreign Service officer, when appointed as a Chief of Mission, did not have the protection of the Foreign Service system when his tour of duty as Chief of Mission ended. If he was not reappointed by the President in some other capacity he was out of a job.

These and many other things were accomplished by the planners of the Foreign Service Act of 1946. Today, most of them are taken for granted, but they are worthy of mention, twenty years later, to emphasize the wisdom and farsightedness of the planners.

Holmes' term as Assistant Secretary of State for Administration was not lengthy but he turned on the green light for Chapin and took an active part in laying the groundwork for the studies and planning that continued after his departure. Without his enthusiastic support in the early stages the work of the planning staff would have been much more difficult and taken longer to complete.

The 1946 Act has been amended many times and is today a better piece of legislation than it was as it was first drafted. It has withstood the test of long experience. Its original concept of flexibility and adaptability to meet changing needs and conditions is as sound today as it was in 1946. The creation of a framework to accommodate the personnel needs of other civilian branches of the Government surely is one of its chief accomplishments. The Act emerged from the experience and wisdom of many outstanding Foreign Service officers, but subsequent amendments were needed to correct many unforeseeable deficiencies.

As I look back on this great effort, it is abundantly clear that if credit for it should go to any one individual no one is more deserving of this distinction than the late Selden Chapin. ■

"Foreign Service Officers come late and unprepared to executive responsibilities. The habits of diplomacy, characterized by individual brilliance, organizational caution and a continuing effort to widen areas of agreement are not the habits of the good executive manager . . ."

# 1966: Are We Obsolete?

*Six Mid-Career Officers*

*say that unless we change*

*the answer is yes*

*The Honorable John M. Steeves  
Director General of the Foreign Service  
Department of State  
Washington, D. C.*

*Dear Mr. Ambassador:*

As career Foreign Service officers, we share your interest in the future of the Foreign Service and your concern that it prove adequate to its present responsibilities.

The prospect that the Hays Bill might not become law moved us to consider what alternative personnel structures would be possible and desirable. We found, however, that our considerations of this subject took us considerably further afield; that the structure of the Foreign Service was, or should be, a reflection of its role in the foreign affairs community. We concluded that the Foreign Service was bound legally and psychologically by the Acts of 1924 and 1946 to the conduct to foreign affairs at an essentially technical level. Since 1946, however, the manner in which foreign affairs is conducted has changed with the development of new tools such as military, economic and technical assistance and persuasion techniques. These tools are in the hands of other agencies of the United States Government.

We further concluded that this diminution of responsibility and authority was the principal cause for the disquiet with which Foreign Service officers contemplate their present role in foreign affairs.

It was, then, a short step to the conclusion that in 1966 the proper role of the Foreign Service officer corps is the *direction* of foreign affairs without regard to agency boundaries, rather than the *conduct* of foreign affairs at the technical level. This conclusion seemed to us inescapable with the publication of FAMC 385 and with the advent of such powerful tools as PPBS and FAPS.

We believe that this rather simple shift of focus, which may at first glance appear a semantic quibble, could have quite revolutionary effects on the future of the Foreign Service

officer corps as well as on its present state of morale and efficiency. We emphasize the revolutionary nature of this shift in focus because we do not wish to be accused of nostalgia for a past most of us never knew and which is, in any event, no longer pertinent. Rather, we have attempted to look forward to a solution of the problems the Foreign Service will face in the future.

We are moved to communicate our thoughts to you for two reasons. First, we are deeply concerned lest the Department of State and Foreign Service forfeit the opportunities for service implicit in FAMC 3385. Second, we are deeply concerned that the Foreign Service should be able to attract and hold the kinds of people necessary for the efficient conduct of the public's foreign affairs business: if it is, and if material rewards will never match those available to people of equivalent talent outside of government, then job satisfaction becomes a critical element. We believe that too many talented officers are being asked by the Foreign Service to perform task which do not afford these satisfactions. The fault lies with the present role of the Foreign Service. To fulfill the new role suggested above may require a new structure.

The attached memorandum summarizes our conclusions.

*Respectfully,*

*Charles W. Bray III   Peter D. Constable   Morris Draper*

*Robert T. Hennemeyer   Frank S. Wile   David E. Zweifel*

SUBJECT: After the Hays Bill—What?

1. Background. The Foreign Service was constituted to conduct the foreign affairs of this country. The acts of

"Since 1946, the manner in which foreign affairs is conducted has changed with the development of new tools . . . These tools are in the hands of other agencies . . . The result has been a steady erosion of the Foreign Service's influence in the conduct of foreign affairs . . . and considerable doubt as to the future validity of the concept of a career Foreign Service . . ."

constitution occurred in 1924 and 1946. Neither act of constitution foresaw the qualitative changes that have overtaken our relations with the rest of the world; nor did either act foresee the accompanying changes in the methodology of foreign affairs.

By this we mean that the Foreign Service was called into being at a time when the principal tools of foreign affairs were diplomatic. In 1966, however, the principal tools of foreign affairs can more properly be considered military, technical or financial: legally and bureaucratically, these tools are controlled by agencies not fully responsive to the Department of State (i.e., the Department of Defense, AID, USIA, CIA, Agriculture, Commerce, etc.).

The result has been a steady erosion of the Foreign Service's influence in the conduct of foreign affairs, increasing doubt as to the proper role for the Foreign Service in the foreign affairs community of Washington and, indeed, considerable doubt as to the future validity of the concept of a career Foreign Service. The cumulative effects on the morale and efficiency of the Foreign Service have been serious, reinforcing the loss of influence and prestige to other agencies in the foreign affairs community.

2. Assumptions. It is assumed in what follows that:

a. The Hays Bill (H.R. 6277), which constituted one possible partial solution to the present problem, is in all essential respects unsalvageable.

b. The Department of State and the Foreign Service cannot directly repossess the technical tools of foreign affairs now exercised by other agencies.

c. FAMC 385 represents the President's intentions that the Department of State should assert leadership in the foreign affairs community. Thus, FAMC 385 must be considered an urgent mandate.

3. Discussion. If these assumptions are correct, it follows that the proper role of the Foreign Service is not the *conduct* of foreign affairs, but rather their *direction*. In this regard we note the statement of Paul H. Nitze that: "To my mind, the executive function of the Office of the Secretary of State is to see to it that the foreign policy of the United States operates in all its essential parts. . . . This 'general manager' function includes, but is by no means limited to, administration; its primary concern is with the management of substantive policy and its execution."<sup>1</sup>

If the function of the Department of State and the Foreign Service is the direction of foreign affairs, then the principal tasks of the Foreign Service officer corps must be: (1) *the elaboration of policy*; (2) *the effective coordination and direction* of the skills and resources residing elsewhere in the foreign affairs community; and, finally, as a corollary to the task of direction: (3) *assuring that policy decisions are understood and implemented* by each agency affected.

These, rather than the conduct of foreign affairs at the technical level, are the proper present tasks for the Foreign Service officer corps.

It will be argued that the Foreign Service has long since acknowledged and undertaken to discharge these responsibilities. It must also be acknowledged that the Foreign Service has done so reluctantly and as an adjunct to the "more important business" of conducting foreign affairs at the technical level.

The task of policy elaboration suffers because the Foreign Service as it is now structured finds it difficult to attract, encourage or develop officers possessing the inherent creativity, the acquired analytical capacity or the intellectual courage necessary to encompass large problems largely or to pursue small problems to their (sometimes distasteful) conclusion.

The task of coordination and direction suffers principally from inattention: Foreign Service officers come late and unprepared to executive responsibilities. The habits of diplomacy, characterized by individual brilliance, organizational caution and a continuing effort to widen areas of agreement are not the habits of the good executive or manager. The latter defines areas of disagreement to permit discussion and decision, understands fully the uses of bureaucratic power and personal charisma and also understands that the proper role of the manager is to facilitate the task of his subordinates. The good executive succeeds through the efforts of others.

The task of assuring compliance of other agencies in implementing policy is, in large measure, a function of the acquisition, analysis and presentation to the decision-maker of the facts (and particularly budgetary data) critical to the decision process. The advent of such systems as PPBS and FAPS, together with the coming of age of the computer, afford the Foreign Service an extraordinary opportunity to improve its capacities for direction. These tools will be of no use, however, unless the Foreign Service can use them effectively and comfortably: to do so will require an analytical and mathematical capacity which the Foreign Service officer corps does not now possess.

4. Conclusions. If the proper role of the Foreign Service officer corps is to provide creative direction in the multiagency field of foreign affairs, then the duties of Foreign Service officers should prepare them to play this one role—*instead of* the many roles the Foreign Service officer is now asked to fill. The Foreign Service Officer must be recruited, assigned, trained and developed with the sole end of fitting him to serve in positions of executive responsibility requiring great creativity and rigorous analytical capacities. *He should not also be asked to serve as a diplomatic, consular, or administrative technician.*

We have examined and, at least tentatively, discarded several proposed alternatives to the Hays Bill and to the present structure and composition of the Foreign Service. Most notable was one which would have created a truly inter-agency Foreign Service officer corps, recruited, trained and administered by an independent body (perhaps attached to the White House), broadened to include unusually capable officers from other agencies and available for service in any of the several foreign affairs agencies.

The following proposal would permit the Foreign Service to assume its new role of direction at least cost to the efficient conduct of current business; it also appears susceptible of phased implementation in varying degrees of depth, thus minimizing the disruption of service morale and tradition.

(Here it should be noted that many large business concerns, concerned with the problem of developing executive capacities, have in effect added a third "track" to the top to the two traditional tracks encompassing administrative support personnel on the one hand and sales and production staffs on the other. The third track, of course, is for the purpose of developing executive staffs, and is open to qualified personnel from the other two tracks: in some respects, the third track is akin to the US Navy's concept of the "line," as opposed to the staff, officer. The former runs the ship; the latter makes it possible for him to do so.)

We propose the addition of a third track to the Foreign Service system, the third track to encompass a Foreign

(Continued on page 45)

<sup>1</sup>The Secretary of State, The American Assembly, Columbia University, New York, 1960.

# 1946 Revisited

**T**WENTY YEARS AGO, on August 13, 1946, the Foreign Service Act of 1946 became a reality culminating three years of intensive efforts to develop a new and sound legal framework for the role of the Foreign Service in the conduct of our foreign affairs. I believe that today everyone familiar with the conduct of our foreign affairs recognizes that the chronicle of the Foreign Service Bill—its planning, enactment, and results—represents an outstanding success story. The 20th Anniversary of the enactment of the bill is, therefore, an occasion where reminiscences of the past and some evaluation of results are in order.

The date of commencement of the chain of events which led to the Foreign Service Act was March 1, 1944. On that date one of the many State Department reorganizations established for the first time an Office of the Foreign Service. Previously, individual divisions in the Department—the Divisions of Foreign Service Personnel, Foreign Service Administration, and Foreign Service Buildings—had concerned themselves with individual segments of the problems of the Foreign Service. Indeed, the Division of Foreign Service Personnel had been established by an Act of Congress and for this reason, even after the organization of the Office of the Foreign Service, occasionally claimed complete autonomy. However, until March 1, 1944, no section of the State Department had the overall responsibility for dealing with all the important problems of the Foreign Service.

In one sense, there was a close parallel between the administrative situation in the department before March 1, 1944, and the legislative situation with regard to the Foreign Service. A series of Acts of Congress had, over a period of 100 years, conferred certain duties on our diplomatic and consular officers and made some provisions for their appointment, compensation, promotion, and retirement. However, it was a crazy-quilt pattern with little logic and large blanks.

The Departmental Order of March 1, 1944, designated the late Ambassador John Erhardt as the first Director and the late Ambassador Monnett B. Davis as the first

Deputy Director of the Foreign Service. They had previously been, respectively, the Chiefs of the Division of Foreign Service Personnel and the Division of Foreign Service Administration. Ambassador Davis, on March 1st, established a planning staff which at that time consisted of one Foreign Service officer, Horton Henry, and one State Department officer, the author of this article. A few weeks later, the late Alan Steyne, a high ranking

*Monnett B. Davis*





*Selden Chapin*

Foreign Service officer of great imagination, energy, and creativity, joined the small planning staff. He was intrigued and indeed overwhelmed by the vastness and variety of the problems. In his efforts to bring order out of chaos, he literally exhausted himself both physically and emotionally. His untimely death a little over a year after the start of this work, as Ambassador Selden Chapin, then the Director of the Foreign Service, pointed out, was in a large part attributable to overwork.

As early as June, 1944, it became apparent to Foreign Service planners that the solution of the problems of the Foreign Service would require extensive legislation. Much of the existing legislation was totally antiquated and there were large areas where there literally was no legislative authority to justify fundamental activities. An example of the former situation arose when the Foreign Service was confronted with the problem of sending Foreign Service officers to Germany to follow the military operations. For security reasons, it was essential that all civilian personnel assigned to the military commands should wear uniforms. To our horror, we discovered that an Act of Congress, dating from the 1870's, forbade diplomatic or consular officers from wearing any military uniforms except the dress uniform of the Union Forces in the American Civil War in which case they were entitled to a salute of eleven guns and three flourishes. The third article of the Foreign Service Act of 1946 immediately following the Congressional declaration of objectives and definitions, solves this.

An officer or employee of the Service holding a position of responsibility in the Service shall not wear any uniform except such as may be authorized by law or such as a military commander may require civilians to wear in a theater of military operations.

However, far more serious matters required a legislative sanction. One of the most urgent problems arose out of one of the battles of the agencies during the war. The Board of Economic Warfare and its successor, the Foreign Economic Administration, with considerable assistance and goading from the Treasury Department (where the Assistant Secretary in charge of International Affairs was Harry Dexter White) had evolved a theory of fragmentation of foreign policy under which the Foreign Economic Administration would become a permanent part of the

Government completely responsible for the economic aspects of the Foreign Service policy. The Treasury Department would similarly be responsible for the financial aspects of foreign policy and the State Department confined to purely political aspects. In 1944, when the planning for postwar Germany began, the Department received an administrative order signed by President Roosevelt which would apply this theory of fragmentation to US Government operations in Germany. The amusing feature of this order was that the person who prepared it must have had an inexperienced or negligent stenographer since the initials of the drafting officer "LC" appeared on the copy sent to the State Department. It was not difficult to identify "LC" who was either Leo Crowley, the Director of the Foreign Economic Administration, or Laughlin Currie, the Deputy Director. (It turned out to be Laughlin Currie.) The development of any such pattern in the postwar period would obviously have completely destroyed the effectiveness of the Foreign Service. But from the standpoint of legislative authority, the State Department and Foreign Service had little legal support for their main activities.

Another problem of vast importance had arisen as a result of President Roosevelt's executive orders in 1939 merging the Foreign Commerce Service and the Foreign Agricultural Service with "the Foreign Service." The administrative order provided a reasonably sound pattern for recruitment of personnel and other administrative arrangements. However, on the question of substantive direction of activities abroad, the sole provision was that the Department of Commerce and the Department of Agriculture should request such reports and other services as they might require and the Foreign Service should fulfill the requests. Theoretically, the requirements of the Commerce Department and the Agriculture Department could have preempted the full time of all the Foreign Service officers stationed abroad. In other words, there was no system of establishing priorities or of tailoring the

*Carl Strom*



requirements of the various Departments in Washington utilizing the Foreign Service to the capabilities of the Service. An inter-departmental machinery existed in connection with administrative matters, but none in connection with the more important task of the direction of the Service.

These are examples of the problems which led to the decision by Ambassador Erhardt and Ambassador Davis that a new Foreign Service Act was essential. I recall vividly the first occasion when this decision was communicated to a small group of interested Senators and Congressmen which included Congressman Vorys of Ohio, Senator Ball of Minnesota, and four or five others. Alan Steyne presided and painstakingly pointed out the types of problems which could not be solved without legislation. The first reaction of a number of the Congressmen was to suggest that the personnel of the Foreign Service should be recruited on a much broader basis. At that point, Ambassador Erhardt, who hailed from Brooklyn and was an avid baseball fan and follower of the Dodgers, agreed and said, "The trouble with the Foreign Service is that there are not enough people from Brooklyn in it."

While the general framework for the legislative program was agreed upon early in 1945, the systematic

preparations to turn the ideas into reality awaited major changes in the personnel of the State Department—the appointment of Ambassador Julius C. Holmes as Assistant Secretary of State for Administration and of Selden Chapin as Deputy Director of the Office of Foreign Service when Ambassador John Erhardt went to the field. Ambassador Monnett Davis succeeded Ambassador Erhardt as Director of the Office of the Foreign Service, but some three months later was named as Minister to Denmark and was succeeded by Mr. Chapin. At that time Mr. Harrington returned to the Department as Deputy Director of the Office of Foreign Service.

My own direct participation in the program leading to the Foreign Service Act ended at that time. When Ambassador Davis became Director of the Foreign Service and the planning staff was vastly expanded into a planning division, he gave me a choice of going into the planning division or remaining as his Special Assistant, indicating strongly, however, that he preferred I remain with him. In all the years in which I was in the State Department and Foreign Service there was never anyone for whom I had greater admiration and affection than Monnett Davis and, obviously, I remained with him. As his assistant and later as assistant to Selden Chapin, I followed carefully the vastly intensified program which Ambassador Harrington has aptly described in his article in this issue of the JOURNAL. Also in July and August of 1946 when it became essential to mobilize all available resources to answer Congressional questions and assist in legal drafting, I was detailed from another section of the Department for three hectic weeks on Capitol Hill. Because I cannot be considered as one of the major authors of the bill I am perhaps in a better position to attempt an unbiased estimate both of its merits and weaknesses.

**T**o me the greatest proof of successful accomplishment is that the Foreign Service Act has lasted for twenty years without any really major changes and continues to be a satisfactory framework for carrying on the work of the Foreign Service.

To be sure, there have been changes. In 1949 the provision in the original bill delegating authority by the Secretary of State to the Director General of the Foreign Service was repealed and replaced by the following provision:

The Secretary of State, or such person or persons designated by him, notwithstanding the provisions of this chapter or any other law, except where authority is inherent in or vested in the President of the United States, shall administer, coordinate, and direct the Foreign Service of the United States and the personnel of the State Department. Any provisions in this chapter, or in any other law, vesting authority in the "Assistant Secretary of State for Administration," the "Assistant Secretary of State in Charge of the Administration of the Department," the "Director General," or any other reference with respect thereto, are amended to vest such authority in the Secretary of State.

This was a wise change since the original provision suggested the possibility of limitations on the authority of the Secretary of State to coordinate the administration of the Foreign Service with the administration of the Department of State.

(Continued on page 50)

Donald Russell



# EDITORIALS

## Foreign Service Act of 1946

**T**WELVE SCORE and three months ago, the Thirty-third President of the United States signed into law H.R. 6967—our statutory base, the Foreign Service Act of 1946. Born in the blush of controversy and midwifed by compromise, the Act's next birthday will be its twenty-first. This month—during Foreign Service Day—the Department and the Foreign Service commemorate the twentieth anniversary of the law that President Truman approved on August 13, 1946.

Amended frequently, the Act still embodies the essential aims of its conceivers and drafters (the Chapin-Foster group), its sponsors (Secretary of State Byrnes and Assistant Secretary—now Senator from South Carolina—Russell), as well as its legitimizers (the Congress). The Act, however, conjured doubts among its opponents (mainly in the Bureau of the Budget) on the grounds that it was too detailed, too inflexible and that it insulated the Foreign Service from direct control by the Secretary and the President.<sup>1</sup>

The Act of 1946 codified as law of the land the principles of a career service which accepted most of its new members at the bottom of a career ladder after rigorous examination—a career service which would reward excellence of performance through promotion and which would also rid its ranks of the least able through selection-out. Chapin thought the Service needed constant reinvigoration and the process of selection-out would ventilate the ranks to force attrition at a more rapid rate than ordinary retirement allows. This would permit accelerated promotion of the most able and bring them “. . . to the top while still vigorous and receptive to new ideas.”<sup>2</sup>

The Act also provided for the lateral entry of persons into the several ranks of the Service. The Foreign Service officers who drafted the Act believed that a controlled influx of persons at the various grades of the Service would be a stimulant. The drafters recognized some would suspect that this procedure afforded an “easy” way into the Service. Concerned lest there be abuses but eager to provide for continuous transfusions of new blood, the Congress provided for the lateral entry of qualified persons under specified conditions.

The questions of separating-out the least able and providing for the intake of fresh viewpoints and needed talents have been sources of contention in the past two decades since the Act became law.

The members of the Foreign Service today—as in the past—have no fear about competition (whether it is manifest either in selection-out or in the lateral entry of new talent, either in promotion or in appointment at the lowest grades) as long as the procedures are fair, are unabused and improve the level of excellence of our service to the Secretary, the President and the Nation.

Certain persons sometimes lost sight of the fact that the Foreign Service *has changed* enormously since 1946. Our size has multiplied to meet new national needs. In 1946, almost all members of the Foreign Service were engaged in the usual

political or economic reporting, and consular or administrative duties. Today, we work in Vietnam provinces, advise the military, help to manage AID and Peace Corps missions, engage in educational, informational, cultural and scientific programs, and are reestablishing contact with American campuses and businesses—in addition to the more traditional diplomatic and consular tasks.

**D**OUBTLESSLY the Foreign Service of the United States will have changed even more by 1986 when we come to the fortieth anniversary of this Act. We face the future with optimism and determination. We welcome all change as long as that change is improvement. Competition will always be our stimulus. We appreciate the heat in the kitchen, not because it is comfortable, but because it keeps our corporate body warm. ■

## Foreign Service Day

**O**N November 17, the Department of State and the Foreign Service of the United States will celebrate Foreign Service Day. The program of activities will carry over to November 18 and will mark the occasion of presenting awards to members of the Department and the Foreign Service for excellence, high achievement and meritorious service. The two days also mark the time during the year when former members return to renew acquaintances, to participate in policy seminars and other intellectual refreshment.

During this coming Foreign Service Day, the Department and the Foreign Service will look back upon the past two decades and commemorate the twentieth anniversary of the Foreign Service Act of 1946—with the appraisal of what has been done as the benchmark of what more needs doing in the years ahead. We welcome back and are rightfully proud of our former members. Equally—perhaps more importantly—we urge on to greater levels of accomplishment those who fill our ranks today. Ever-increasing excellence in the performance of our responsibilities is our goal. ■

## The Long-Awaited Stud Book

**O**VER 14,000 copies rolled off the presses in mid-summer and were quickly snatched up by FSOs, personnel officers, Federal agencies, foreign missions and sundry other consumers.

The interval between the 1966 edition and the so-called 1964 volume (the data of which was current to September 1963) had witnessed severe strains on several of our more important personnel operations. It had become quite difficult on the occasion of reassignments and introductions to learn who was promoted when, had served where, etc. The latest Foreign Affairs Domesday Book has done away with all that—at least for some time to come.

We applaud those who were responsible for the latest in the (we hope, continuing) series of Stud Books. However, we hope we may be forgiven for reverting to certain suggestions the JOURNAL has made in the past: that the directory eliminate certain irrelevant and incomprehensible information and that it increase its usefulness by including the names of wives. ■

<sup>1</sup>See Harold Stein, *The Foreign Service Act of 1946* (Washington: Committee on Public Administration Cases, 1949), pp. 141-149. See also Arthur G. Jones, *The Evolution of Personnel Systems for U. S. Foreign Affairs* (New York: Carnegie Endowment for International Peace, 1964), pp. 42-44. Both of these works are “must” reading for everyone interested in the Foreign Service.

<sup>2</sup>See Stein, cited above, p. 190.

# WASHINGTON LETTER

by LOREN CARROLL

If you persist in your notion that the National Gallery and Hecht's department store have nothing in common, you will deprive yourself of a pleasant jaunt combining two rare exhibits of sharply contrasting interest. Hecht's and the National Gallery are not far apart.

The Gallery is showing an extraordinary collection of Chinese art belonging to King Gustaf VI of Sweden. Some 150 objects personally selected by the King from the total of 2300 in the collection, range from bronze ware of the Yin period (1523 to 1028 BC) to carvings in rhinoceros horn belonging to the Ching period (1644 to 1912).

This is a golden opportunity. The collection, housed in Stockholm's Royal Palace, has never before been shown to the public. On this, its first tour, Washington gets the first look. After the National Gallery it will go to the Minneapolis Institute of Fine Arts, Asia House Gallery in New York, the Cleveland Museum of Art, the M.H. De Young Memorial Museum of San Francisco and the Nelson Gallery—Atkins Museum of Kansas City. After the American tour it returns to Stockholm and the public will be able to see it for the first time in the Museum of Far Eastern Antiquities.

The King, an archeologist of wide renown, has participated in diggings in Sweden, Greece, Italy and the Far East. His studies in Chinese art started 60 years ago. What we are seeing at the National Gallery is a tribute to the King's acumen and taste. For many, it will be an exquisite little echo of the great Chinese show staged by Burlington House, London, in 1935 and 1936.

Unless you are an expert in Chinese art, the best plan would be to whiz through the whole collection to get a chronological sense of the thing and then return to whatever interests you most for a longer look.

Even the earliest pieces, e.g., bronzes, from 1700 BC show such a sophisticated sense of form that some experts suspect the art was imported from other parts of Asia where the crude beginnings vanished. From a still more sophisticated period—the Yin (1523-1028 B.C.)—you will see a handsome bronze ting (bowl on

tripod) and various late Chou (473-256 B.C.) objects.

Now comes the finest hour of Chinese art: Sung (960 - 1260 A.D.). You will see a white porcelain bowl edged with black, porcelain bowls and a porcelain vase of the purest ethereal white, a jade plaque, a stoneware flower pot and a white stoneware basin.

And then into Ming (1368 - 1644 A.D.). There are beautiful examples of its brave beginnings and sad examples of the time when Ming went haywire. It was not a question of form: some of the pure shapes handed down from Sung persisted. The trouble came in excessive decoration. The deterioration of the period bears a certain sad resemblance to the decline of Georgian furniture into William IV and Victorian.

After the worst of Ming came Ching (1644 - 1912 A.D.) and some of the cups carved from rhinoceros horns would have fitted into any Victorian drawing room.

Now step back and savor the objects you fancied most. The odds are that you will linger longest with the Sung.

After all this, what has Hecht's got to offer? It is a fascinating Americana antiques collection, consisting mainly of kitchen equipment from the age of Grover Cleveland and perhaps earlier. The American Chou period. Since the cataloguing is somewhat less precise than the National Gallery's, a certain vagueness is inevitable.

In a concentrated space you may look at rug beaters, egg whisks, rolling pins, potato mashers, a bread mixing machine, a gas lamp lighter, a cistern pump, a primitive washing machine and wringer. There are also a number of miscellaneous objects: a yoke for carrying two pails of water, a Lydia Pinkham poster, an early model of the phonograph for playing cylinder records and a collection of tall, stiff white linen collars that will give any male the shudders.

The sight of all the kitchen contraptions may stir up wild nostalgia for the old, cheerful kitchen with its open fireplace or a range (or perhaps both), its well-scrubbed, wooden-topped kitchen table, its eating table covered with crisp white linen, its

kerosene, lamps, its rocking chairs, its chimney clock.

And then the delicious odors that used to permeate that kitchen: fresh baked bread, johnny cake, ginger bread, date cookies, all the weird spices, the tart crab apple and watermelon pickles, the boiling grape jelly. Oh, to think of it, oh to dream of it!

But perhaps this kind of nostalgia is reserved for men. Women, viewing all these contraptions might experience another kind of emotion, particularly when they spot this little placard used as a wall decoration:

## *Mamma's Work*

Sun. Go-to-Meeting Day  
Mon. Wash Day  
Tues. Ironing Day  
Wed. Mending Day  
Thurs. Social Day  
Fri. Cleaning Day  
Sat. B & B (Baking and Bathing) Day.

## **Peaks on Parnassus**

What is the most beautiful line in all world literature?

. . . . *charmed magic casements,  
opening on the foam  
Of perilous seas, in faery lands forlorn.*  
Keats: *Ode to a Nightingale*

## **Met Opening**

Random impressions on the opening of the Metropolitan Opera:

In listening to Samuel Barber's new opera "Anthony and Cleopatra," one seems to be hearing frequent echoes of Berg, Stravinsky, Schoenberg, Strauss and Barber's own "Vanessa." However this is not to say that the work is derivative. It has its own personality and much of the work is highly effective. The heavy use of choral writing while it contributes to the dramatic impact of the opera, prevents the characters from emerging as individuals. It is unlikely that the opera "Anthony and Cleopatra," one popular favor.

Nothing she has ever sung has revealed the stupendous range of Leontyne Price's vocal talents. Whether it is wearing on her vocal chords only she can tell. Perhaps the role should eventually be sung by a soprano of the Patricia Neway type.

If one could understand 30 percent of the words, one was lucky. Perhaps those particular singers lack the art of projecting English words. Perhaps they didn't concentrate sufficiently on

this phase of the task. But they cannot get away with the excuse that English is an unsingable language. In days gone by, John McCormack could do it. So could Edward Johnson, Geraldine Farrar and Maggie Teyte. Isobel Baillie is still doing it. When she sings Handel every word is crystal clear.

#### Award for November

Despite its name, the International Flat Earth Society is purely English—all its twenty-four members are English and its headquarters are in London. Samuel Shenton, the head of the Society, recently admitted to earth-shaking rumbles among the Flat Earthers. They were caused by a picture of a round earth taken from near the moon by Lunar Orbiter 1. "I confess that it really knocked me," said Mr. Shenton. "It was a terrible shock." But he rapidly pulled himself together and decided that the photograph did not show the earth at all but "probably one of the non-luminous bodies between us and the moon."

In Mr. Shenton's credo the earth is plate-shaped and motionless at the bottom of a huge pit. At the top of the pit the sun and moon revolve. Each is about thirty-two miles across. This belief is supported by the Bible and Sir Isaac Newton who once said, according to Mr. Shenton, "gravity is an absurdity."

The November award goes to Mr. Shenton for constancy in his intellectual life in this shilly-shally age.

Pity the award goes so often to England. But England seems to harbor more distinguished thinkers than the United States.

#### Mink in the Movies

Overheard in Washington-Richmond train: one matron to another, "It's too cold in here. Too much air conditioning! I suffer everywhere. I take my mink to the movies and a water-bottle filled with ice to church."

#### Foreign Service Day

Portents indicate that Foreign Service Day 1966 will be an even greater success than Foreign Service Day 1965. As we go to press, acceptances have come in from 188 retired Foreign Service officers. Many more are expected before November 17. One retired Foreign Service officer will be coming from Vienna, another from Geneva.

Instead of a one day session as in 1965, this year's session will spread out to a day and a half. On November 17 the proceedings will begin in the afternoon. The speaker will be the Secretary of State Dean Rusk. In-

terest will be spread among the retired Foreign Service officers attending the meeting, an Awards Ceremony and the Celebration of the Twentieth Anniversary of the Foreign Service Act. The day will end with a lecture, under the auspices of DACOR, to be given by William Bundy, the Assistant Secretary of State for Far Eastern Affairs.

On the morning of the 18th there will be three speakers: William J. Crockett, Deputy Undersecretary of State for Administration; Samuel De Palma, Foreign Service officer attached to the US Arms Control and Disarmament Agency; and Leonard Unger, Deputy Assistant Secretary for Far Eastern Affairs. The afternoon will be given over to seminars and there will be a wide choice of topics. The day will end with a reception.

This ambitious program is being organized by E. Tomlin Bailey.

#### Charm of Television

It takes you a few seconds to tell how ghastly it is and you can turn it off at once. But to find out that a play or movie is a dud, you must spend your money and kill an evening.

#### More Horror in Glasses

After all the trouble the "Washington Letter" has taken to explain that the martini cocktail is one of the peaks of civilization, barkeeps are still thinking up iniquitous things to foist

on the customers. A new one popped up in San Francisco: Popocapepete, made of likier, smaku, zynoinego plus pineapple and grapefruit juices. "Served in a Roly Poly Glass which you may take away with you." And now in Boston—once a shrine of decorum—you may invest in a Swampfire, made of cranberry juice, vodka and Pernod. No statistics are available on which drink has dispatched more victims.

#### Tribute On A Postage Stamp

Mary Cassatt, the greatest of women painters, will be honored on the 40th anniversary of her death in 1926 with the issuance of a 5¢ postage stamp reproducing one of her masterpieces, "The Boating Party." The painting hangs in the National Gallery of Art, and the Gallery will stage a special celebration.

Another evidence that the United States is taking more and more interest in the achievement of Mary Cassatt: a new biography has just appeared, "Miss Mary Cassatt: Impressionist from Pennsylvania." It is the work of Frederick A. Sweet, and is published by the University of Oklahoma.

#### Dog Day Malaise

Headline in the New York TIMES: "Tired of Blueberry Pie? Try a soup or pudding."

Or lay off blueberries for a while.

## Life and Love in the Foreign Service

S. I. Nadler



"You realize, of course, this could have an adverse effect on our cultural exchange agreement."

# The Department's Home, 1819-1866

## The Northeast Executive Building

FROM September 1819 until November 1866 the Department of State made its home in the public building at Fifteenth Street and Pennsylvania Avenue Northwest known as the "Northeast Executive Building." From offices in this building seventeen Secretaries of State—from John Quincy Adams to William H. Seward—guided American foreign relations through 47 years of history-making that included the Mexican War and the Civil War. November 1966 marks the one hundredth anniversary of the vacating and demolishing of the historic building.

The story of the Northeast Executive Building begins in December 1817. In that month John Quincy Adams, newly in office as Secretary of State, reported that the nine rooms then housing the Department in the public building west of the President's House—one of the two executive-office buildings erected in 1799-1801 directly east and west of the White House—were wholly inadequate. Adams' problem was common to the executive branch of the Government. By that time the public buildings in Washington had become "altogether insufficient for the accommodation of the several Executive Departments," and President Monroe in his annual message of December 2, 1817, called the matter to the attention of Congress.

A committee of the House of Representatives investigated conditions in detail and reported a bill to provide for the erection of two additional public buildings similar in structure to those east and west of the White House. The result was an act of Congress approved April 20, 1818, which provided for the erection of "two buildings, suitable for offices of the executive departments, to be placed north of the buildings at present occupied by those departments, and in a line parallel therewith; each of said new buildings to contain forty rooms of convenient size."

The task of designing and erecting the two buildings was entrusted to the architect James Hoban. Hoban had won first prize for his design of the White House and had directed the rebuilding of the White House and the East and West Executive Buildings following their burning by British troops in 1814. Hoban pressed forward the work on the two new buildings, completing them in 1819 at a total cost of \$191,756.71. On November 21, 1818, and December 23, 1819, Hoban made the following progress reports, which together give a detailed picture of the buildings:

[November 21, 1818]

The foundation of each of the offices has been dug, and the earth carried away. The walls of the basement stories have been built of granite stone, and the principal floors of each building, in extent 157 by 57 feet, have been arched and groined with brick.

The external of the basement stories, for five feet above the surface-level of the building, is faced with freestone, topped with a moulding, which forms a base to the upper stories. The external walls above the base on the outside are all of stock brick, laid in Flemish bond, and neat tuck joint; and the whole walls are built of the best hard brick, laid in mortar made of stone lime and sharp river sand. The chimneys are all capped with cut stone, and moulded.

The cornices all round the building, and to the pediments, with the pilasters, bases, and capitals, string-courses, window-sills, and window-heads, are all of cut stone. The columns for the north porticoes, with the pediments and entablatures, are preparing.

The naked timbers of the two upper stories of each of the buildings, as trussed girders, joists, &c., are all in

*The Northeast Executive Building about 1866*



place, and the roofs are put on and hoarded, and in part covered with best patent milled slate, screwed on. The gutters to convey water and the dormers are all covered with copper. The window frames are being put in the buildings, and the sashes are nearly ready for glazing. The glass (of best quality, Boston manufacture) is in part arrived, and the balance hourly expected.

[December 23, 1819]

The porticos to the north fronts, of six Ionic columns each, with their bases, capitals, entablatures, and pediments, of cut stone, have been put up. The porticos have been roofed, and the roofs covered with patent milled slate. The gutters laid and covered with copper. Four flights of cut stone steps, to the outside of each of those buildings, ascending to the principal floors, have been put up; and two flights of stone steps in the inside of each building, to communicate with the basement stories, have been made and put up. The floors of the porticos have been prepared of Seneca stone, and laid: the stone of superior quality and durability. Spout stones have been prepared and set, to convey the water of the roof from the buildings.

The floors of the principal stories of the buildings, and which are supported by the groined arches of the basement, have been laid with stock brick. Cut stone cills have been put to all the door-ways of those stories, and they form a part of the general floor. The door-ways and windows have been trimmed with jambs, linings, and architraves. The doors have been made, hinged, and locks put on. The window shutters of the principal story have been made and hung in two heights. Two stories of stairs, of five flights to each story, have been put up in each of the offices, with mahogany hand rails, balustres, &c. The garret and second story floors have been laid of best 5-4 heart pine, and the whole of these stories counter-floored and pugged, to guard against fire. The sash have been glazed with best Boston crown glass; and the trimmings to the doors, windows, &c. on the inside of the building, have been painted two coats, and all the wood work on the outside, three coats, in oil. The walls and ceilings of the rooms, passages, and stair-ways, have been plastered three coats.

Located east and west of the White House and northward of the two older executive-office buildings, the new buildings stood respectively where the north wings of the Treasury Department Building and the Executive Office Building (Old State Department Building) stand now. They came to be known as the Northeast Executive Building and the Northwest Executive Building. The former became the home of the Department of State and the latter the home of the War Department, while the old East Building (Southeast Executive Building) continued to house the Treasury Department—until it was destroyed by fire on March 31, 1833—and the old West Building (Southwest Executive Building) became the home of the Navy Department. The Washington DAILY NATIONAL INTELLIGENCER of August 16, 1819, referred to the two new buildings as follows:

The two additional buildings erected for the accommodation of the Public Offices, and parallel to the old buildings, are very nearly completed. They are rather more spacious than the buildings already occupied, and, having the addition, each, of a handsome portico, with fret-stone pillars, serve considerably to embellish that quarter of the city.

The new buildings were of two stories, plus basement and attic, with dormer windows; and there was an entrance on each of the four sides of the buildings. The floor plans of the

two buildings were identical. A corridor ran the length of each floor, with rooms on either side, sixteen on the first floor and fifteen—one of them about triple-sized, however—on the second floor. The triple-sized room, which was designed as a library, was in the center front, extending the length of the portico, and had five windows. In the center of each building, on the south side of the corridor, was a wide staircase. Beginning, it seems, in the early 1830's, the exteriors of all four executive-office buildings were painted a leaden-gray color with white trim. A description of the buildings as they appeared in 1830 follows (but the dimensions here given are not exact):

At the distance of about 200 yards, on the east of the President's house, are situated two buildings for the departments of State and of the Treasury; and at the same distance on the West, are two others for the War and Navy departments. These buildings are all of the same dimensions and construction; they are 160 feet long and 55 feet wide, of brick, two stories in height; they are divided in their length by a broad passage, with rooms on each side and a spacious staircase in the centre. The two most northerly buildings are ornamented with an Ionic portico of six columns and pediment; and every observer must be convinced that the two other buildings require some such finish on their south fronts, to make them complete.—The grounds about these offices have been graduated and planted, of late years; and the shrubbery begins to present a pleasing appearance.

Between August 21 and September 11, 1819, the Department of State moved from the building on Seventeenth Street west of the White House—the Southwest Executive Building—to the new Northeast Executive Building. John Quincy Adams was Secretary of State at the time; and his staff consisted of the Chief Clerk, Daniel Brent, nine clerks, one messenger, and one assistant messenger, beside the Superintendent, one clerk, and one messenger in the Patent Office. On moving into the Northeast Executive Building, the Department—not including the Patent Office, which remained in the Post Office Building—occupied "Eleven [rooms] on the first floor above stairs, and Six on the attic floor." In the foregoing quotation the large library room is perhaps counted as two rooms, for, according to a publication of 1820, the Department then occupied ten rooms on the second floor, including the library, while the Fifth Auditor of the Treasury and his staff occupied the other five rooms on that floor. The Department's rooms were those on the north side of the corridor except the one at the northwest corner, and those on the south side of the corridor from the center of the building to the eastern end. The Secretary's room at this time was the one at the southeast corner of the building. The first floor of the building was given over to the General Land Office and the Paymaster General's Office.

By 1846 the Department of State, together with the Fifth Auditor of the Treasury, occupied most of the rooms in the building, and the Department needed still more space. The following memorandum to Secretary of State James Buchanan, unsigned and undated but evidently written by Edward Stubbs, Disbursing Agent of the Department, about February 12-14, 1846, shows something of the organization and functions of the Department as well as of the disposition of the offices throughout the building at that time:

#### Memo. Rooms N.E. Ex. Building

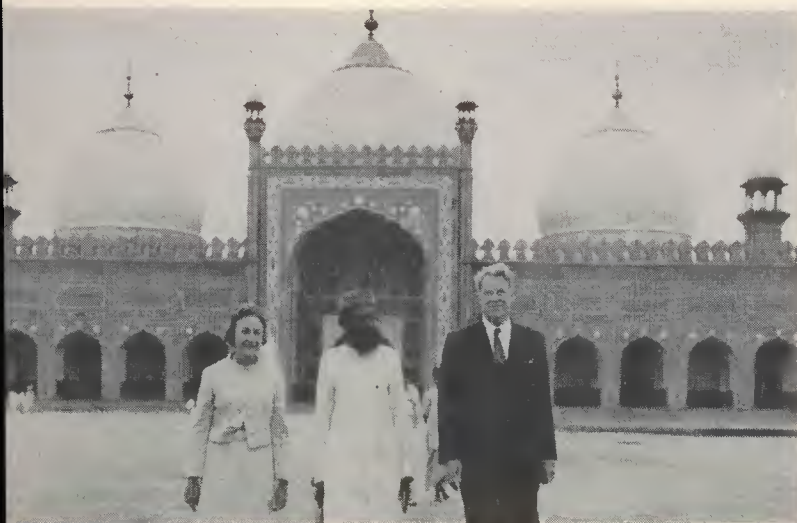
In the Department of State on the 2nd floor there are 15 rooms, two of them small, and one large. Of these two are occupied by the Secretary,  
One as an ante-room  
One, by the Chief Clerk

(Continued on page 48)



**Szubin.** Ambassador John A. Gronouski (with pipe) and Szubin mayor Stanislaw Drozdowski (second from left) pose after a warm reception in the mayor's office. Ambassador Gronouski's grandparents were born in Szubin and he traced family records during his visit.

## SERVICE GLIMPSSES



**Lahore.** Ambassador and Mrs. Eugene Murphy Locke tour the Badshahi mosque, one of the largest and most beautiful in the world.

**Kabul.** Dr. Walter A. Simon, Cultural Attache, left, is shown with H. E. Mohammed Osman Sidqi, Minister of Information and Culture, at the opening of a recent exhibit of Dr. Simon's paintings. Dr. Simon has now left Kabul for an assignment as Cultural Attache in Colombo.



**Frankfurt.** Mrs. Olen E. Schallenberg, outgoing President of the American Consulate General Ladies Club, presents a check for \$150 for the AFSA Scholarship Fund to James R. Johnstone, Consul General.



**Stockholm.** The British and American Embassy squash raquets teams pose after the British defeated the Americans by 4 to 3 in an end of season match. Members of the American team were FSL Alan Tapsell, FSL George Westerlund, Assistant Army Attache Lt. Col. Albert Romaneski, and FSOs Ted Wilkinson, Harry Ryder, Jerry Kau'onen and Jerry Holloway.





**Anono.** Janka Holbrook, wife of Commercial Attaché Wallace F. Holbrook, distributes gifts to the inhabitants of this village near Abidjan. The gifts were arranged for by Mrs. E. Ross Adair, wife of the Representative from Indiana, through Mrs. George A. Morgan, the Ambassador's wife and the American Women's Club, after a Congressional visit in 1965.



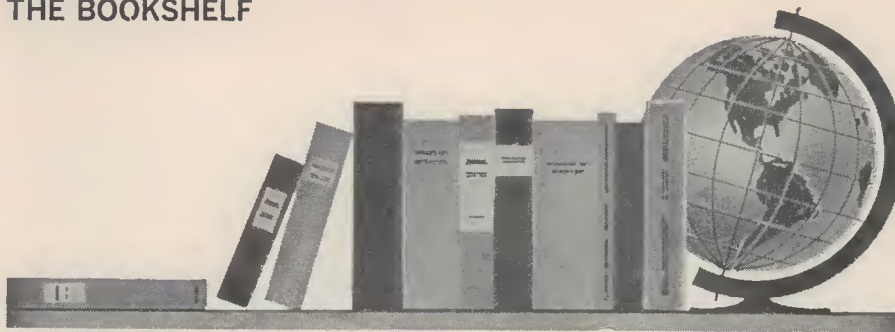
**London.** Ambassador David K. E. Bruce chats with Barbra Streisand, star of "Funny Girl," after her appearance in a special production at the Festival of American Arts and Humanities at the Embassy. Miss Streisand and the other Broadway stars donated their time and service for this performance.



**Cotonou.** Ambassador Clinton E. Knox is shown welcoming His Majesty King Gbeffa of Porto Novo and his entourage to the Embassy's Independence Day reception.

**Bonn.** Ambassador George C. McGhee (center, sunglasses) attempted to rally the "Old Timers" (35 years plus) in their annual baseball game, but the youngsters of the Babe Ruth League went on to win 7-3 at the day-long July 4th celebration for the "official American family."





### Japan and Korea

IT is hard to figure what the publishers meant this book to be used for. Its contents are what one would expect to find in any issue of *FOREIGN AFFAIRS*, *HARPERS*, or even the *NEW YORK TIMES*, and the additional fillip of having it in hard, expensive covers adds very little. Even the statistical tables are not the sort of thing one would look for in this book, if you had anything else available.

"Japan and Korea" is an interesting short essay of 66 pages, plus some 84 pages of assorted tables and statistics. Dr. Morley is an expert on Japan, and the portions on Japan are detailed and interesting—as much as one can put detail in a small space, but the Korean portion is noticeably more general and abstract. One can get the same information from the *TIMES* without the errors—Yi ki pung is misspelled Yi ki hu three times on the same page; the Hankuk Ilbo is called the Hankuk Shinmun; and so on. But this kind of mistake is common in books written on Korea by Japanologists.

It certainly would do no harm for Foreign Service personnel assigned to Japan to read this book but it is not something to spend your own money on.

—ARTHUR J. McTAGGART

JAPAN AND KOREA: *America's Allies in the Pacific*, by James W. Morley. Walker & Co., \$4.50.

### Evolving Societies and Social Doctrines

MARXISM IN MODERN FRANCE by George Lichtheim, as its title indicates, deals primarily with the history of socialist and communist theory in France since the first World War. It is also, however, an illuminating and informative discussion of the evolving social doctrines of the left throughout Europe. It is not, therefore, a study only of the official Marxism of the French Communist Party, but is rather a thorough-going analysis of the development of Marxist ideas—of ideas, that is, owing something to the varied writings of Marx—in the political and

intellectual life of France, and not only of France.

Sartre's existentialism, the left Catholicism of the Christian Socialists, the German-Austrian elements in recent French political thought—these and a wide variety of other important topics are discussed, in most enlightening fashion, in the wider context of the rapidly evolving social structure of France and of Europe as a whole. All in all, this is an admirable work of serious intellectual history.

—THOMAS A. DONOVAN

MARXISM IN MODERN FRANCE, by George Lichtheim. Columbia University Press, \$6.75.

### The Cuban Migration

SINCE Castro came to power, at least one seventh of the population of Cuba either has left or has indicated a desire to leave the island. Comparatively, it is as though we in the United States had suffered or were about to suffer the loss of thirty million people!

"A Study on Cuba" is a sample of the high potential in the field of history—economic and political—of this Cuban migration. It is a translation and condensation of a work in Spanish completed in 1963 by the Cuban Research Project carried out beginning in February of 1961 at the University of Miami. The leader of the project was Jose Alvarez Diaz, a most distinguished professor, economist and political figure in Cuba in happier times. His six Cuban colleagues also have the highest credentials.

The work they have produced is an objective and readable narrative of the economic and, to a certain extent, of the political history of Cuba from the earliest times. There are three main divisions—Cuba before the Republic, Republican Cuba and Socialist Cuba—within each of which is to be found a thorough treatment of demography, administration including a sketch of the political history of the times, finance, money and banking, production, with sugar set forth in great detail, public utilities, labor, employment, social security and inter-

national economic relations with emphasis on those with the United States. There is a most useful collection of statistical tables otherwise to be found only scattered through a variety of works, some of them of difficult access.

This reviewer strongly recommends to students of Cuban affairs this most valuable volume from the pens of Dr. Alvarez Diaz and the competent group under his direction.

—PHILIP W. BONSAI

A STUDY ON CUBA, by *The Cuban Economic Research Project under the Chairmanship of Dr. Jose Alvarez Diaz*. University of Miami Press.

### War Without Guns

WITHOUT security, social, economic and political measures cannot be taken except in a very limited and sporadic manner."

This realistic statement sums up the net impression of AID's rural development efforts in Vietnam, as seen by three US Provincial Representatives and a former Associate Director of the Office of Provincial Operations, George K. Tanham.

To improve the social, economic and even political life of the Vietnamese peasant while a frontless war is going on around him, has been the task set out for AID and the Government of the Republic of Vietnam since 1962. This, in the face of long traditions of Saigon's practically ignoring Indo-China's rural population, has been a Herculean and little-appreciated task. To do so in the face of ruthless enemy tactics has been still more difficult and, at times, impossible.

Tanham provides a thumbnail sketch of recent Vietnamese history, with particular reference to the Viet Cong's role in the countryside, the changing US strategy and the efforts to involve the Government of South Vietnam in rural development.

Descriptions follow of three very different provincial situations. The authors make no effort to hide their difficulties. It took nearly a year for self-help village projects to take hold among the skeptical peasants of Vinh Binh in the South. In some cases the effort was too hurried and did not last. In others, the rapid turnover of government officials in the years following Diem's death, postponed action for months at a time. Civil defense warning systems broke down in Quang Nam province when District Chiefs withheld civil defense radios from villages because they feared the Viet Cong would steal the radios. Here was a clear case in which "Successful

pacification must be cautious, comprehensive and coordinated. If troop support is not given over a long enough time, and without interruption, all the economic, social and political efforts were wasted."

On the brighter side, Tanham reports on social and economic progress in many places. It is too soon to judge whether these efforts have measurably increased the loyalty and active support of the people for their government, but Tanham has no doubt that the jointness of the US-Vietnamese rural efforts has kept Saigon's mind on rural problems. "The major deficiency," he says, is "a tendency to concentrate on the material aspects and to give only lip service to the intangible fields," such as educational content in newly-built schools and development of political institutions. Efforts in these fields involve great sensitivities and can only be done by the Vietnamese themselves with the US offering to share its experience. Such efforts must accompany the social and economic ones, however, if the response to the Viet Cong is to succeed.

As a by-product of his experience, Tanham learned that there are many Americans who like to do rural development work under hardship conditions and have done it well. This is a good sign for our efforts elsewhere in the world.

—ROBERT S. SMITH

*WAR WITHOUT GUNS, American Civilians in Rural Vietnam, by George K. Tanham with W. Robert Warne, Earl J. Young, and William A. Nighswonger. Praeger \$4.95.*

#### Book Is Better Than Title

THE only bad thing about this splendid book is its title, which is opaque and misleading. The book is really about the "historiography" (not "history") of treaties and international politics. A livelier and more descriptive title would have been "Primary Sources for the Study of Modern Diplomatic History," with the subtitle "Who has published what, and why."

The "why" is important, for this is no routine bibliographic listing of sources but a penetrating and lively analysis of the scope and characteristics of all the authoritative publications in the field of diplomatic history from the origins of World War I to the end of World War II. The publications scrutinized by Dr. Toscano (who is the principal editor of the Italian Diplomatic Documents) include practically all of the official volumes and series plus a large number of the more outstanding memoirs and documented monographs. And all of this is done not merely for the United States and

the major Powers of Europe but also for the Balkan and Scandinavian countries, Belgium, the Netherlands, Spain, and Turkey, and even China and Japan. Dr. Toscano, of course, had collaborators who helped with the exotic-language material, but his own immense knowledge of the subject pervades the entire volume.

Readers of this JOURNAL will be particularly interested to note what Dr. Toscano has to say about the series "Foreign Relations of the United States" and the memoirs of Hull, Welles, Leahy, and others. Mario Toscano does not allow his scholarly objectivity to blunt the sharpness of his pen.

—WILLIAM M. FRANKLIN

*THE HISTORY OF TREATIES AND INTERNATIONAL POLITICS, by Mario Toscano. Johns Hopkins, \$13.50.*

#### A Way to Get Well

PAUL C. SQUIRE's consular story is a vastly entertaining, if modestly slender, tome about his career and post-career on the Riviera. It is not the usual post-by-post recital, designed to show the protagonist, like Washington Irving's Revolutionary soldier, as the hero of every exploit. It is rather episodic, anecdotal and sophisticated, with hints of the unconventional, without unduly straining the (New York TIMES) "Fit-To-Print" title. The book provides a potpourri of travelogues and personal reminiscences centered on the European scene where Squire served most of his career during three decades. The book is a rich addition to the folklore of the Foreign Service.

Many years ago at a tropic post, I was sick in bed with a fever when a friend brought me a copy of Anita Loos' "Gentlemen Prefer Blondes," and I got well right away. Paul Squire's urbane narrative is that sort of book, equally therapeutic.

—ARTHUR C. FROST

*FIT-TO-PRINT? by Paul Chapin Squire. Vantage Press, Inc., \$4.50.*

#### The Fulbright China Hearings and Some Books

WE can thank Senator Fulbright's televised China Hearings for expanding the scope and freshness of national debate on how Washington should deal with Peking. Viewers who also read books can pursue usefully examination of issues Senator Fulbright's witnesses exposed by consulting these six books.

Amaury de Riencourt's "Soul of China" will not dazzle the legitimate Sinologist who before completing his second year of graduate study would

have scampered through Amaury's bibliography. But few of these worthy scholars would have read so perceptively, or be able to excite interest so well as Amaury, in Chinese feeling through the centuries for time and authority. Here is elaboration, and reinforcement for what we heard John K. Fairbanks say about the Chinese character. Something should be said for readable books: this one is.

The American teacher can find better books to serve as classroom text than "Soul of China," but few, I think, better than Harold C. Hinton's "Communist China in World Politics," particularly if his concern is to steer his students through events of the last twenty years. Hinton confesses candidly that this approach toward communism and the leadership and present policies of Communist China is the same as that of Calvin Coolidge's preacher towards sin: "I am against them." Of course he should be, though some readers of history ask neither moral treatise nor romantic apologia, as some authors might offer, but merely an opportunity to witness in mood of some humility, how fallible men view and cope with circumstance. Hinton presents fair and accurate story of China's circumstance.

Lionel Max Chassin grinds no axes in the "Communist Conquest of China." A retired General of the French Air Force, he made good use of what he learned from the French attachés who wrote for him about the climactic phase of the Chinese civil war, and from what they told him when they joined him in the final years, 1951-1954, of the Indochina war. He relied greatly, too, on the Department's "United States Relations with China with Special Reference to the Period 1944-1949." From his research emerges a portrait of Chinese Communist military leadership and elucidation of the elasticities of its military doctrine. Peking's performance in Korea did not surprise him.

Chassin never went to China. Lorenz Stucki was there, looked around, and wrote a book, "Behind the Great Wall" which purports to be an appraisal of Mao's China. Stucki's publishers read the taste of the American public rightly in believing it craves first hand report, but Chassin actually did better, without going. And almost any week Seymour Topping or Stanley Karnow from Hong Kong, will tell us more, with help from Consul General, Hong Kong, about the pulse beat of Peking, and the mood of the people. To have been there does enhance credibility; it does, let's face it. Praeger gambled a printing of "Behind the Great Wall" on that and almost alone that.

All of us will be enriched by the Council of Foreign Relations' "The United States and China" in the World Affairs series. Here are two solid parts of the mosaic which the late and great Robert Blum hoped to see put together: A. T. Steele's "The American People and China," and A. M. Halpern's symposium "Policies Toward China: Views from Six Continents."

A good way to begin judgment on a book is to consult its index, pick at random a topic about which you know a good deal, and see what you can learn. I tried this with what Steele had to say about "trade" (which was subdivided into "advocacy and fear of criticism of," "farmers," "geographical patterns in attitudes on", and "San Francisco and modification of embargo"). I learned a great deal. And Steele's style of telling was a delight. From Steele facts come straight, but their life is not impaled upon sterile needle of graduate school accuracy. Facts are what they are but could, he often suggests, be otherwise if other things were or became otherwise. A lifetime of distinguished reporting on foreign affairs helps Steele to bring to his American reader what has the freshness of a foreigner's insights into why his own country thinks as it does about China. Pages 252-313 are alone worth the price: this appendix, "The American Public's View of United States Policy Towards China" seems to show absence of entrenched public obstacle to change. The public needs only to be persuaded to accept new paths of action. We are reaching a stage where something other than assumption about the public opinion/vote pattern equation forestalls novelty in State Department China declarations: it might even be Mao.

A. M. Halpern's "Views from Six Continents" is a helpful reminder of the obvious: China is not an American property, title to which is temporarily tainted. Here are sixteen chapters which deal with how other countries regard it. For none does the name Chiang Kai-shek have the lustre that Washington attributes to it. Otherwise, however, there is more resemblance than dissimilarity in how they and we assess probabilities for co-existence with Peking. The chapters are uneven in literary quality and analytical insight. Particularly well done, I believe, were Francois Tejto's "France and China: The Intersection of Two Grand Designs" and Shigeharu Matsumoto's "Japan and China: Domestic and Foreign Influence—Japan's Policy." Of all the authors in this symposium, the Australian, Coral Bell, most clearly brings out something quite significant: the luxury of

diversity in other countries' varied China policies is a function of the "rigidity" of the policy Washington pursues towards Peking. All these other policies might change overnight were Washington's policies to change course. And perhaps most profound would be the impact upon the country from whom Halperin got no contribution for his fascinating compendium: The USSR.

—ROBERT W. BARNETT

THE SOUL OF CHINA, by Amaury de Riencourt. Harper, Colophon Books, \$1.75.

COMMUNIST CHINA IN WORLD POLITICS, by Harold C. Hinton. Houghton Mifflin, \$7.50.

THE COMMUNIST CONQUEST OF CHINA, by Lionel Max Chassin. Harvard University Press, \$5.95.

BEHIND THE GREAT WALL, by Lorenz Stucki. Praeger, \$4.95.

THE AMERICAN PEOPLE AND CHINA, by A. T. Steele. McGraw Hill, \$7.50.

POLICIES TOWARD CHINA: Views from Six Continents, A. M. Halpern, editor. McGraw Hill, \$9.95.

. . . to hell with pleasure

#### Recent Secretaries of State

ANY man who would want to be Secretary of States," James F. Byrnes once observed, "would go to hell with pleasure." Some seventy-two men have so elected and the experiences of most of them have been described under the editorial eye of Samuel Flagg Bemis. The latest additions to Bemis' *Inferno* are two volumes: one on Edward R. Stettinius, Jr. and James F. Byrnes; the other, on George C. Marshall.

If these three men might be characterized in a single word they might be designated Stettinius the Rotarian, Byrnes the Politician and Marshall the Marshal. But the dangers of this would be many. If Stettinius was indeed Rotarian he was also the first modern Secretary of State, for he appreciated the importance of good management and effective public relations. In his brief seven months, and earlier as Under Secretary, he improved the Department's performance in both these areas. If Byrnes was indeed the politician, he was also a good manager and his inability to contribute to overcoming Departmental weaknesses was due to his prolonged absences abroad. He left much of the needed reorganization and managerial effort to Donald Russell, who had been far less exposed than he to foreign policy and diplomacy. If Marshall was a marshal he was also a politician in the best sense of the term and a manager, developer of talent and planner par excellence. He came closer to playing successfully the manifold roles a Secretary of State

must play than anyone before him or after, with the possible exception of Dean Acheson, who profited from service under this brilliant soldier-statesman-diplomat. Under Marshall, the Department achieved a lonely pinnacle of luster and respect.

Professor Walker's appraisal of Stettinius is judicious and most of us will be surprised by some of the ingenious innovations this short-termer effected. Amateur though he was, as Lend Lease Administrator he had come to know the importance of good White House relations. So he did what no Secretary before or after him has done—he posted a career Foreign Service officer by the name of Charles Bohlen in the Executive Mansion to keep the lines straight—and in the Secretary's hands. Strange this simple device has not been retained.

If Walker too casually passes over the key question about Stettinius—why he was ever appointed Secretary of State—the biographer of Byrnes passes too casually over the key question the seasoned politician from South Carolina poses—how he could have so misjudged his relations with the President during the Moscow negotiations of 1945. The author offers a plausible explanation of the mysterious letter Truman asserts he read and presented to Byrnes on his return from Moscow, upbraiding the Secretary, but of which Byrnes declares he knew nothing until it was published in William Hillman's biography of Truman. But what of the larger question? Why was the letter necessary? Before Moscow, Byrnes worked closely with the President. Why, then, did he appear, at Moscow, to ignore the President, addressing all his telegrams save the last to the Acting Secretary of State? Because of its importance to understanding not only Byrnes but a basic issue confronting all Secretaries, this source of breach between the two men deserves the most profound and perceptive probing. As compared with Byrnes, Truman was a political neophyte and a statesman in name only at the outset of their relationship. Byrnes may have regarded himself as the "strong man" of the two and completely undercalculated the potentiality of Truman, as of course did many another contemporary. Was this the explanation? One is left to speculate.

Marshall was Truman's third of a string of four Secretaries of State and he knew how to work with Presidents, Cabinet colleagues, Congressmen, foreign leaders and the far-flung organization under him. He knew what simple techniques would enable him to extract the resources of his subordinates and accordingly developed a vigorous ex-

ecutive secretariat, planning staff and research-intelligence component and effected a healthy delegation of authority. More than this, he had a sense of history, which he cultivated by regular reading, and it kept him from thinking small. Knowledge of how to delegate gave him time to read and reflect. He made no fetish of long hours at his desk. This was a man of independent mind and he was the greatest single influence for good the Department had ever had. Suffice it to say that Professor Farrell's biography does him as much justice as 269 pages can.

As Secretary Rusk has observed: "No organizational chart can substitute for the abilities and attitudes of people." Those of George C. Marshall have a good deal to say to us. He cut through clichés and peeled off parochialisms and personal ambitions. "Don't fight with problems—solve them," he would say. "I don't like people who are seeking promotions," he said on one occasion. How do we get such attitudes to prevail in our establishments? How do we detect them in candidates, cultivate them in novitiates, make room for them in efficiency reports, reward them with responsibility however young or old the officer? It is not enough to say: "Fortunate for us this man was once our chief" and "Would there were more George Marshalls among us." We must set about with all the resources the behavioral sciences provide us to find them, win them, encourage them, advance them. This is the ultimate moral of George C. Marshall.

—R. SMITH SIMPSON

E. R. STETTINIUS, JR. by Richard L. Walker, and JAMES F. BYRNES by George Curry. Cooper Square Publishers, Inc., \$8.50.

GEORGE C. MARSHALL *As Secretary of State, 1947-1949*, by Robert H. Ferrell. Cooper Square Publishers, \$7.50.

### Eating in Paris

**T**wo classes of readers will be attracted by Morrill Cody's new book on the restaurants of Paris: those who need an up-to-the-minute guide to eating and drinking in Paris and those who know Paris full well and will enjoy reminiscing as they turn Cody's pages. The book, admirably written, contains a list of de luxe restaurants and bistros (with graphic descriptions of each), a list of cafés, a glossary of French culinary terms, a map of Paris by arrondissements, illustrations by Man Ray, many other features and a good index.

The author, who has had long experience as a public relations officer in Stockholm, Madrid and South



Paris Scene

by Robert Sivard

America, served for several years in Paris. He is thoroughly familiar with French habits and traditions, to say nothing of the French language. For long years he has been a notable authority on French foods and wines.

—M. RICHARD IRETON

THE FAVORITE RESTAURANTS OF AN AMERICAN IN PARIS, by Morrill Cody. Nouveau Quartier Latin, 78 Boulevard St-Michel, Paris.

### Along that Old Mosquito Shore

**L**ong neglected by scholars, historians, diplomats and traders, the Atlantic coast of Central America is coming into prominence through the, alas, usual route for Latin American problem areas: annoyingly persistent problems that just won't go away. Although the name "The Mosquito Shore" or "Coast" derives from the Miskito Indians and not from the insect which also thrives there, the name is not inappropriate since it is only the annoying persistence of its problems, like the nocturnal buzzing of its namesake, that have succeeded in calling the area to our belated attention. Although discovered by Christopher Columbus on his fourth voyage

in 1502, it has taken the challenge of a new route through the American isthmus and the Guatemalan-United Kingdom dispute over Belize, or the British Honduras, to fix our attention on this fascinating and relatively unknown area, the Mosquito Shore.

The University of Florida, by way of facsimile reproductions in its unique Latin American Gateway Series, has revived two worthwhile books, one published in Edinburgh in 1827 and the other in New York in 1855. Both responded to contemporary interests. The first, "Voyage and Excursions in Central America" by Orlando Roberts, responded to the English desire to open up trade with Central America in competition with the still imperialistic Spanish. The second, "Waikna, Adventures on the Mosquito Shore," by Samuel Bard (pseudonym for an American diplomatic agent, George Squier) responded to an American urge to cut the British out of Central America and assure United States control over the Nicaraguan trans-isthmian canal route. Both are essentially travel books, one written as a journal, the other as a novel. Despite dated stylistic forms which are to be expected, both books

make delightful and easy reading and have a freshness which quite unintentionally reflects the comparative unchanged conditions of the area over the past century. The reader himself becomes a discoverer as he leisurely makes his way up and down the coast from the Gulf of Darien on the Panama-Colombian border to the Gulf of Honduras on the Guatemalan-British Honduras border. Actually, the Mosquito Shore, as originally described, extended approximately from Chiriqui Lagoon to the south and west of the Panama Canal to Trujillo in the center of the north coast of Honduras. Subsequently the term has been limited to the region between Bluefields and Cape Gracias a Dios on the Nicaraguan coast. In any event, the Mosquito Indians have populated the more extensive area and the insight into their origin and political organization is as interesting as it is overdue. The Mosquito Coast residents, known also as "Sambos," trace their origin to the 17th century survivors of a wrecked African slave ship who interbred first with the intransigent Carib Indians, then with docile coastal Indians, and subsequently with white buccaneers. Circumstances conspired to produce a new race quite different from any of

its component sources.

Apart from lively descriptions of peoples, terrain and natural wonders, the books abound in fascinating reports on items of Indian trade: tortoise shell, mother of pearl, indigo, sarsaparilla, and exotic woods, and on the habits of strange animals: tapirs, peccaries, howling monkeys, manatees and game birds of a wide diversity.

The Orlando Roberts book, written by a sea captain and Indian trader long resident in this region, has particular significance because of his voyage up the San Juan River and through Lakes Nicaragua and Managua to the then Spanish capital of Leon in present day Nicaragua, an area still considered for a canal. What began as a trading voyage by dugout canoe ended as an escorted trip to the seat of Spanish authority as a suspect "independentista" and English spy. The felicitous outcome of the trip may be attributed in part to the quick intelligence and companionable character of Roberts of whom almost nothing is known except from this one literary monument whose full title is "Narrative of Voyages and Excursions on the East Coast and in the Interior of Central America." But to this narrative he brought not only his native intelli-

gence but his experiences as a merchant and naval seaman, ship captain and trader and his powers of observation. According to present residents of the region, much of the coast he describes is still little frequented and remains essentially the same today. The interest of the book is increased by prefatory passages by a long time American resident of the area, Hugh Craggs, and by the 1827 editor Edward Irving. The book must be read to be appreciated, no review being able to reproduce the descriptions of places and peoples, particularly the Mosquito Indians and their several kings. The Latin American buff will enjoy the book and the Central American FSO should devour it.

George Squier's novel "Waikna" was written under the assumed name of Bard so as not to incur British hostility and lose his British market. Actually his purpose was so to ridicule and bring into contempt the Mosquito Indians by descriptions of their savage and absurd practices, as to influence English opinion to abandon British holdings in the area. Although written as a novel of the voyage of an English painter, the book is a faithful portrayal of the Mosquito Coast, its several kings, lesser leaders and subjects. A particularly illuminating introduction has been written by D. E. Alleger, long a resident of the area, comparing and commenting on the flora and fauna, the rivers and the residents. Alleger also gives us a brief biographic sketch of Chargé d'Affaires Squier, an anthropologist, archeologist, engineer and editor famed in Europe as well as America.

These two books carry forward the contribution to our knowledge of Central America offered by two other 19th century works reproduced by the Gateway Series and reviewed in the JOURNAL, one on Guatemala and the other on Honduras. They also complement each other, each author, writing with specific purposes in mind and from different points of view, being balanced by the other. The University of Florida deserves our thanks and appreciation for these worthwhile efforts to throw light on this little known and relatively unexploited Atlantic coastal region of Guatemala, Honduras, Nicaragua, Costa Rica and Panama.

—JOHN M. CATES, JR.

VOYAGES AND EXCURSIONS IN CENTRAL AMERICA, by Orlando W. Roberts. University of Florida Press (Latin American Gateway Series facsimile of the 1827 edition), \$850.

WAIKNA, ADVENTURES ON THE MOSQUITO SHORE, by Samuel A. Bard (E. G. Squier). University of Florida Press (Latin American Gateway Series facsimile of the 1855 edition) 1965, \$9.00.

*Falls of River Carrao, Venezuela*

by John M. Cates, Jr.



# The Ore that Made the Monument

As a preliminary to the creation of the Foreign Service Act of 1946, the Foreign Service JOURNAL announced in March, 1944, that it was sponsoring a prize essay contest on "Suggestions for Improving the Foreign Service and Its Administration to Meet its War and Post-War Responsibilities." The closing date was set for August 1, 1944, and the prizes were fixed as follows: first, \$500; second, \$300; third, \$150; and fourth, \$50. The money for the prizes was put up by the Foreign Service JOURNAL and by several active and retired Foreign Service officers.

The judges were: the Honorable Robert Woods Bliss, Sol Bloom, Joseph C. Grew, De Witt Poole,

Edith Nourse Rogers, U. Grant Smith and Hugh R. Wilson.

The first prize went to James Orr Denby, the second to Edmund A. Gullion, the third to Edward G. Trueblood and the fourth to Perry N. Jester. Honorable Mention went to Selden Chapin and Ware Adams.

Here are some excerpts from the winning essays:

## Mr. Denby:

"While supporting the principle of recruiting needed additional persons, I believe that, as a complementary matter, current exigencies could in part be met by taking fuller advantage of officers already in the Foreign Service . . .

"Our Foreign Service must assist in an active post-war exchange of goods

throughout the world, and yet while pursuing that important work not overlook the broader aim that underlies it. The United States government desires, with other governments of good will, to co-ordinate human effort in order to achieve, as one authority expressed it 'greater human happiness and contentment globally.' This may also mean that the United States will be asked to participate, in the role of benefactor, in the internal reconstruction of various countries that have suffered heavy damage."

## Mr. Gullion:

"The trend of fusion which the Rogers Act inaugurated should not, however, obscure the fact that a degree of specialization is necessary and inevitable. . .

*James Orr Denby, now retired from the Foreign Service, is director of the Museum of the Society of the Cincinnati. He alternates between his house in Georgetown and his farm—Elsden—near The Plains, Virginia.*

*Edmund A. Gullion, retired from the Foreign Service, is Dean of the Fletcher School of Law and Diplomacy, Tufts University, Medford, Massachusetts.*

*Edward G. Trueblood has probably covered more miles than any other*

*retired Foreign Service officer. At the present time the scene of his peregrinations is France. His permanent base is Washington Island, Wisconsin.*

*Perry N. Jester, retired from the Foreign Service, lives at his farm, Bonnie Highlands, near Charlottesville, Virginia.*

*Ware Adams, retired from the Foreign Service, lives in Washington and is Secretary of DACOR, Inc.*

*Selden Chapin, retired in 1960, died March 26, 1963, in Puerto Rico.*



James Orr Denby



Edmund Gullion

Edward G. Trueblood



Perry N. Jester



Ware Adams



"The present promotion system is too slow and too inflexible for the crash service which must be constructed to cope with the 'new' diplomacy. . .

"The Foreign Service School should embody a more substantial curriculum than has been the case recently. . .

"Throughout the service more stress should be laid on reporting and writing good English. . .

"Our service should keep the harmonious balance between the specialist and the wise and human diplomat. So long as it continues its efforts for self-improvement, it will remain what its members empirically know it to be—the best in the world."

#### Mr. Trueblood:

"It is believed that policies recently pursued to obtain a good geographical and social distribution of candidates for the Foreign Service have shown encouraging results and should be continued. . .

"A thorough study by impartial experts of the examination mechanism would seem to be indicated. . .

"While in general the majority of appointments should be from the list of successful male candidates, a limited number of opportunities for women should also be developed. . .

"It is recommended that every successful candidate, excepting officers interested in specialization in difficult languages, should spend at least two years in the Department before proceeding to a foreign post. . .

"Public opinion in the United States has reached a stage where it would welcome a clearly defined policy restricting appointments as envoys to career officers. Certainly if it still is necessary to continue appointing outsiders to these posts in the future the percentage of such appointments should be held to a minimum."

#### Mr. Jester:

(Mr. Jester's suggestions took the form of a fanciful treatment in which new ideas were treated as *faits accomplis*):

"Local transportation allowances—for those cases where personally owned automobiles are necessarily used on government business. . .

"It has at long last been recognized that the hazards of health in Foreign Service are as much the responsibility of the government as with the personnel of the Army and Navy."

#### Mr. Adams:

"One of the first measures to improve the Service now must be a substantial increase in size. . .

"A greater degree of specialization will occur, whether it is planned or not, as activity tends to be concentrated in large combined offices in capitals, and the United States increases its requirements for more technical work abroad. . .

"The Service has by now been so schooled in economy, self-sacrifice, and adherence to the status quo, that its members instinctively approach budgetary estimates with a view more toward keeping figures low than towards providing the services that the future may reasonably require. Their vision has been narrowed."

#### Mr. Chapin:

"The present system of eight classified grades is a carry-over from pre-Rogers Bill legislation and should be abandoned. . .

"To provide the steady flow of promotion which is so essential, one must introduce some system of retirement similar to the 'age in grade' retirement now used by the Navy. . .

"The present age of retirement, 65, is too old for the average officer. . .

"If we are sincere in our desire to build up the best possible Foreign Service we must be ruthless in picking and choosing among the youth of the nation." ■

## "A World of Banking Services"

SECURITY NATIONAL BANK is earning a solid reputation among Americans abroad for its "world of banking services," with emphasis on service.



Not the oldest nor the largest, SECURITY NATIONAL is the sole Metropolitan Washington bank maintaining a separate "Department of Personal Services for Overseas Personnel." It is truly the "foreign service" bank.

This Department is headed by a U.S. Foreign Service Officer (Ret.), Albert E. Clattenburg, Jr. He will be happy to tell you how, over and above our full banking services, we can help with any special problem you may have.

# Security National Bank

FALLS CHURCH, VA.  
CABLE—PERSER, WASHINGTON, D. C.

Member  
Federal Deposit Insurance Co.  
Federal Reserve System



Depository for:  
U.S. Government  
Commonwealth of Virginia  
County of Fairfax, Va.

## INVESTMENT AND ESTATE PLANNING

### How IT Can Help YOU And YOUR FAMILY!

Consult Edmund J. Dorsz, American Consul General-Retired, for Information and Guidance on Stocks and Bonds, Mutual Funds, Insurance Reviews, Oil and Gas Programs, Real Estate Trusts, Gift and Estate Taxes. With no obligation, Telephone, Cable, Write or Call on Consul General Dorsz at

HODGDON, HAIGHT & CO., INC.

1101 - 17th Street, N. W.

Washington, D. C. 20036

Tel. No. 296-1300

Cable: HODGDONCO

### ADDRESS CHANGE?

Our mailing list can only be as up to date as you make it by sending in changes of address promptly. When you change posts, please fill out and mail a change of address form. One is appended here for your convenience.

NAME .....

OLD ADDRESS .....

NEW ADDRESS .....

ZIP IMPERATIVE

## ARE WE OBSOLETE? (Continued from page 27)

Service officer corps capable of fulfilling the essentially executive responsibilities outlined above. *All other employees* of the Foreign Service should be members of the Foreign Service Staff or Foreign Service Staff officer corps, the reserve system being abolished in favor of limited appointments, where necessary, to the Foreign Service Staff officer corps.

This relatively simple structural change would make it possible for the Foreign Service officer corps to concentrate upon what is assumed to be its principal function without impairing the ability of the Foreign Service as a whole to perform its traditional functions of reporting, representation and the protection of American interests. It is possible, indeed, that an important side effect of the proposed structural change might, in addition to up-grading the Foreign Service's executive capabilities, also be to improve the performance of its technical functions. This would be true to the extent that the separation of line and staff functions enabled the Foreign Service to open badly-needed windows into the academic, professional and business worlds. Indeed, recruitment into the Foreign Service Staff officer corps at various levels should be accepted as commonplace if the Foreign Service is to acquire the highly specialized skills that it cannot (and should not always be expected to) supply.

*Entry into the Foreign Service officer corps, at any level, should be restricted to those who have demonstrated unusual competence in the technical functions of classic and modern diplomacy and who have also met in a preliminary way the criteria for promotion to the class of Career Minister.* There is a vast gulf between the outstanding political, commercial, information officer, or AID technician, and the outstanding executive; indeed, there is some reason to believe that it may not be possible to be both at once, as the present structure of the Foreign Service requires able officers to be.

Finally, and because one of the first purposes of any restructuring of the Foreign Service must be to remedy a situation in which the average Foreign Service officer plays the role of the (sometimes gifted) amateur in a government of professionals, a word about training.

*It is assumed above that no employee will be appointed to the Foreign Service officer corps who has not already demonstrated ability in the diplomatic arts, since it is required of the executive abroad that he also be able to discharge the delicate tasks of high-level reporting and representation.* This being the case, the most apparent functional inadequacies in the Foreign Service officer corps are in the areas of economics, mathematics and the management of large, complex organizations.

Thus, every Foreign Service officer should be required to obtain (perhaps through the new and highly-successful 22-week course) the equivalent of an undergraduate major in economics. It is apparent that most of the great preoccupations of contemporary foreign policy are economic in nature; it is equally apparent that the Foreign Service officers corps cannot expect to direct the activities of AID, commercial or agricultural technicians without a substantial understanding of economics. Parenthetically, it should be noted that a very substantial number, perhaps as much as 25 to 40 per cent of the Foreign Service Officer corps should be given an opportunity to acquire advanced degrees in economics and the other social and behavioral sciences.

Similarly, and perhaps as an adjunct to the training in economics, all Foreign Service officers should be required to learn sufficient mathematics to permit the Foreign Service to deal effectively with the electronic and information systems now available to management (i.e., the calculus, matrix algebra, game theory, etc.).

And finally, and again for all officers, there should be continuing training in the theory and techniques of supervision and management of large, complex organizations. ■



**STATE DEPARTMENT  
FEDERAL CREDIT UNION**

**IS FOR YOUR CONVENIENCE**

USE IT TO HELP SOLVE THOSE  
FINANCIAL PROBLEMS. SEE YOUR  
ADMINISTRATIVE OFFICER  
FOR DETAILS.

---

**TOTAL** { **LOANS**-\$8,998,063  
**SHARES**-\$10,730,486

## ASSIGNMENT WASHINGTON!

TOWN OR COUNTRY? Top Virginia locations for city, suburban or rural properties. "TOWN & COUNTRY" has an excellent selection of available homes in beautiful Northern Virginia. FHA In-Service, G.I., and Conventional Financing. Four offices to serve you.

A complete property management and rental service.

Write for our free brochure

**TOWN & COUNTRY PROPERTIES, INC.**  
**REALTORS**

3807 Mt. Vernon Ave., Alexandria  
5165 Lee Highway, Arlington  
7030 Columbia Pike, Annandale  
1384 Chain Bridge Road, McLean

TE 6-8915  
KE 6-6900  
CL 6-9100  
EL 6-1323



## "SHOP IN AN AMERICAN DRUG STORE BY MAIL"

"AN ICE CREAM SODA" is one of the few items we cannot mail. **Drugs, cosmetics, sundries** mailed daily to every country in the world.

We Maintain  
"Permanent Family Prescription Records"  
**"SEND NO MONEY"**

Pay only AFTER satisfactory  
receipt of order.



*Western Pharmacy*  
1665 35th Street, N.W.  
Washington, D. C. 20007

40 Years of Service to the Foreign Service

## deSibour & Co. Insures

- **YOUR PERSONAL PROPERTY**, in-transit and at oversea posts for less than you may be paying for in-transit coverage alone.
- **YOUR LIFE**, with programs tailored to your special needs.
- **YOUR CAR**—reliable overseas automobile insurance.
- **YOUR HOME**, with modern homeowners' policies (U. S. only).

and

Up to \$100,000 Low-Cost Group Travel Accident Insurance  
Exclusively for Department of State Personnel. Write for  
Descriptive Folder!

## J. Blaise deSibour & Co.

1666 Connecticut Ave., N. W.

Phone (202) 462-2474

Washington, D. C. 20009

WRITE OR PHONE US YOUR REQUIREMENTS



When You Want the Very Best

Traditional  
Dress-Up-and-Go  
Navy Blue Suit

Pure navy worsted is the traditional vested suit for contemporary living. It's the multi-purpose suit that is indispensable and appropriate day or night—for business or social activities. \$79.50  
Other suits to \$150.



### FARNSWORTH REED Ltd.

Clothiers—Haberdashers—Custom Tailors

1625 H Street nw 1341 F Street nw Seven Corners, Va.

## FREE SKIES (Continued from page 21)

of short air lines would in practice prove unprofitable for them. But for countries stretching across vast expanses of territory the most expedient solution of this problem would seem to be the incorporation of their national air lines in the general network of international lines, provided each country employs its own transport facilities for traffic across its own territory.

By 1951 the Soviets seem to have forgotten entirely the excuse they had used in 1944 for not going to Chicago. The following comment by a Soviet "authority on international law" on ICAO appeared in an article explaining why the USSR had not joined various UN specialized agencies.<sup>10</sup>

As stated in the Convention the purpose is to arrange international air transport services on the basis of equality of opportunity: In keeping with this principle, each member of the organization grants all the others "freedom of the air," that is to say, allows foreign planes to fly over, land, and take off from its territory unhampered. The Convention contains a long list of restrictions on the sovereignty of members (reduction of customs formalities, various exemptions and privileges for the organization itself and its officials, and so on). Only countries with large air fleets can avail themselves of all this. As for the other signatories they can enjoy the benefits of these rights only occasionally; at the same time they must observe to the letter the provisions thus imposed upon them, which are detrimental to their interests and their sovereignty.

It seems fairly clear that the Soviets pulled out because they were afraid to open up their country. Furthermore, since they had no immediate plans to fly outside of the Soviet-controlled area, there was no reason to commit themselves to a one-way deal from which they could not profit. When, in the mid-fifties they did decide to fly to Western European capitals, they found they could get along by making bilateral arrangements.

But what about the ostensible reason for not going to Chicago—the presence of Switzerland, Spain, and Portugal? In 1946 PICAQ was negotiating with the UN to become a specialized agency associated with the UN, the Soviets requested that the negotiations with PICAQ be broken off unless Spain were removed from PICAQ. This first move was defeated—even though France voted with the USSR, Yugoslavia, Czechoslovakia, and the Ukraine. However, in the following month Poland succeeded in getting through the UN Assembly a resolution barring Spain from all UN specialized agencies including PICAQ.

Finally on May 8, 1947 Spain was dropped from ICAO by an 18 to 3 vote on a United States amendment. Only Portugal, Switzerland, and Ireland opposed the amendment. Before the final vote was taken the Spanish delegate left the table. Four days later when ICAO joined the UN the Assistant Secretary of State for Air, Garrison Norton, emphasized that the United States would sponsor the USSR for ICAO membership and would support the USSR for election to the ICAO council if that nation were a member of the organization. Finally on November 4, 1950 the UN General Assembly revoked its December 1946 resolution barring Spain from the specialized agencies and the Spanish delegate was able to move his chair back to the ICAO table in Montreal.

The Soviets have since shown considerable interest in what ICAO does and have attended an increasing number of its meetings in recent years. Whether they will ever come around to the point of actually joining ICAO is hard to say.

Many international aviation officials believe that there are

<sup>10</sup>N. Yevgenyev, "Why the USSR is not a Member of Certain U.S. Specialized Agencies," News (Moscow), No. 10 (November 30, 1951), p. 6.

now indications that the USSR may soon adhere to ICAO. For example, at the last ICAO General Assembly there was a particularly large and attentive Soviet observer delegation. There are also more pressing reasons for such adherence. The USSR has signed an air agreement with Canada and service between those countries by Aeroflot and Air Canada may begin next spring. Similarly, according to recent accounts, Pan American World Airways and Aeroflot have been authorized to begin negotiation of a commercial airline agreement to complement the bilateral air agreement which was completed and initiated by representatives of the two countries in 1961. If these negotiations are successfully concluded and the governmental agreement, which President Kennedy refused to sign because of the erection of the Berlin Wall, is now signed, non-stop service between New York and Moscow could begin next spring.

As long as the USSR is not a member of ICAO, such agreements with countries adhering to advanced aeronautical standards, must include in great detail subject matter normally handled by the Chicago Convention and its many annexes. This can prove unwieldy, particularly because of the speed with which aviation changes and progresses.

There are several questions which must be kept in mind if the USSR does join ICAO. Will Byelorussia and the Ukraine join also? Will the USSR specify unacceptable exceptions, so as to protect her own interests? Will she adhere to the Transit Agreement without unacceptable conditions? The recent Soviet refusal to let Japan Airlines aircraft fly to Moscow, even though Aeroflot won the right to fly to Tokyo, shows that the USSR is still extremely cautious about open skies. The only cracks so far are three narrow ones reaching Moscow from Helsinki, Western Europe, and South Asia. Nevertheless, these narrow cracks lead one to hope that the fresh winds of modern jet transports may soon spread across the Russian heartland. ■

#### With Our Contributors

ALBERT W. STOFFEL, whose "Objective: Free Skies" appears on page 18, retired from the Foreign Service this year. His last post was regional civil air attache, Bonn. He is now international representative for the Boeing Company.

BERNHARD G. BECHHOEFER, who takes a retrospective look at the events of 1946 on page 28, served as a Foreign Affairs officer from 1942 to 1955, as an FSO from 1955-1958. He is presently practicing law in Washington and is a Research Associate for Johns Hopkins School of Advanced International Studies. Mr. Bechhoefer authored "Postwar Negotiations for Arms Control," co-authored "International Peace Observation," as well as numerous articles on arms control and peaceful uses of the atom.

JULIAN F. HARRINGTON, also writing on the Foreign Service Act of 1946 in this commemorative issue, retired from the Foreign Service in 1961 after serving more than 40 years. He served at Malaga, Antwerp, Dublin, Ottawa, Mexico City, Madrid, Lisbon, Brussels. After the passage of the Foreign Service Act, Ambassador Harrington was assigned again to Ottawa, this time as Counselor and soon thereafter was made a Career Minister. He served as Minister in Manila and then as Minister-Consul General at Hong Kong and was named Ambassador to Panama in 1955. Immediately following his retirement he was named General Manager of the American Foreign Service Association, a post he retained until May of this year.

RICHARD S. PATTERSON, who wrote "The Department's Home, 1819-1866," joined the Department's Office of the Historical Advisor in 1929 and retired from its Historical Office in December, 1965. He has returned to the family home in Pennsylvania where he is engaged in timber-growing and immersed in local history. Mr. Patterson has been a contributor to the JOURNAL for twenty years.



**REAL ESTATE**  
Specialists in  
**TOWN HOUSES**  
CAPITOL HILL • GEORGETOWN  
FOGGY BOTTOM  
Phone: LI. 6-2676  
**RHEA RADIN, Inc.**  
REALTOR  
201 MARYLAND AVE., N.E.

**STUART & MAURY, Inc.**  
**REALTORS**  
Sales • Rentals • Insurance  
Specializing in Residential Properties  
Northwest Washington • Bethesda,  
Chevy Chase and Potomac in Maryland  
Member: Multiple Listing System  
5010 Wisconsin Avenue, N.W.  
Washington, D. C. 20016  
Telephone: 537-1366  
*Let Us Know You Saw Our Ad In The Journal*

**STATEWIDE HOMES**  
See the latest American homes with kitchens streamlined for the wife who finds pushing buttons easier than training maids. You can have a clean, easy-to-care-for home near the recreation facilities which your family particularly enjoys—boating, fishing, swimming, golfing or riding.  
**PROPERTY MANAGEMENT**  
Overseas owners relax when Tatum manages their homes in the Virginia area. Write or call for additional information.  
**TATUM PROPERTIES, INC.**  
Multiple Listing Service  
5850 Leesburg Pike    Bailey's Crossroads, Va. 22041  
HU 1-9222

**"We Got So Big Because We Charge So Little"**  
**Rent a New ECONO-CAR**  
Only a Phone Call Away . . . Dial 965-2111  
Special Rates available to Foreign Service Officers  
• Brand New Cars • Safety Seat Belts • Free Pickup and Delivery Service  
• Protected by Insurance • Radios—Heater—Power Steering (Optional)  
Air Conditioning Available  
**Airport Service: Dial 965-2111**  
Within Walking distance of the State Department  
*Drive a Bargain!*  
**By the Hour—Day—Week or Month**  
Downtown (D.C. & Va.)    Bethesda (Md.)  
**965-2111**    **654-0111**  
20th & K Sts., N.W.    4865 Bethesda Ave.  
**ECONO-CAR**    **RENTAL SYSTEM**  
WORLD'S FASTEST GROWING CAR RENTAL SYSTEM

## EDGEWATER PHARMACY

LOWEST PRICES

BEST SERVICE

P.O. BOX 141 EDGEWATER, MARYLAND 21037

### RENT-A-CAR FOR HOME LEAVE in Washington, D. C., San Francisco, New Orleans & Miami

Special Rates



Foreign Service

Reservation Address:  
For all major  
Cities

Airways Rent-A-Car  
425 15th Street South  
Arlington 2, Virginia

American Compacts, Chevrolets, Station Wagons,  
Volkswagen Sedans & Buses  
Coast to Coast

*Hilariously true tales of the Foreign Service*

## FIT-TO-PRINT?

A Collection of Corny News,  
Fancied Features and Crispy Comments

By PAUL CHAPIN SQUIRE  
Drawings: John P. Squire

An entertaining potpourri of reminiscences,  
"travelogues," and personal impressions  
highlighting the career of a retired Consul  
General. Illus. \$4.50 at your bookstore or  
postpaid from:

VANTAGE PRESS, 120 W. 31st St., N. Y., N. Y.

## CAR IN EUROPE TAX FREE



RENT OR BUY • BIG SAVINGS  
SPECIAL CTE  
DIPLOMATIC ALLOWANCE  
PEUGEOT • VW • VOLVO • OTHERS

FREE Price List of all makes and models...  
FREE CTE OFFICIAL GUIDE—62 pages cover-  
ing all questions on cars abroad—also sent when  
you state make, model, trip dates, size of  
party. No obligation. All details arranged.  
Trade-ins, financing, shipping, etc.

Phone or Write Dept. FS



CAR-TOURS IN EUROPE, INC.  
555 Fifth Ave., N.Y. 17, PL 1-3550

### THE DEPARTMENT'S HOME (Continued from page 35)

Three, by the 4 Clerks of the Diplomatic Bureau  
Two, including the longroom for the Library & Libn.  
One, for the Bureau of Archives & Laws  
One, for the Translator  
Two, for the two clerks of the Consular Bureau  
One, for the Disbursing Agent, and,  
One, a small one, for two Clerks, one, assisting in  
Diplomatic Bureau; and, one, keeper of Mail Registers  
& issuing Pardons, and passports. The latter has charge  
of the great seal. The sealing, for want of other room,  
has to be done in the passage.

On the lower floor there are 16 rooms two of them  
small.

The attic story (a half story) contains 9 rooms with  
dormer windows. These are used for the reception of  
various printed documents, laws &c. besides the Newspa-  
pers, bound and unbound; including one occupied as a  
store room by the Comptroller. They are not habitable  
by Clerks; neither is it considered safe to have fires in  
them.

The Department needs the rooms occupied by the  
Comptroller. One on the lower floor for an addition to  
the Copy right room, now insufficient to contain the  
books deposited, and those which will, under the law,  
continue to be deposited.

One for the reception and arrangement of Manuscript  
archives &c for which there is at present no room; and  
one, for one of the two clerks at present in one of the  
small rooms on the 2nd Story. All three to be occasional-  
ly occupied by such temporary clerks as may be required  
to transact extraordinary business.

The old accounts records of the Department of State reveal  
numerous details regarding the appearance of this building,  
both outside and inside, and the conditions of life and work  
within it—far more such details than space permits mention-  
ing here. In April 1825 young trees were set out along the  
street north of the building. During the existence of the  
building it was repainted outside and refinished inside from  
time to time. In January 1845 the exterior woodwork and  
stonework were painted white and the blinds green. In  
December 1823, December 1851, and June 1852 certain  
rooms were papered; at other times certain rooms, and also  
the corridors, were painted; but for the most part the rooms  
and corridors were whitewashed. In August 1856 the walls of  
the corridors, and also the stair steps, were painted yellow, the  
door frames, windows, and other woodwork were painted  
white, the "blind doors" (louvered doors to the offices) and  
other doors were varnished, and one room was painted white;  
but in May 1866 the building was whitewashed "throughout."  
Heat was supplied by numerous fireplaces, supplemented by  
iron stoves. Illumination was by means of candles and  
sperm-oil lamps until about the middle of the year 1852, when  
the Washington Gas Light Company began supplying gas to  
the building. The Department's rooms were carpeted, at least  
during the winter months, and at times the corridors were  
carpeted also. An item of expenditure dated April 25, 1863,  
suggests that shortly theretofore a tin-roofed passageway had  
been erected to connect this building with the then unfinished  
Treasury Department Building, directly southward.

Frederick W. Seward gives the following description of the  
building as it appeared when he entered upon his duties as  
Assistant Secretary of State under his father in March 1861:

... It was substantial and convenient, without being  
either stately or imposing. Its exterior was painted a

plain drab color, and exhibited little attempt at ornamentation, excepting a portico of six white columns on the northern side. Under this portico was the main entrance, which, however, was little used—a side door on Fifteenth street offered a more convenient way of ingress and egress. Within, its finish was equally simple. It had but thirty or forty rooms, not large, though well arranged for their purpose; and these, during the preceding half century, had been found ample for the needs of this branch of the Government; though the accumulation of books and archives was now beginning to cramp the space of some of the clerks. The two rooms in the north-east corner of the second floor were usually occupied by the Secretary—one for study, the other for receiving visitors. Messengers were just outside his door; and across the hall, within convenient reach, were the rooms of the Assistant Secretary and Chief Clerk.

By 1866 the Department probably occupied the whole building. Even three years earlier, by November 1863, records show that the Department had overflowed into two or three rooms in the Treasury Department Building. In November 1866 Secretary Seward's principal officers were Assistant Secretary Frederick W. Seward, Second Assistant Secretary William Hunter, and Chief Clerk Robert S. Chew; and the subordinate staff totaled 43, including 13 extra or temporary clerks but exclusive of laborers and watchmen.

In 1866 the Northeast Executive Building was scheduled to be torn down to make room for construction of the north wing of the present Treasury Department Building. A joint resolution of Congress which received approval July 3, 1866, authorized the Secretary of State "to hire a suitable building or buildings for the temporary accommodation of the Department of State" and appropriated \$25,000 "towards defraying the expense of such hiring, the transfer of the public archives, and the fitting up of the building or buildings." On November 1, 1866, the Department began to vacate the old building. It moved from there into the then newly erected Washington City Orphan Asylum Building, located on the southeast corner of Fourteenth and S Streets Northwest (see *FOREIGN SERVICE JOURNAL*, August 1964, p. 25). The following notices of the move appeared in Washington newspapers of the time:

[EVENING STAR, November 1, 1866]

The work of removing the archives and documents of the State Department to the Protestant Orphan Asylum building, on 14th street, which has been leased by the Government for five years, was commenced to-day, preparatory to tearing down the old State Department building to make room for the Treasury extension.

[DAILY MORNING CHRONICLE, November 2, 1866]

... The work of tearing down the unsightly pile occupied by the State Department will be commenced at an early day. The State Department is now being removed to the asylum building recently leased by the Government on Fourteenth street.

[NATIONAL REPUBLICAN, November 2, 1866]

The removal of the archives and documents of the State Department to the Protestant Orphan Asylum, on Fourteenth street, commenced yesterday. The demolition of the old State Department building will commence within a few days, after which work will be begun on the northern extension of the Treasury Department.

The clerks of the Department later presented Secretary Seward with a mahogany cane fashioned from a piece of the rail that he and his predecessors, and other statesmen and diplomats ascending the stairway to the Secretary's office, had grasped from time to time through half a century. ■

## A SOUND EDUCATION for English-Speaking Children

### KINDERGARTEN—EIGHTH GRADE

Wherever you may be stationed, Calvert SCHOOL-AT-HOME Courses can provide, by mail, a sound education for your child. Courses maintain their quality because of continuous development in Calvert's laboratory-school in Baltimore. Calvert guides your teaching with helpful step-by-step instructions. Courses stress the three R's and cultural subjects; are often used to enrich the educational experience of the above-average child. Children may start any time, transfer easily to other schools. More than 100,000 children all over the world have used Calvert Courses. 61st year. Non-profit.

Write for catalog (give age, grade).

**CALVERT SCHOOL**

The School That  
Comes to You



130 E. Tuscany Road  
Baltimore, Md. 21210

## RENTAL HOUSES

Chevy Chase-Bethesda

Massachusetts Avenue Extended

**A. C. Houghton & Son, Inc.**

An Accredited Management Organization

1418 H Street, N.W., Washington 5, D. C. DI 7-9057

Washington Real Estate Since 1907

## MAY WE ASSIST YOU?

We would welcome the opportunity of helping you find suitable housing in the Washington Area. Whether you desire to rent or buy, live in town, in the suburbs or the country, we can be of service to you.

**JACOB & WARWICK**

Incorporated

—Realtors & Insurers—

416 Prince Street

Alexandria, Virginia

Tel: 549-5400

**Copenhaver**

Fine Stationers and Engravers

Members of the Foreign Service of the United States of America can depend on **Copenhaver** for quality, service and correct counseling on questions of protocol for their calling cards, informals and invitations, etc.

*Urgent requests filled promptly*

ADams 2-1200

Connecticut Avenue  
Courtesy Parking

1521 CONNECTICUT AVE.

WASHINGTON, D. C. 20036

# WHERE DIPLOMATS DINE

**CHEZ FRANCOIS**, 818 Connecticut Ave., NW, ME 8-1849. Le Rendezvous des Gourmets où les mets sont bons et les vins de choix. French cuisine at moderate prices. Open daily except Saturday and Sunday for lunch, 12-2:30; open daily except Sunday for dinner, 6:00 till 9:45.

☆ ☆ ☆

**THE FOUR GEORGES RESTAURANTS**—Four distinctively designed dining rooms, each created in a mood and motif reflective of its culinary achievements. Located in the famous Georgetown Inn in the heart of Georgetown—luxurious accommodations. 1310 Wisconsin Ave., N.W. Free Parking, 333-8900.

☆ ☆ ☆

**LA FONDA**, 1639 "R" St., N.W., AD 2-6965. For years the favorite of true aficionados of delectable Spanish and Mexican food served in a romantic atmosphere. Complete bar. Lunch and dinner parties. Credit cards honored. Open daily 11:30 to midnight, Sunday, 2 to 10 p.m.

☆ ☆ ☆

**THE SKY ROOM . . .** Hotel Washington, Penn. Ave. & 15th . . . A panoramic view of the Washington scene is a breath-taking backdrop to sophisticated atmosphere here . . . International menu, with a French accent, includes flaming sword medallions of beef tenderloin bourguignonne.

☆ ☆ ☆

**TOM ROSS' CHARCOAL HEARTH**, 2001 Wisconsin Ave., N.W., FE 8-8070, specializing in prime ribs of beef, charcoal-broiled steaks and seafood. Free parking in rear. Open daily for lunch 11:30 to 2:30, dinner 5:30 to 10:30, Saturday dinner 5-11. Closed Sundays. Wide selection of cocktails and liquors.

☆ ☆ ☆

**THE TIVOLI "OPERA" RESTAURANT**, 1225 Wisconsin Ave., in historic old Georgetown. Live entertainment nightly, arias from your favorite operas by talented young professionals while you enjoy the excellent Continental cuisine. Truly an evening to remember. Res. FE 7-6685. Am. Exp. Open Sunday.

## —FRANCIS SCOTT KEY HOTEL—

*The Nicest Small Hotel in Washington*  
600 - 20th St., N.W., Washington, D. C. NAional 8-5425

**Why Foreign Service Personnel prefer the  
Francis Scott Key Hotel**

- (1) It is only two blocks from the State Department
- (2) It offers family accommodations
- (3) One room, kitchen, dinette and bath, completely furnished efficiency suites
- (4) Completely air-conditioned
- (5) Restaurant with excellent food at moderate prices

### ROOMS

One Person \$7.00—Two Persons \$9.00  
Efficiency Suites—Double Beds or Twin Beds  
One Person \$8.00 & Up—Two Persons \$10.00 & Up

Additional persons \$1.50 each.  
10% discount for weekly occupancy.

Rowena F. Ward, Mgr.—Gladys L. Warner, Asst. Mgr.

## 1946 REVISITED (Continued from page 30)

The original Foreign Service bill reduced the number of classes of Foreign Service officers to seven, including career minister. This reflected the personal views of Selden Chapin, a graduate of the Naval Academy at Annapolis, who was following the pattern of the Navy. It turned out that seven classes were too few in view of the longer careers of Foreign Service officers in comparison to Naval officers. In 1955 and 1956 the classes were expanded from seven to ten, including career minister and career ambassador.

In 1960 certain important changes were made mainly related to the retirement plan. Also the Foreign Service Act specified salaries of various classes of officers and, therefore, whenever the salary scale has changed it has been necessary to amend the Act.

Finally, there have been relatively minor changes relating to participation of Foreign Service personnel in the work of international organizations, tenure of Foreign Service reserve officers, duties of the Foreign Service Institute, and language requirements and rewards.

Nevertheless, when I recently examined the annotated edition of the US Code, it appeared that sixty-eight sections of the Act—almost half—remained unchanged from 1946. To repeat, most of the changes were consequential alterations because of the administrative developments mentioned above.

Only fourteen sections of the original Act had been repealed. Eight of the repealed sections resulted from the adoption of general legislation applicable to all areas of the US Government which, in most instances, followed the pattern originally established only for the Foreign Service. The remaining six repealed sections all related to changes described above.

Among the sections of the Act which have remained unchanged are the first section, the Congressional declaration of objectives which is in a sense the charter of the Service (22 U.S.C.A. §801) and the extremely fundamental provision under which the Foreign Service performs duties and functions for other Government agencies (22 U.S.C.A. §846).

Even though many individuals, both within the Foreign Service and outside, had grave doubts in 1946 of the wisdom of some of the provisions of the Act, those doubts no longer remain. The Act has passed the test of time. It seems to me that the important reason for the success of the Act rests in the thorough and sound preparations which preceded the Act. Devoted and able personnel acquainted with the practical problems of the Foreign Service systematically reviewed these problems and produced wise solutions. The effort was essentially that of a smoothly coordinated team. Individuals on the team frequently differed in their views. I remember in particular that Andrew Foster, the Chief of the Planning Division and an officer of the highest integrity and devotion to duty, at times had viewpoints quite different from those which prevailed. When the decision was made, he invariably devoted himself and his staff wholeheartedly to their implementation. The wise direction of Assistant Secretary of State Russell, Ambassador Chapin, and Ambassador Harrington coupled with a vast effort of many individuals with varying skills—political and legal as well as technical—produced a fine result. The dominant quality of the entire effort was its complete integrity, which, in a large measure, accounts for its durability. ■

# LETTERS to the EDITOR

## Another "Prideful Ignorance"

THE WASHINGTON LETTER in the JOURNAL's September issue has induced in me a mood, or a variety of moods, which I feel like communicating to you since you etc now have been patient with me.

**Item.** You might add to your list of prideful ignorances: "I speak only kitchen Spanish (Swedish, Portuguese, etc.)"—especially since some wives abroad have been heard to speak thus.

**Item.** How can we choose any one passage over the rest in our rich language? Take a moment out some time and read again Browning's "Pauline," lines 318-35, beginning with "They came to me in my first dawn of life" . . . and Ida's whole plea in "Marpessa" but particularly the portion beginning "Thou meanest what the sea has striven to say so long" . . . Then you have, of course, "A savage spot, as holy and enchanted, As e'er beneath a waning moon was haunted By woman wailing for her demon lover!" "The slow, passionate pulse of the sea"; and so on.

**Item:** "Sorry (in Madrassy accents), the sahib can't speak to you now. He is in the bathroom."

**Item.** Aren't we such stuff as dreams are made ON?

**Item.** With regard to my sister-in-law's vision, I wonder whether a more pertinent basis of discussion than the faculties of Chiroptera (Myotis?) would be an examination of Betty Beale's ability to discover what is immediately beneath our collective nose—to me, a greater contribution.

EDWARD P. MAFFIT

Washington

## Errata

I was naturally very pleased to read Dick Boyce's review of my book in the July issue. There were however, two errors in the reproduction of the poem "Final Autumn" which I should like to point out for the record. The first was the use of the indefinite article in the title, the correct version of which is as given above; the second was the substitution of the word "ses-

sion" for the correct "season" at the end of the seventh line from the end.

NILES W. BOND

São Paulo

## DACOR Re-opens Insurance Plan

OFFICERS still on active duty are eligible for Associate Membership in DACOR (Diplomatic and Consular Officers Retired). Some other readers of your excellent journal may be retired officers, or the wives and children of officers. It may be well to remind them that DACOR assists members re-establish themselves, maintains a placement service, proposes appropriate retirement legislation, publishes a monthly bulletin, conducts a lecture series in the State Department, has established a Foreign Service Memorial Area in Rock Creek Cemetery, and for a dozen years has provided members with group hospital, surgical and disability insurance. It now announces that:

### DACOR Opens Group Insurance

Its hospital, surgical and total disability cooperative group insurance plans will be re-opened for new enrollments during the months of October and November and that the premiums will be the same as when the group was established in 1952. Policies will be effective December 1, 1966.

What other service costs the same as it did 14 years ago?

This is only the second time this group has been re-opened for enrollments. Normally, members must apply for this insurance within 60 days after joining DACOR. Many members, however, were abroad or did not realize the deadline on time. Others wanted to review their insurance portfolio, or needed additional time, so did not avail themselves of the privilege of taking the insurance when they joined DACOR. They, as well as new members of DACOR, now have the opportunity of enrolling for this insurance. The requirement that members enroll within 60 days after joining DACOR will be re-established December 1, 1966.

Many members need additional insurance because of the rapid increase in the cost of hospitalization and medical care.

### Some Features of the DACOR Coop Group Policies Are:

Two hospital plans available pay \$5.00 or \$10.00 daily room and board in addition to specified miscellaneous hospital and surgical expense, and the member may enroll for either one or both. Benefits are payable in any part of the world and are paid direct to the member in addition to those collected under other policies, but no payment is made for the cost of services or care provided by the U. S. Government or any instrumentality thereof (includes Medicare). (For members 65 and over, these poli-

cies pay certain benefits not payable by Medicare.)

A new hospital confinement policy has been made available which is guaranteed renewable for life of the member and spouse, and which pays benefits for 12 months for each sickness or accident and pays in addition to any other coverage, including Medicare.

DACOR members can insure families (husband, wife and children within prescribed age limits) for any one or all three of the hospital plans.

Disability plans are available to pay from \$50.00 to \$200.00 a month for those active in Government service and \$50.00 a month to retired members. These benefits are payable for total disability and are allowed even though not hospitalized.

Members and their families are covered regardless of physical condition. Policy exclusions are kept to a minimum.

For complete information on each plan and the premiums for adults and children—write: DACOR Insurance Committee, 1718 H Street, N.W., Washington, D. C.

GEORGE GREGG FULLER

Chairman

DACOR Insurance Committee

Washington

## The Real Problem

I READ with interest Mr. Howatt's letter in the September issue of the JOURNAL. While the restriction on car sales may interfere with a person's right to dispose of his property as he sees fit, the fact remains that it is our diplomatic privilege which enables us to sell property at quite often a considerable profit. I, for one, feel that this is taking too much advantage of your position. Disposing of a car at cost is, in itself, sufficient profit.

What I do question, however, is the full restriction (except Saigon, for personal safety) now placed in 6FAM165.8 and 6FAH164 on the shipment of foreign cars after November 1, 1965. Publicity to the contrary, American cars do not tolerate export and parts are difficult and expensive to obtain. The Government may be able to afford the long delay and expense in the transport of spare parts, but the individual Foreign Service employee cannot. In addition, the post's mechanic may have at least a rudimentary idea of the functioning of an American car; the local dealer usually does not. Repairs are thus time consuming and inadequate.

The restriction of shipment of foreign cars was originally placed to aid in some small degree our balance of payments and to restrict the purchase of foreign cars for profit by Government employees abroad on one time tours. The majority of Foreign

Service employees, I believe, purchase foreign cars for the convenience and inexpensiveness of their operation abroad. If, however, the design of the restriction was also representational in its scope, then let the Government underwrite the additional cost, including the delays in maintenance and repair, and convince American manufacturers to design a smaller car suitable to export and cheaper to ship.

Rather than concentrate on the questionable right to sell at a profit, it would be far better to alleviate the problem which I have discussed above by working for the reinstatement and revision of the list of posts to which foreign cars were authorized to be shipped. I might also recommend that the Association take an interest in this subject. 6FAM is that section of the Manual supposed to help and not hinder the Foreign Service employee in his work.

PETER B. SWIERS

Washington, D.C.

### Glimpse of Tokyo, 1932-33

REMEMBERING that the JOURNAL does from time to time like to evoke the past, I am sending you a sample of life in the Foreign Service some thirty-four years ago. It depicts Walter Washington, then Third Secretary and now retired (he is now teaching history and government at the University of Puerto Rico) and myself caparisoned for a ball at the



British Embassy in Tokyo some time during the winter of 1932-33. An old friend, clearing out her house, just sent it to me.

The screen, by the way, belongs to me and is in the dining room here in Stockholm just as it has been at almost all our posts since those days long ago.

J. GRAHAM PARSONS

Stockholm

### Vacation Prospect

IN the SATURDAY REVIEW there is a section in the advertising devoted to Houses For Exchange. Couldn't we start such a program in the Foreign Service?

I am the widow of a Foreign Service officer and own a farm in South Stafford, Vermont. The farm lies in beautiful hilly country, 15 miles from Hanover, New Hampshire, where Dartmouth College has a full summer program at Hopkins Center of symphony concerts, repertory theatre and lectures. Driving time to Boston is three hours, to New York City five hours and Montreal four and a half hours.

The farm lies on a hill surrounded by woodland, and has a swimming pond behind the house. The house has a large kitchen with an electric stove, dining room, master bedroom with twin beds and smaller bedroom with double bed and a bathroom on the first floor. The second floor contains a large bedroom with two double beds and a single bedroom. There is a cot in the upstairs hall. The house is completely furnished including linens, blankets, china, silver etc. I can leave a car for the use of the family.

I would like to exchange this farm in July and August 1967 for an apartment or house in Europe. If you know of anyone interested in such an exchange, I would be happy to hear from them.

MRS. HERBERT HIGGINS

43 Lebanon Street  
Hanover, N.H.

EDITOR'S NOTE: *The JOURNAL is willing to print exchange offers with one stipulation: all correspondence must be direct between the parties.*

### Think of Talleyrand

ASSUMING that Mr. Mays means for us to take seriously his article in the September issue of the Foreign Service JOURNAL (and I suppose, and hope, that I am one of the few slow-witted dullards who is not sure that it isn't just a glorious spoof on the jargon-ridden practitioners of the new easy answer computer cult, "a bigger dollop of diplomacy for a dollar," etc.), one wonders what "tools of diplomacy" such successful practitioners of the diplomatic arts as Talleyrand and Bismarck had to fall back on. Native intelligence, intuition, common sense, persuasion, education, realism, an understanding of the overriding interests of their countries, practical experience in diplomacy? In any case, it is clear that these attributes will in the future no longer be necessary for the successful practice of our diplomacy. In the future, we can assign this work to a few Whiz Kids and a couple of computers. Perhaps it will not even be necessary to have anyone stationed abroad. Is it not within the realm of electronic marvels that the necessary input for the computers could be gathered by U-2's?

DONALD S. HARRIS

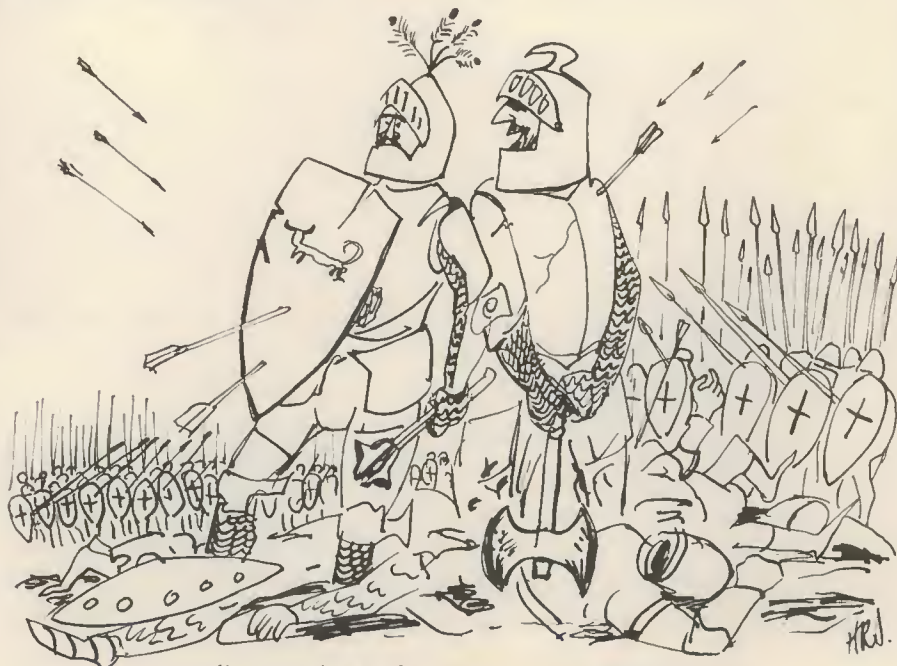
Washington

### Too Mild an Epithet

PERHAPS the writer of the "Washington Letter" should give himself a citation for understatement for describing murder as "rowdy behavior" ("Understatement and Sexual Depravity," in the August issue).

VINCENT M. BEEHLEY

Fond du Lac, Wis.



"Well—I would say the time is ripe for negotiation."

While you're traveling around the world . . .



## Is your family protected?

If you are a civilian employee of the U. S. government now residing outside the country or one subject to overseas assignments in the normal course of your duties or if you exercise management responsibility for overseas operations, you qualify for membership in WAEPA.

WAEPA stands for Worldwide Assurance for Employees of Public Agencies, Inc., a mutual non-profit association whose sole purpose is to provide **life insurance** at the **lowest** possible cost to its members.

WAEPA has been steadily **increasing benefits** with no increase in cost to its members for over 20 years.

Now WAEPA once again announces a new benefit increase for its members. In addition to the continuing coverages of Life Insurance up to \$20,000, and Accidental Death and Dismemberment up to \$25,000,

WAEPA has now doubled its Dependent Life Insurance coverage to a maximum of \$2,000 for each dependent.

### SCHEDULE OF COVERAGE AND COSTS

| AGE                                 | UP to 41 | 41-50 Incl. | 51-65 yrs. |
|-------------------------------------|----------|-------------|------------|
| Group life Ins.                     | \$20,000 | \$17,500    | \$16,250   |
| Accidental Death<br>& Dismemberment | \$25,000 | \$25,000    | \$25,000   |
| Total Coverage                      | \$45,000 | \$42,500    | \$41,250   |
| Annual Premium<br>Without Dep.      | \$100.00 | \$125.00    | \$150.00   |

\*Add \$7.20 per year for coverage of your spouse and all eligible children.

#### WAEPA

1720 Massachusetts Ave.

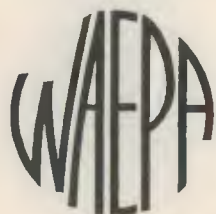
Washington, D. C.

Please send me further information about membership in WAEPA.

NAME .....

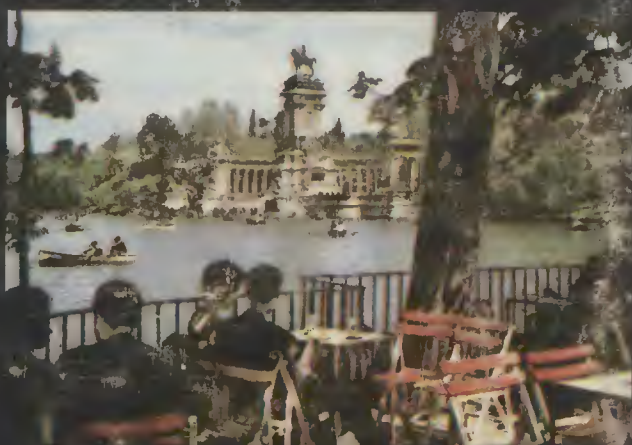
ADDRESS .....

CITY ..... STATE..... ZIP.....



Worldwide Assurance for Employees of Public Agencies, Inc.

1720 Massachusetts Ave. Washington, D. C. 20036



**some of the world's  
most interesting people  
drink Seagram's V.O.**

Wherever interesting people meet, you will find Seagram's V.O. It's the smooth Canadian whisky that never has a harsh taste—or aftertaste. Try it. From your first sip to last, you'll realize that this is whisky unlike any other. Exceptionally smooth. Unbelievably light. Distinctive in character. So switch to V.O.—the whisky that treats you gently.

Known by the company it keeps.

Seagram's  
Canadian

**Vo**



A DISTINGUISHED BRAND PRODUCED BY SEAGRAM DISTILLERS, THE WORLD'S LARGEST DISTILLER