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JOSHUA B. POWERS, LTD., 46 Keyes House, Dolphin Sq., London SW1 01-834-8023/9. International Representatives.

The FOREIGN SERVICE JOURNAL is the journal of professionals in foreign affairs, published twelve times a year by the American Foreign Service Association, a non-profit 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 International Communication Agency, the Agency for International Development or the United States Government as a whole.

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Membership in the American Foreign Service Association is open to the professionals in foreign affairs overseas or in Washington, as well as to persons having an active interest in, or close association with foreign affairs.

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annually. Retired Active Members—Dues are \$35 annually for members with incomes over \$15,000; \$20 annually for less than \$15,000. Associate Members—Dues are \$20 annually. All dues payments include \$6.50 allocation for the Journal and AFSA News, per AFSA Bylaws.

For subscription to the JOURNAL, one year (12 issues); \$7.50; two years, \$12.00. For subscriptions going abroad, except Canada, add \$1.00 annually for overseas postage.

Microfilm copies of current as well as of back issues of the FOREIGN SERVICE JOURNAL are available through the University Microfilm Library Services, Ann Arbor, Michigan 48106 under a contract signed October 30, 1967.

©American Foreign Service Association, 1979. The Foreign Service Journal is published twelve times a year by the American Foreign Service Association, 2101 E Street, N.W., Washington D.C. 20037. Telephone (202) 338-4045

Second-class postage paid at Washington, D.C. and at additional post office.

ALLEN B. MORELAND

Allen B. Moreland became AFSA Executive Director in the summer of 1975, just after the new Governing Board had taken office. His appointment was approved unanimously by that Board, which was, however, so divided on other issues that Allen must have known his job would be demanding.

Since then, Allen has turned in a distinguished performance under conditions which were often difficult. He kept the staff together under daily pressure in the early months. During a cash flow crisis in the fall of 1976 he volunteered for a 50 per cent reduction in his salary, which, along with cuts in the pay of other professional staff members, got us through. The Executive Director is primarily responsible for the AFSA budget, which is balanced during the current fiscal year without resort to "prior use" funds or cash flow loans—and we're running ahead of budget projections as of the first half of the fiscal year.

At the close of last year's annual audit, the auditors praised AFSA for keeping its costs under control in an era of inflation, and for following correct accounting procedures and standards. Much of the credit for this goes to Allen.

Allen's resignation as Executive Director, after three and a half years, took effect January 11. At times, that period must have seemed longer. It was a hardship post, without a hardship allowance. Often it must have seemed thankless. Well, the Governing Board thanks you, Allen, for your distinguished contribution to the Association and the Foreign Service. May you enjoy many years of carefree and pleasant retirement.

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Green governesses with white gloved
hands you point to pre-war heavens:
God exists, you proclaim
thereby entering the chestnut tree
into the lists of orthodoxy.

You preach by the light of your blooming,
by the hundreds of pure white torches,
in a child's tongue, explain resurrection,
lessons children learn and forget
as they race and run, cheat and regret.

Children, donkeys, sweepers, seasons.
My long windows reach out to your rhythms,
autumn, death, the late white torch of spring.
My feet race through childhood beliefs,
tight shoes, rules, small wins, harsh defeats.

Katie Louchheim

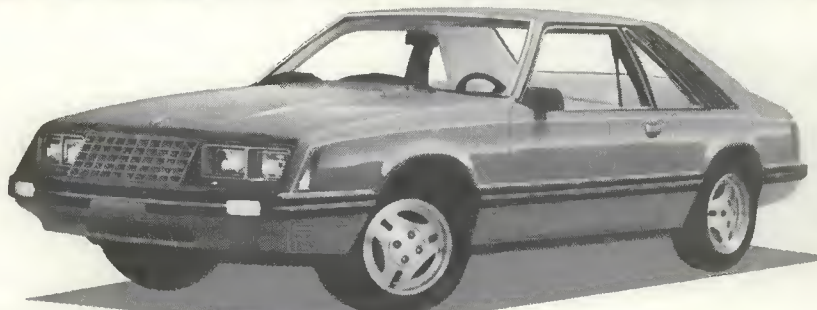
HYDE PARK

One early April English evening
spilled purple crocus in my tea,
a man's lips waited in the cup,
sweetened by spring's rash legacy.

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♪ She's tall and tan and young and lovely. . . ♪

The Girl from Ipanema

LIBBIE S. MATHES

One third of all employed Brazilians earn one minimum salary or less per month—less than US\$78.00.* Over 95 percent earn ten minimum salaries or less per month. Few of these people can aspire to live in Ipanema. Rent alone in that chic district would consume the entire monthly income of the vast majority of Brazilians, yet for most of the world Brazil is symbolized by picture post card Ipanema and is personified by its most extolled resident, the Girl from Ipanema, who, of course, doesn't work at all:

She's tall and tan and young and lovely just like the song says, and she's nearly nude, swaying gracefully

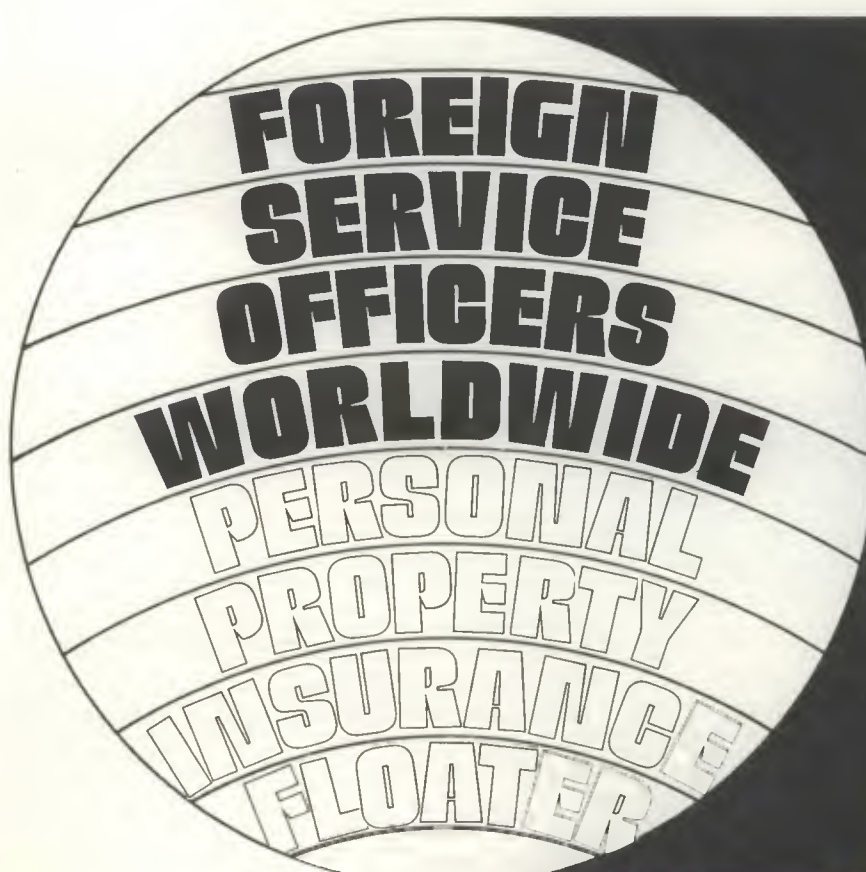
across the Ipanema beach perfectly at ease in her *tanga* bikini, the incarnation of a Varig travel poster.

Her minimal bikini top raises and rounds her small breasts, and the narrow *tanga* arches over her backside revealing the eye-popping curves of ample perfect *bundas*, deliciously suggestive Portuguese word, that. You can hear the roundness and fullness—*bundas!* The girl is almost more interesting walking away than approaching.

The *tanga*, true star of Ipanema, was designed to glorify and maximize exposure of that part of the female anatomy favored by traditional Brazilian girl watchers. There are those who would see in this anatomical prefer-

*Statistics from the IBGE Interim Census—the PNAD of 1976. These are the latest tabulated statistics. Figures represent all but about 5% of the entire national sample.

Mrs. Mathes is working as a free-lance journalist while in São Paulo with her branch PAO spouse. Her current project is a series of interviews called "Women in Brazil," of which this is the introduction.



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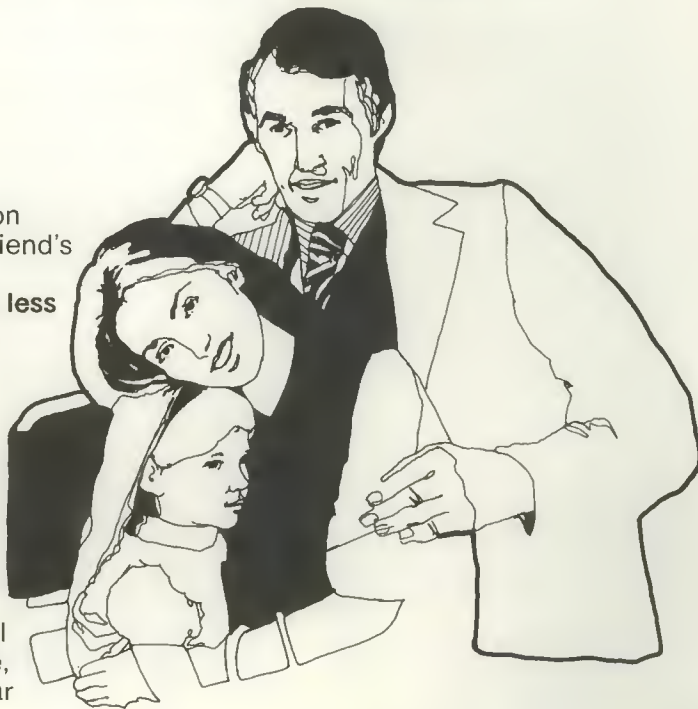
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ence the total depersonalization of Brazilian women by their men, but such musings are best left to the psychologists. In any case intellectualizing is not suited to the mind-withering *carioca* heat.

Our girl wades into the water up to her knees, splashes herself down, and holding her nose, stoops and bends back to duck her head. This ritual is accomplished in less than a minute, and she is ready to come out of the water. Bathing is not the reason for coming to the beach; bathing is for cooling off when the tropical sun becomes too punishing. Smoothing her hair and carefully adjusting her *tanga*—there is little margin for error; the difference between acceptable exhibitionism and vulgarity is measured in millimeters—she emerges from the sea and returns lazily across the sand to her towel, studiously oblivious of the careful scrutiny she is getting from four pale, paunchy men with foolish grins under red noses and dark glasses. Obviously foreign tourists on their first day in Rio, they are to be ignored. Maybe she'll give them a thrill later and with a melting smile, go bum a cigarette.

But now the travel poster will take some sun. Performing a *carioca* beach ritual she mounds sand with her feet into a headrest over which she drapes her towel at an angle directly into the sun and away from the openly appreciative tourists. They twist around and squint into the dazzling *sol* to keep her in view, but she still gives no sign of having seen them, though she is a bare ten meters away. Satisfied with her arrangement she dots her nose with cream against the burning rays, makes a final check on her *tanga*, and tossing her hair over her shoulders, stretches out onto her tummy giving the foreigners full

benefit of her stunning *derriere*.

The Girl from Ipanema is real. She is not the product of tourist office hype, and the lure of encounters with these natural, sensuous, sleek bronze beauties fills Rio's hotels in summer and makes the city one of the great hedonistic tourist capitals of the western world.

Since Tom Jobim and Vinicius de Moraes canonized Ipanema's beach creatures in their Bossa Nova classic, the girls have been fully aware of their position as living symbols of the Brazilian feminine mystique. For a few years, until they become bored or get married, the beach is a religion and a stage on which these enchanting young priestesses ritualistically perform their sun worship converting all doubters into faithful minions who sing praise to the beauty and perfection of the Brazilian woman.

The flaw in the picture is that the girls have almost nothing in common with the larger Brazilian reality, and most visitors don't have the time or the interest to discover this truth.

Asked about their plans, the girls are vague: "Maybe study, maybe work, maybe travel . . ." What is closer to the truth is, "Maybe nothing." Theirs is not a cerebral state. They feel no pressure to plan tomorrow, only to be, to instinctively enjoy the pleasures of today.

The Girl from Ipanema is the privileged daughter of Brazil's dominant class, the top two percent of the country's population, living in one of the world's highest rent districts where one night in a small sea front hotel room will cost a couple the equivalent of the doorman's monthly wage—one minimum salary—the amount earned

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by 33.7 percent of the country's employed and by 46 percent of salaried Brazilian women.

Around the girl's neck hangs a short gold chain fashioned of this year's favorite Cartier links which cost her father 15 minimum salaries. She saunters home to a modest apartment three blocks from the beach which rents for 14 minimum salaries a month and eats a lunch prepared by a well-paid cook who earns two minimum salaries. Then she takes a nap. Tonight she'll wear a dress of Indian cotton which cost three minimum salaries and go to dinner with three friends at a chic restaurant where the bill can easily exceed her cook's monthly pay. She is privileged, so much so that she represents the average Brazilian woman only in age—she is nineteen.

Oh yes, in Ipanema one does find some average Brazilians. Most of them come to serve and some to prey on the rich. Plump Bahiana-costumed women sweltering under their heavy dresses stroll among the prone, oiled bodies on the beach, hips undulating. They sell divine, home-made gooey coconut *quindim* (desire) sweets from trays on their heads covered with immaculate white linen. Other less colorful women offer lace beach robes and crocheted blouses made by *favela* neighbors. Wiry muscular *mate* (herb tea) vendors, shiny black with sweat, stride up and down the sand hauling a 25-kilo drum of sweet iced liquid on each shoulder to sell to parched bathers at Cr\$4 a paper cup. Theirs are among the most beautiful bodies on a beach renowned for sculptured feminine forms. And where do they get the energy for such exertion when the sun dissolves the rest of us into voluptuous indolence?

Hot dog men serve drive-up customers on motorbikes from umbrella-shaded mobile stands parked at intervals along the super-heated black and white stone sidewalk. Young sneak thieves prow between the towels, eyes peeled for abandoned purses, glasses, watches, shoes. One never sees them; the only evidence of their presence is the occasional wounded yelp of a burned tourist who thought he left his wallet safely hidden under his towel while he took a dip. Nearby bathers react to such distress with a yawn; only tourists are naive enough to bring anything but a towel, a few loose cruzeiros and sandals to the beach.

At dusk, after the crowds have gone home, orange-shirted teams of garbage men fan out to comb the littered sand with rakes. They gather the day's refuse in huge straw baskets which they periodically empty into a truck inching along the avenue keeping pace with them. The girls from Ipanema shamelessly toss their trash over their shoulders, desecrating their glorious playground. Never mind: their sloppy habits create employment. Empty cigarette packs, bottles, paper cups, ice cream containers, orange peels, broken combs, half-eaten hot dogs; whatever they no longer need is discarded onto the sand. Tonight someone will clean up the sand box. Before the garbage men arrive scavenger children make a sweep of the beach and collect everything of value including empty but reusable suntan oil containers. Their brothers will spend the evening filling bottles and tubes with watered down versions of their original contents to hawk to unwary blistered bathers tomorrow.

An unsettling fact forces itself on even the most casual

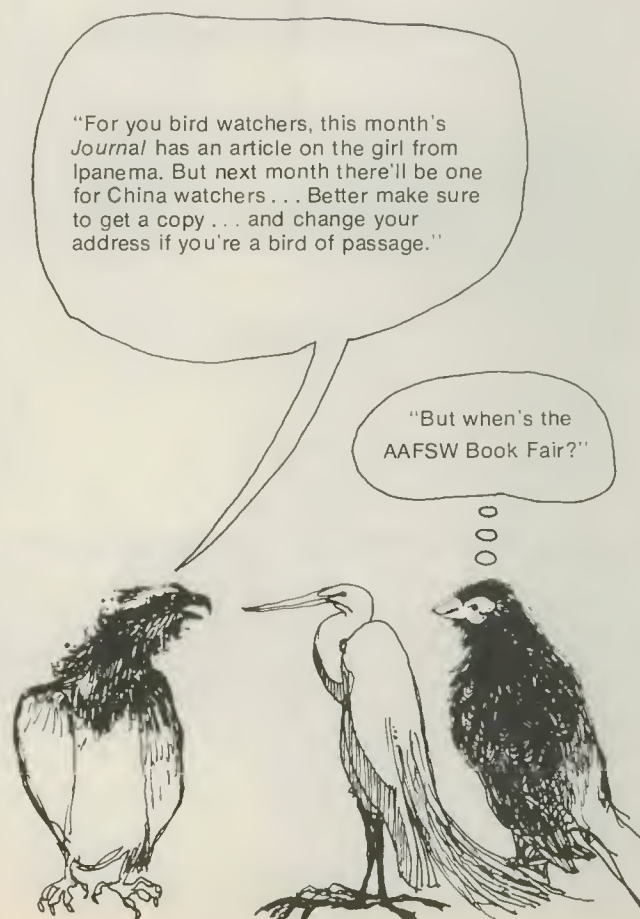
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observer. In a country where the national mythology stresses the ideal of a racially mixed society, the people at the beach for pleasure are predominantly medium to light-skinned, and those serving them are overwhelmingly black.

It's 10 pm. The Girl from Ipanema is drinking French wine in the restaurant, and the night predators appear at the beach. Three young boys weave among the sidewalk café tables presenting faded roses they filched from flower shops to flustered tourists who feel obliged to tip for the thoughtful gesture. The boys have the false smiles and aware eyes of street kids—part of the 16 millions of Brazil's abandoned and technically abandoned? (Two million are abandoned. Fourteen million have one or both parents but are entirely on their own, living in abject poverty.)

Another group approaches attempting no facade of gentility. Their wretched poverty commands respectful silence. Pedestrians step aside to let them pass—shrinking away from physical contact with the untouchables. Two of them, little girls in rags with dirty hair and dull eyes rub their stomachs moaning, "Hungry, hungry," at the table of four visitors about to attack obscene mountains of ice cream and chocolate sauce. Yawning from the late hour and impatient to earn her night's quota so she can go to sleep, the older girl tugs at an embroidered sleeve insisting, "Hungry! Hungry!" until the embarrassed man, anxious to remove the filthy child from his sight and his conscience, fumbles in his pocket and throws her some uncounted torn bills. The children move away; the four pick at their sundaes without appetite.

At a discreet distance the girls' ravaged mother shuffles into view, feet swollen, a tattered babushka on her head, a sleeping baby on her hip. She begs quietly from table to table. Is the baby a girl too, Senhora? What bad luck! And how long will it be until your daughters learn there are ways to get more money from tourists?

Throughout the sultry night the relentless parade of high-heeled, false-eyelashed birds of prey cruises Avenida Atlantica past hotels and cafés: Rio's lovely young working mothers advertising their wares in short shorts and iridescent blouses, offering one last service to the vacationing tourist.

Four a.m. The café tables are empty. The din of traffic and pedestrians is hushed, and the avenue enjoys an hour of peace before the start of another day of heat and hustle. Striking mulata chorus girls leave night clubs in bunches, and hookers straggle out of the hotels, their bizarre costumes comically out of place in the gray pre-dawn. The last discotheque closes, and the Girl from Ipanema drives slowly home in a white Mercedes.

The sun is up. Hot already; it will be another scorcher. The first bus arrives bringing a load of black maids from the *favelas* to work in the Ipanema apartments. The Girl from Ipanema will take advantage of the strong sun for a few hours to deepen her tan. She can catch up on her sleep this afternoon. Tonight there's a dance at the club...

As the result of some subliminal selective process, hints of the larger Brazilian reality never appear in travel posters or souvenir snapshots or memory. The beach registers on few minds as the crucible in which the country's privileged rich and marginalized poor mix. Most tourists in Rio for a carnival of samba, beach and heady sensual pleasure remember only the Girl from Ipanema. 

"A creative economy is the fuel of magnificence."

—Emerson

Local Problem Solving: A New Development Strategy

BRUCE STOKES

President Carter sent to Congress this month a proposal for revamping the administration of American foreign aid. In reviewing the White House's suggestions, Congress should take note that some of the most successful third world development efforts have come not through highly centralized, capital intensive international programs, but through people doing more at the local level to help themselves.

The administration would like to replace the Agency for International Development (AID) with an International Development Cooperation Administration. This new sub-cabinet agency would oversee most bilateral and international aid programs and have more independence and authority than AID. The reform is a pared down version of one of Hubert Humphrey's last legislative initiatives and owes much to internal AID critiques, like the Babb report, and an outside evaluation by the Brookings Institution.

These proposals to remodel

AID, which laid the groundwork for the president's recommendations, differed on many points, but they all agreed that the foreign assistance bureaucracy should be decentralized, with more decision-making taking place outside of Washington. They suggested that recipients of aid should participate more directly in identifying needs and in carrying out programs. They concluded that where bureaucratic efficiency conflicts with effectively meeting basic human needs, the latter should take priority.

These recommendations reflect a growing consensus in Washington that local efforts are often best at fulfilling housing, energy, health care, and food needs. This awareness has been slow in coming. During the past decade, there was a tendency to attempt to solve at the international level problems which were once handled exclusively in local communities. Ever higher levels of national and international authority were created to help the poor. The growing awareness of global interdependence led to the fallacious assumption that problems could be solved without involving those most affected by them.

The difficulties with this approach are now manifest. For example, the goal of ending world hunger in a generation has seen that

generation slip by and the number of malnourished grow. Putting food on the table in many countries is more and more the responsibility of the American farmer. Similarly, despite major international efforts, the World Bank estimates that more than 800 million people still lack adequate housing and health care. The energy needs of developing countries are neglected as Americans fret about gasoline prices.

However, in many countries where the people most affected by a problem have assumed responsibility for solving it, basic needs are being met. Such initiatives are beginning to receive the financial and political support of many governments and international agencies long frustrated by their own litany of failures.

In every society, most people, no matter how low their incomes, find a way to put some sort of roof over their heads. This primal nesting urge contains the seeds of a response to the worldwide shortage of adequate housing. Population growth and rising affluence have physically and financially outstripped the ability of governments and private industry to meet shelter needs. The United Nations estimates that in urban areas alone, authorized construction is expected to fall four to five million housing

Bruce Stokes is a researcher with Worldwatch Institute, Washington, D.C. This article is drawn from his recent Worldwatch Paper: Local Responses to Global Problems: A Key to Meeting Basic Human Needs.

©Worldwatch Institute, 1978.

units behind demand each year between 1970 and 1985. World Bank data indicate that even the cheapest existing housing units built by the organized public or private sectors are too expensive for one-third to two-thirds of the people in most developing countries.

There is no construction industry or public housing authority in the Altiplano of Peru or in the Sahel. For most people living in rural areas in the developing world, self-help housing has been and probably always will be the only way to obtain shelter. In urban areas, the poor must help themselves by erecting cardboard and sheet-metal shelters, adding more substantial siding or an extra room with the aid of family or friends when time and money permit.

Government and international aid to self-help housing, a convenient marriage of available money and local initiative, is a logical response to housing problems. Such efforts have been going on in many countries in a piecemeal way since the mid-'60s. The World Bank's basic urbanization project is the largest such program. Begun in 1972, in five years it has provided \$866 million for self-help projects in 15 countries.

Initially, the World Bank's program consisted of "sites-and-services" projects, an approach to housing that encompassed a package of urban amenities including a dwelling site, roads, water, and sewage disposal. Unfortunately, it soon became clear that the cost of such a strategy—from \$600 to \$3,500 per dwelling—was prohibitive. Any thought of applying it to the several hundred million squatters in the world was out of the question.

The World Bank and national governments have been forced to rethink how best to assist self-help housing for low-income people. More money is being spent on programs that provide assistance for the upgrading of existing housing, which is cheaper and stimulates the local economy by drawing on indigenous materials and labor.

However, even the latest World Bank projects reach only a small number of people and fail to directly address the questions of land speculation and tenure. These problems, combined with the inadequacy of international financial

resources, the absence of a private housing industry in developing countries, and the lack of government initiatives, leave unaided self-help housing as the only route to homeownership for many people.

The volume of current self-help housing in the third world—millions of housing units each year—suggests the poor possess the ingenuity, drive, and initiative required to overcome the economic and material obstacles to building a home of one's own. This constitutes a vital force that needs to be

"Land reform induces farmers to increase their personal investment of labor, capital and fertilizer. With more to gain from increased production, owner-operators put more of themselves into their work."

tapped more effectively if housing problems are to be solved.

All too often, government initiatives in the housing field have superseded efforts by the homeless rather than complemented them. Governments should not attempt to do what people have already demonstrated they can and will do themselves. Governmental housing efforts should focus on providing financing and tenure for the majority of the population willing and able to make major contributions to their own homebuildings.

Rising food prices and national food shortages in the '70s have forced a major reassessment of how to squeeze more food out of the land and how to ensure that it gets to those who most need it. Consumers and individual countries have begun to rely more on their own resources to meet part of their food budgets.

Gardening programs have become important parts of food self-reliance strategies in some developing countries. Both Ghana and the

Philippines have stressed home vegetable-growing as a means of improving nutrition. Unfortunately, the programs have met with a mixed reception. A more successful effort has been mounted by the Jamaican government under its "Grow Our Own Food" campaign. In the rural St. James parish studied by Thomas J. Marchione of Case Western Reserve University, the proportion of homegrown food in the household diet grew from 38 to 56 percent from 1973 to 1975. The amount of income spent on food decreased and child malnutrition dropped significantly.

In China, an estimated 25 to 30 percent of total household income in the early '60s came from the private production of vegetables, poultry and pigs. The Chinese government's official position on private production is ambiguous. Yet Premier Chou En-lai told a group of American visitors in 1971 that private plots were necessary to stimulate the initiative of the peasants, so that they could earn something in addition to their collective income while ensuring some variety in their diet. To formalize this practice, the peasant's right to farm privately was included in the Chinese constitution adopted in January 1975.

Since home gardeners and those who tend private plots cannot feed themselves solely through their own production, small family farms have become crucial to increasing food production in a number of countries. Rural reforms in Taiwan, South Korea, and Japan have focused on the family farmer. In Taiwan, the proportion of farm families who owned all the land they cultivated increased from 36 percent in 1950 to 78 percent in 1972 because of a "land-to-the-tiller" program. In South Korea, owner-operators constituted 14 percent of all farm households in 1945, but 70 percent in 1965.

There is no clear-cut indication that land reform increases food production. Yet, when accompanied by the provision of agricultural support services for the small farmer, it has increased production. In Taiwan, following land reform, the rice yield per hectare increased by more than 80 percent between 1950 and 1972. Technical services are not the only explanation for this higher productivity.

Land reform induces farmers to increase their personal investment of labor, capital, and fertilizer. With more to gain from increased production, owner-operators put more of themselves into their work—what John Kenneth Galbraith has called self-exploitation. By the best yardsticks of agricultural policy—productivity, job creation, energy use, environmental impact, and the well-being of rural society—many observers now agree that owner-operated small farms are of more benefit to society than large, absentee-owner farms.

Whether judged by yield per acre or by the cost of production, small farms compare favorably with large farms on all continents. Most of the economies of scale associated with size can be achieved on units small enough to be farmed by a family. Numerous studies have borne this out. A 1970 survey for the United States Agency for International Development showed that small farms in India, Japan, Taiwan, the Philippines, Mexico, Brazil, Colombia, and Guatemala had higher productivity per acre than large farms. A similar study of 40 countries undertaken by the World Bank indicated that small holdings and relatively equitable land distribution were associated with an increase in output per hectare. It is clear, in meeting future food needs, home gardens and small farms will play an important role.

Two health concerns dominate people's lives: how long they will live and how often they will be sick. Ever greater investments in hospitals, drugs, and medical technology are largely irrelevant to these interests. Living healthier and longer lives in developing countries will largely depend on individual and community efforts to solve health problems through improved access to simple medical care and preventive health measures that rid communities of the causes of disease.

The first line of defense in health care for the poor is self-help medicine. The rural poor in Africa, Asia, and Latin America have long treated their own illnesses using indigenous herbal medicines. An estimated 65 to 90 percent of those who fall ill in South and Southeast Asia use herbal cures in conjunction with a visit to a native healer.

Much of this self-care is worthless or dangerous but all of it should not be dismissed out of hand. Pharmacologists have only begun to study the curative powers of home remedies. China encourages the use of traditional medicines to go hand in hand with modern medicine. The World Health Organization (WHO) is also exploring ways traditional cures can complement professional medical care.

The World Bank estimates that 800 million people—one fifth of the world's population—still have no

"Because tapping such energy sources requires the continual participation of individual consumers, the transition to locally controlled, highly differentiated energy sources will unalterably remold society."

access to even minimal health care. According to the WHO, fewer than 10 percent of the children born each year in poor nations are immunized against the five most common fatal childhood diseases. The volume of these unmet basic medical needs has long argued for greater attention to primary care provided by paramedics. Long-standing ties to western medicine have impeded a shift in this direction. Only in the last decade have governments and international agencies begun to encourage decentralized delivery of services.

Fortunately, some nations have the combination of government commitment and local involvement necessary to bring better medical care to a broad spectrum of people. Such an effort was launched in Cuba in the early '60s. The number of rural health clinics and hospitals has increased dramatically since then. Many neighborhoods now have health workers, local students, housewives, or retired women, with only minimal training who check hygiene, diet, and minor

illnesses of children and pregnant women. The results are encouraging. Maternal and infant mortality has decreased; deaths from gastroenteritis, tuberculosis, and measles fell by nearly 80 percent between 1962 and 1973. While the overall economic and social development of Cuba during this period certainly accounts for some of this improvement, neighborhood health care has played an important role.

The growing third world interest in the decentralization of medical services and the involvement of individuals as active participants in health are logical responses to the unmet demand for health services. While even the best primary, preventive and self-health care cannot ensure that every child will live to the ripe old age of Methuselah, increasing the individual's and the community's roles in health care brings the goal of longer and healthier lives for many people within humanity's grasp.

Self-reliance has also become the touchstone of national and local energy policies. Energy consumers, whether countries or individuals, are assessing how they can best become producers of more of the energy they need. The most effective way is through the natural sources of energy—from sunlight, wind, water, and green plants.

While engineers working in the third world have focused on building large hydroelectric plants, much small-scale hydropower has yet to be exploited along streams and irrigation ditches. About 37 percent of China's electricity comes from water power; estimates suggest as much as one-fifth of this comes from small plants. According to some observers, there were 15,000 small hydropower stations in operation in China in 1968 and over 60,000 by 1975. Such plants are built almost entirely with local resources. Even the electrical generating equipment is sometimes made locally, with many communes producing their own turbines and generators. While the amount of power generated in each location is often small, sometimes the result of water falling only a few feet, it can provide electricity to run light industry close to the plant.

In other countries, the time-

(Continued on page 39)

**The life and hard times of
Townsend Harris—first diplomat
through Japan's open door.**



TOWNSEND HARRIS

EDGAR E. NOEL

In these post-bicentennial years when all aspects of American history are being examined, re-examined and even revised, it is only appropriate that Americans know more about their forebears who represented the United States on the diplomatic frontiers of their history. Far from the "cookie pusher" image, so frequently and erroneously used to depict diplomats today, these early American envoys often faced hardships as trying and dangerous as the pioneers on the frontiers of the American west. One such American was Townsend Harris, first United States consul general to Japan.

In 1854, after Commodore Matthew C. Perry signed the Treaty of Kanagawa with the Shogunate government of Japan, the State Department was aware that the treaty had only placed a wedge in Japan's closed door. The treaty was one of "amity and intercourse" but had made no provision for commercial relations between the two countries. As a result, Secretary of State William L. Marcy decided, with the approval of President Franklin Pierce, to attempt the negotiation of a commercial treaty with Japan. To accomplish this, he took advantage of a section of the Treaty of Kanagawa which provided for diplomatic representation at Shimoda within 18 months from March 1854. To this legal representative Secretary Marcy planned to assign the task of securing a new treaty. Once again, as with Perry, the country was most fortunate in its choice of a representative. After careful consideration backed by special rec-

ommendations from Commodore Perry and Senator William H. Seward of New York, President Pierce appointed Townsend Harris as American's first consul general to Japan.

Born in 1804 at Sandy Hill, New York, Harris had long been a merchant in New York City where as a prominent civic leader and supporter of the local Tammany machine, he had served from 1846 to 1848 as

FSIO Edgar E. Noel has spent most of his career in East Asia, first in Korea and then in Japan where he studied Japanese and was for three years the director of the American Cultural Center in Fukuoka. He is a long time scholar of the history of the first Americans in Japan and in 1967 assisted in some of the original research for Samuel Eliot Morison's book on Commodore Matthew Perry, Old Bruin. Mr. Noel is also the author of a book of poems about Japan, published in English and Japanese. In 1972 he was co-author and editor of a four-volume history of the United States which was produced for worldwide use by USIA.

president of the Board of Education. As president, he was instrumental in founding the Free Academy which later developed into the College of the City of New York. In 1848-49, he left New York for a trading venture to California and the Far East. Bachelor Harris spent the next six years in the eastern trade and thereby gained a useful knowledge of Asia and the Pacific area. When Perry was in China prior to his mission to Japan, Harris had attempted to secure permission to join the expedition, but like many other applicants, he was turned down. He nevertheless continued to follow the news of Perry's negotiations and developed a keen interest in Japan. In 1855, stirred by the news of the Treaty of Kanagawa, Harris returned to the United States where he utilized his political connections and influential friendships to secure the appointment to Japan.

In October, 1855, Harris left New York for Penang where, after a delay of two months, the steam frigate *San Jacinto* arrived with his secretary and interpreter, Henry C. J. Heusken of New York, a naturalized American citizen born in Amsterdam. Reaching Bangkok in mid-April, 1856, Harris succeeded in signing a new commercial treaty with Siam, and then in May he left for Hong Kong where the *San Jacinto* caused further delay while her engines were repaired. At last, on August 12, Harris boarded the patched-up frigate and set out on his Japan adventure. Harris confided to his journal:

I shall be the first recognized agent from a civilized power to reside in Ja-

pan. This forms an epoch in my life and may be the beginning of a new order of things in Japan. I hope I may so conduct myself that I may have honorable mention in the histories which will be written on Japan and its future destiny.

It was raining on the morning of August 21, 1856 when Harris arrived in Shimoda aboard the *San Jacinto*. Because of the rain, Harris instructed Henry Heusken to inform the three local officials who came on board to meet the new consul general that he would not go ashore to visit the governor until the weather was better. The Japanese, however were not eager to welcome the consul. Because of the increasing opposition in the country to admitting foreigners, the authorities wanted to avoid or delay the acceptance of the American consul in Japan. Even the governor tried to avoid a meeting with Harris by excusing himself on account of illness, but Harris replied that unless he received a written excuse to relay to Washington, he would go ashore anyway to visit the governor. This embarrassed the authorities, and they finally made arrangements for him to meet with the governor on August 25.

On the appointed day, Harris headed ashore to meet with the governor. Preceded by three boatloads of officers and men, who landed and formed a guard of honor along the beach, Harris followed in a fourth boat accompanied by Heusken. As he neared the shore, the *San Jacinto* suddenly burst forth with a roaring 13-gun salute.

Reaching shore, Harris and his party walked through the streets, crowded with curious spectators, to the governor's office where the prefect, looking very healthy for a supposedly sick man, cordially received them. Accustomed to oriental practices and etiquette, Harris impressed the officials by refusing to discuss business since "it would not be good breeding to enter on business on a visit of ceremony." As he took his leave, they made an appointment to meet again and begin their negotiations.

Another American ship did not arrive until September, and as the days and weeks passed, Harris felt that he had been forgotten. In May 1857 he wrote despondently in his journal: "I have not heard a word from Washington since I left the United States . . . October 1855."

As the summer dragged into fall, the lonesome bachelor continued to wait in vain for a sign of an American ship. Finally, however, on September 7, a signal gun echoed across the harbor, and Heusken raced in with the news that the American sloop-of-war *Portsmouth* was approaching. Harris was overjoyed, and when the captain came ashore, the consul general, putting aside his usual dignity, greeted him with tears of joy. The captain later wrote: "Mr. Harris, our consul general, welcomed us with that emotion which seclusion,

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for a year, from one's countrymen naturally inspires."

In the excitement of the *Portsmouth's* visit, Harris also received good news from the Japanese. After waiting for over a year for permission to go to Edo to present his letter of credence and request for a commercial treaty from the president to the emperor, the authorities finally informed him that permission was granted.

In his journal on September 22 Harris recorded:

I am to go to Yedo, in the most honorable manner; and, after my arrival, I am to have an audience of the Ziogoon (Shogun), and then present the letter of the President! The manner in which I am to salute the (Shogun) is to be the same as in the courts of Europe,—i.e., three bows. They made a joint request that I would prostrate myself and "knock head," but I told them the mentioning of such a thing was offensive to me.

The fact that the letter was addressed to the emperor and Harris

wrote Shogun instead shows that even after a year in Japan the consul general was still unaware that the two rulers were not one and the same person.

For the next two months, Harris and the local officials, aided by Moriyama and other representatives from the Ministry of Foreign Affairs, made elaborate preparations for the entry of the first American representatives into the forbidden capital. Certainly, by the time the preparations were completed and the procession set out for Edo on November 23, no American had ever dreamed of the oriental pomp and splendor which now surrounded Harris on his triumphal journey.

Surrounded by a personal staff of about 150 persons, consisting of everyone from bodyguards to cooks, grooms, and shoe bearers, Harris rode on horseback, followed by his specially constructed, seven-foot, pillow-filled palanquin carried on the shoulders of 12 bearers. On either side to the rear, his guards and suite marched in new cotton and silk kimonos decorated on the back, breast, and sleeves with the emblem of the United States; while in front, flanked by two guards, marched a stout Japanese carrying the American flag. Far ahead three boys led the procession and served as harbingers. Waving wands of bamboo with white strips of paper attached, they repeatedly cried out the Japanese words for "Clear the way! Clear the way! Kneel down!" Behind them rode an advance guard, followed by a bearer carrying a large lacquered tablet upon which Harris's name and title were written. Then came the flag bearer and the main procession accompanied by Heusken also on horseback with his guards and the retinue carrying the party's food, bedding and supplies. Finally, the vice-governor of Shimoda, the Mayor of Kakizaki, and other Japanese officials with their respective suites brought up the rear. "The whole train," remarked Harris impressively, "numbered some three hundred and fifty persons."

For the first three days the cavalcade's route wound through steep mountains and deep ravines, but on the third day, it arrived on the Tokaido, the great imperial road between Kyoto and Edo. All travel had been suspended or de-

toured, and in each village that Harris passed, he found the shops closed, and the inhabitants, dressed in their holiday clothes, knelt face down in front of their houses, all forbidden to gaze at the great American ambassador. Harris noticed, however, that the women, like curious females everywhere, "would have a peek, regardless of the consequences."

During part of the trip, Harris suffered from a sore finger, and he ordered a Japanese doctor to apply some leeches to it:

The doctor approached with great trepidation while large drops of perspiration stood on his forehead. I asked what ailed him. (Harris recorded) he said that he had never approached any person of such exalted rank before He was told to forget all about rank, and to apply his remedy My surgeon, having finished his labor, retired a proud and happy man

Since only officials of the highest rank could enter Edo in palanquins, Harris, on the morning of November 30, turned his horse over to a groom and entered his sedan chair for his entry into the capital. Every member of the procession was dressed in his ceremonial costume, and Harris declared "I do not know when I have seen such a display of spread eagles." Even the packages carried by the porters were decorated with the emblem of the United States or had a small American flag flying from an attached bamboo standard.

The weather was glorious with bright sunlight, a cloudless sky, and a cool coastal breeze. The streets were packed with people, and at every intersection a special honor guard met the procession and escorted it to the next cross street. Harris was struck by the silence; not a shout or cry was heard except for the cries of the harbingers calling "Clear the way!" To Harris "the silence of such a vast multitude had something appalling in it I estimated (he wrote) the number of persons that . . . lined each side of the way to be 300,000. Yet in all this vast concourse I did not hear a word."

At length the procession arrived at the great Castle of Edo. There he was warmly greeted by the Prince of Shinano who showed him a house set aside for his use which, much to his surprise, included a sit-

ting room, dining room, and a bedroom furnished with tables, chairs, and even a western-style bed. Heusken's rooms were similarly furnished and adjoined those of Harris.

For the next week, the American envoy was occupied with receiving courtesy visits from various officials or in returning their calls. Finally near the end of the week, the Japanese summoned Harris to the formal audience.

On December 7, 1857, Harris put on his gold laced coat, blue pantaloons with a broad stripe running down each leg, cocked hat with gold tassels, and a pearl handled dress-sword. Then leaving the house with Heusken, he set out for the Palace where they were met by two chamberlains who "knocked heads" and conducted them to an apartment. There they were served refreshments, and after a short wait, the Prince of Shinano entered and announced to Harris that the "Emperor" was ready to receive him.

Going to the audience chamber, Harris passed through a large hall in which some 300 to 400 Japanese nobles were kneeling "as motionless as so many statues." They were all in court dress made of yellow silk with wide trouser legs six or seven feet long. "Consequently, when the wearer walks," described the observant Harris, the pants' legs "stream out behind him and give him the appearance of walking on his knees" Reaching the chamber, the Prince of Shinano prostrated himself on his hands and knees. A chamberlain called out in a loud voice: "Merrican Ambassador!" Harris bowed and entered with the prince crawling along beside him. Heusken, holding the president's letter, halted at the entrance. "I advanced," wrote Harris, "making three bows as I proceeded, and halted at the head of two lines of men, who were prostrated on their faces His Majesty was seated on a chair . . . elevated some three feet above the floor He was dressed in yellow silk, and wore a black lacquered (sic) cap."

After a short pause, Harris began his speech in which he delivered greetings and wishes for good health from the president, introduced himself, and expressed the desire to unite the "two countries

more closely in the ties of enduring friendship." The Shogun, in reply, jerked back his head and stamped his foot three or four times, and then spoke in a pleasant and firm voice: "Pleased with the letter sent with the Ambassador from a far distant country, and likewise pleased with his discourse. Intercourse shall be continued forever."

When the Shogun concluded this brief reply, Heusken brought forward the president's formal letter which an official accepted and placed on a lacquered stand. This ended the audience, and the Americans backed out of the chamber. Afterwards, the Japanese officials congratulated Harris on his marvelous self-possession since he had not quaked or trembled in the presence of the mighty ruler of Japan.

For the next two months, Harris remained in Edo, and in spite of the Japanese attempts to delay a discussion of a new treaty as long as possible, he patiently persisted in his negotiations with the Council of State and the Ministry of Foreign Affairs. Finally, he resorted to his first use of a threat and informed Prince Shinano that he did not believe any negotiations could be successful unless he was backed by warships which offered cannon balls for arguments. He proposed to return to Shimoda to await such a fleet. The foreign minister, Lord Hotta, desperately trying to appease the conflicting factions and interests in the country, urged Harris to be patient. At last, by the end of January, 1858, actual discussions of the text of the treaty began.

During these negotiations, Harris received his first suspicions that the Shogun was not the supreme ruler in the country. As the treaty neared completion, the commissioners told him that they would have to delay until a member of the Council of State secured approval of the treaty from the Mikado in Kyoto whom they called "The Spiritual Emperor." In the past the emperor had given his approval as a matter of routine, and, as they explained to Harris, this approval was a mere formality. Harris believed them, and though he was still ignorant of the Shogun's real position, he nonetheless now knew that another influential ruler also resided in Kyoto.

What Harris never found out and what completely shocked the Shogunate was that the emperor refused to approve the treaty. The powerful exclusion group which dominated the court in Kyoto now gave the politically weak Mikado enough support so that, for the first time, he could openly oppose the Shogunate. The Americans, unwittingly by their treaties and presence in Japan, were giving the opponents of the Shogunate their opportunity for action. Faced by this unexpected turn of events, the Shogunate tried to bribe their opponents in Kyoto, but when this failed, Lord Hotta went to Kyoto to try to settle the matter. In the meantime, he assured Harris that the treaty would be signed, but there would be a further delay. Harris, who had become ill, did not protest but decided to return to Shimoda where he could convalesce until the time arrived for him to return to the capital to sign the treaty.

When he returned to Edo in April, Harris found the Japanese still requesting a delay. Believing that he had been deceived, Harris bitterly reproached the commissioners and informed them that if they did not have full powers to sign the treaty, he would deal directly with the Mikado. When Hotta returned from Kyoto, however, he frankly told Harris for the first time of the situation within the country and assured him that if he would consent to a further delay until the Kyoto opposition was won over, then the treaty could be signed without the danger of a civil war. Accepting Hotta's word, Harris agreed to postpone the signing until September, and he returned to Shimoda to wait.

That summer of 1858 was an anxious time for Harris while he waited in Shimoda. On July 23, the frigate *Mississippi* stopped at the port long enough to bring him important news: the English, French, and Russian fleets were on their way to Japan, flushed with victory, after having compelled the defeated Chinese to sign the treaties of Tientsin. The likelihood of their using force to make Japan open her ports to commerce only made Harris more apprehensive. Two days later, however, when the frigate *Powhatan* arrived at Shimoda, the consul general saw his chance to

hasten the Japanese into signing the American treaty before the foreigners arrived. Boarding the frigate, he proceeded to Kanagawa where he sent a dispatch to Edo. In it, he notified the Council of State of the situation and urged the concluding of the treaty "without the loss of a single day." The Shogunate reacted immediately, and fearful that Japan might become like India or China, promptly dispatched two envoys to meet with Harris. Arriving aboard the *Powhatan* at midnight on July 28, the two commissioners, after receiving a 17-gun salute in spite of the late hour, held a private conference with the consul

"As a commentary on their duties besides housework, they were ordered to spy on the consul general and to report to the governor 'as soon as they became pregnant.'"

general. In Edo, the authorities, hearing the thunder of the distant salute, thought the assault on Japan had begun.

During the conference, which lasted until almost dawn, the commissioners were distressed and worried. The emperor still had not given his approval to the treaty, but in the face of the urgency of the situation backed by Harris's conviction that the other Western powers would accept treaties based on the American prototype and that he would "act as a friendly mediator should any difficulties arise," the commissioners finally went ahead, with approval from Edo, and signed the treaty. In honor of the achievement, Commodore Tattnall of the *Powhatan* hoisted the American and Japanese flags and fired a 21-gun salute.

This first commercial treaty with the West in more than 200 years provided for the exchange of ministers and consuls between Japan and the United States; the opening of the ports of Kanagawa, Nagasaki, Niigata, and Kobe by stages, with

Shimoda to be closed six months after the opening of Kanagawa; the right of Americans to reside in Edo and Osaka in 1862 and 1863 respectively; the imposing of custom rates on both imports and exports; the freedom of religion and extra-territoriality for Americans in Japan; and finally that ratifications were to be exchanged in Washington.

No sooner had the *Powhatan* sailed for home with the signed treaty, than the British, French, and Russian fleets arrived from China. Their subsequent negotiations, following the American model, were friendly while Harris, true to his word, stood by the Japanese and played a helpful and understanding role. He even supplied the services of Henry Heusken, who, being thoroughly familiar with the American treaty served as interpreter for the other powers. In fact, the British were so grateful for Harris's friendly mediation that Queen Victoria sent him a gold snuffbox in appreciation.

For the remainder of the year, Harris remained in his little temple near Shimoda. In his former isolation he had complained about not receiving any letters, but now with the news of the treaty, he found himself deluged by them not only from the State Department, but also from American merchants and manufacturers with visions of a big new commercial market. Finally, after taking a few weeks vacation in China, he returned to Shimoda and received the news that on January 7, 1859, by President Buchanan's nomination, the Senate had unanimously voted him the first American minister to Japan.

Thus, on July 7, 1859, with vivid memories of his first isolation amid the suspicious Japanese and of his long months of frustrating but rewarding negotiations for a treaty, Townsend Harris proudly hoisted the American flag over the newly opened American legation in Edo—a converted Buddhist temple, appropriately known as the Shrine of Peace and Prosperity.

At the subsequent negotiations, the Japanese increased their efforts to induce Harris to return to America. The Shogunate sent its chief interpreter, Moriyama Yenokuke, also an official of the

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With the compliments of Lyndon Johnson

MORTIMER D. GOLDSTEIN

People who look to the past to find today's wisdom are bucking long odds. Perhaps they misunderstand Santayana. When he said "Those who cannot remember the past are condemned to repeat it," he did not promise that a study of history would grace us with wisdom. He merely noted that failure to study it would ensure our folly.

History as a source of comfort offers better odds. It is encouraging to find out that the absurd, irrational, and bizarre things we do have been done before. And it is reassuring, in a way, to see endless evidence that we and our contemporaries did not invent foolishness—and should not hope to abolish it.

It is in the spirit of providing such comfort to new legions of bureaucrats that I write this memoir, a footnote to the history of two extraordinary politicians.

Lyndon Johnson and Harold Wilson cannot be linked as cronies or pals—at best, they were allies—but they appreciated one another in the unique way that one master of a difficult art understands his equal.

Eleven years ago they were both troubled men. The president, besieged by the opponents of his Vietnam policy, was only weeks away from announcing that he would not run again. And the prime minister, though firmly in office, was badly shaken by a series of

setbacks on major national issues. To mention just two, his government had lost a three-year struggle to save the pound from devaluation, and General de Gaulle, with the delicacy of the guillotine, had followed that with a veto of Britain's second attempt to join the European Common Market.

So when the two men set February 7, 1968 as the date of Harold Wilson's sixth (and last) official visit to the White House of Lyndon Johnson, we can be sure that the president, aware of Wilson's problems, wanted to give him a particularly cordial reception. Not that President Johnson needed an excuse to be an expansive host. As we in the State Department well knew, when a chief of state or head of government came to Washington, the President liked to participate in the customary exchange of gifts in Texas style. That may explain why, when I remarked in a senior White House planning session that Wilson was a passionate golfer and would probably be de-

lighted to receive a golf bag as one of the several presidential presents, the response was, "Good idea—if the bag is filled with clubs."

What happened in the next moment is hard to explain. You must understand that no one who is experienced in the diplomatic business and is reasonably sane and sober ever becomes more involved than necessary in the personal or social side of a presidential meeting. Yet, after my idea for a golf gift had been accepted, I heard myself volunteer to select and buy it.

Looking back now, I have no good explanation for such an imprudent and unprofessional act after 20 years in the State Department. Perhaps it was the long, golfless winter that affected me. Buying a set of clubs probably seemed like an opportunity to come close to the game again even if I could not get out on the course.

It was only minutes after the high-level White House meeting broke up that the low-level White House bureaucracy moved into action. A presidential military aide phoned me at my desk in the State Department and asked what made me think I knew how to go about picking out the right set of clubs for the prime minister. A few months before, he told me, the President had decided to present golf clubs to a diminutive VIP visiting from an Asian country, and the clubs that were bought would have been right

Mr. Goldstein served in the Department from 1947 to 1972: first in the Civil Service, then as an FSR. At the beginning of the article, he was deputy director of the office of British and North European affairs; at its close, he was the director. Since retiring in 1972, he has been engaged in free-lance writing, among other things.
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for Wilt Chamberlain. I patiently explained my long experience as a golfer, mentioned my golf handicap (10 at the time) as evidence of my competence, and outlined my plan of campaign. Apparently reassured, my caller "authorized" me to go ahead. There seemed to be no point in asking who had authorized him to authorize me.

My first step was to call a senior officer in the American embassy in London, a practical man and a serious golfer. I asked him to get in touch quietly with the secretary of Harold Wilson's golf club near London and find the answers to a number of questions about the PM's golfing tastes and habits. In a few days, I had the information I needed and decided on a set of fourteen clubs, including four woods (Nos. 1, 3, 4, and 5), a blade putter, and nine irons (Nos. 3 through 9, a pitching wedge, and a sand wedge). The specifications, of interest only to golfing buffs, were: D-2 swing weight, standard length, regular flex steel shafts, and composition rubber grips. The golf bag would be vinyl, not leather which London considered too heavy and something of a bother in Britain's wet weather. The final touch would be a bright golf umbrella.

The second step was to decide where to buy. I learned from the office of the chief of protocol at the State Department that the White House had on several occasions bought golf equipment from Max Elbin, the pro at Burning Tree club, the playground of political powerhouses in the Maryland suburbs of Washington. When I drove out that Saturday afternoon to see Mr. Elbin, my wife came along to observe the fun. She got no closer to the action than the parking lot. Burning Tree was and presumably still is a bastion of the male chauvinist.

Mr. Elbin, at the time president of the Professional Golfers Association, showed the cool competence that undoubtedly led to his election to that post. He was a thoughtful and calm consultant; he showed me his stock and displayed a variety of catalogues to provide me with further information. I was not satisfied to order from a catalogue if the real thing was available for inspection; so, before making a decision, I spent many hours the following week on a round of visits to

golf equipment distributors and retailers.

I finally gave Mr. Elbin an order for the equal of any golf equipment available at that time; Walter Hagen "Ultra" woods and irons, and an elegant medium-blue vinyl bag and matching club covers (no flashy two-tone or simulated black alligator, gilt-trimmed job for the PM). I finished the list with a bright, multi-colored umbrella, the kind that looks so attractive bobbing across the deep green background of a distant fairway

"I do not know what the regulations say about using the pouch for presidential golf balls, but it provided the most secure transportation available for such a high priority and sensitive package."

when you are out on a British inland course on an overcast, drizzly day.

With the order in, I was able to resume work at my desk, much to the relief of the assistant secretary of state for European affairs. He understood, of course, the importance of the president's gift, but he was also concerned that we spend a little time preparing for the subsidiary matters connected with the PM's visit, such as discussions on nuclear relations, NATO, international monetary and trade issues, Middle East and Far East problems, and the like.

I could not abandon the golf clubs entirely, however, since there were still some details to attend to. For example, Tiffany's called—a Major somebody-or-other. He had been told by the White House about the gift and was supposed to produce a small sterling silver presentation plaque to be riveted to the golf bag. So we had to work out the size, the design, and a suitable inscription. We decided on something historic, like: "Harold Wilson from Lyndon Johnson, February 1968."

About two weeks before Wilson's scheduled arrival, Max Elbin had everything together. I appeared at the East Wing of the White House, my burdens were passed by the security force, and I handed them to Bess Abell, an assistant to Liz Carpenter, the White House social secretary. She accepted the packages with appreciation but without commitment. Several hours later she phoned me. The vinyl bag would not do—the President gave only genuine leather. And the bright umbrella was too bright. And how about golf balls? I explained that the British used a smaller ball than we did in the United States and that I didn't think the British ball was available in Washington. I was told, however, that the president might like to reach in the bag and take out a ball or two when he presented the gift. (For all I knew, there might be a little black-tie putting competition on a White House rug before dinner.) In any case, one dozen golf balls were essential. Please get them. And a leather bag, and a different umbrella. So I went back to Max Elbin and the catalogues. In a hurry, for time was getting short.

Fortunately, we were able to find a magnificent blue leather bag and club covers in the Ben Hogan line, along with a matching nylon umbrella, large enough, it seemed, to shelter a complete Cabinet meeting. A long distance phone call, the magic words "White House," and the critical equipment was on its way by air freight. A trans-Atlantic phone call took care of the golf balls. A dozen balls from Wilson's (no relation) British factory were sent promptly by the American embassy in London in the diplomatic air pouch. I do not know what the regulations say about using the pouch for presidential golf balls, but it provided the most secure method of transportation available for such a high priority and sensitive package.

Less than a week after my first journey to the office of the White House social secretary, I returned with my new goodies. Liz Carpenter was not in, and Bess Abell was not available; so I was received by the third echelon. I presented the box of golf balls and identified them as "imported"—a grave error. "Oh," the third eche-

(Continued on page 44)

In a season which finds the query "may I light up?" answered more often than not with a blunt and occasionally profane negative, it's hardly surprising that the State Department seems to be left holding (the expression should be forgiven) a smoking bomb.

The bomb ticks away down in Abidjan on the Ivory Coast. The man who built it is Jacques Roman, a support communications officer in his first foreign service post with the department.

During his indoctrination period in Washington, Jacques Roman quietly insisted that tobacco smoke made him ill—and that it was injurious to his health. Friends and colleagues by and large accommodated him by refraining from smoking in his presence.

In May of 1977, Roman was assigned to Abidjan, where, a complacent department assumed, he would adapt to whatever conditions the environment imposed. Instead, Roman kept repeating, again and again, that he did not wish to inhale the smoke that three fellow employees of the communications section exhaled.

Discussions followed; a compromise was proposed: smoking would be off limits in one small area where all four worked—but permissible in the rest of their work space. Surely, the chargé reasoned, that was fair enough.

Not so, said Jacques Roman. He maintained he spent three-fourths of his time in the smoking area and that his air space was fouled with smoke. So he appealed to the department for relief. Summarily rejected, he filed a formal grievance.

"How can anyone," he asked in a letter to the grievance board, "in this day and age when so much is being spent on anti-smoking campaigns, remain oblivious to the serious dangers resulting from tobacco smoke? It is the department's duty, as my employer, to insure and guarantee my right to a work environment free from any humanly controllable contaminants which will endanger my health."

He raised another issue: "If smoking can be banned in the Bonn

(Germany) and in the department's communications section 'because of the nature' of the equipment, then most certainly the same can be applied to my health. If tobacco smoke is dangerous to computers, I fail to understand why it is not considered dangerous to me . . . I am sure fair-minded and intelligent people can only be in agreement with that."

The grievance board's shrift to Roman was not quite so short as the department's. In nine pages of bland whey dished up on April 3, 1978, the board nonetheless gave upstart Roman the back of its collective hand. Excerpts from that communication mark the milestones of Roman's dogged effort to control the air he breathes:

"The chargé, in an attempt to work out a compromise, asked the employees of the C & R section to refrain from smoking in the confined code room area. He refused, however, to abolish smoking in other parts of the C & R section, stating that he felt such a step would work a hardship on those persons in the section who smoked.

The chargé warned Mr. Roman that unauthorized absences on his part would be charged to leave without pay . . . (emphasis supplied).

"Mr. Roman, dissatisfied with the arrangements made by the chargé, forwarded his grievance to the department on August 1, 1977.

"The department, in its final review of the grievance dated November 15, 1977, found that the chargé had acted responsibly in developing a compromise which tried to take everyone's needs into consideration. It concluded that no further action was required.

"Equally dissatisfied with the department's response, Mr. Roman submitted his grievance to the board . . .

"The department states that attempts by the post to meet Mr. Roman's objections have been reasonable . . .

"The chargé also discussed Mr. Roman's intolerance to smoke with the post doctor. The doctor suggests that Mr. Roman is unusually sensitive to tobacco smoke; he could not, however, identify a specific medical problem caused by Mr. Roman's exposure to smoke . . .

"The department points out that the only existing regulations governing smoking in government installations are contained in guidelines issued by the General Services Administration . . .

"The department concludes that, unless and until legislation is passed or regulations published prohibiting smoking in any area where there is an objecting nonsmoker, *nonsmokers are left with a choice as to whether or not to continue employment in an environment where other individuals have chosen to smoke . . .*" (emphasis supplied)

On page seven, the board got around to its "Discussion and Findings"—

"The board concludes from an examination of the record in this case that there has been no violation of any law, regulation or published policy which would empower the board to take action in this case (sic). The board examined in particular the bulletin (FPMR D-143 of September 17, 1976) from GSA to the heads of federal agencies which sets out guidelines for controlling smoking in GSA-

May
|
Light
Up?

LUCIEN AGNIEL

Lucien D. Agniel has served as a newspaper editor, program director with Radio Free Europe, associate editor of a newsmagazine and as government information officer for ECA and USIA. He retired in June of '77 and is working on several book projects.

controlled buildings and facilities. The board could find no infraction of these guidelines in Mr. Roman's case. The board would like to urge the chargé, who has made a conscientious effort to arrive at a compromise arrangement, to continue to seek a mutually agreeable solution to a problem which, from the evidence, is of such extreme distress to the grievant."

Anticlimactically, the board made its "Determination"—

"On the basis of the evidence in the Record of Proceedings and the findings stated in this memorandum, the board is unable to sustain Mr. Roman's grievance." Signing off for the board were: John W. McConnell, Presiding Member; Rufus Z. Smith, Member; and Walter L. Swierczek, Member.

If Jacques Roman was naive in expecting the grievance board to function as an entity independent of the department, the rush of events which followed the verdict suggest that the department may have underestimated Jacques Roman.

From Abidjan, he hired a lawyer. He entered into detailed correspondence with officials of the Departments of Health, Education and Welfare and of Defense. He circulated a petition in Abidjan which resulted in a majority vote to ban smoking in offices there, a majority which included many smokers. And he pledged an all-out fight until the rights of non-smokers to breathe uncontaminated air were recognized.

A quick glance at Roman's file could have convinced anybody he is not a man to be taken lightly. He was born in Antwerp in 1939 of German Jewish parents. His father survived several Nazi concentration camps. His mother fled with him to Brussels and worked as a domestic with false papers provided by the underground. Roman himself was cared for by a Catholic family who sheltered him at grave risk.

After the war the family was reunited and in 1952 emigrated to the United States.

Jacques Roman believed in paying his dues; in 1959, barely 20, he joined the Marines and served in Okinawa and Japan. Upon discharge he worked in his father's painting-contract business in California, then took a job in Paris

with a stock brokerage firm as a teletypist—a skill acquired in the Marines.

After a year, he returned to the United States and started a small business which offered computerized financial services; but he tired of it, sold out to his partner and entered the foreign service.

His lawyer, Edward H. Comer, continues to press for reconsideration of the board's decision on smoking and the effort began at the top—with Director General of the Foreign Service and Director of Personnel Harry G. Barnes, Jr.

In a six-page letter to Barnes on June 7, 1978, Comer stated—

"The Department of State is obligated to ensure that Mr. Roman and his fellow workers have a safe and healthy environment in which

**"His response offered
no target at all. It was
purely arms and
elbows; nobody could
lay a glove on it."**

to work. As part of this obligation to its employees, the department must consider the health hazards and physical irritation of tobacco smoke and in particular must protect those employees who are sensitive to it."

The letter cited in great detail the Surgeon General's ruling on the hazards of smoking and numerous studies in support of it. It also cited HEW's strict bans on smoking in conference rooms, classrooms, auditoriums, libraries, elevators and shuttle vehicles. Similar rules have been adopted, Comer pointed out, by the Department of Defense. He added—

"The secretary of HEW recently personally requested that the heads of all federal agencies, including the secretary of state, adopt similar regulations to ensure the healthfulness of the working environment for their employees and the public."

"In view of the strong evidence," Comer continued, "that the contaminants from tobacco smoke in the workplace can and do profoundly harm the health, well-being and efficiency of the non-

smokers, it is imperative that the Department take all possible action necessary to fulfill its obligation to provide a safe and healthy work environment for its employees."

Just a bit more than three weeks later, Barnes dismissed Comer in three paragraphs—

"Thank you for your letter. It pulls together into a logical whole the question of regulation of smoking as it pertains to the Department of State. As you note, the courts and our own grievance board view this as a matter to be settled administratively. Current procedure delegates such regulation to chiefs of mission.

"In view of the wide variety of working conditions encountered by department employees at more than 250 posts abroad, I feel that a decentralized regulatory posture is eminently wise and sensible in this instance. A department-wide hearing might serve to illustrate the difficulty of effective and even-handed central administration of smoking regulations, but it would serve no other useful purpose at this time.

"I support the view that Mr. Roman should seek an informal accommodation of his problem and do not believe it to be appropriate to insert myself into discussions pertaining thereto."

Undaunted, Comer waded in with another letter dated July 24, 1978. He said, in part—

"I would like to make clear that we have not requested that the department establish a central regulatory administration in Washington to consider all complaints and grievances relating to smoking. We feel the department's current grievance procedures, which permit these types of issues to be resolved locally, could be adequate . . . However, specific guidance from your office as to the standards which should be applied to resolve such issues would be of great assistance to him (Roman) and to the department's administrative officers.

"Therefore, could you please identify for me the standards and criteria which DCMs and other State Department administrative officials must apply when faced with grievances or complaints relating to smoke and tobacco contamination? I am particularly interested

(Continued on page 43)

"There's a castle in Spain, very charming to see,
Though built without money or toil;
Of this handsome estate I am owner in fee,
And paramount lord of the soil."—John Godfrey Saxe

A Castle in Spain?

GRANT PARR

A castle in Spain? It's a dream that could come true. What other country has so many ancient battlements to decorate its hilltops? There seems to be a castle for every pueblo—and many are deserted, awaiting the restorer.

Such ruins of course are not all for sale; and great piles of stone may be drafty, even damp and cold. It may be better to settle for a watchtower or old mill. They look like castles and are more apt to be livable.

Recently I received a letter from a friend who, having considered locations ranging from the Caribbean islands to Arizona to Portugal, now says he may retire in Spain. He is thinking of the weather, costs, personal and property security, and future prospects. There's also the pleasure of living—getting some fun out of life.

In Spain everything is changing; yet much that is old or traditional remains. Some traditions, regional dances for example, are actually being revived. All year around

there is some gay and charming fiesta in one or another town or city. There are famous religious observances such as those of Easter week in Seville. Many villages have for years presented excellent Passion plays. No matter where you live, any brief drive will turn up new vistas—things of beauty and of history—reminders of what Spain was; and what it is.

Living here isn't as cheap as it once was, but there are few other places that can match it—particularly not in Europe. Nor is there much one might want that isn't abundantly and often inexpensively available—art, music, dancing, sports—swimming, boating, fishing, hunting, skiing, golf, tennis. For bird-watchers, Spain's wildlife wilderness, the Donana, offers a visual feast.

One to three days travel, depending on where you start, will bring you to Granada, Cordoba, Salamanca, Segovia, Santiago de Compostela, Toledo—or to a great city, Madrid or Barcelona. Within the same time range, a few hours by air, a very few days by train or car, one can be in Paris, London, Amsterdam, Vienna.

Despite the death of Franco and the uncertainties of a new government, Spain remains for foreigners an unusually safe place to live. Both land and houses cost a great

deal more than they did five years ago but there are still real bargains in Spain.

I could go on for some time detailing the virtues of this land of sun and sea, mountain and lake, mesa and valley, a place of beauty and for many a continuing joy.

"Aha," I hear you say, "he has flipped out on too much hot sun and red wine. I suppose in Spain there's no such thing as AA." On the contrary there are many active chapters of that worthy organization. Nevertheless, let me hasten to assure everyone that this is a very sober report.

I've begun by writing of Spain as it is for any visitor whether for a short stay or for months of years, but to retire there—. The thought evokes many concerns.

The word retirement itself means something different to everyone. Often pushed out of mind until the last moment before the definitive birthday, there is probably only one aspect with universal significance—the size of the annuity. Does it mean no deadlines, no reports, less tension, no fixed hours, no push; time for sport, reading for pleasure, possibly writing or painting, even just reacting to each day as it comes? Or is it the beginning of one, even two, new careers with every effort bent toward outstanding achievement? Or will the extra time be used to help others, in civic or charitable work?

Such things must be decided no matter where or when "retirement" occurs. If the where is Spain and the time is now it will be your own desires and talents that make it the right or the wrong place for you. They will also indicate what place in Spain you should select.

A young Englishwoman, writing on what Spain means to her, has pointed out that her Spain "is around eleven miles wide and 24 miles long, a mere drop in the Peninsula."

She lives on an island in the Mediterranean, Ibiza. Yet the thought is important and applicable elsewhere; for Spain is so varied that it is almost all things to all people.

In Torremolinos foreigners and some Spaniards live in a go-go atmosphere of bars, discos, clubs, crowded beaches, hectic socializing, high-rise apartments, plush re-

Grant Parr, FSIO-retired, lives with wife Penny in Cadaques, Spain. Before joining the State Department (later USIA) in 1948, he was a foreign correspondent in the Middle East and Europe for NBC and the New York Times. With USIA he was assigned in Damascus, Bonn, Hamburg, New Delhi and Dacca. Accompanying cartoons by Penny Parr.



sorts, a sort of multi-lingual Miami Beach. Yet only a few miles away, other foreigners live on mountaintops, so isolated that they seldom see anyone except farmers, villagers, and a few hardy friends who drive up a rutted trail to visit them. Between such extremes there are many gradations.

Do you speak Spanish; or can you learn the language easily?

One can accomplish a great deal with only minimal Spanish. Some English people seem to manage well without a word. On the other hand, if your Spanish is good there will be many more opportunities and you will be less concerned with the number of other English-speaking people living near you. To pursue a serious second career in Spain, unless you are a writer or painter, Spanish is almost a *sine qua non*.

What can you do or not do? The professions, such as law or medicine, are probably out—though one English barrister does well writing in English about Spanish law. To get a Spanish work permit, engineers and similar technicians must bring a skill not obtainable from a Spanish citizen.

But if you would like to be a his-

torian, or an archeologist, or a movie star? There are possibilities.

Occupations least likely to involve foreigners in Spanish legal restrictions are those of writer, artist, teacher of or in English, real estate developer, interior decorator, and landlord—usually renting one or more apartments built in conjunction with one's own dwelling. Some rent their own house for part of the year.

No matter what the rule, however, there always seem to be exceptions. By obtaining Spanish partners or meeting special needs, foreigners also run restaurants, boutiques, pubs, antique shops, lending libraries. One group services and tends yachts.

Though there might be occasional jobs as extras if a movie is produced near where you live, the "profession" of movie actor can't be counted on. The exception is a retired British army officer who heard of an English-language film being made in Madrid. He applied, was tested, accepted and has had parts off and on for ten years.

If you write on foreign affairs and need an English-language library of greater depth than those of ICA and the British Council,

Spain will be difficult. It might take at least three months a year in London or Washington for the needed research. However, if you can work in Spanish, there is a mine of historical information available that has hardly been touched.

Some people try to make their research a direct route to wealth—sunken treasure. In the Archives of the Indies in Seville lie the commercial records for four centuries of Spanish exploitation of the New World. Seville had a monopoly and all shipments, including those of gold and silver, had to land there initially. When ships were lost the time, place, and cargo were usually recorded. Even if one fails to locate a treasure there must be some good stories in these records.

A science more likely to bring reward—at least the satisfaction of the search—is archeology. Spain is a treasure house of history, from the Altamira caves containing wall-paintings at least 15,000 years old, through relics of such conquerors as the Greeks, Romans, Carthaginians, Visigoths, and many more.

On Ibiza, a British woman, a Navy widow but trained in ar-

cheology, is helping to uncover a Carthaginian grave dating to the sixth century B.C. On the amateur level a father bought his young son a metal detector and the boy found a valuable ancient coin on the first day.

Spain offers many opportunities and some mean a supplement to the income; but none obviate the basic question of cost.

Today the greatest problem for any American living outside the United States is not his annuity nor finding added income, it is the uncertain dollar. Inflation at home may raise the annuity; but there may also be inflation where he is living.

Unless there is considerable current income earned abroad any tax advantage will be limited to avoiding state sales and income taxes.

here, though not on the coast, a large plot containing three old stone houses is for sale for \$65,000. It seems quite possible that these could be restored and modernized and that two could be sold for enough profit to make the third virtually free; but during the process some \$90,000 in capital might be obligated.

With enough patience, initiative, and willingness to work—possibly even as a painter, bricklayer, or carpenter—an American should be able to find or create a beautiful, well-located house, with two to three bedrooms and two bathrooms plus a spacious patio for \$30,000 to \$35,000. But it would be even easier to spend \$50,000 without getting what you really want.

Location is all important. To live inexpensively but graciously it's essential to avoid big cities such as Madrid and Barcelona where real

costs do vary widely according to where one lives. In general, the south is cheaper—if one avoids areas over-impacted by foreigners. In most ways cities cost more, yet the covered markets of some, such as Barcelona, offer the best and least expensive foods. You may afford oysters or lobster near the Atlantic; but heating bills will be smaller or non-existent near the Mediterranean.

Virtually all services are considerably less than in the United States. Repairs of all sorts cost less, and people are available to make repairs in situations where in most Western nations the only recourse would be to jettison the item and get a new one. Though the original cost of autos is considerably more, the subsequent costs for repairs or maintenance are much less.

In Spain the hair-do that would cost at least \$30 in the US can be obtained for about \$7; and the one done in Spain is likely to be better.

Food? Overall it probably costs less in the United States. Meat, eggs, and milk are definitely cheaper; but it depends on what you eat. Beef, on a cost-quality basis, costs more in Spain. Yet pork, chicken, and lamb are more tasty than American equivalents. The pork is so lean and flavorful that some cuts can be substituted for veal. Chicken has more taste and less fat, yet it is not tough or stringy. The lamb is younger, more luscious. For these cost-quality may tip toward Spain.

Spanish eggs are usually large and very fresh; but milk, though germ-free, is usually reconstituted. For Spaniards, the idea of drinking the stuff is a foreign insanity. Though good, Spanish cheeses and butter cost more than similar items in the US—and a lot more than in France, which may justify an occasional trip across the border.

What do you like to eat? This may be the most important question. Are you tempted by mussels, fresh tuna or anchovies, sardines grilled over vines or charcoal, octopus, squid "en su tinta," or sea food paella? There's also a peculiar Spanish treat—baby eels called angulas; one of the best dishes I've tasted anywhere.

Best of all in Spain are the fresh fruits and vegetables, and the bread.

"Are you tempted by mussels, fresh tuna or anchovies, sardines grilled over vines or charcoal, octopus, squid 'en su tinta,' or sea food paella? There's also a peculiar Spanish treat—baby eels called angulas—one of the best dishes I've tasted anywhere."

Until the new tax laws are fully interpreted there is no certainty that anyone will benefit, in terms of federal taxes, by living abroad.

The state of the dollar is beyond the scope of this article. We all hope for an upturn. Meanwhile let's examine the cost of living in Spain.

In the "unspoiled fishing village" where we live, a few miles from the French border (it still looks like a fishing village and is rather "in" with the French and wealthy Spaniards from Barcelona) real estate is worth about four times what it was when we purchased our ruin in 1970. Similar increases have occurred all over Spain.

Still project houses can be purchased for about \$15,000 in a variety of places and locations. As for ruins, in a pleasant village near

estate costs about as much as in other large European cities—which is a lot. (There's always the exception. "Bohemians" do buy or rent and restore old apartments in old buildings often near the city-center for reasonable amounts. However, though such places may be fun, they won't afford what the foreign service calls "representation.")

Though the "vacation areas" cost less than the cities, in general, houses on the coast cost more than those a few miles inland. The best opportunities now are probably in relatively "undiscovered" villages a few miles from the sea, but in scenic locations.

Assume for the moment that one is living somewhere in Spain. How do costs compare with those elsewhere?

Before answering such a question, however, one must note that

Fresh and delicious French-style bread, often still warm from the oven, is sold by local bakers for 30 to 35 cents a loaf. Also available in most neighborhoods are croissants, brioches and churros, a sort of doughnut stick. There are also good pastry shops, less expensive than those in France, and much cheaper than the gourmet specialty places in Georgetown.

Though fruits and vegetables come only in season, the seasons are quite long. Everything is ripened in the sun on the tree or vine and the quality is a joy. Valencia oranges are a treat that lasts from late fall to March.

Except for milk, whisky, and gasoline, almost everything liquid costs less in Spain. If you don't like wine—at 45 cents a liter—you have lost a major advantage in living here; though we do know several happy residents who drink nothing stronger. Good bulk sherry costs less than a dollar. A liter bottle of Gordon's gin is about \$4.00, but there are several good gins for half that and bulk gin (from a barrel) is only about \$1.25 a liter. It is good for any mixture using gin except dry martinis. Even good Scotch-type "guiski" can be found in barrels for \$3.00 a liter. (Along the Spanish-French border tiny Andorra offers further opportunities. There everything is tax-free.)

If you are moderate, these prices won't matter so much to your own budget—except when you entertain. Then you enjoy the same benefits as does the diplomatic host while in service abroad.

One of the most pleasurable economies comes when eating out. For modest prices one may eat well at excellent restaurants. The "menu of the day," a three-course meal with wine, is offered for as little as \$3.00. Really good places list such specialties as calamares (a form of squid), rabbit, duck, goose, trout, or mussels (not all of them on the same menu of course) for \$5.00 to \$6.00. For \$10 one can dine in real luxury.

Obviously not all Spanish restaurants are good; but virtually everywhere in the country good ones can be found.

Though it is possible for an American family to manage as cheaply at home as in Spain, the life-style is likely to be more constrained. For example, though

clothing is expensive in Spain, the informality of life reduces needs to a minimum. You can afford excellent quality. It is easier to match the Joneses and there is no need to keep up with the Molinas.

Many retired people like the mix of ages characteristic of foreign communities in Spain—from really young people (often "reformed" hippies who have found a niche) to resilient types in their 80s. It's definitely not retirement village.

Then there's the climate.

Many, perhaps most, of *Journal* readers have themselves lived or traveled in Spain. It's possible to find only sunshine and soft breezes; but we know one FSO who, with family, spent a month in Spain and saw little but rain. If there is a general concept of Spain it is probably of a land about as warm in summer as Florida and seldom colder even in winter than San Francisco. If you must have a generalization this is a reasonably good one.

In areas frequented by foreigners, except possibly such cities as Madrid and Barcelona, there is little weather hot enough to call for air-conditioning. This assumes open windows, moving air, and reasonably high ceilings and thick walls.

On the other hand, some places can seem cold. This is true more because central heating is seldom needed than because, in American terms, it is ever really cold.

In the Costa Brava region when the icy breath of the tramontana sweeps off the Pyrenees ("It's the best thing in the world for your health", the Catalans insist) or in Granada of a January when the sun goes down, anyone lacking a heavy sweater will shiver and wish for a hot-air furnace.

Yet in Granada, high in the Sierra Nevada, Spain's lowest minimum temperature as recorded in an average year, is barely freezing, 32. The highest, 93, is usually in Seville where the air is dry and the shade always cool. Along the Costa del Sol the range is only from 46, in January, to a maximum of 85 in July and August.

If before selecting a place to live an American discards illusions and carefully examines the records climate should be a significant asset. If you have a windbreak and sun-

shine it's usually warm; in the shade it's usually cool.

Since we bought a ruin in Spain in 1970 and came to live here in 1972 one axiom has always been true. The best time to buy has long passed; the next best time is now; and the worst time, costwise, is coming.

Real estate values are still rising and new (really old) areas are being discovered and developed—with consequent price increases. For anyone wishing to invest in Spain the best time appears to be as soon as possible.

This means money, perhaps a good part of a life's savings. The first query must be, "How secure will we and our investment be?"

Without a crystal ball, this can't be answered with absolute certainty. Do you know any place where it could be? However, based on the experience of our family and observations of ourselves and friends, we believe Spain remains among the most secure places for both person and property that exist anywhere.

Some, we think mistakenly, have given credit for this to General Franco; but the deterioration predicted when he died has not occurred.

It is true that the police are numerous, tough, and inflexible. Punishment for any infraction is likely and speedy. But there is more to it. Whether Andalusian, Basque, or Catalan, Spaniards want no repetition of the terrible Civil War which many still remember, nor of the times of violence and unrest that helped to precipitate it.

Few find theft or violent crime attractive; and there are few groups from whom even tacit support for such activities can be expected. True, tax reports are a travesty and embezzlement all too common; but these are impersonal transgressions.

Something, very possibly pride, keeps Spaniards from robbing persons or homes, or taking women through force. Whatever the reason or reasons thefts, muggings, and rapes are very rare.

In Barcelona, for example, respectable young women can still walk about quite safely at almost any hour of day or night. During

(Continued on page 41)

"These are the times that
try men's souls."—Thomas Paine

Income Tax— DOs and DON'Ts

HANSON & HANSON, LTD.—CPAs

"Tax avoidance is a virtue while tax evasion is a crime" is an old truism. But year after year, taxpayers encounter trouble trying to confirm where their actions fall in the broad gray areas between those two extremes. Also, be aware that "The Internal Revenue Services bears most heavily upon taxpayers whose inexactitudes are of their own making." As the only jovial note in this article may we furnish the following words of the IRS Creed:

*Tax his head, tax his hide,
Tax small business far and wide.
Tax his cow, tax his steer,
Tax his bread and tax his beer.
Tax his houses, tax his lands,
Tax the blisters on his hands,*

Robert N. Dussell, Enrolled Agent, served as AID Employee Chief Tax Adviser from the agency's creation in 1961 until retirement in 1972 after 32 years of Federal Tax Service. Since 1972 Mr. Dussell has served as Tax Advisor to AFSA and AID officials as his counsel is requested. He is presently associated with the CPA Firm of Hanson & Hanson, Ltd. of Arlington and Falls Church, Va. as an Enrolled Federal Tax Agent.

Frank E. Hanson, CPA, is President of Hanson & Hanson, Ltd., CPA firm of Arlington and Falls Church, Va. Mr. Hanson has over twenty years of experience in tax and public accounting in the Northern Virginia area.

*Tax his car and tax his gas,
Tax the road that he must pass.
Tax his payroll, tax the sale,
Tax his hard earned paper kale.
Tax his pipe and tax his smoke,
Teach him government is no joke.
Tax the water, tax the air,
Tax the sunlight if you care.
Tax the living, tax the dead,
Tax the unborn, ere they're fed.
Tax his coffin, tax their shrouds,
Tax their souls beyond the clouds.
Tax them all and tax them well,
Tax them to the gates of hell.*

In any discussion of tax avoidance, it must be understood that each transaction must be carried out in substance as well as in form so as to qualify as legitimate. In complete view of the above, the following tax counsel is furnished:

Tax Tips—1978

1) *Home Leave*—On June 12, 1978, the 4th US Circuit Court of Appeals in Richmond, Virginia ruled in the "Hitchcock" case that a foreign service employee could take deductions on his income tax form for necessary and ordinary expenditures incurred when obeying the congressional mandate

periodically to take "home leave" in the United States (*Foreign Service Journal*, September 1978). As in the "Stratton" case decided in September 1971 by the 9th Circuit Court of Appeals in California, the court permits the lodging, board and travel expenses of the employee only (not his family) to be deducted on Form 2106, while on mandatory home leave, from his gross income in computing his taxable income.

Note should be made, however, that even though the deduction has been ruled legal in two US Courts of Appeal, IRS is still reluctant to allow such deductions on returns filed by residents outside the 4th and 9th Judicial areas (4th—Maryland, Virginia, West Virginia, the Carolinas; 9th—California, Oregon, Washington, Nevada, Arizona, Idaho, Montana, Alaska, Hawaii, Guam). Taxpayers filing in other jurisdictions should be prepared for battle with IRS over this deduction for a while longer until final regulations are forthcoming as a result of the latest court decision. There is still every right to "cautiously" claim this expense on your tax return whether a resident or not of the 4th or 9th Judicial District, but be prepared to defend the expense if audited, which relates again to having full and complete accounting records.

2) *New One-Level Appeals Procedure by IRS*—Effective October 2, 1978, a new IRS office in each district will handle disputes which were previously appealed to conference or appellate level. The two-level system of conference and appellate was found a costly duplication for both the taxpayers and IRS and thus were consolidated into the Director of Appeals Office. Although the Regional Director of Appeals will be physically located at each regional headquarters the appeals officers will be assigned to each District office and hold appeals conferences at each post of duty; as was done at the conference level in the past. Taxpayers will have the same rights without being inconvenienced by additional travel, etc.

3) *Home State of Residence Tax Liability*—The issue of liability for state taxes still plagues many foreign service officers and the following is furnished to help clarify this continuing knotty issue. Tax authorities of Maryland, Virginia and the District of Columbia are giving increased audit time to the tax liability of Federal employees working overseas. There is ample legal precedent confirming that a foreign service employee, or other civilian Federal employees assigned abroad, continues to be legally subject to the income tax laws of his or her permanent state of domicile within the United States. If the employee is at any time assigned to the Washington area and thus subject to the income tax requirements of one of the local jurisdictions, that jurisdiction may well attempt to assert that his or her tax obligation continues even after the employee departs on another overseas assignment. For this and other reasons, each employee is strongly advised to establish and maintain as clearly as possible the locality of his or her legal domicile as this will help avoid future tax problems with any other taxing jurisdiction.

If any employee's domicile is in Virginia, Maryland or the District of Columbia or some other area; he or she is liable to comply with that jurisdiction's tax laws at all times. If the employee has a domicile in some other part of the United States but is physically a resident in Virginia, Maryland or the District of Columbia he or she may have to

file tax returns in both the local jurisdictions and the jurisdiction of permanent domicile. As an exception, presidential employees, FSO or FSIO, living in the District can claim exemption from D.C. income tax obligations provided the FSO or FSIO can establish he or she has a permanent domicile in some other jurisdiction. To do this submit D.C. form D40-B (D.C. nonresident request for refund or ruling). Most states have provisions in their tax laws to protect against a double tax liability but this does not exempt the employee from the requirement to file a return in both jurisdictions. When completing the

“In how many lives
does Love really play a
dominant part? The
average taxpayer is no
more capable of a
'grand passion' than of
a grand opera.”
—Israel Zangwill

appropriate tax returns, the employee is advised to always indicate on the tax form the locality of his or her claimed permanent domicile. If Maryland, Virginia or D.C. is merely a transitory residence, so state this fact when completing each year's tax return. At the time of departure for an overseas assignment, the taxpayer should inform the local tax authorities that he or she has been only a temporary resident in the locality and continues to maintain a permanent domicile in another specified jurisdiction. Virginia, Maryland and D.C. authorities normally check these facts completely.

If an employee moving abroad wishes to change his or her permanent domicile from one jurisdiction to another, this can be accomplished but should be done with care. Otherwise, the employee may continue to be liable for state taxes where last liable. More than a few employees with domicile

in Virginia, Maryland or D.C. and paying taxes there have, on departure overseas, tried to change their domicile to Florida only to find out later that the Washington area jurisdiction continues to have a valid, enforceable claim for taxes due. Generally, in order to change a domicile, the taxpayer must physically move to the new domicile. A “visit” is not enough but there is no accepted required length of time that the person must remain in his or her new domicile. However, in addition to physical presence, the taxpayer should take additional steps to confirm the new domicile, such as register for voting, establish a bank account, own or have an interest in property, obtain a driver's license. Of these the most important is to register as a voter. However, it is best to have a continuity in such matters and to adjust employment records to confirm the new domicile, such as by stating it as the home leave address. Further, and most important, the employee should take care to comply with the new jurisdiction's income tax requirements.

In this same context, because a foreign service employee continues to have a domicile in the United States, the employee is eligible to file his or her Federal tax returns with the IRS office having jurisdiction over that address rather than with the International Division Offices of the IRS in Philadelphia. This can be particularly important, in case the taxpayer has a domicile in the 4th or 9th circuits and therefore currently is the beneficiary of the Hitchcock or Stratton decisions when making a claim for home leave expense as a business deduction.

4) *Overseas Employment Troubles Areas Under Foreign Earned Income Act of 1978: (PL95-615)*

a) Exemption of income does not include any amounts paid by the US Government to any person working overseas and thus excludes federal employees as in the past.

b) It appears from Sec. 206 of Act that the running of the 18-month replacement period for deferral of personal residence sale profit would be suspended during any time that taxpayer or his spouse have a “tax home” outside the USA after the date of the sale of the old residence; except that

any such period of time as so suspended shall not extend beyond the date four years after the date of the sale of the old residence. This in effect brings other US citizens employed overseas in line with the law for the armed services members in the past.

c) It further appears that a spouse employed by a private company while sojourning overseas with a foreign service employee shall be fully affected by all aspects of the Foreign Earned Income Act of 1978 and should obtain a copy thereof and become familiar with its many provisions effective in 1978. For 1978 year only, taxpayers may opt either the 1976 Reform Act or provisions of 1978 Foreign Earned Income Act. This act's provisions will remain in the gray area of knowledge until the IRS regulations are issued thereon some time in middle 1979.

5) *Energy Tax Credit-Residential Property*—An income tax credit of 15 percent of the first \$2,000 of qualifying residential energy conserving expenditures can be claimed (for a maximum credit of \$300). The credit is available for expenditures made on or after April 20, 1977 to a previously constructed principal residence. The credit is not limited to homeowners but tenants in rental and coops and condo dwellings as well. The credit is cumulative and all 1977 and 1978 expenditures will be claimed on the 1978 tax return and any balance carried to 1979-1982 up to the maximum \$2,000. A minimum \$10 credit is required each year. The basic qualifying items are: storm doors, storm windows, caulking and weather stripping, auto energy saving thermostats, etc. Air conditioners, heat pumps, space heaters, and fireplaces *DO NOT* qualify for the credit. IRS has released a form #5695 which all taxpayers will use to compute the credit with the instructions on such form stating what does and what doesn't qualify for the credit. Form #5695 will be made a part of your 1040 tax return and the credit will be reported on line 45 thereof.

6) *Where to File Tax Returns*—The taxpayer need not necessarily file a federal tax return with the same IRS Center used last year. He or she should file with the Service Center listed for the legal state

of residence listed in the form 1040 booklet.

a) If operating a business, file with the Service Center where the principal place of business is located.

b) If the taxpayer has no legal residence or place of business in the USA then file with the District Director in Baltimore, Maryland. This is basically for US citizens retired or working full time for private employers outside the USA and having bona fide residence in a foreign country.

c) A US citizen employed by the federal government and temporarily assigned overseas should file

**"Annual income twenty
pounds, annual
expenditure, nineteen
six, result happiness.
Annual income twenty
pounds, annual
expenditure twenty
pounds ought and six,
result misery."
—Charles Dickens**

with the Service Center listed for his or her legal state of residence, normally the "home leave" state and/or where he or she files state tax information. This includes a US citizen in the armed services as well.

This issue of where to file may become very important in the event the taxpayer is claiming home leave expense or attempting to confirm a legal state domicile for the state income tax purposes. Filing in the legal home state while outside the state will not cause trouble if audited since the case can be transferred to the taxpayer's present area if so requested at time of audit.

One should try, in every possible way, to keep contact with the state of legal residence so no one can break the ties of home to cause adverse tax action. Filing a return in the home state is merely one more way to hold these ties intact if so desired.

7) *Revenue Act of 1978—Changes for 1978*—The Revenue

Act of 1978 will affect more taxpayers when they file their 1979 returns than when they file their 1978 returns. Most of the changes Congress enacted pertain to taxable years beginning January 1, 1979. The expressed intention of Congress was to reduce the tax burden for the American taxpayer. However, in combination with the increase in the Social Security rate and limit, some middle income taxpayers will actually be paying more total tax in 1979 than in 1978.

The changes affecting 1978 are:

a) *Capital Gains*: The sellers of capital assets held in excess of one year can now exclude 60 percent of the gain instead of 50 percent. The sale, however, must have been made on or after November 1, 1978. If before that date the old law governs. The fifteen percent minimum tax on capital gains untaxed by income tax remained in effect until January 1, 1979. However, any sale of a personal residence after July 26, 1978 is exempt from the "add-on tax."

b) *Sale of Personal Residence*: This change took effect as of July 26, 1978 and pertains to taxpayers 55 or over. The new law allows any taxpayer who is at least 55 to exclude up to \$100,000 (\$50,000 in the case of a married person filing separately) of gain realized on the sale of a principal residence. This election is only available once in a taxpayer's lifetime. To have his or her property qualify, the taxpayer must have owned and occupied the property as a principal residence for an aggregate of three out of the five years immediately prior to the sale. However, a taxpayer who is 65 or older who made a sale before July 26, 1981 can elect the five out of eight year test of the old law. Also a taxpayer, 65 or older, who previously elected the special exclusion under Sec. 121 is still eligible for the new \$100,000 exclusion under the new law.

In conclusion it might be well to suggest referral to the Income Tax article in the February 1978 *FSJ*. The items in #3-Moving Expenses; #4-Sale of personal residence rented temporarily; #5-Representation Expenses; #6-IRS audits and #7-Sundry tax issues merely using one year later dates where applicable still apply to each taxpayer involved with such tax issues.

A Golden Thread

THE JAPANESE THREAD: *A Life in the US Foreign Service*, by John K. Emmerson. Holt, Rinehart, Winston, \$16.95.

At first glance the title reminds one of *Broken Thread*, a study of the end of Anglo-Japanese friendship by Major General F.S.G. Piggott, pre-war British military attache at Tokyo. Like Mr. Emmerson, General Piggott thought his own country's policies toward Japan too rigid; the Foreign Office took to calling his reports "Piggott-tries" and ignoring them because they thought he was pro-Japanese. But whereas the Anglo-Japanese thread broke violently in December 1941, probably never to be fully repaired, Mr. Emmerson remains cautiously hopeful of the future of the American-Japanese thread which has run its way through his long and interesting career. He does note, though, that neither country has a good perception of the other's vital interests.

Most fascinating in Mr. Emmerson's carefully understated story is the view he gives of pre-war US-Japanese relations. Historians who have examined the record have been suggesting we were too self-righteous and Sinocentric. This very human account shows these traits to have been prominent in Stanley Hornbeck, then head of the department's far eastern division. Hornbeck once challenged Emmerson, then on home leave and consultation, to name one country that ever went to war out of desperation—the exact word many Japanese used later to explain the origins of the Pacific War. The State Department, ever the keeper of faulty flames, censored a review of one of Mr. Emmerson's earlier books, *The Japanese Dilemma*, because it suggested Hornbeck was wrong-headed and quoted a declassified telegram he had drafted deriding Japanese bombing abilities—dated December 5, 1941.

Americans in general and historians in particular will find poignant Mr. Emmerson's description of the meeting between Ambassador Grew and Secretary Hull after the former's return from Japan in 1942.

Hull read Grew's final report on the Embassy's efforts for peace in late 1941 and, obviously suspecting that its publication would show his own positions to have been overly rigid, blew up in typical Tennessee sulphur.

In his description of his assignment to Yen'an in 1944-45 Mr. Emmerson again has done a service to his countrymen and to historians. Typical of his insights is his note that the Chinese Communists did not seem time-ridden; he never saw a clock in Yen'an. The aftermath of his Yen'an assignment was, of course, his being caught in the McCarthy whirlwind. Mr. Emmerson's account is careful and charitable. He tells wryly of the security officer who found him "dreamy and careless and rather weak-willed" because he had spent so many years in Oriental countries. But in this rancorless account Foreign Service colleagues of a younger generation might well take heed of the risks they run when crimes are being committed in the name of politics and patriotism; the crimes are compounded by the bureaucratic empires that are built on those crimes.

Wherever the thread led him—Moscow, Paris, Lima, Rhodesia, Karachi—Mr. Emmerson was a perceptive, thoughtful witness to history. He has written a compelling account of that witness.

—J. K. HOLLOWAY

"Time Future"

CHINA-WATCH: TOWARD SINO-AMERICAN RECONCILIATION, by Robert G. Sutter. Johns Hopkins University Press, \$10.95.

This book is an authoritative, succinct survey of Sino-American relations from World War II to the death of Chairman Mao Tse-tung. These relations are discussed within the matrix of East Asian Power realities, in which the US, the USSR, the CPR, Japan, and Korea are inextricably involved.

In his masterly exposition of US-CPR relations during the past three decades, Dr. Sutter postulates that strategic factors have played the chief part in the current *rapprochement*. Balance-of-power considerations in East Asia have made the US and the CPR see that their national interests are best served by cooperation.

But, "... [T]he most serious limiting factor in the Sino-American cooperation is [its being based] almost exclusively on strategic grounds.... In short, Sino-American cooperation will continue to have a narrow base.... will depend heavily on the forces which brought it about in the first place—the evolving balance of power in Asia."

To sustain such cooperation, the US must remain powerful in East Asia. If US strength were to decline substantially, the US would be less valued by the CPR as a countervailing force to its perceived Soviet threat. Also, if Russia should significantly moderate its policy toward China, the latter might find less need for the US as a hedge against Soviet threat.

Readers of this lucid account of things past and present in US-China relations—and its perceptive interpretation of their possible future—will find it absorbing, troubling. They will also appreciate, too, T.S. Eliot's words in "Burnt Norton": "Time present and time past / Are both perhaps present in time future, / And time present contained in time past."

—ROBERT W. RINDEN

The Suez Crisis

THE LION'S LAST ROAR 1956, by Chester L. Cooper. Harper and Row, \$12.95.

The Suez Crisis of 1956 and its aftermath marked the end of Britain's role as a world power and drastically weakened its special relationship with the United States. By precipitating an inconclusive and self-defeating confrontation between the western European powers and Egypt, the crisis polarized opinion in the third world and opened the way for greater Soviet influence in the Middle East. The leaders of the free world, and especially Anthony Eden and John Foster Dulles, have much to answer for in bringing these unhappy events to pass.

Chester L. Cooper is eminently qualified to write the most authoritative work on the Suez Crisis to date. A CIA analyst in London at the time of the crisis, Cooper was Secretary Dulles's intelligence adviser on matters relating to Egypt and the Canal. He brings penetrating personal insights to a

crucial episode that will continue to suffer from a paucity of historical evidence, especially about the decision to attack, until British, French and Israeli archives are open for inspection. This is an important work that over and above its historical merit is impeccably written and enriched with striking pen portraits of the principal protagonists.

—CHARLES MAECHLING, JR.

Drawing the Iron Curtain

THE DECISION TO DIVIDE GERMANY, by John H. Backer. Duke University Press

Hundreds of studies have been written about early post-war Germany. This is one of the few to integrate the scholarly and historical perspectives of an insider's understanding of how the Occupation actually functioned at all levels. The result is an impressive analysis of that complicated phenomenon—its origins, dynamics, cross-currents and unexpected evolution.

Dr. Backer makes a persuasive case in explaining occupation policy from the economic point of view, focusing on the central question of reparations. Nevertheless, his most striking contribution, in this reviewer's opinion, lies in the noneconomic side of the story; the setting in which the reparations issue evolved. Here it becomes clear that the title of the book is misleading—it should have included a large question mark. No matter what he intended, Backer demonstrates convincingly that there never was a decision to divide Germany—it just happened (in poli-sci jargon by “disjointed incrementalism”).

The book's introductory discussion of historical perceptions provides a unifying background for the many disparate threads Backer weaves together: bureaucratic policy-making in Washington, interagency rivalry, General Clay's pragmatism, congressional and domestic prejudices, the problem of coping with an unstable and vindictive France, hasty US demobilization, the cost and logistics of feeding half of Europe, Soviet obstructionism, and burgeoning “containment” sentiments, to mention a few. And permeating it all, a conviction that the US should never sanction reparation demands

which the American taxpayer would subsequently have to underwrite—the heritage of an erroneous interpretation of post-World War I experience.

Despite Backer's title, the evidence shows that the 1947 US decision to reject Soviet demands for reparations from current production was not a “decision” to divide Germany—the country was already divided, the Iron Curtain down, the political switches set. As the author so rightly notes on page 89 . . . “any review of Soviet history should have made it clear to American diplomats that Soviet leaders never had been willing to trade political concessions with long-range effects for short-term economic benefits.”

—KARL F. MAUTNER

The Guide that Failed

EUROPE'S WONDERFUL LITTLE HOTELS AND INNS, by Hilary Rubenstein. E. P. Dutton, \$9.95.

Karl Baedeker originated the first guidebook in Coblenz in 1824 and set the standard for travel guides. Baedeker had never been content (as most current guides are) with information on hotels, restaurants and shops. He aimed at an audience that was literate and culturally curious; and Baedeker guides provided interesting essays on the culture, history and geography of the various countries using a galaxy of talent and expertise.

Today, alas, Baedeker's high standard has been abandoned. Guide-books sound alike in their pedestrian descriptions. To avoid this sameness Hilary Rubenstein, an English literary agent, hit upon a new approach—have your friends write personal recommendations. This is the way this guidebook was compiled; a more honest title would list the authorship as “Friends of Hilary Rubenstein.” But friends' tastes vary. For instance, two of these friends, Uwe and Sheila Kitzinger, who dominate the French recommendations, are vegetarians; hence we have a rare review of a hotel on the Rhône whose chef is a vegetarian, and another one whose *pièce de résistance* is a trolley of *crudités*.

On a recent holiday in Wales we bedded down in an overgrown, overpriced seaside hotel recom-

mended by Rubenstein's friends, in a seedy room overlooking a trash dump, which the manager assured us was one of his best. On the other hand here and there in the recommendations one can find a hotel that is a gem such as Inga Haag's elegant small hotel in the Rue des Beaux Arts in Paris in which Oscar Wilde took refuge, accurately noting on his death bed there, “I am dying above my means.” To sum up, this is an entertaining book for hotel aficionados, but its unreliability makes it of little help to the traveler planning a European trip.

—CHARLES R. FOSTER

For Africanists

AFRICA'S INTERNATIONAL RELATIONS, by Ali A. Mazrui. Westview Press, \$23.75 hardback; \$15.00 paper.

Ali Mazrui is the one person whose writing might warrant the price of this book. There is a lot of historical commentary here, but the impression left by the book makes us look to the future, stimulated by Mazrui's new ideas and trenchant observations. Mazrui shakes up our thinking and forces us to consider a world in which existing political, economic, and cultural forces have advanced to new stages of development and importance. He anticipates, for instance, a growing influence of Islam, noting that “the prestige of a religion is often positively correlated with the political or economic power of those who profess it.” He looks to a day when African Muslim missionaries in major American urban centers seek to spread Islam among black Americans eager to reforge historical and cultural links to Africa. He asks us to imagine the impact on American foreign policy if the influence of the black American community should ever equal that of Jewish Americans at present. He foresees growing Afro-Arab cooperation in Third World fora, and asks us to consider the impact on the world monetary system which could result from cooperation between Arabs in control of half of the world's monetary reserves and black South Africans in control of the major source of gold. The influence of Islam on recent events in Iran, as well as its importance in Nigeria, another country of potentially vital impor-

tance to the US, clearly indicates that Africanists too should sharpen their understanding of the social, political, and economic aspects of Islamic thought if we are to understand fully the motivations of many popular movements in Africa in the coming quarter century.

A characteristic of Mazrui is that he takes great care not to use terms loosely. Whatever his subject, he clearly defines his terms and in the process refines our own understanding of the phenomena in question. This book is full of such examples. The only disappointment one might note is that some of the chapters are slightly dated. The chapter "Africa and the USA" was written before the election of President Carter; another, "Arms and Nationhood," discusses a number of philosophical questions, but was also written well before the advent of the Carter administration and its policy of arms sales restraint, and therefore we miss the benefit of comment by Mazrui on this attempt to marshal multilateral cooperation in reducing arms sales to the third world by setting an example worthy of emulation. Nevertheless, no book can be completely up to date, and Africanists ought to read this one for Mazrui's ideas cannot help but stimulate further thought.

—CHARLES O. CECIL

Life in Mao-Land

THE EXECUTION OF MAYOR YIN AND OTHER STORIES FROM THE GREAT PROLETARIAN CULTURAL REVOLUTION, by Chen Jo-hsi. Indiana University Press, \$8.95.

A native of Taiwan and a post-graduate student at Mt. Holyoke and Johns Hopkins, the author, and her husband, in 1966 went to Peking "to serve the people."

Their generous, courageous decision was soon regretted. After seven years (including the "Cultural Revolution") they left China for Canada. She wrote nothing while in China, though an accomplished writer. But, once out, she wrote of her experiences in China and of those she left behind. Her collection of eight stories, melancholy, angry, satirical, Simon Leys (*Chinese Shadows*) says are "a vivid gallery of characters . . . a microcosmic and unforgettable

comédie humaine of Maoland . . . its petty cadres, intellectuals, workers, young activists, misfits, faithful believers, shrewd operators, weary old men, social climbers . . ."

One story is about a lonely, middle-aged bachelor who falls in love with a charming young widow (and she with him) but finds that, for him, "there was only loneliness ahead." His peer committee denied his request to marry her. Her father was of the "landlord class" and her deceased husband a suicide. She was ideologically unacceptable.

Nixon's Press Corps tells about the people of Nanking being ordered by Party cadres to clean up and spruce up—in anticipation of a visit by "foreign friends." Make a long story short: they skipped Nanking for Hangchow—but one recalcitrant woman (no Potemkin-villager, she) got in bad.

Do, please, enjoy these stories. They're almost too much. You'll laugh, you'll cry—you'll wonder why.

—ROBERT W. RINDEN

The General's Last Stand

TREASON WAS NO CRIME, (*Ludwig Beck, Chief of the German General Staff*), by Nicholas Reynolds. William Kimber, London.

Treason Was No Crime attacks a formidable subject; it could also have been titled "The Last Prussian's Last Stand." This particular spiritual descendent of Frederick the Great was one of that breed of German military whose definition of duty encompassed only honor, loyalty to their oath of office, and dedication to Germany. The species was already on the endangered list by the time the Prussian commonly associated with Wilhelm II emerged.

Yet the obviously gifted General Ludwig Beck, was, ironically, a Rhinelander of bourgeois origin. Despite, or perhaps because of it, he evolved into an epitomization of the old Prussian model once he advanced into the upper strata of the German General Staff. His humanistic education and upbringing within an erudite, albeit politically naive, family explains much of his subsequent pilgrimage—from a man who first welcomed Hitler's

ascent to power, through disappointments and morose withdrawal, to a commitment to eliminate the Nazi regime. As Dr. Reynolds (now a Marine lieutenant) makes clear, Beck's fundamental objective throughout was consistent: to salvage the German Army and the Prussian virtues he valued, and thereby salvage Germany. In the end, he conspired to kill Hitler in order to save the German Army from total defeat and then restructure Germany in a projection of his ideals.

Given the absoluteness of Beck's convictions, the long drawn-out struggle of conscience entailed in violating his oath to Hitler (who, after all, came to power legitimately) does not emerge clearly in this biography. For those of the officer corps who freely took that personal oath without reservation, reconciling such a breach with their conscience was a wrenching experience, a point the Ellsberg generation will have difficulty appreciating. But it also becomes a telling indictment of Hitler that even these unquestioning officers finally held him to be sufficiently criminal to invalidate their oath.

In any event, the July 20th conspirators were not adventurers; if they had been, they might have been more successful. Some who survived came to believe their failure, and the subsequent catastrophe, were foreordained. General Beck apparently concluded as much beforehand but, despite deepest pessimism, felt compelled to act: he was, after all, the only man of stature around whom the armed forces would rally after Hitler's elimination. When Colonel Stauffenberg's bomb failed to do its work, Beck committed suicide in the chief of staff's office from where he had hoped to direct Germany's salvation.

Lt. Reynolds's book is minutely detailed, yet highly readable, particularly in its latter portions. The author does, however, concentrate on only one faction of the conspiracy, the military. The Kreisauer Kreis of the Moltkes and the Yorcks, Julius Leber's moderate Soviet Democrats, and Jakob Kaiser's Catholics are treated only in passing. They deserve a bit more attention for providing the philosophical-ethical-political content to the conspiracy. So does Hans

Oster who until his arrest may well have been the brains and the core of the group.

And general Beck himself does not quite emerge as a human being, although that may be more the general's fault than the author's—Beck was an awesome institution. Reynolds laudably does not pass over the general's failure to recognize the Nazi menace early on, nor his long collaboration with them, nor even how he welcomed the short-term advantages of the Austrian and Czech annexations.

It is still a matter of surprise that the 20th of July conspirators were able to move around so freely in the midst of total war, and surprising too how long the aura of high military rank, retired or active, could serve as a protective shield in Hitler Germany. But perhaps most fascinating is Reynolds's depiction of the extent to which the German resistance had to be pushed before its members could be moved to action, before they could be brought to discard their oath to the Fuehrer. The old Prussians obviously waited too long, and then

were frustrated at every turn by pure bad luck. And so, as Reynolds puts it justly: "a particular ethos of selfless duty to country, and a special code of refinement and chivalry, each anchored in tradition and courage, died with Beck."

—NEIL A. BOYER

Help for Children

NO EASY ANSWERS: *The Learning Disabled Child*, by Sally L. Smith. Government Printing Office, Washington, 20402. DHEW Publication No.(ADM) 77-526, \$3.25.

The day the National Institute of Mental Health contracted with Sally Smith to write this book, NIMH did a genuine service to learning disabled children, who are struggling; to their parents, who are worrying; and to their teachers, who are in there pitching.

Item: Sally Smith knows what she's talking about: she is Associate Professor, American University, in charge of the Learning Disabilities Program, and she is Founder and Director of The Lab School of the Kingsbury Center.

Item: The book is in plain En-

glish: no pedagogese; no jargon; no lingo. Its style is informal, without being cute. The text reflects wide experience, dedicated ingenuity, and sound scholarship, without pontificating. The book's format has variety and zest: it doesn't lull you to sleep. Above all, what is said is practical, down-to-earth, useful.

Foreign Service parents, especially those at posts where schools provide no sophisticated address to the learning disabled child's real pain, will find the book basically reassuring; yet at the same time it conveys clearly, over and over, that indeed there are no easy answers and that a child's education will be a long row to hoe.

The GPO Bookstore in State has the book in stock. Parents in the field can order it from the Superintendent of Documents of the Government Printing Office. The \$3.25 is money well spent.

—CLARKE SLADE

A psychiatric social worker in the mental health service of the Department of State's Medical Division, the reviewer was AFSA's consultant in education and youth concerns from 1958 to 1976.

Rich
Grow ~~old~~ along with me
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Invest!

*Honi soit
qui mal y pense.*

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LOCAL PROBLEM SOLVING

from page 15

tested windmill has been resuscitated as a useful source of power. Because of limited rainfall, the Gelebs in rural Ethiopia scratched out a meager existence for generations, subsisting on the food produced during one short growing season. With the help of American missionaries, who introduced windmills of a design long used in Crete, the Gelebs have begun to pump underground water for irrigation. The windmills are cheaper to build than more technically advanced models from developed countries and they pump twice as much water in the same wind. Their use means the Gelebs have year-round cultivation and a better chance of avoiding future food shortages.

Solar power that is captured and stored in green plants is a renewable source of energy that is also well-suited to local use. To better manage dwindling firewood supplies, some communities in the third world are organizing and pro-

tecting local woodlots and starting tree plantations. Fast-growing trees, to be grown along roadways or in small private plots, are being developed; these offer encouraging opportunities for individuals and neighborhoods to build a sustainable firewood supply. In many South Korean villages, local forestry associations have been formed to plant and maintain woodlots and to organize the cutting and sale of wood. While the associations receive some government financial and technical assistance, the villagers run the program and benefit from the woodlots. By 1977, some two million acres of trees had been planted by these local groups.

When organic matter decays in the absence of oxygen, it generates methane gas. Controlled fermentation of both plant and animal waste in biogas plants can produce methane suitable as a replacement for natural gas. The plants take waste of negligible value and turn it into usable energy and a high quality fertilizer. The first attempt to introduce widespread use of biogas was in India in the '40s. The *gobar*

gas project—named for the Hindi word for cow dung—has been slow to get off the ground. By 1976, less than 25,000 small plants were in operation. By contrast, biogas plants are widely used in the villages of China. In May 1977, the New China News Agency reported 4.3 million working units, many of them communal plants producing enough gas to meet the needs of up to 50 people. Recent reports indicate that 17 million peasants use biogas for cooking, heating, and lighting in Szechwan Province alone.

Green plants can also be grown specifically as "energy crops" to further national energy independence. In late 1975, Brazil launched an ambitious program to reduce the country's dependence on imported petroleum through the distillation of cassava and sugar cane into alcohol for automobile use. By mid-1977, service stations in Sao Paulo and Rio de Janeiro were selling a mixture of gasoline and alcohol. Greater production of cassava and sugar cane will be required to meet the national goal of

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replacing 20 percent of gasoline with alcohol by 1981. The government has yet to decide whether to favor intensive cultivation of these crops on plantations or on small land-holdings. Support for small farm production would ensure that many of the economic benefits of increased national energy self-reliance are equitably distributed.

Because tapping such energy sources requires the continual participation of individual consumers, the transition to locally controlled, highly differentiated energy sources will unalterably remold society. As in possibly no other area of human endeavor, today's local responses to the global energy problem will profoundly affect the social and political structure for years to come.

This return to greater local responsibility for problem solving does not mean that foreign aid should be abandoned. But a World Bank study in August 1977 unwittingly highlighted the difficulties in any international effort to meet the

basic human needs. The estimated price tag for solving humanity's most pressing problems was staggering, at least \$47.1 billion a year between 1980 and 2000. World Bank analysts concluded that third world governments will never be able to raise this capital themselves and that the success of efforts to solve these problems depends upon large financial transfers from rich to poor nations. The international community will not play this role. In 1975, total public and private official development assistance through bilateral and multilateral channels totaled \$18.4 billion, not even enough to meet yearly basic housing needs according to the bank estimate. The political will does not exist to solve problems through a large transfer of resources. Any development strategy based on the assumption that the rich will more than double their foreign aid is doomed to failure.

This means a new facilitating role for international agencies and national governments. Every effort should be made to mobilize the local reserves of labor and human

ingenuity that no amount of money could buy. Funding should be channeled through organizations that truly have their roots in the local community. The Inter-American Foundation is an excellent example of this practice. Between 1971 and 1976, the foundation disbursed \$40 million of AID funds to citizens' groups in Latin America. None of these grants went to foreign governments; the funds went directly to cooperatives and other participatory groups. The new Congress will be considering a proposal to set up a similar organization for Africa—the African Development Foundation.

In the past, developmental efforts have often been hamstrung by centralized decision-making and bureaucratic strictures. Decentralized, participatory efforts are, however, flexible by nature. In a rapidly changing world, many proponents of a revision of American foreign aid strategy think the resilience of a local problem solving approach would be an important asset in any effort to meet basic human needs.



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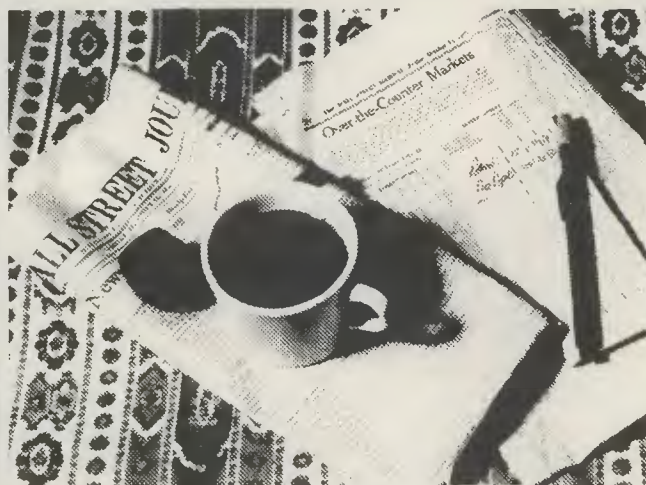
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A CASTLE IN SPAIN? from page 31

the day, where men are working, there will be jibes and ribald remarks (e.g. ola, a real Malaga sausage!) Pinchers are not unknown. But the threat is to dignity and temper, not personal safety.

As for property, houses are left with full furnishings for months at a time and with minimal risk. Foreigners are able to leave considerable property in Spain and live elsewhere without extensive security measures.

Yet there are terrorists. After Italy and Germany Spain probably ranks third in Europe in deaths and injuries caused by political violence.

Except in the Basque area in the north, such assaults seem to be diminishing; but of course there can be no guarantee they will not resume. Foreigners with no particular business there seldom settle in the Basque provinces which are industrial and often smog-ridden. However, to date no foreigner has been a victim either of the Basque

separatists or other terrorist groups. There is no apparent motive for any group to involve non-official Americans. American diplomatic and consular posts have taken security measures but on nowhere near the same scale deemed necessary in Germany.

From all experience to date a non-official American can discount terrorism as a serious threat.

The biggest risk for someone who has decided to live in Spain is selecting the wrong location. Next would come the neglect of small matters more likely to be remembered if at home, such as water supply, drainage, size of rooms and doors in relation to furniture.

Each member of the family must think carefully about what he or she hopes to find. Take golf courses. Spain has thousands; but here in Cadaques the nearest is nearly an hour's drive away. Beaches are generally open for swimming but if you sail or use a motorboat you will want to know the cost of marina fees or any necessary club fees. Many smaller ports have neither marinas nor

clubs and hence no fees; but facilities are more limited.

If you play tennis will you find partners and opponents? A bridge club? Other Americans? Everyone must make his or her own list and then check all points carefully.

Should it be warm the year around or do you want some seasonal stimulation? A sand or rocky beach? To swim modestly or in the altogether? Education? Religious observances?

To repeat—almost everything is available in Spain, but not everywhere. Children of school age who want to attend Spanish schools can find acceptable schools almost anywhere and at little cost; and there are also good private American and English schools, plus some run in part by the American embassy and consulates general. These, however, are in either sizable cities or in areas where considerable numbers of English-speaking people reside—Ibiza, the Costa del Sol.

As would be expected, Roman Catholic churches and services are

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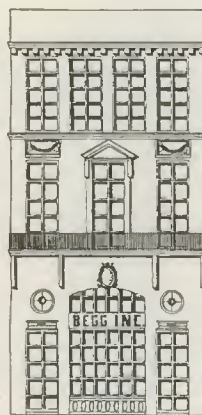
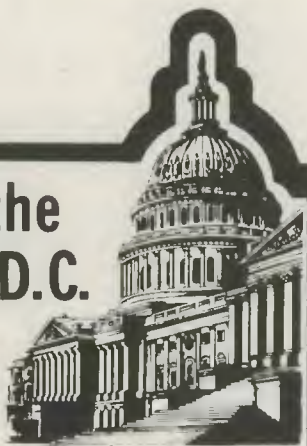
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abundant throughout Spain. There are also some Protestant churches and Jewish synagogues. The former, though often a cooperation of several denominations, are usually based on English Anglican facilities. Jewish services occur regularly in most cities and also where any considerable number of foreigners reside, but locations should be checked.

Ideally a family would rent for a few months while members look about personally before making any decisions that cannot be easily changed.

However, one big, general choice should be faced at once. Do you wish to live immersed in a foreign, partly English-speaking community in which life can be lived with a minimum use of Spanish and comparatively little contact with Spaniards?

Then you will probably choose the south, say the Costa del Sol or one of the Balearic islands. There it is almost always warm (sometimes too warm) and there are clubs of all sorts, group sports, many social activities, some charitable endeavors.

Much can be learned from other Americans or English friends. There are publications and bulletin boards through which tips can be passed on or goods and services informally exchanged. Maids and gardeners are easier to find.

However, with these benefits goes a certain hectic quality, a temptation to compete. You may abhor the over-building, the high-rise skylines, the occasional sniff of the pretentious.

If you want to do more for yourself, be sure of cool summers, and don't mind a nip in the air now and then, you may prefer more northern areas—perhaps the Costa Brava.

But no one can advise another beyond posing possibilities. One can be isolated in Ibiza, or find populous English-speaking communities north of Barcelona.

A last thought. Because of the sports and open-air life Spain offers it is sometimes liked better by men than women. There is more chance that a woman may have to create her own life without too much outside stimulation. Her desires and

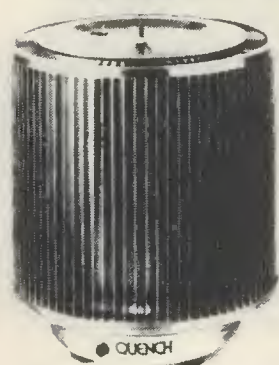
priorities must not be neglected; perhaps they should weigh more heavily than any others.

Spanish regulations regarding foreigners sound complicated, but usually prove reasonably simple in practice. Importing household effects requires a declaration of an intention to reside in Spain—a small, self-signed form available in provincial capitals. However, there is now a new requirement—that a person intending to reside in Spain obtain a Special Visa in his or her passport at a Spanish embassy or consulate in the entrant's home country. This is said to take some three months between application and issuance.

Though not needed by any American willing to make a brief trip out of Spain after each 180 days (tourist status), it is likely to be required for obtaining a residence permit and for entry of household effects. Since no obligation is involved in such a Special Visa, anyone thinking of an extended stay in Spain might profit by obtaining such a visa in advance at his or her own convenience.



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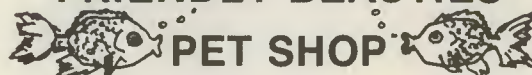
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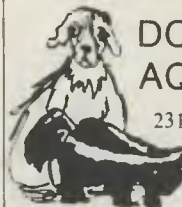
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MAY I LIGHT UP?

from page 23

in receiving copies of all documents and guidelines which advise these officials how to resolve such complaints and which purport to protect the health and comfort of employees who are harmed by or object to tobacco smoke."

This time, in just over two weeks, Barnes got back to Comer in a letter of two lean and clean paragraphs—

"This is in response to your letter of July 24 suggesting that a set of standards be established for use in resolving grievances arising from smoking. I am unaware of any widespread difficulty on the part of DCMs and administrative officers in resolving such issues. There appears to be little need at this time to produce and coordinate policy guidance on this matter.

"Accordingly, your suggested review of existing policy does not appear to be warranted. You may be sure that the bureau of personnel will continue to monitor the smoking issue and revise policy as

needed."

It was a time-tested department remedy for dealing with awkward problems. In denying that "any widespread difficulty" existed, Barnes seemed to be banking on the disappearance of the difficulty in question. His response offered no target at all. It was purely arms and elbows; nobody could lay a glove on it.

Meanwhile, however, pressures were building on other fronts. In the spring, Jimmy Connors and Bjorn Borg had shocked fans at the Grand Prix Masters tennis final at Madison Square Garden by having the public address announcer ask that everyone refrain from smoking. After a startled pause the fans burst into spontaneous cheering.

The state of New Jersey shortly thereafter announced a ban on smoking in all public buildings, including the gambling casinos of Atlantic City.

At the University of California in July, patients suffering from angina pectoris were found to suffer aggravated chest pains when performing exercise after breathing

smoke-contaminated air.

In August, the American Medical Association released a report, 14 years in preparation at a research cost of 15 million dollars which tagged cigarette smoking and smoke as responsible for or exacerbating to maladies ranging from indigestion to cancer.

Posters bearing the lurid message "Kindly Keep Your Butt Out of Here" showed up in California in early autumn—but failed to persuade voters in November to ban smoking in all work areas except private offices.

Still, in a country which has bent over backwards to accommodate minorities, lobbies, pressure groups, women's lib, gay rights and assorted others, there is more than a little suspicion that Jacques Roman is in the vanguard of a new movement whose time has come.

In Abidjan, he continues his one-man assault on promiscuous smoking amid speculation that only a handful of veteran pipe-and-cigar men stand between him and unconditional surrender of the department's smokers.



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WITH THE COMPLIMENTS OF LYNDON JOHNSON

from page 21

lon exclaimed, "the president never gives anything that isn't American." I protested that the Wilson Company was an American firm, but the third echelon pointed to the box, which carried the words, "Made in Scotland." I opened the box, and saw that each ball was wrapped in cellophane and secured with a paper seal marked "Wilson. Made in Scotland." Disaster. I ripped the wrapping from one of the balls. It was marked "Wilson" but—Oh, joy!—no "Made in Scotland." I tore off the other eleven wrappers and dumped the dozen balls into the ball pocket of the bag, and said in the coolest voice I could manage, "You now have a dozen American golf balls, and please don't say another word." She hesitated—and she didn't.

The following morning I received a "thank you" call from the White House and that afternoon, an invitation for my wife and me to join in the dancing and champagne

after the president's dinner for the prime minister on February 8. We accepted. The golf clubs were not in evidence then, but they occupied a prominent place in a photograph of the president's gifts in the *Washington Post* later in the week. It was a happy ending to a project fraught with suspense and peril. Incidentally, the prime minister's policy discussions with the president and the secretary of state produced no comparable crisis—at least none that was apparent.

There is an epilogue. Some months later, I received a letter from a good British friend at the Foreign Office in London who knew of my involvement in the golf club caper. He wrote:

"I was at Chequers on Saturday. . . . When I rang the bell the door was opened by the prime minister in person, with warm greetings and the first thing that struck my eye, standing in the hall, was the famous bag of golf clubs . . . showing all the signs of regular use. I at once commented on this to Mr. Wilson and asked him how he found them. He immediately said that they had been first class, and had taken

no less than six strokes off his game! Mr. A—(an adviser to the prime minister) afterwards remarked separately that they had been quite the most successful gift the prime minister had ever had.

"So I feel the least I can do is to let you know that all the trouble you went to over this particular presentation was very far from being love's labour lost, but obviously made an important contribution. . . ."

I had a chance to test the accuracy of that report when Mr. Wilson came to Washington for his first visit during the next presidential administration. In the course of drinks and small talk before a working lunch at the British embassy, I caught the prime minister during a lull in the conversation. He seemed rather tired and abstracted. I referred to the golf clubs and mentioned that I had participated in their selection. His face lit up. A marvelous gift, he said. A fine set of clubs. And particularly, the No. 5 wood—a terrific club. I've made some great shots with it. . . . The abstraction and the fatigue were gone as we walked to the dining room.



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TOWNSEND HARRIS

from page 19

newly created Ministry of Foreign Affairs, to help the local authorities deal with the unwelcome diplomat. When Harris showed them his copy of the treaty which plainly permitted a consular agent at Shimoda, the officials replied that their version—which had been deliberately accepted only in Japanese and left to their own interpretation—gave no such privilege. They further understood that a consul would only be sent in case some difficulty should arise and none had arisen. Harris, however, remained firm in his refusals and denial, and as stoically as the Japanese, he sat through the long hours of repetitious arguments without betraying his impatience or weariness. Finally he bluntly told the officials that he would go to Edo (Tokyo) to have the matter settled "whether they would receive me in Shimoda or not." This "greatly agitated" Moriama and the governor and caused them finally to receive Harris "with all the

honors due to my high place, and to assign me . . . the Temple . . . at Kakizaki . . . although I fear my Government might blame me for accepting a residence at Kakizaki instead of Shimoda"

Accordingly, Harris sent Heusken to nearby Kakizaki with the ship's carpenter to prepare the temple for his use.

By September 1, Harris began moving ashore. Boats from the frigate carried his baggage and stores, while men from the *San Jacinto* came to the temple and erected a flagstaff. Finally, the job was finished and while the sailors half ceremoniously formed a circle around the pole, Harris hoisted the American flag "for the first time in the mystical Empire of Japan." Soon afterwards, the *San Jacinto*, dipping her flag in farewell, headed out to sea. Now alone, with no friends to talk with except Henry Heusken, the consul general began his long exile.

During his first months in Japan, cut off from the outside world, Harris devoted himself to getting settled and to winning the respect

and trust of the Japanese by his quiet conduct and friendly disposition. His task was not an easy one. From the beginning, the authorities spied on him and Heusken. As far as his mingling with the people was concerned, Harris found himself almost completely isolated. Even the hiring of Japanese servants was a problem.

On one occasion, Harris showed Moriama his blistered hands "which had so become," he declared, "by my being compelled to do work in fault to proper servants." Moriama begged him to be more patient, but shortly thereafter, the authorities assigned several young men to Harris's house.

Besides the male servants, Harris later acquired five females especially selected by the authorities. As a commentary on their duties besides housework, they were ordered to spy on the consul general and to report to the governor "as soon as they became pregnant." The Japanese, however, wasted their schemes on the morally strict Harris, and any spying the women accomplished was done over the

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laundry tub or in the kitchen and not in the bedroom.*

Harris also faced a food supply problem. His shopping lists had to be submitted to the local magistrates who supplied him, at exorbitant prices, with the items he required. Often to Harris's exasperation, they informed him that they could not find certain items which he or his servants had already seen bountifully displayed in the shops of Shimoda. The only food Harris had no trouble in securing was sweet potatoes, eaten only by the lower classes, and for over two months he ate them with every meal except breakfast.

In December, with the approach

**According to Japanese legend, Isa Shinjiro, one of the Shogunate officials assigned to Shimoda when Harris was there, persuaded Okichi, "a reluctant geisha of rare beauty and talent" to "sacrifice herself for the sake of the country" in order to spy on Harris. This story, also retold in a 1958 movie, The Barbarian and the Geisha, was repudiated in 1953 by the great grandson of Isa, who said that "Harris did not even touch the girl." He claimed the "love affair" between Okichi and Harris is a tourist attraction promoted by present day Shimoda.*

of the holidays, Harris felt quite lonely and depressed. He confided to his journal on December 25:

Merry Christmas! How happy are those who live in lands where these joyous greetings can be exchanged! As for me, I am sick and solitary, living as one may say in a prison—a large one it is true—but still a prison.

Beginning with the new year, 1857, Harris threw himself into his diplomatic work. In meetings with officials, he sought a readjustment of Perry's treaty asking for more privileges for Americans such as permanent residence and extraterritoriality. These negotiations stretched into the spring and early summer. Harris, however, much to the surprise and increasing admiration of the Japanese, refused to give up.

As a result, by June, Harris succeeded in concluding the Shimoda Convention in which the Japanese granted the United States five important rights: Nagasaki was opened. Americans received the right of permanent residence at Shimoda and Hakodate, the currency exchange was readjusted by

weight "so that where we paid \$100, we now," declared Harris, "pay only \$34.50," extraterritoriality was secured, and finally, the consul general was permitted freedom of movement throughout Japan.

The securing of this convention was a solid achievement. Unlike Perry, Harris had obtained these favorable concessions not by a show of force, but by his own individual efforts, strengthened by experience, a respected sense of justice, and a steadfast patience and friendliness toward the Japanese. Moreover, he had done it in complete isolation from American support.

In fact, only two American ships had visited Japan since his arrival ten months previously. The first stayed for four days in October 1856; the second, arriving in March 1857, stayed for 20 days. Harris especially welcomed this ship since it furnished him with newspapers dated as recently as November 8. From them he learned that James Buchanan had been elected president.



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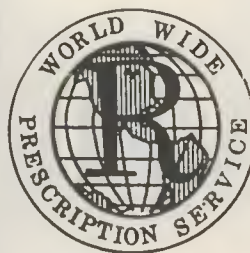
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TALES OF THE FOREIGN SERVICE

edited by Ralph Hilton, foreword by Jack K. McFall

This collection of 18 tales of life in the Service ranges from the Cannes film festival to cannibalism and from Helen Keller to the Cuban missile crisis. Published by the University of South Carolina Press. The book has been acclaimed by Henry Kissinger, Mrs. Dean Acheson, Loy Henderson and the late Robert Murphy.

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A Few Quick Fixes

Although I agree with a great deal of what John St. Denis says in "What the Hell Am I Doing Here" (*FSJ*, December, 1978), I don't realistically expect a new INA in the near future from Congress to tighten some of the absurd loopholes in the present law. A few quick fixes would help.

Section 214(b) of the Act allows consular officers to refuse visas to applicants who cannot establish that they are bona fide nonimmigrants. It puts the burden on the applicant, which in effect means that the consul can use circumstantial evidence to refuse the case—for example, such factors as lack of financial resources, employment, or family ties in his own country. In other words, the consul does not have to extract a confession from the applicant that his intention in coming to the US is to remain permanently. On the other hand, Sections 101(a)(15)(b), (f), (h), and (j) all state that the visa applicant must have a residence abroad which he has no intention of abandoning. In recent instructions to the field, the department has stated that in effect it is the consular officer's responsibility to establish that the applicant intends to abandon his residence. Anyone who has done visa work will tell you that this is a tall order. We do not have crystal balls behind the counter.

I had to chuckle recently when a consular assistance team (CAT) was dispatched to the consular section in New Delhi to "reeducate," if you will, our consular officers there who were apparently refusing too many student visas. Of course, they were doing exactly what I would do: asking themselves honestly what are the odds that this student visa applicant will ever return to India. In most cases about zilch. Ask any US engineer: the Indian or Pakistani engineer has become as ubiquitous on the American scene these days as the Filipino doctor.

The student visa mess, for example, could be easily solved with a very brief amendment to the INA. Simply legislate that for

every year of education provided in the United States, the student must agree to spend an equal period of time back in his own country before he can emigrate to or work in the US. No adjustments of status allowed, even if he or she marries an American citizen. The only exception should be if the student can show that he will be politically persecuted upon returning home. We should not send people home to firing squads. A couple of lines in the INA would solve the problem.

Does this proposal sound cruel or heartless? I don't think so. The federal government is financially involved these days in higher education on a grand scale. All universities, public and private, receive subsidies of one sort or another from Uncle Sam. Thus, educating foreign students is in fact a hidden form of foreign aid probably amounting to millions each year. Given that why shouldn't these students be required to return home and use their skills there?

GERALD A. WUNSCH

Amsterdam

Streamlining Procedures

John St. Denis's article in the December issue of the *Journal* raised some interesting questions concerning consular work, particularly visas. As Mr. Denis said, we lack control over the movement of people to the United States and, in the Foreign Service at least we seem to have little interest in doing anything about it. Whether we agree with this attitude that we only implement policies someone else makes, we can start to improve the way we issue visas, particularly immigrant visas. The thick piles of paper that accompany every visa, the elaborate card files, the "waiting lists," the clearances from one post to another, the allocation of "numbers" by the department all take great amounts of time on our part and on that of the applicant. Is it worth it? I don't think so. Two minutes will indicate whether someone will get an immigration visa. After that we chase them up and down the hill "assembling documents" while we spend hours every day explaining requirements, answering questions ("no, the numbers haven't come yet") and sending messages around the world. We also drive deeper the

impression, the belief, that the United States Government is second to none in the bureaucratic big leagues.

Can this be improved? Yes. The same offices that grind out immigration visas issue US passports. Most of us would regard a passport as a much more important document than a visa. Yet issuing a passport takes a small fraction of the time and effort required for an immigration visa. It was not always so. But over the last 10 years Congress has dropped anachronistic citizenship legislation and the department has streamlined procedures. The same thing could be done with immigration visas.

The department could start by administratively reforming its IV procedures while requesting modernizing legislation where needed. The legislation should be sought, not on the basis of relaxing standards and controls, but on the basis of identifying those controls which make sense and which work. If they can't be made to work, drop them. As an example, every would-be immigrant must take a physical examination and present a police clearance from every place he has lived for more than six months. In most countries those documents are invariably "clear." We know why but we can't change local custom. Let us at least recognize the phenomena and drop those requirements. They only serve to transfer money from a poor class, the immigrants, to doctors and police officials.

Almost every visa section is busy but much of the work is busy work. If we can eliminate the pointless paper shuffling we can get a lot more done, we might even find time to think about the movement of people to the United States.

RICHARD J. HIGGINS

American Consul

Istanbul

Write On

John St. Denis's "What the hell . . ." correctly scores the somewhat surreal quality of the immigrant visa function in a "come now—adjust status or be amnestied later" world. And the lack of critical letters to the editor which he notes following the number of provocative *FSJ* articles of consular interest has indeed been strik-

ing. However, I believe that consular officers have not been bludgeoned into an entirely passive submission to the current visa non-system and truncated career prospects. The Open Forum's working group on consular affairs—soon to publish a comprehensive report—is one example. Another is the six-year old Consular Officers' Association, encompassing half of the consular cone, and its newspaper, the *Consular Packet*, whose pages, indeed, have supplied Mr. St. Denis with the consular promotion statistics he uses so well. His general message is right on target, and I expect that it will impel many others interested in consular work to action and to voice.

ALFORD COOLEY

Washington

Premiums and Penalties

 I am enrolled in the Foreign Service Benefit Plan (Enrollment Code 402) under the Federal Employees Health Benefits Program. The monthly cost of this plan, which is self and family—high option, has jumped from \$28.15/month in 1978 to \$48.43/month in 1979. A telegram from this embassy to the State Department inquiring about the reason for such a spectacular increase brought forth the laconic response that CSC had instituted a new way of figuring the premium for this plan. I would like to know more precisely how the new premium is justified.

A related, but to me even more important, issue, is the relative cost of plan 401 (self only) and 402 (self and family). Plan 401 will cost \$8.44/month in 1979. Thus, two eligible persons—husband and wife—could each join plan 401 for a combined monthly cost of \$16.88. In cases like mine, however, where my spouse is not a federal employee eligible to join plan 401 (or any other), we must opt for the family plan. This costs us \$32.45/month *beyond* what we would have to pay were my wife also in the foreign service. This \$32.45 *difference* is itself \$4.30/month more than the monthly cost of the family plan in 1978.

Clearly, there is something wrong in the way premiums are established, for in effect my wife and

I, childless, are contributing mightily to the medical bills of other people's children. This is not what insurance is about; it is supposed to involve the sharing of equal or comparable risks. But a family with six children pays the same health care premium as my wife and myself.

Questions: 1. Is there some reasonable explanation for the difference in cost between plans 401 and 402 that I do not perceive?

2. Is the establishment by CSC of only two categories of plan (self only and self and family) legislatively mandated or is it merely a policy of CSC?

3. In either case, has any recent thought been given to revising the system so that the premium depends directly on the number of persons covered, thereby reducing the unfair burden on childless couples?

HARVEY I. LEIFERT

Paris

Tribute to Peter Orr

 Like Mr. Boughton, I would like to add to the obituary of Peter Orr. In addition to other assignments, Peter served twice in Vietnam, first in the provinces, later in Saigon, where he became my colleague, neighbor, and friend.

During March and April 1975, Peter, who was in the Consular Section, threw himself with total dedication into expediting the evacuation to the United States of American citizens and Vietnamese whose safety was threatened. He was particularly concerned to help relatives of American citizens—especially children—who were separated from their families in the United States.

By negotiation with the Vietnamese authorities, Peter established a procedure which greatly speeded the evacuation process and made it possible to take fuller advantage of the weeks remaining before the fall of Saigon. During all this time he seemed never to rest, driven by anxiety that some person would be left behind and a family divided forever. His truly heroic exertions will be remembered by all who served with him; and thousands now in the United States will always be in his debt.

JOSIAH W. BENNETT

Marco Island, Florida

No Press Agency

 Upon re-reading the letter to the editor entitled "Ambassador Young" in your November 1978 issue, I find that someone simply has to warn the *Journal* against publishing such letters; and since nobody else seems to have thought of doing it, I guess the task falls to me.

That letter, by my friend Zachary Geaneas, was really a piece of press agency—obviously unsolicited—for Ambassador Young. (*"I know him to be an astute, highly intelligent and articulate politician who has mastered the trade of diplomacy. He has earned the respect of his peers, the other representatives to the United Nations. He is considered by them to be one of the finest representatives that the US has ever had in the UN. I personally classify him at the same level as two well-thought-of political appointees."*)

This kind of mash note from a subordinate about his superior does no good to either of them. Nor does it do the *Journal* any good, unless it were to open its columns to people who hold different opinions, which I do not by any means recommend.

There is no doubt that the letter was written from the heart, but it really raised more questions than it answered. Had Ambassador Young seen the letter before it was sent? Are subordinates now expected to write this sort of letter to the *Journal* when their superiors are publicly criticized? Could not other ambassadors now think that it is all right for them to solicit such letters from subordinates?

And what will the *Journal* do if it receives letters of a different tenor about the performance of other ambassadors? Is it to become a forum for performance evaluations of American diplomats? And if it becomes something of that kind, what embarrassing things might not be revealed by subordinates who do *not* hold the same high regard for their superiors as Zack Geaneas does for Andy Young?

It was a nice letter, but a bad precedent. Let's not have any more letters of that kind. They are embarrassing. This has nothing to do with Ambassador Young. For all I know, he may have been embarrassed himself.

MARTIN F. HERZ

Washington

This portion of the JOURNAL is the responsibility of the Governing Board of AFSA and is intended to report on employee-management issues, conditions of employment and the policy and administration of AFSA, including its Board, Committees, and Chapters.

Members wishing to send letters on employment, working conditions or AFSA affairs should get them to AFSA by the 10th of the month preceding desired publication. AFSA News Committee, Room 3644, N.S.

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NEWSBREAK

COMPLAINT AGAINST AFSA DISPOSED OF BY LABOR DEPT.

By letter of January 11, the Director of the Office of Labor-Management Standards Enforcement informed the American Foreign Service Association of the disposition of the complaint filed with the Secretary of Labor by Mr. John D. Hemenway relating to the 1977 AFSA Governing Board Elections.

After summarizing the results of its investigation of the approximately 30 allegations presented in the complaint, the letter concluded "it has been determined, after consultation with the Solicitor of Labor, that legal action is not warranted in this case and we are, therefore, closing our file as of this date."

Of the allegations, eleven were found not to constitute violations of Executive Order 11636 or of the Regulations of the Assistant Secretary of Labor. Eight others were declared to relate to recall issues not within the purview of the Office Director's jurisdiction and three were declared not to fall within the elections provisions of the Executive Order. The remaining allegations were generally dismissed as not substantiated by investigation or without merit. Reporting in the *Journal* on issues raised in Mr. Hemenway's allegations was found to be factual and objective.

The complete text of the January 11 letter will be supplied to members on request.

ELECTION CALL

1979 ELECTION OF AFSA OFFICERS AND CONSTITUENCY REPRESENTATIVES

This Election Call issued in accordance with Article VI(1) of the AFSA Bylaws, constitutes formal notice to all AFSA members of the opportunity to participate in nominations and election of a new Governing Board. All of the Officer and Representative positions listed below are for two-(2) year terms beginning July 15, 1979.

A. Positions To Be Filled

1. The officer positions to be filled in this election are:

- (a) President
- (b) Vice President
- (c) Second Vice President
- (d) Secretary
- (e) Treasurer

2. The Constituency Representative positions to be filled in this election are:

- a) State Department Representative (3 positions)
- (b) AID Representative (1 position)
- (c) ICA Representative (1 position)
- (d) Retired Member Representative (2 positions)

The number of representatives to which each constituency is entitled is determined by a formula prescribed in the AFSA Bylaws, Article IV (4) authorizing one representative for every one thousand members or fraction thereof. The number of positions to be filled in this election is based upon the membership rolls as of December 31, 1978.

B. Qualifications for Nominating and Being Nominated

1. Any member in good standing of AFSA (i.e., a member whose dues are automatically deducted or who has paid dues through March 2, 1979, the deadline date for receipt of nominations) may submit names in nomination for any or all of the above-listed positions.

2. In order to be nominated a person must likewise be a member in good standing. (The Bylaws require that a "candidate" must be a member through June 30, 1979. If a member is nominated who is not on automatic dues deduction and has paid dues through March 2, 1979, but has not paid through June 30, 1979, that member will be contacted and advised that he or she must pay dues through June 30 in order to be a candidate.)

C. Nominations for Officer Positions

Any member in good standing of AFSA may nominate any member in good standing, including himself/herself, for the position of President, Vice President, Second Vice President, Secretary, or Treasurer. No member may nominate more than one (1) person for each position.

D. Nominations for Constituency Representative Positions

Any member in good standing of AFSA may nominate any member(s) in good standing of his/her constituency (AID, USIA, State Department or Retired), including himself or herself, for the position(s) of Representative from that constituency. No member may nominate more than three (3) persons for State Department Representative, one (1) person for AID Representative, one (1) person for ICA Representative, and/or two (2) persons for Retired Member Representative.

E. All nominations must be submitted in writing or by cable. All written nominations must be addressed to AFSA Elections Committee, P.O. Box 57061, West End Station, Washington, D.C. 20037. To be valid, they must, without exception, be received at this address no later than 5:30 p.m., March 2, 1979. Members overseas can send "AFSA Channel" cables marked for delivery to AFSA Elections Committee. They must be received by the Committee within the same time limits.

F. Nominations may be submitted individually or in slates, and will be listed accordingly on the ballot.

G. No member may appear on the ballot as a candidate for more than one (1) position.

H. An authorized representative of the Elections Committee will communicate with each nominee (including members who nominate themselves) as quickly as possible after the receipt of each nomination to determine whether the nominee wishes to be a candidate. Any member who so accepts the nomination must confirm his or her acceptance in writing addressed to the AFSA Elections Committee, Post Office Box 57061, West End Station, Washington, D.C. 20037, to be received no later than 12 noon, March 9, 1979. Alternatively, the written acceptance can

be hand delivered to a Committee member who will be in the AFSA Office, Room 3644 NS from 11 a.m. to 12 noon on Friday, March 9. Any nominee whose written acceptance of nomination has not been received by the Elections Committee, by 12:00 noon, March 9, 1979, will be considered to have declined candidacy.

- I. In accordance with instructions which will be issued by the Elections Committee on or before March 1, 1979 and distributed as promptly as possible, all candidates nominated under the procedure outlined above will be given the opportunity to submit campaign statements for distribution to AFSA members in the April 1979 issue of the *Foreign Service Journal* and/or *AFSA News* as prescribed in the AFSA Bylaws, Article VI (4). All candidates will be given further opportunity to distribute campaign statements to the AFSA members in the May 1979 issue of the *Foreign Service Journal* and/or *AFSA News*.
- J. Any candidate at his or her own expense may obtain from AFSA a printout of membership or gummed mailing labels for the entire membership or individual constituency as listed in paragraph A.2 above. Any candidate may at his or her own expense use AFSA's regular contractual facilities to reproduce, prepare for mailing, and mail campaign literature to the entire membership or individual constituency as listed in paragraph A.2 above. Such requests will be honored from February 19, 1979 through May 31, 1979. A list of these services together with a statement of the charge for each will be included in the Instructions to Candidates to be issued by the Elections Committee. Candidates may also place paid advertisements in the *Foreign Service Journal*.

FOR RETIREES

Wellfounded rumors have been circulating that the Carter Administration was considering plans to limit cost of living raises of annuities paid to retirees to once a year from the current twice yearly schedule. Administration budget officials estimated the change could save the Government up to \$500 million a year. Responding to widespread protests by employee groups and others, we understand that the Administration has shelved this proposal for at least 1979.

The next cost of living increase will take effect in March 1979 as determined by increases in the Consumer Price Index. According to current estimates as we go to press, it is expected that the increase will be about 4 percent.

K. Ballots

The ballot will be distributed on or about May 15, 1979, to each person who is a member on May 1, 1979. Each member may cast one vote for each Officer position and in addition one vote for each Representative position in the member's own constituency by voting for candidates listed on the official ballot, or by writing in the name(s) of member(s) eligible as of June 30, 1979, or by both. To be valid a ballot must be received by the Elections Committee no later than 5:30 P.M., Friday, June 29, 1979, at the address indicated on the envelope accompanying the ballot. More detailed balloting instructions will accompany the ballots.

L. Tally of Ballots

On or about July 1, 1979, the Elections Committee will count the ballots and declare elected the candidate receiving the greatest number of votes for each position. Candidates or their representatives may be present at the counting and challenge the validity of any vote or the eligibility of any voter. The Committee will inform candidates individually of the election results by the swiftest possible means, and will publish the names of all elected candidates in the August issue of the *Foreign Service Journal*. The elected candidates will take office on July 15, 1979, as provided in the Bylaws.

M. Questions, Suggestions or Complaints

At any time following publication of this Election Call through September 15, 1979, any member may file a written question, suggestion or complaint concerning the conduct of the 1979 election. Such question, suggestion or complaint should be addressed to the Chairman, AFSA Elections Committee, P.O. Box 57061, West End Station, Washington, D.C. 20037.

PROPOSED REVISION OF F.S. PERSONNEL SYSTEM

The Department of State's management began just before Christmas to unveil and invite discussion concerning a series of proposals for revising the Foreign Service personnel system. Preliminary meetings have been held with AFSA and draft memoranda outlining ideas have been circulated among most senior level management officials. No hard new formula has yet evolved; however the central theme appears to be aimed at better rationalizing the present dual personnel system in State (Foreign Service and Civil Service), at creating within the Foreign Service a new Senior Executive level of employment, and to realign the Foreign Service pay schedule to be more closely identical to the Civil Service pay levels.

In part, the stimulus for these proposals is the recently passed Civil Service Reform Act which largely exempted the Foreign Service but does have considerable impact on the career status of Civil Servants employed in the foreign affairs agencies. In particular, management is attracted by the concept of a Senior Executive Service which gives management increased flexibility in handling senior level personnel. The proposals would also open up the opportunity for senior Foreign Service personnel to receive performance pay which could increase an employee's income substantially above the present \$47,500 ceiling.

Obviously, the Foreign Service Act of 1946 will have to be significantly amended before most of these proposals could be adopted. AFSA will have many further consultations with management before any proposals are submitted to Congress. AFSA is also prepared to communicate its views directly to Congress. We will vigorously support those proposals which we believe are constructive and oppose those we see as weakening the effectiveness of the Foreign Service.

As soon as management's proposals are received in a coherent form, we will circulate them to our membership and request your views and observations.

We understand that State management is also floating these same ideas to management officials in AID and ICA. Reportedly, ICA management finds State's preliminary proposals interesting and is inclined to support their adoption. AID management, on the other hand, is undecided how to react because it is already deeply involved in reorganizing its personnel system in response to demands mandated by the last Congress as reported in recent issues of the *Foreign Service Journal*.

OUR COVER ARTIST

Kathie Welde, who painted "Women of the Middle East" on our February cover, cooks and writes as well, and is a member of the Washington bureau of the *New York Times*. As a Foreign Service wife, Kathie lived and cooked in Europe and the Middle East for 13 years. She also studied art for many years and held one-person shows of her impressionistic paintings. A widow, Kathie has raised five children and her oldest daughter, Kristen, has followed the Foreign Service path and works in the exhibits section of ICA. Kathie's book, *Guess Who's in the Kitchen*, will be published later this month.

PROPOSED UNIFIED PERSONNEL SYSTEM IN AID

AFSA/W appreciates the comments on the proposed system provided to the AID Standing Committee by AFSA Chapters and F.S. personnel. Your interests and concerns are being made known to Agency management.

We are fast approaching a new stage in the development of the Agency's proposal, which is scheduled for transmission to the President, through the OMB, on February 15. The Agency's consultant expects to complete a draft concept/principles/framework paper o/a January 19th. It will contain recommendations that have been discussed with Agency management, other Government agencies, including Congressional staff, and employee bargaining agents. None of these organizations are likely to be happy with all of the recommendations, e.g., the Senate and House Foreign Assistance Appropriations and Authorizing committee staffs (and AFSA) believe that too much of an accommodation is being recommended for Civil Service, and the OMB would like to see the minimum requirement for retirement made age 55 with 30 years service.

AFSA will be commenting to Agency management and other Government agencies, including the Congress, on the consultant's recommendations, which we understand probably will include the following:

(a) A rank in person system for the entire Agency.

(b) Two career strains: International Development Officers (IDO)—available worldwide—and International Development Reserve (IDRs)—US service only.

(c) Adoption of the G.S. pay schedule (grades 1 through 18) for all employees. IDOs would receive an annual within-grade step increase until they reach the G.S. equivalent salary level of Step 7 in the old F.S. pay schedule. The waiting period for the remaining steps, and all within grade step increases after promotions, would be in accordance with G.S. criteria, i.e., one year for steps 2, 3 and 4; two years for steps 5, 6 and 7; and three years for steps 8, 9 and 10.

(d) Current permanent supergrades, primarily FSR-1s and 2s (AID has only eight permanent G.S. supergrades) would be grandfathered in as permanent supergrades. Other supergrades would be AD (AID has about 106 ADs, of which 48 are supergrade) or members of a Foreign Affairs Senior Executive Service (FSES), which might have links to other foreign affairs agencies and/or the USG-wide SES. Selection into the FSES (voluntary) and selection-out would be by recommendation of a panel. The Administrator probably would have the right to remove personnel from the FSES

without reference to the panel. There would be retreat rights to the grade held before selection in and, perhaps, salary protection for those on the way down.

(e) All overseas positions would be classified IDO; AID/W positions would be classified IDO and IDR, depending upon such factors as the need for continuity of encumbrance or overseas experience (criteria not yet fixed).

(f) Civil servants encumbering IDO positions and unwilling to accept overseas service would be grandfathered in as IDRs and allowed to encumber any IDO position, i.e., regardless of length of service all civil servants would be retained as if nothing had happened (Note: Management states it would new hire IDRs for IDO positions on an exception basis only).

(g) There would be common (mixed) promotion panels and RIF schedules for IDOs and IDRs.

(h) Due to a F.S./Civil Service interchange agreement, any G.S. with tenure would automatically have tenure if converted to an IDO.

(i) All new IDOs would immediately join the F.S. Retirement System (IDRs would remain in the Civil Service Retirement System) and compute their annuity on a flat two percentum per annum. However, age and service requirements for retirement would be reduced from 55/30 to 50/20 by subtracting one year of age and two years of service for each year of overseas service, i.e., it would take five years of overseas service for the full reduction.

(j) The current selection-out authority would be retained (even if not used).

(k) IDOs, but not IDRs, would be subject to mandatory retirement at age 60, if the Supreme Court rules for the Administration.

(l) IDOs no longer able to serve overseas would be retained as IDOs.

(m) IDRs might be allowed to opt for one tour overseas for experience.

(n) All initial conversions to IDO/IDR would be simultaneous.

(o) Conversions, with the exception of those for permanent supergrades, probably would be to the lowest grade that would not cause a salary loss, e.g. an FSR 3 step 7 would become a grade 14 step 10.

After OPM, State, AFSA, etc., have commented on the recommendations, GC is expected to draft the authorities (not detailed regulations) to be requested from the President and/or Congress. Your inputs are again requested so that AFSA can represent, and have the benefit of, your views. AFSA representatives are requested to make wide USAID distribution of this message.

The legislation implementing the UPS must be submitted to Congress by March 15.

We anticipate that an intensive lobbying effort will be required with the Congress to insure that the final law is consistent with our interests.

AFSA members in the Washington Area, active and retired, are urgently needed to help present our views to the Congress. Volunteers are requested to contact the AFSA office in Main State (telephone 293-3806 or 632-8160) or a member of the AID Standing Committee.

NEW TO AFSA BOARD

Following a straw vote by State Keypeople in which six candidates contended, the Governing Board on December 19 appointed Barbara Bodine (NEA/ARP) and Robert Stern (EA/PHL) to fill two vacant State Representative positions. This brings the Board, which serves until next June, up to its full 13-position complement.



Barbara joined the Foreign Service in 1971, and since then has done consular and political-military work in Hong Kong and Bangkok, with stints in Taiwan in Chinese language training and on the Department's Secretariat staff. Recently she's been active as AFSA Keyperson and is co-chairman of the informal "Group of 46" which spearheaded the petition signed last winter by 600 FS people on State's Foreign Service personnel policies.

Bob entered the Foreign Service in 1966 and has had consular and economic/commercial tours in Costa Rica, the Philippines, and Hong Kong. A long time member of AFSA, he is on his second Washington assignment, having served on the Precepts Subcommittee during his previous tour.



Foreign Service People

Birth

Miller. A son, Eric Robert, born to Dr. and Mrs. Thomas J. Miller on January 4, in Washington.

Deaths

Atherton. Joan Reed Atherton, mother of Ambassador-at-Large Alfred L. Atherton, Jr., died on December 9 in Palm Beach Gardens, Florida. She had accompanied her son and family on their assignments to Aleppo and Calcutta. Known to children and adults alike as Grammy Jo, or GJ, she was "grandmother at post" to everyone. In addition to her son and his wife, Betty, of 1435 4th St., S.W., Washington, D.C. 20024, she is survived by another son, Robert, and six grandchildren.

FSJ SPECIAL SERVICES

In order to be of maximum assistance to AFSA members and *Journal* readers we are accepting these listings until the 15th of each month for publication in the issue dated the following month. The rate is 40¢ per word, less 2% for payment in advance, minimum 10 words. Mail copy for advertisement and check to: Classified Ads, *Foreign Service Journal*, 2101 E Street, N.W., Washington, D.C. 20037.

BOOKS

BEST BUYS IN BOOKS. Our super-value plan brings big savings. Send list of Subjects and Authors of interest. Book Service, 348 East Troy Avenue, Indianapolis, Ind. 46225.

VACATION RENTALS

ADIRONDACK LODGES on Upper Saranac Lake. Available for two weeks or a month, July through September. Everything provided for comfortable living in the quiet woods. Please write Bartlett Carry Club, RD 1, Tupper Lake, NY 12986.

VACATION IN NEW HAMPSHIRE during home leave. Available May through October, furnished house on five wooded acres off I-93 adjacent White Mountain National Forest. Many summer activities nearby. \$350 monthly. Also small newly furnished two bedroom apartment \$200. Brochure on request. Write Roger King Realty, Campton, N.H. 03223.

NURSING HOME

UNIVERSITY PARK, 2420 Pemberton Rd., Richmond, Virginia 23229. Brand new facility meeting latest codes and requirements on 30 acres park. Only 1½ hours south of D.C. Phone: 804-747-9200.

TAX RETURNS

INCOME TAX preparation. Rentals, moves, sales, etc. For TCA computer checked returns, Brigitte Savage, 620 Beulah Rd., Vienna, Va., 22180. (703) 938-4296.

TAX RETURNS and representation. T. R. McCartney (ex-foreign service). Write: Business Data Corporation, P.O. Box 57256, Washington, D.C. 20037, for details.

Born. Christopher Born, 21-year-old son of Donald and Margot Born, died when struck by a car on December 3. Christopher, a student at the University of Massachusetts, was born in Australia and accompanied his parents on assignments to Haiti, Turkey, India and Bangladesh. In addition to his father, now assigned to Ghana, and his mother, 3932 Legation Street, N.W., Washington, D.C. 20015, he is survived by three brothers, Timothy, Peter and Stephen, and a sister, Susan.

Bowie. John M. Bowie, FSO-retired, died on December 19, in Potomac, Maryland. He joined the Foreign Service in 1945, after serving four years in the US Navy. Mr. Bowie had assignments in Beirut, Damascus, Amman, Jerusalem, Haifa, Nicosia, Manila, Jiddah, Rabat and Khorramshahr. He also served as NATO Adviser on Middle East Affairs in Paris, and at the US Armed Forces Staff College in Virginia. In 1964 he served in Alexandria, UAR and from 1964-72 in the Office of Munitions Control. His last overseas post was headquarters, EUCOM in Germany before retirement in 1976. He is survived by his wife, the former Janine Cabirol, and son, Ian, of 11121 Hunt Club Drive, Potomac, Maryland 20854. Contributions in his memory may be made to DACOR.

Hoffheimer. Ruth Ann Hoffheimer, FSSO-retired, died on October 22, in London. Miss Hoffheimer joined the Department of State in 1945 and served at Tehran, Singapore, Wellington, Tel Aviv, London, Nice, Phnom Penh, La Paz, Colombo and again London where she retired in 1968.

Vincent. Elizabeth T. Vincent, widow of CM John Carter Vincent, died on November 24, in Cambridge Massachusetts. Mrs. Vincent accompanied her husband on assignments to Mukden, Nanking, Dairen, Geneva, Shanghai, Chungking, Bern and Tanager before his retirement in 1953. Mrs. Vincent is survived by her son, John C. Vincent, Jr., c/o Hill & Barlow, 225 Franklin St., Boston, Mass. 02110.

Congress. We have already called or management to consult about establishing official records showing how many required overtime hours were actually worked, so they can give the Congress factual information rather than guesses when staffing questions arise. Principles of professional management alone should require that the Department and ICA do this rather than, as has just occurred, allow their guess expressed to the Congress to force the agencies to require several hundred officers to contribute many required work hours gratis to the Government while others are receiving premium pay.

Overtime Compensation

AFSA SIGNS AGREEMENT ON FSO—FSIO PAY

Continuing Opposition to Pell Amendment Stressed

In a tough rearguard action, AFSA on December 19 completed negotiations on premium pay for at least some of the FSOs and FSIOs for whom such compensation has been precluded since October 1, 1978 by Senator Pell's Amendment to the FS Act.

The Congress, it will be recalled, had amended the FS Act in August 1977 to eliminate any compensatory time or overtime pay for these officers. Later under AFSA pressure it had agreed that there be a "special allowance" for a small number of them to receive partial compensation when substantial regular or shift work is performed. It was this provision that AFSA and management succeeded in putting into an agreed-upon regulation. AFSA ended by winning employee benefits for the ICA Foreign Service as well, since their nominal representative, AFGE Local 1812, pulled out of the negotiation early on.

In general terms, the agreement provides for limited compensation (at about half-pay, not time-and-a-half) for a limited number of FSIOs and FSOs (only about 100 State officers, plus 12 in Sinai and only about 30 ICA officers, 8s through 4s only, but not if they're working for senior officers at State, AID, or ICA). Compensation may be granted if the officer averages at least 55 hours per week or 45 hours if working rotational 24 hour shifts (e.g. S/S-O) or shifts with half the duty hours falling outside ordinary Government working hours. Except for the Sinai 12, no officers working overseas would qualify for the "special allowance."

AFSA in signing asked management to append our statement of our continuing disagreements to the Foreign Affairs Manual Circular publicizing the new regulation. Management refused. Our objections are: 1) to the 55 hour figure—management had told Congress that the "special allowance" should go to officers working more than 50 hours, 2) to the 112 person limit for State on people to be compensated—management's own survey indicates about 300-400 FSOs may be working over 50 hours per week, and 3) to management's continuing lack of an effective system for determining how many hours of work are required to do State's (not to mention ICA's) job.

Planned AFSA Action

We will continue to work for the repeal of the Pell Amendment in the new

American Foreign Service Protective Association, Inc.

1750 Pennsylvania Avenue, N.W., Washington, D.C., 20006 Suite 1305 — Phone (202) 393-4220

CHANGES IN Group Life Program effective March 1, 1978

Additional insurance available up to \$30,000 for those who have or take the basic \$17,500 policy.

It is with pleasure that we announce that our Board is able to offer an additional unit of \$10,000 group life and AD&D for the active member, making a total of \$30,000.

Members of the Association under 60 years of age and on active service may subscribe for an additional \$10,000, \$20,000 or \$30,000 Group Life and \$10,000, \$20,000 or \$30,000 AD&D, effective March 1, 1978, at \$85 a year per each \$10,000 of additional insurance, provided that this additional coverage must terminate upon resignation or re-

tirement or age 65 (whichever is first).

Officers who are now members of the Association may make application by using the amended form including information necessary to satisfy the Underwriter that they are in good health (see section of booklet entitled ENROLLMENT).

Officers joining the Association who wish the additional insurance should make their application therefore at the same time as the application for Group Life.

NEW PREMIUM RATES

Regretfully inflation has forced some changes in our premium rates for the first time since 1929. The new rates for old or new members for the basic \$17,500 Group Life plus \$17,500 AD&D, plus up to \$3,000 family coverage are:

To 41st birthday	\$100 per year (unchanged)
To 51st birthday	\$150 per year
To 65th birthday	\$185 per year
Over 65 for those who qualify for reduced coverage,	\$37 per \$1,000 per year.

Coverage After Age 65

There is a minor change in retirement coverage for old or new policies and the provision effective

as of March 1, 1978 reads:

RETIREMENT. Members who retire on an immediate annuity may retain this policy unchanged until age 65. If at age 65 they have held this policy continuously for 20 years, they may continue to carry \$5,000 plus reversionary if any, AD&D at \$5,000 and Family Coverage (if they have been carrying \$17,500) at \$185 per year (lesser amounts at lower premiums if they have been carrying less than \$17,500).

Members who transfer without a break in service from the Foreign Service to another civilian position with the United States Government may continue their policy unchanged as long as they continue such Federal employment and have the same privileges as noted above if they retire on an immediate annuity.

Application forms and Booklet available on request.

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