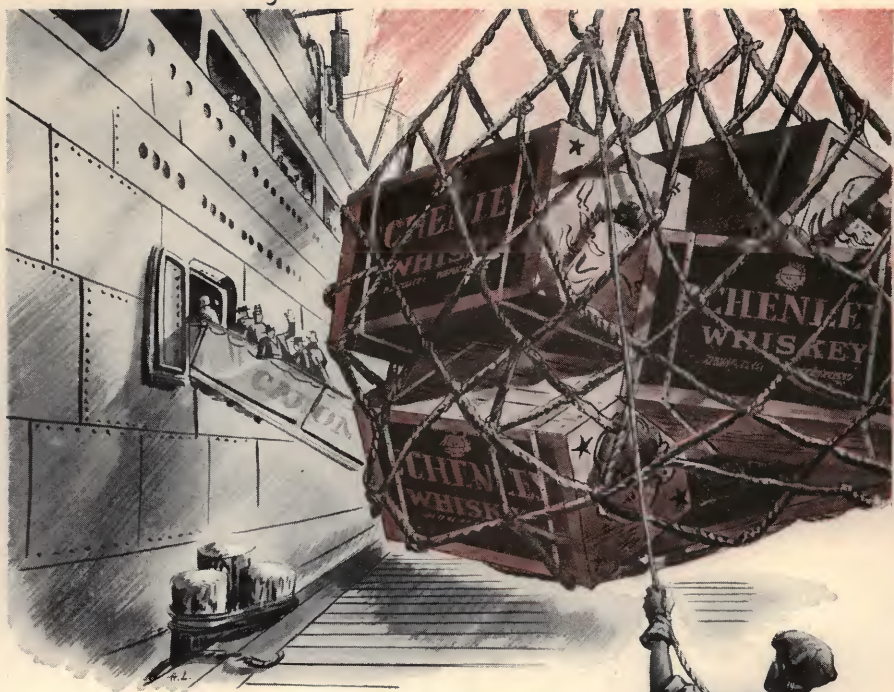


The **AMERICAN FOREIGN SERVICE JOURNAL**

VOL. 23, NO. 3

MARCH, 1946





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Cover Picture:

CENTRAL HALL, LONDON, where the meetings of the first General Assembly of the United Nations were held. The Security Council met across the street in Dean's Yard at Church House in the same room where the House of Commons assembled following the bombing of the Houses of Parliament.

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FOREIGN SERVICE CHANGES

The following changes have occurred in the American Foreign Service since October 12, 1945:

Glenn A. Abbey of Dodgeville, Wisconsin, Secretary of Mission at New Delhi, India, has been assigned American Consul at Bombay, India.

Garret C. Ackerson, Jr., of Hackensack, New Jersey, assigned to the Department, has been designated Counselor of Legation at Copenhagen, Denmark.

J. Kenly Bacon of Newton, Massachusetts, assigned to the Department, has been assigned American Consul at Quebec, Quebec, Canada.

William Barnes of Belmont, Massachusetts, American Foreign Service Officer assigned to the Department, has been designated Second Secretary of Embassy and American Vice Consul at Lisbon, Portugal.

Howard A. Bowman of Calexico, California, American Consul at Cali, Colombia, has been assigned American Consul at Posen, Poland.

Joseph F. Burt of Fairfield, Iowa, American Consul at Guayaquil, Ecuador, has been assigned American Consul General at Gdynia, Poland.

Warren M. Chase of Gary, Indiana, First Secretary of Legation at Bern, Switzerland, has been assigned American Foreign Service Officer for duty on the Staff of the United States Political Adviser on German Affairs, Berlin, Germany.

V. Lansing Collins of New York, New York, Third Secretary of Embassy and American Vice Consul at Panama, Panama, has been designated Second Secretary and American Vice Consul at the same place.

Forrest N. Daggett of Pasadena, California, American Foreign Service Officer assigned to the Department, has been assigned American Vice Consul at Sydney, New South Wales, Australia.

The assignment of George K. Donald of Mobile, Alabama, as American Consul General at Lourenco Marques, Mozambique, Africa, has been canceled. Mr. Donald has now been assigned as American Consul General at St. John's, Newfoundland.

Robert English of Hancock, New Hampshire, American Consul at Ottawa, Canada, has been assigned American Consul at Hamilton, Ontario, Canada.

Fayette J. Flexer of Joliet, Illinois, First Secretary of Embassy and American Consul at Madrid, Spain, has been designated First Secretary of Embassy and American Consul at Buenos Aires, Argentina.

Carol H. Foster of Annapolis, Maryland, American Foreign Service Officer assigned to the Department, has been assigned American Consul General at Capetown, Cape Province, Union of South Africa.

Edward L. Fieers of Cincinnati, Ohio, assigned to the Department, has been designated Third Secretary of Embassy and American Vice Consul at Moscow, Union of Soviet Socialist Republics.

A. David Fritzman of Wilmore, Kentucky, Third Secretary of Legation and American Vice Consul at Tangier, Morocco, has been designated Second Secretary of Legation and American Vice Consul at the same place.

Richard D. Gatewood of New York, New York, American Vice Consul at Colombo, Ceylon, has been designated Secretary of Mission at New Delhi, India.

Archibald E. Gray of Bethlehem, Pennsylvania, Second Secretary of Embassy and American Consul at Port-au-Prince, Haiti, has been assigned American Consul at Amsterdam, Netherlands.

Caspar D. Green of Caspar, Ohio, Secretary of Mission at Helsinki, Finland, has been designated Third Secretary of Legation and American Vice Consul at the same place.

Edward M. Groth of New Rochelle, New York, Counselor

(Continued on page 60)

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MARCH, 1946

Report on the United Nations

By EDWARD R. STETTINIUS, JR.

THE faith placed in the United Nations by the people of the 51 countries whose representatives signed the Charter at San Francisco has been more than justified in London by the accomplishments of the first meetings of the General Assembly, the Security Council and the Economic and Social Council.

This first gathering was primarily conceived as an organizational meeting at which the principles of the Charter would be translated into the actualities of a functioning international organization.

Actually we found ourselves confronted with a two-fold problem: the actual establishment of the organization with the vast mass of procedures involved; and the discussion of substantive problems which cut across the regular agenda to provide the first tests as to whether or not the United Nations was a workable mechanism.

The United Nations has met its responsibilities in both respects. An organization has been created, and constructive consideration given to the

urgent political and economic problems brought before its first meetings. Discussion was vigorous and open. This was true not only of the General Assembly but equally so of the Security Council. There was much plain speaking, and each nation expressed forcefully its point of view. The large measure of agreement that was reached can be judged by the many constructive results achieved.

A great achievement, beyond mere terms of organization, was the establishment by unanimous agreement of the Commission to deal with the prob-

lems raised by the discovery of atomic energy. The Secretary of State, with the collaboration of the statesmen of the other members of the Big Five and Canada, achieved this objective when the General Assembly of the United Nations adopted without change the draft resolution on the control of atomic energy.

At the Assembly plenary session which considered the resolution, Secretary Byrnes urged the nations to "see



Messrs. Bevin and Stettinius at the Security Council Table

that the world ceases to be an armed camp." He warned that "the problems presented by the discovery of atomic energy and of other forces capable of mass destruction cannot be solved by any one nation. They are the common responsibility of all nations and each of us must do our part in meeting them."

The commission, composed of representatives of the 11 members of the Security Council and Canada, must set to work on this problem "with the utmost dispatch" and make recommendations to the Security Council. Specific proposals they will make concern: (A) Extending between all nations the exchange of basic scientific information for peaceful ends; (B) Control of atomic energy to the extent necessary to insure its use only for peaceful purposes; (C) Elimination from national armaments of atomic weapons and of all other major weapons adaptable to mass destruction; and (D) Effective safeguards by way of inspection and other means to protect complying states against the hazards of violations and evasions.

It was natural that after the passage of the atomic energy resolutions the center of public interest turned to the dramatic problems which were placed on the agenda of the Security Council almost from the first day that Council was established. In consequence, less spectacular but nevertheless basic work of the General Assembly and the Economic and Social Council has often been overlooked; to say nothing of the important election jointly conducted by the Security Council and Assembly of the fifteen judges of the International Court of Justice, one of whom is Mr. Green Hackworth, the distinguished Legal Adviser of the Department of State for so many years.

I should like to sketch briefly the accomplishments of the General Assembly. Here, working in six main committees with several ad hoc committees for specific problems, the Assembly, by the democratic process of ballot and debate, and functioning much as does our own Congress by preparatory work in committees, disposed of a large amount of important business.

I have already mentioned its unanimous decision to establish the commission on the control of atomic energy. Other problems were no less pressing. There was the question of the refugees, homeless and hungry, who are a charge not only upon the conscience of mankind but upon the responsibility of governments. Under the effective and persuasive leadership of Mrs. Franklin D. Roosevelt, a resolution was adopted which owed much to American initiative. It provided for the establishment of an intergovernmental committee to consider this prob-

lem promptly and laid down the principle that no displaced person should be compelled against his will to return to the country of his origin unless he were a quisling or a war criminal.

Another problem was the question of securing more effective support from governments for the United Nations Relief and Rehabilitation Association. On this issue the Assembly adopted a resolution proposed by the distinguished Chairman of the House Foreign Relations Committee, Representative Sol Bloom. This resolution set up a subcommittee which would seek to ensure that members of UNRRA which, unlike the United States, have not already taken action to do so, will meet promptly the obligations they have assumed toward UNRRA. It would also encourage the admission to UNRRA of those members of the United Nations who have not already joined UNRRA.

A resolution jointly sponsored by the five great powers and unanimously adopted by the Assembly of the United Nations recognized the threat of famine in the world resulting from the failure of rice crops in the extreme East and wheat crops elsewhere and called upon the governments concerned to take drastic action to meet the crisis. In support of this resolution on the floor of the Assembly I said: "The United States supports the pending resolution wholeheartedly.

"It welcomes and supports the proposal of the Food and Agriculture Organization to call a conference on the food crisis at the earliest possible moment.

"The United States believes that adoption of these measures will demonstrate to the world the intention of the members of the United Nations to act together vigorously and promptly for the survival and welfare of men and women and children—of individual human beings.

"That is the underlying purpose that has brought us together in the United Nations.

"That is the overriding factor that cuts across every conflict of national interest and every political question which has been brought before this Assembly or the Security Council."

I believe that the fact that the Security Council dealt with the four intricate international problems which were given it to consider even before it had completed its own organization, including its rules of procedure, gave the Council more strength in its infancy than any of us had dared to hope it would acquire so soon. The discussions were conducted with the utmost frankness and in the presence of the press and public. They were a severe test for a newly-born organization. Some of you may have been disturbed by reports of conflicts from London. There were sharp conflicts. This was to be expected.

The American Delegation to the United Nations Conference at London, left to right: Mr. John Foster Dulles, Representative Sol Bloom, Senator Vandenberg, Mr. Stettinius, Secretary of State Byrnes, Senator Conally, Mrs. Roosevelt, Mr. Frank Walker, ex-Senator Townsend.



Photos "Daily Sketch"

Mr. Stettinius confers with the Russian Vice Commissar for Foreign Affairs Andrei Vyshinsky while Foreign Minister Bevin ponders his notes.



The American Delegation at the opening session of the General Assembly.



Members pressed their own views strongly and frankly. Mr. Vyshinsky and Mr. Bevin, for example, spoke on opposite sides of some of these issues in the same terms as two representatives of opposing parties would expect to speak on the issues that come up daily in Congress or a state legislature.

I do not believe that open discussion of differences of international interest and viewpoint, always provided that they are carried on in good faith, makes for division and disunity. On the contrary. To deal with disputes and controversial situations is and will be the principal business of the Council.

The presentation of the different views regarding Iran, Greece, Indonesia and the Levant demonstrated, I believe, that these cases did not involve immediate threats to peace and security.

The "situation in northern Iran," as it was termed, received a full hearing by the Council from both parties to the dispute, the Soviet Union and Iran. The Council decided to leave the matter to direct negotiations between these two governments, following an indication of the desire of both Iran and the Soviet Union to undertake them. At the same time they were requested to apprise the Council of the results achieved and the Council expressed its right "at any time to request information on the progress of the negotiations."

In the case of Greece, the Soviet delegate, in expressing his Government's belief that the presence of British troops in that peninsula was a threat to international peace and security, called upon the Council to require the immediate withdrawal of those forces from Greece. In rejecting this demand the British Foreign Secretary called for "a clean bill of health." For our part, early in the discussion I took the stand that in this case the Council could do more to maintain international peace by refraining from direct intervention under the circumstances as explained by the British and Greek governments and by not taking any formal action. This approach was eventually accepted in the form of a statement by the President of the Council, noting the declarations made by its members, a majority of whom had said that they did not believe the presence of British troops in Greece constituted a threat to international peace. The British Foreign Minister, for his part, as also in the similar case of the Indonesian episode, consistently stressed his Government's desire to withdraw its troops.

Nevertheless, the delegate of the Ukraine called the attention of the Security Council to the situation in Indonesia and asked that a commission of investigation be sent to the Netherlands East Indies to determine whether or not the presence of British

troops there also was a threat to international peace and security.

I stated that in this Government's opinion the Security Council's power of investigation was not only a useful instrument but a matter of extreme importance. Although the United States would not wish to limit the use of the right of investigation, it should not be lightly undertaken. Before an investigation was started the Security Council should have reason to believe that continuance of the situation was likely to endanger international peace; an investigation should have a constructive purpose, it should seek to promote a just settlement and to avoid the introduction of new complications.

I went on to add that in neither of the two aspects of the question before the Council, namely the presence and activities of the British troops in Indonesia or the relationship between the Netherlands Government and the Indonesians, did an investigation seem justified.

I concluded by saying that the Council should note with appreciation the statements made by the Netherlands representative as to the policy of his Government with respect to its relations with the Indonesian people, and expressed the hope that the negotiations now in progress would be successful, that the results would be in harmony with the principles of the Charter, and that the legitimate aspirations of the Indonesians to self-government would be realized.

After full discussion the Security Council decided not to take any action in the matter at the present time.

In the case of Syria and Lebanon, after the Levantine delegates had stated their case and asked that the Security Council take steps to bring about the immediate withdrawal of British and French troops, a solution was reached by a method which may afford an important precedent for the future. The American Delegation's position was that we desired to see the withdrawal of the forces of one United Nation from the territory of another United Nation as speedily as circumstances would permit. Accordingly, I presented a resolution to the Security Council expressing its confidence that foreign troops would be withdrawn from Syria and Lebanon as soon as practicable and that without delay negotiations to this end would be undertaken by all the parties concerned. The British and French delegates abstained from voting on this motion, which received seven votes in favor. It was not adopted, however, because the Soviet Union, one of the five permanent members of the Security Council, voted against it. Nevertheless, the two great powers party to the dispute, France and the United Kingdom, indicated that they would act in accordance with the

Left to right around the Council table: Foreign Minister Bevin, Mr. Stettinius, Executive Secretary Jebb, and the President of the Council, Mr. Makin, Minister for War of Australia.



Central Hall, London. These are the same United Nations flags that were used at San Francisco.

Photos courtesy "Daily Sketch"



resolution, despite the fact that technically it had failed of adoption. It can be expected, accordingly, that negotiations will be undertaken without delay having as their objective the prompt withdrawal of Anglo-French forces from Syria and Lebanon.

The Economic and Social Council was elected by the General Assembly and established eight principal commissions to carry out its manifold functions. The Economic and Social Council will convene a preparatory conference next June to pave the way for a world conference on trade and employment and is also convening a United Nations conference to establish an International Health Organization.

Whenever matters relating to non-self-governing territories were under discussion in the General As-

sembly, our delegation took an active part. The Preparatory Commission had proposed, with our support, that the General Assembly should adopt a resolution calling on the mandatory powers to take practicable steps, in concert with the other States directly concerned, toward the conclusion of trusteeship agreements for the mandated territories.

(Continued on page 59)

The Principal Features of the Foreign Service Act of 1946

The "Foreign Service Act of 1946" is being prepared in the Division of Foreign Service Planning and it is hoped that it will be possible to submit it to the Congress in the spring. The bill is still in draft stage and elaborate justifications must be prepared. As soon as a reasonably finished version has been completed and clearances in the Department have been obtained it will be circulated to the field for comment, but submission to Congress will not be delayed on that account since the best advice available to those working on the measure is to strive for congressional action during the current session. The Bureau of the Budget will have to review the bill before its submission. Suggestions from the field should, therefore, be submitted as promptly as possible, and the reactions of JOURNAL readers to the following summary of the bill would no doubt be helpful to its drafters.

The bill will seek to preserve the best features of the Foreign Service as it is organized at present, among which are the career principle, the nonpartisan and nonpolitical nature of the Service, competitive entrance examinations, advancement by merit, flexibility in operation, mobility of personnel, and discipline, loyalty, and *esprit de corps*. The Bill will also attempt to strengthen the Service by means of certain measures, as follows:

1. Within a few years the Foreign Service will probably have a personnel of about 12,000. It is planned to establish the administrative direction of the Service on a basis commensurate with the size and importance of the Service. Statutory basis will be provided for the delegation of authority to a Director by the Secretary in instances where it is feasible so as to provide smoother operation of administrative procedures.

2. To give other departments of the Government an opportunity to participate in discussions leading up to the formulating of policies affecting the administration of the Service, an Advisory Inter-departmental Committee of the Foreign Service will be established.

3. American citizens who are members of the Foreign Service will be classified in five categories, as follows:

(a) Ambassadors and ministers, classified in four classes, at \$25,000, \$20,000, \$17,500 and \$15,000 per annum, respectively, with salaries supplemented by allowances for the maintenance of establishments;

(b) Foreign Service officers, classified in six classes, with salaries ranging from \$3,000 to \$12,000 per annum, in addition to the class of career minister at \$13,500 per annum. Promotion to the class of career minister will be made in the same way as to other classes. Career ministers may be appointed chiefs of mission by the President or assigned in the capacities of minister-counselor or consul general.

(c) Foreign Service Reserve officers, classified in six classes, with salary ranges like those for Foreign Service officers below the rank of career minister. They will be temporary officers, commissioned by the Secretary of State for non-consecutive periods of four years each. Persons eligible for appointment will be officials holding responsible positions in the Department of State and in other departments and other citizens who have special technical, scientific, or professional qualifications which, in the opinion of the Secretary of State, are required in the performance of the work of the Foreign Service.

(d) Foreign Service staff officers, a body of permanent officers serving as technicians or in administrative or supervisory capacities, classified in eight classes, with salaries ranging from \$2,650 to \$7,490 per annum and eligible for commissions as consuls and vice consuls.

(e) American clerks and employees, a body of personnel, including all permanent American employees who do not act in supervisory or executive capacities, graded in sixteen classes with salaries ranging from \$516 to \$5,180 per annum.

4. The higher salary scales will enable the Foreign Service better to compete with careers in private life for first-class talent at a time when life abroad in the service of the Government will be attended by a multitude of physical inconveniences and hardships. The higher compensation for ambassadors and ministers will be a step toward the goal of making it possible for persons without private means to aspire to the top posts in the Service.

5. The corps of staff officers will supersede the administrative and fiscal corps. The higher salary scale will provide more nearly adequate reward for able people who make careers in the important administrative and supervisory positions of the Service.

6. The establishment of the category of Foreign

Service Reserve Officers will enable the Foreign Service to draw more fully upon the resources of the Department of State and upon the other departments of the Government and to utilize also the best talent among technical, scientific, and professional men of the country. It is planned that the establishment of this corps of officers will be accompanied by much more frequent assignment of members of the Foreign Service to duty in the United States.

Provision is also made for the assignment of Foreign Service clerical personnel for duty in the United States.

7. Reserve officers, staff officers, and officers of the Department will be eligible for appointment as Foreign Service Officers after having served in their respective positions a total of four years and after having passed the prescribed examinations. This provision will permit entry into the upper grades of the Service. It is hoped that the quality of the officer personnel will be greatly improved by increased competition for entry resulting from a higher salary scale, by a more rigid method of selection that will be established administratively, by a constant weeding out of men who have reached the ceiling of their ability to perform, and by the introduction of new blood in the upper classes from the Reserve, the Department, and other branches of the Government.

8. It is planned to apply the Navy's "promotion up or selection out" system to Foreign Service officers. These officers are intended to form a corps from which persons to exercise leadership and hold positions of command will, it is hoped, be chosen more and more. To prevent Class I from being a bottleneck in the program for a dynamic Service, retirement will be compulsory at the age of 60 unless the officer concerned has been promoted to the grade of career minister. Boards of review will be established to weed out from all classes officers who have not been promoted within certain time limits. An officer who is retired by a Board of Review will receive certain benefits depending on his length of service. This system will be a new departure in Department of State personnel administration and instituting it will involve some difficulties and a period of trial. However, the idea has had considerable support in the field and the men who are formulating the plans in the Office of the Foreign Service are convinced that it is a necessary step to maintain a Service of maximum efficiency.

9. A Foreign Service Institute will be established to give initial training to officers and employees and to provide in-service training throughout the whole career of every member of the Service. It is planned that the Director of the Institute shall

receive the salary of an Assistant Secretary. Every effort will be made to attract to the staff the very best scholars that the universities of the country can furnish. In its higher echelon the school will be a staff college, or center of higher studies. Formal instruction will be given on the school premises itself, and the college will arrange for Foreign Service officers to work and consult at high levels, not only in the Department but in any agency, business, research organization, or university where possibilities exist for widening the background of the Foreign Service officer.

10. The retirement system will be made more favorable by the incorporation of modifications which have been introduced into the Civil Service Retirement System and other retirement systems of the Government since the Foreign Service Retirement and Disability Fund was established.

11. A multitude of administrative provisions will be included which are designed to promote a strengthened and more effective Service, among which may be mentioned better housing in the field, more frequent visits to the United States for all American personnel and periods of compulsory service in the United States for certain categories, revision of the allowance structure, provisions for medical care for personnel and their families, et cetera.

THE BENTON SCHOLARSHIP

Through the generous gift of Assistant Secretary Benton, the American Foreign Service Association has established the William Benton scholarship for 1946-47, comprising one full year's tuition (not in excess of \$600), for undergraduate or graduate studies at any college or university in the United States. A son or daughter of any officer or American employee of the Foreign Service of the United States of America or in the field service of the Department of State abroad is eligible for the scholarship. Applications should be made by the prospective students and must reach the Committee on Education, American Foreign Service Association, care Department of State, Washington 25, D. C., not later than May 31, 1946. Each application should be accompanied by the applicant's photograph, a brief autobiography, and a statement of the applicant's age, previous education, scholastic standing (supported by recent academic reports), proposed courses of study, name and location of the college or university which he or she desires to attend, and post-graduate or career plans. Further details may be obtained by writing or telegraphing the Association, but inquiries and applications should be made early.

Some Suggestions on the In-service Training Program of Foreign Service Officers

By FRANK SNOWDEN HOPKINS, Assistant Chief, Division of Training Services

(Continued from the February issue)

In last month's JOURNAL the suggestion was made that when officers can be made available for extended periods of in-service training in the United States, an arrangement should be made with four or five of the country's leading universities to set up a system of "Foreign Service Fellowships," under which Foreign Service Officers would enjoy privileges such as the writer had as a Nieman Fellow several years ago at Harvard University.

There were certain essential points about the arrangement for these fellowships which made them far more effective than ordinary graduate work would have been. In the first place, there were no required courses and there was no working for credit. The Nieman Fellows had individual study plans which they had formulated and submitted to the selection committee, but they were free to implement these in any way they saw fit. They could attend lectures and seminars in any branch of the university—Harvard College, the Graduate School of Philosophy, the Law School, the Business School, the Medical School, the Divinity School, or wherever they might choose to go. They could come and go as they pleased, shifting from course to course until they found something that would give them what they wanted. Instead of being held down to narrow and intensive work on four courses, as was necessary for those working for degrees, they could attend ten or twelve or twenty, if they wished. Or they could skip lectures entirely and spend their time in the university library pursuing a course of reading worked out in conference with a faculty adviser in Harvard's famed tutorial system. The intellectual fare was entirely on a "come and get it" basis.

Secondly, the Nieman Fellows came to the university with a special prestige. They were not students or scholars, in the usual academic sense, but men from the world of affairs, experienced as reporters and interpreters of the living stream of American life. The university greeted them with keen interest as not merely men who had come to learn, but as colleagues from another world and another profession who brought with them a wide range of information and practical wisdom. Graduate students, instructors and professors were eager to meet the Nieman Fellows and to exchange ideas and infor-

mation with them. The university assisted this stimulating association between newspaper men and scholars by giving the Fellows special Faculty Club and luncheon privileges which brought the two groups into daily contact. There were also frequent dinners for the Fellows, with outstanding men in the field of journalism as guest speakers and faculty members as fellow guests.

It is proposed that something which would include all these advantages should be arranged for Foreign Service Officers. Foreign Service Fellows would be eagerly welcomed by universities. It could confidently be expected that most professors would be flattered to have them as listeners at their lectures and as participants in their seminars. They would be sought out by scholars and students for the special knowledge which they would have on foreign countries and international affairs by virtue of their training and experience. They would be encouraged to think and formulate their ideas by being treated as people who were expected to know their subject; and they would be challenged to defend their ideas by people with keen minds who could point out any tendency toward careless thinking. The entire experience would be stimulating to the highest degree to people who would carry to it the special intellectual equipment of the Foreign Service Officer.

Such an experience could be very generalized for some officers, and somewhat more specialized for others. It would be expected, for example, that some officers would concentrate most of their time on banking and finance, some on the economics of international trade, some on history and literature, some on sociology and social anthropology, some on "geopolitics," some on foreign languages, etc. The pattern should be flexible enough to permit whatever kind of program would be most fruitful for the individual officer. In general, however, the basic value of the fellowship year should be to reorient the Fellow in American life and American ideas, to widen his intellectual horizon, and to stimulate and sharpen his thinking. For that reason it would be expected that most study patterns would be rather general in nature, with the Foreign Service Fellows ranging widely over the curriculum and attending courses in such subjects as philosophy, psychology,

sociology, social anthropology, economics, political science, law, business administration, personnel and labor relations, geography, international relations, history, literature, foreign languages, and the history of science.

Where the officer had a special field he wished to concentrate in, such as the economics of international trade, there would be no problem of directing his efforts toward a focus of interests. But where the aim is general background, it might be well to require the Fellow to select some study project which would make it necessary to pull his various interests into some kind of orderly pattern. It might be well to require every Foreign Service Fellow to write a thesis at the end of his educational interlude in which he would summarize his intellectual experiences of the fellowship period and formulate any new ideas or conclusions he may have acquired. Consideration should be given to the advisability of grading this thesis and filing a record of the grade with his efficiency reports.

A further device to keep the Fellows from scattering their efforts over too wide a territory would be the arrangement of weekly seminars, perhaps weekly dinners, at which outstanding authorities on international affairs would discuss questions of foreign policy. It could confidently be expected that such seminars would produce stimulating discussion in which those attending would have opportunities to sharpen their skills at debate. The purpose of such an arrangement would be to insure that while the Fellows were getting a wide academic experience, they should be kept aware of the ultimate aim of the fellowship project—that is, to fit them more adequately for their responsibilities in carrying out American foreign policy.

To summarize the suggestions on off-the-job training for general officers in the lower and middle grades, we might say that the career of the individual officer would follow some such pattern as the following:

After his years of introductory training, which would be composed of a period of field experience and a "basic year" of intensive instruction centered in Washington, the officer would be brought back to Washington at intervals for consultation and training. There would be short assignments of perhaps a month, which would be mostly for consultation but would include some time for training, and there would be somewhat longer assignments of from perhaps two to four months. The one-month assignments might be ordered at any time, but the two-to-four-month assignments presumably would be for officers in process of transfer who would be given this time to refresh themselves in American life and prepare for the new post.

In addition to the one-month and the two-to-four-

month assignments, there should be longer assignments, of from six to twelve months, for officers who have had perhaps one or two of the shorter assignments, but have not spent any protracted period in the United States for several years and now need a much more complete reorientation and educational stimulation, as well as some special training in subjects in which they are particularly interested in achieving competence. For this group, the plan of Foreign Service Fellowships is recommended, to run preferably for an academic year of nine months, but in no case less than a semester. The Foreign Service Fellowship need not absorb all the officer's time for his training period; some other experiences might be included before, during and after his university sojourn. But the fellowship arrangement would permit the officer to set up his home in an environment outside of Washington, to participate in the social and intellectual life of a university community, and to use this home and this community as a base of operations and a vantage point from which to view the American scene.

The Problem of the Specialized Officer

The preceding section deals with the Foreign Service Officer who, although he may wish to develop special competence in certain kinds of work, has no intention of turning away from a career as a general officer and becoming an out-and-out, full-time specialist in some technical field, such as aviation, or petroleum, or labor reporting. In the preceding discussion we have assumed that specialized training was for the general officer not an end in itself, but a means toward increasing his competence and value as a general officer. Not only will he have to pinch-hit as an expert in many situations, but he will more and more be required to work in double harness with fully equipped experts and should have enough special competence to be able to team up with such experts effectively.

However, there will be some Foreign Service Officers who, after starting out as general officers, will wish to swing completely over into some specialized field. This is particularly likely now that plans are in the making to make a career as a technical specialist in the Foreign Service more attractive than it has been heretofore. Moreover, the Service itself will wish to encourage a certain amount of out-and-out specialization on the part of its membership, provided it is assured of enough highly qualified general officers to staff with outstanding individuals its positions of top responsibility.

In the section of this paper on patterns of inservice training, it was suggested that each officer, early in his career, should be interviewed carefully by a committee of high officials of the Office of Foreign Service, who would determine a "pattern"

for the ten years of his career immediately following his "basic year." It is now suggested that this same committee, at this same interview, should make a decision in cases where the young officer wishes to become a complete specialist. In cases in which the officer decides at a later date that he wants to specialize, he should ask for a hearing before this same board of control. It is assumed that the initiative need not always come from the individual, but could come from the board as well, which might point out to the officer the need for specialists in certain critical fields and indicate to him the desirability of his turning his steps in such a direction. In any event, the decision to permit a general officer to specialize should be a decision of the board of control, which would have in all situations the responsibility for integrating the career patterns of individual officers with the foreseeable future needs of the Service.

The essential idea is that the decision to train a specialist should be a deliberate one, and that an officer should not find himself at some point in his career tagged as a specialist merely because, through the accident of circumstances, he acquired some specialized experience. Many officers would deliberately avoid work of a specialized nature if they had reason to fear that they would be trapped into becoming specialists against their desire. While the exigencies of the Service will always have to be predominant over the wishes of an individual officer, there can be no gainsaying the general desirability of the maximum possible deference to individual interests and wishes, since men will always work most effectively at the tasks they most enjoy.

Once the decision is made that a general officer shall become a specialist, both his work assignments and his off-the-job training experiences should be directed toward the development of his competence in the desired direction. In general, the same kinds of off-the-job projects as those recommended for the general officer should also be arranged for the specialists, with the difference that the emphasis will be more technical and less general. There would be no reason why many specialists could not also be Foreign Service Fellows, for example, with due regard being paid to the kind of study program which they should follow. But while some might find the desired type of studies on a general university campus, others might more advantageously put in the time at a more technical type of institution. Whether they would still be called Foreign Service Fellows would depend upon whether such a designation would have meaning at the institution of learning to which they are sent. If the designation of Foreign Service Fellow is not applicable, then some equivalent arrangement should be made to insure that the officer gets special recognition and is not buried in the ruck along with other graduate students.

It should be remarked that in the case of the specialist there is a particular need for contact with those sectors of American life which are peculiarly his interest. For example, if the specialty is labor reporting, then every possible effort should be made during the officer's periods of home training to see that he has maximum opportunities to attend labor conferences, visit with labor leaders and management experts in industrial relations, tour industrial plants and industrial areas, sit in on open meetings in union halls, secure invitations to labor picnics and outdoor outings (both union-sponsored and company-sponsored), attend classes in worker education, and so on ad infinitum. Similarly, a civil aviation officer should thoroughly cover all phases of aviation activity in the United States, and a trade promotion man should make the widest possible contacts with business men, chambers of commerce, trade conventions and commercial conferences, to acquaint himself thoroughly with the problems and point of view of American business.

The Foreign Service Institute

No reference has been made up to this point to the Foreign Service Institute, which is still in the planning stage but appears to have a good chance of eventual realization. If the Institute is established, it would be assumed that it would absorb the present Division of Training Services and would be available to give all types of training which could advantageously be given in Washington. Among the programs which it would operate would be orientation courses for all new personnel coming into the Service, clerical training, training for vice-consuls, courses in connection with the "basic year," short-term projects such as language and area courses, refresher courses in American public affairs for officers returning home, special lectures, seminars and conferences on various phases of foreign affairs, and advanced training for outstanding officers, on the "staff college" level. It would have the particular advantage of being able to operate courses which would be coordinated with the work of the department of State and could be given to people who are working part-time or full-time in the department.

The Foreign Service Institute, however, would not be suitable for many kinds of specialized training, for which the officer would have to go to a technical type of institution in order to establish contact with a body of experts in the particular field of interest. Nor could it provide the equivalent of the proposed Foreign Service Fellowships, in which the basic idea would be to get officers away from Washington and into an environment which is dominated by the spirit of general ideas and general learning, away from the professional atmosphere of the Department

(Continued on page 45)

The Outlook for UNO

By LIVINGSTON HARTLEY

AS the United Nations Organization comes to life amid the battered buildings of London, men everywhere are wondering what its prospects may be. This question has been given an urgency which is personal as well as global by the consequences of this war and by the implications of future war foreshadowed by the atomic bomb. Although no one can discern now what the answer will be, some aspects of this question can be examined.

One of these is the resemblance of the new Organization to the League of Nations, which has led many writers who do not look beneath the surface to declare that UNO cannot succeed. It is obvious that in many externals a close similarity exists between the two. Like the League, UNO is based upon national sovereignty and upon cooperation between governments. Like the League, it has a Council comprising both permanent and elected members, a periodic Assembly of all members and a charter of obligations to which they subscribe.

But the differences between UNO and the League appear more significant than the similarities. These differences are too many and too complex to be considered here, but three of them which bear directly upon its future prospects may be mentioned briefly.

The League's effectiveness was crippled from the beginning by the absence of the United States and, during the early years which determined its status, was further prejudiced by the absence of Russia. These two nations, sometimes classified as the "super-Powers," are in the centre of the UNO picture. Furthermore, the Organization is to be situated in the United States instead of in a tiny country. This implies that the prestige of the United States will be involved in the fate of UNO and, consequently, that the great influence and leadership which our country enjoys will be exerted continuously to ensure the Organization's success.

A fundamental weakness of the League was the inadequate power and authority of its Council to deal with aggression. It could do no more when aggression occurred than report to its members that the Covenant had been violated, whereupon they were obligated by the Covenant to take action to halt the aggressor. Such restraining action, more-

over, was not provided for until after the shooting had begun. The Security Council, in contrast, has extensive powers to take action itself against an aggressor and to prevent aggression before it starts. It is to be provided by its members with forces for this purpose and, since it will function continuously, it should always be in a position to act at once. In the case of UNO the power is there, the authority is there and the machinery will be there; the remaining element required is the collective will to prevent war.

The League, finally, did not become in actual practice the central element in the international life. It might have been if the United States had been a member. And there were times, such as the opening of the Disarmament Conference and the mouths when effective action to halt Mussolini in Ethiopia appeared possible, when the world did revolve temporarily around Geneva. But, except upon such occasions, the principal international issues were handled elsewhere.

The United Nations Organization, even though still in the process of being built, already appears destined to play a central role in world affairs. It has been made responsible for reaching a solution of the most critical problem facing the world, the problem posed by the atomic bomb. While it is seeking to advance upon this vitally important front, more and more questions affecting closely the political, economic and social life of mankind will be included in the manifold activities of the General Assembly, the Security Council and the Economic and Social Council. Furthermore, most intelligent people have now learned lessons they did not know in 1919: that peace does not follow victory automatically but has to be created; that it has to be kept by collective effort; and that some sacrifices are required to this end. And these lessons have been driven home by fear of the personal implications of war in an atomic age.

A basic feature of UNO which has been stressed at San Francisco and London is the dependence of the Organization upon the cooperation of the principal Powers. But it has not been so widely recognized how this also works the other way around, how the functioning of UNO can contribute to relations between principal powers.

(Continued on page 63)

The author, formerly a member of the Foreign Service, has written two books on American foreign policy and recently prepared the "Washington Letter on the United Nations." During the war he joined the Navy and was for some time attached to the Fifth Army in Italy, engaged in preparing and shooting propaganda shells.

Selected Questions From The General Foreign Service Examinations Of 1945

(Continued from the September issue)

The twenty-first written examination for the Foreign Service was held on March 9 and 10, 1945. This examination was open to qualified and approved candidates who were in the employ of the Department of State or of the Foreign Service of the United States (including the Auxiliary) when certifications closed forty days in advance of the examination date. This examination was devised for candidates who met the requirements of the Department in respect to intelligence and education, but who had not had an opportunity for review or special study in preparation for the examination.

Answers to selected questions appear on page 41.

I

This is a test of your skill in estimating facts by reasoning. Three alternative answers are given to each problem. One of these answers is correct or most reasonable. For each problem, check the one answer which is correct or most nearly correct.

1. Estimate the fraction of the earth's habitable land surface covered by the British Empire in 1940:

$\frac{1}{8}$ _____
 $\frac{1}{4}$ _____
 $\frac{1}{2}$ _____

2. Estimate the ratio of the number of Christians to the number of non-Christians in the world in 1940:

1 to 1 _____
 3 to 2 _____
 2 to 3 _____

3. Estimate the area of the Atlantic Ocean in square miles:

100,000 _____
 6,000,000 _____
 40,000,000 _____

4. Estimate the percentage of the earth's surface that is water:

30 _____
 50 _____
 70 _____

5. Estimate the area of continental United States in square miles:

1,000,000 _____
 3,000,000 _____
 6,000,000 _____

6. The following table gives distances one can see at different heights above sea level:

Height	Visibility at Sea (Statute Miles)
10	4.2
15	5.1
20	5.9
25	6.6

Estimate the distance you can see at a height of 30 feet above sea level:

7.0 _____
 7.1 _____
 7.2 _____
 7.3 _____

7. Estimate the number of families in the United States in 1930:

1,000,000 _____
 10,000,000 _____
 30,000,000 _____

8. Estimate the length of the coast line of continental United States (excluding islands):

2,000 _____
 5,000 _____
 10,000 _____

9. Estimate the population of the world in 1940:

1,000,000,000 _____
 2,000,000,000 _____
 3,000,000,000 _____

10. Estimate the number of inches of snow which would, on the average, have a water content equivalent to 1 inch of rain:

1 _____
 3 _____
 10 _____

11. Estimate the number of people under 30 in the United States in 1940:

40,000,000 _____
 70,000,000 _____
 100,000,000 _____

12. Estimate the percentage of Congressmen from New York State in 1940:

4 _____
 7 _____
 10 _____

The following table gives figures for wealth, income, and inhabitants per square miles in the New England States (Assume that the cost of living is the same in all the States):

State	Total Wealth (Millions of Dollars)	Per Capita Wealth (Dollars)	Total Income (Millions of Dollars)	Per Capita Income (Dollars)	Inhabitants per Square Mile of Land Area
Maine	2,100	2,700	450	560	25
New Hampshire	1,400	3,000	280	610	50
Vermont	900	2,500	200	510	50
Massachusetts	13,000	3,200	3,500	830	530
Rhode Island	2,100	3,100	550	810	640
Connecticut	5,700	3,600	1,450	910	330

Before the statements which follow, write—

a plus sign (+) if the statement is true according to the data or may be inferred directly from the data;

a minus sign (—) if the statement is false according to the data;

an *N* if the data given is insufficient either to support or refute the statement.

13. Vermont has fewer inhabitants than any other of the States given.

14. The land area of Massachusetts is greater than that of Connecticut.

15. Rhode Island produced more of the Federal income tax than did Massachusetts.

16. The difference between per capita wealth and per capita income is greater in Maine than in New Hampshire.

17. The number of square miles per thousand persons is greatest in Maine.

18. Rhode Island has a smaller population than New Hampshire.

19. The smaller the number of people per square mile the greater is the per capita wealth.

(Continued on page 33)

Photo by Ralph Duter

Auxiliary Vice Consuls in training at Lothrop House (headquarters of the Division of Training Services), January 1946.



Press Comment

A series of articles on the State Department by Wallace E. Deuel of the Daily News Foreign Service appeared in the Chicago Daily News January 30-February 9, 1946. Part of this series appears herewith and others will follow in the April issue.

U. S. POLICY CREAKS INTO ATOM AGE WITH OXCART STATE DEPT.

Able Policymakers Beset By Maze of Mismanagement

WASHINGTON.—American foreign policy lurches and creaks into the atomic age with a State Department which is as out of date as the oxcart.

The men who make and carry out foreign policy are able, hard-working men. They probably know their jobs as well, and work as hard at them, as any diplomatic corps in the world.

But there are not enough of them to do the job. Also, high though the level of zeal and ability, it could and should be higher.

And these men are bewitched, bothered and bewildered in everything they try to do by disorganization and mismanagement in the State Department and the foreign service.

This disorganization and mismanagement badly impair the effectiveness of our diplomatic corps.

Scientists have proved that you can drive a mouse into a nervous breakdown if you put him in a complicated maze and then change the maze as soon as the mouse learns how to get out of it.

American diplomats are men, not mice, in spite of the libels of the prejudiced and the misinformed.

But many of them sometimes are driven close to nervous breakdowns by the constantly changing complications of the bureaucratic mazes in the State Department.

Certainly the men can't do their best work under these circumstances.

Here are some of the things that are wrong:

- Neither the department nor the foreign service has enough office space to work in.
- Much of the space they do have is hopelessly ill-suited for any kind of business purposes.
- Some of it is so dingy and down-at-the-heel that it would discredit an oldclothes dealer.
- Some of the operating methods of the department handicap the diplomats even worse than does their inadequate office space.

This is especially true of the handling of reports and instructions.

These all-important papers may go to the wrong people, or they may go to the right people too late to serve their purpose, of they may get lost altogether.

As a result of these and other kinds of disorganization and mismanagement, American diplomats

have to spend a large proportion of their time struggling with red tape.

And in addition to all their other handicaps, the men who make and carry out policy are underpaid—and are not even paid on time.

It is no wonder, therefore, that a good many American diplomats are tired and discouraged and have too little time and energy to think well, if at all.

Instead they muddle through. Their work suffers accordingly. They may make bad decisions or late decisions or no decisions at all.

Overburdened as they are, these men tend to fall back on the time-worn question in the department: "Is there a telegram on it?"

To the career men, this is a melancholy phrase. full of meaning.

It means: "I'm so overworked that there's no use asking me for a decision on anything unless it's urgent."

"If one of our people abroad has cabled asking for a decision, then it must be urgent and I'll see what can be done about it."

"If there is no telegram on it, then it's probably not urgent, and I can't possibly do anything."

What causes this muddle and confusion in the making and carrying out of American foreign policy?

What has been and is being done to correct these conditions?

Subsequent articles will answer these questions.

* * * *

THE STATE DEPARTMENT—WHAT'S WRONG, WHY

Many Factors Add to Chaos of Authority, Responsibility

WASHINGTON.—"There is no such thing as the State Department," a student of American foreign policy recently remarked.

"There is only an alliance of loosely federated tribes."

"The members of these tribes have similar backgrounds and interests, and they all have something to do with foreign policy."

"But there's no real unity, adherence or central authority among them."

"The Secretary of State doesn't own these tribes. The real bosses are the tribal chiefs."

The critic was bitter. He exaggerated—some.

(Continued on page 48)

NEW ATTITUDE NEEDED

*Editorial from AMERICAN AVIATION magazine of
November 15, 1945*

Americans visiting in foreign countries, especially Europe, are often surprised when their hosts inform them of the location of the American legation or embassy and suggest that of course they will want to pay a call on their diplomatic representatives. It rarely occurs to an American to call at any of his legations or embassies while traveling abroad for the simple reason that he is usually not welcome.

There are exceptions, of course, but an American from home is invariably considered (and called) "a visiting fireman" and treated as a general nuisance. The attitude of the cookie-pushers in our legations and embassies to fellow countrymen has always been boorish to an extreme.

The new Secretary of State, Mr. Byrnes, is well-intentioned in every respect, but the root of the troubles in the Department of State are outside of Washington and outside of the U. S. A. They center in the smug, almost ex-patriot (sic) coterie of cocktail loungers who frown on anything American and who disdain to be of any real service to their countrymen.

If the United States is to develop its foreign trade, the legations and embassies will have to stop being exclusive little social clubs dealing only with scraps of paper (diplomacy) and expand their operations into business-like agencies representing the people who pay their salaries and keep.

In two instances we have learned about recently, one in a European country and the other in the Middle East, American businessmen were referred to as "visiting firemen" and given fast brush-off treatments with an attitude of "Why are you over here anyway, why don't you stay at home." There are exceptions, of course, but by and large the record of the Department of State in the treatment of its own nationals abroad is not good. In some instances it is deplorably bad.

What we need is a little business infusion into the Department, but the world-wide network of cookie-pushers and "brighties" is so well entrenched that nothing less than a major upheaval will change things. We hope Mr. Byrnes can succeed in bringing a new sense of values to the Department of State employees who, after all, are public servants regardless of their current habitation abroad.

WAYNE W. PARRISH.
(Editor and publisher)

THEY WANT TO KNOW

*Editorial in the Saturday Review of Literature,
February 9, 1946.*

Congress has been asked by the Department of State to authorize an overseas information program as an addition to the foreign service of America. Our present foreign service is chiefly concerned with reporting to Washington about events abroad. It is proposed that in all our embassies and legations we should have men whose sole duty is to help foreigners to understand our life, culture, and institutions so that current events in the United States can be seen in a proper perspective.

Two objections may be raised to this plan: why should America spend money on advertising herself, and why can't the newspapers, press services, and radio supply all the necessary information by private enterprise, without help from government?

The answer to the first question is easy: America should not spend money on advertising herself, and is not proposing to do so. The Department of State is merely undertaking to meet a widespread and articulate demand, a demand for help and guidance in knowing and judging America. It was essential during the war that our allies and our neutral friends should have such help. It is just as important to continue the help in peacetime, since the threatened human race is at last trying to close its ranks and to work cooperatively for the salvation of the world.

Those who took part in the overseas information work of OWI learned the encouraging fact that the outside world is eager for more knowledge of America. We don't need press agents or good will merchants; we do need people who can meet the desire for facts, for documents, background material, and interpretations of our policies and purposes. It is good news that the desire exists. If the nations are to become less quarrelsome, they must become more informed. If the decent people of the world are to trust each other, they must first know about each other. Since the wish to know has been created by the wars and the repeated disasters of our lifetime, it is surely a wise policy to make the wish come true.

If we are proud of our country, we must believe it is to everyone's advantage to have our country understood. If the world were indifferent there might be nothing we could do, in dignity, to break down the indifference. But when the world is asking for help it would be folly to refuse.

In Great Britain, for example, the schools, the armed forces, the press and radio, women's clubs, trade unions, business organizations, churches — all the institutions of society, public and private—

(Continued on page 54)

News from the Department

By JANE WILSON

Courier Lost on Plane

In mid-December the Department of State received word from Accra that a plane carrying 20 passengers, one of whom was Diplomatic Courier HOMER C. WHITE, from Dakar to Accra was reported missing between Roberts Field, near Monrovia, and Accra.

Mr. White entered the Diplomatic Courier Service on January 14, 1945, having previously been in the Army Courier Service with the rank of Captain. He had degrees of A.B. and M.A. from the University of Louisville and was a U.S. Post Office official prior to entering the Army Courier Service. His wife and four children live in New Albany, Indiana.

There is a possibility, although it grows more remote as time elapses, that there might be survivors of the plane somewhere in the jungle or bush country between Roberts Field and Accra. However, if the plane had been flying over water at the time of the accident, there would be no hope whatsoever.

If Mr. White is not found, two couriers will have lost their lives since our country's entry into the war.

A diplomatic courier, JAMES N. WRIGHT, was killed in the Pan American Airways plane crash at Lisbon on February 22, 1943.*

Diplomatic couriers loyally undergo many hazards and hardships. It has not been unusual for a courier to fly 200,000 miles a year. That there have been no more fatalities and mishaps is quite remarkable.

*See News from the Department in the April 1943 issue.

The Chief's Job

"The Future of the Foreign Service" was the subject of the State Department's NBC broadcast on December 29th, which was participated in by ASSISTANT SECRETARY RUSSELL; MR. SELDEN CHAPIN, Director of the Office of the Foreign Service; The Honorable NORMAN ARMOUR and NBC Director Sterling Fisher.

Mr. Fisher in an early portion of the broadcast asked Mr. Russell to comment on the interesting question concerning the submitting of independent reports to Washington by field officers of the Service.

To this Mr. Russell replied, "... The fact is, we are anxious to have our officers in the field develop independent judgment on matters in their special fields. Their opinions must of course be submitted to, and passed on, by their superiors. . . . it is the job of a chief of mission to work out honest differences of opinion among his staff with respect to questions of policy."

That seems very clear.

*State Department Scuttlebutt
From the FT. LAUDERDALE
(FLA.) DAILY NEWS,
January 19, 1946*

Just before Secretary of State James F. Byrnes left for the Moscow Conference he was guest of honor at a cocktail party thrown by Washington resident members of the Foreign Service. As the party was about to break up, the Secretary said to one group of hosts. "All you people can now relax. I've had about 14 plans for reorganization of the State Department submitted to me, and none of 'em is any good."



Does he survive?
Homer C. White, Diplomatic Courier

Personals

The Honorable KENNETH S. PATTON, retired Foreign Service Officer and recently Minister to New Zealand, is now a Siamese government official. He left for Bangkok with Mrs. Patton early in February where he will assume his duties as "Adviser in Foreign Affairs to his Siamese Majesty's Government."

Vice Consul CLARENCE J. MCINTOSH had some rather unusual fellow plane passengers on a flight from Dharhan to Jidda on his first lap to the U.S. for home leave. They were five of King Ibn Saud's falcons and their keeper. These birds proved exemplary fliers and appeared to enjoy the trip, particularly any movements within the plane which they followed scrupulously with their trained discerning eyes.

JOHN E. BOYD, Special Assistant and Vice Consul at Marseille, was on January 31st named Knight of the French Legion of Honor for his services in connection with the North African landings in 1942.

COLONEL FRANK MCCARTHY, former Assistant Secretary of State, has been named assistant to Byron Price, Vice President of the Motion Picture Association of America. Colonel McCarthy will be in charge of the association's Hollywood office.

Commander A. CYRIL CRILLEY, USNR, Acting Chief of the Division of Reporting Services—well known to the Foreign Service during various pre-war field assignments by the Department of Commerce—has been awarded the following citation by Secretary of the Navy Forrestal, together with authorization to wear the Commendation Ribbon:

"For outstanding performance of duty while attached to the Division of Naval Intelligence, Office of the Chief of Naval Operations, from July 1944, to September, 1945. Charged with the administration and direction of the collection of positive intelligence on foreign areas from sources within the United States, Commander Crilley not only carried through a program contributing significantly to the fulfillment of war-time intelligence needs but also demonstrated the wealth of intelligence material in the United States and perfected an organization to exploit it. His vision, perseverance and industry throughout reflect great credit upon Commander Crilley and the United States Naval Service."

The Honorable CORNELIUS VAN H. ENGERT, after 33 years in the Foreign Service, retired as of January 1, 1946. Mr. Engert was until recently Minister to Afghanistan and was Minister Resident in Ethiopia during the Italian war. Immediately upon his retirement he became associated with UNRRA as Assistant Diplomatic Adviser to that organization and among his principal duties are liaison with the State Department and with the foreign diplomatic missions in Washington.

DAVIS P. LOW, Foreign Service courier (whose MARCH, 1946

routes covered Europe and South America) won honorable mention in the recent *Coronet* contest on whether or not there should be a West Point for the Foreign Service. Although Mr. Low's article favored a West Point, he was concerned with protecting the present standards of admission to the Foreign Service as opposed to using the Civil Service recruitment facilities with their attendant disadvantages.

GEORGE G. RIDDIFORD, who has for 22 years (1923-1945) been in charge of Foreign Service leaves of absence, has been made an Employee Counselor in the Section of Personnel Relations of the Division of Foreign Service Personnel. Mr. Riddiford is well known to the Foreign Service as "The man who'll try to get you all the leave that's coming to you." His new work deals principally with the processing for travel of members of the Service. MISS MARY E. VOLZ is now in charge of Foreign Service leaves of absence.

MRS. WILLIAM H. CHRISTENSEN, wife of Consul Christensen at Martinique, is teaching her two children, Jon and Jamie, ages 5 years and 3½ years respectively, with the Calvert system and her class now includes three little French boys and girls. Two new pupils in February are the two children of the Chief of Staff of the French Navy in the Antilles. The Christensens feel that this course is proving most successful with the local children who are learning English and for their children who learn French.

He Knows His Far East

Morgan Beatty on an NBC broadcast on December 31st when reporting on Jawaharlal Nehru's forecast of a third world war, said: . . . "Not one in a hundred thousand British subjects, not one in a million Americans knows his Far East. . . . Most Americans who know what Oriental thought processes mean, who know the objectives of various Asiatic people are not too well known, not even in their own country. For example, I know an American in the State Department who spent twenty years in Japan, much of his time he devoted to learning the Japanese language and traditions and customs. Finally he mastered that language, he speaks it and writes it so well that most Japanese are embarrassed at his presence, he uses their language better than they do. Mr. Ballantine, JOE BALLANTINE, is now Special Assistant to our Secretary of State. . . . He has no politics, he has spent his life in our Foreign Service. But he does know his orientals, he does know, for example why Nehru of India would make a speech predicting the revolt of Asiatic millions. . . .

(Continued on page 42)

THE AMERICAN FOREIGN SERVICE JOURNAL

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EDITORS' COLUMN

One of the anomalies of the Foreign Service is that an officer who reaches the top is required to forfeit his career status before he can accept the title of Minister or Ambassador. Once he attains that exalted rank, he may expect to be dropped from the rolls and retired without warning; or, he may have to give up his high diplomatic post and take some other assignment after getting reinstated in the career service. He may also be reduced in grade from Ambassador to Minister. In other words, the successful veteran of twenty-five or thirty years standing is subject to almost the same uncertainty as that attending an appointment from without the service.

To say that this is conducive to efficiency or good morale would be absurd. Yet such is the situation which has been given emphasis in the recent past by the experience of several of our ablest officers and which has contributed in no small measure to the discouragement so prevalent in the higher ranks today.

There is something paradoxical in a system which sets a premium on ability and hard work and then, when the ultimate reward is attained, calls for a tender of resignation whenever circumstances dictate. In some cases, perhaps, the final promotion proves to have been unwarranted, and therefore should never have been given; the age of voluntary retirement should, perhaps, be drastically low-

ered, leaving more room for fresher blood; or, perhaps, as many think, the top grade should be made an integral part of the career. But whatever the remedy, there can be no gainsaying the feeling of insecurity that accompanies the transition at present from Foreign Service Officer, Class I, to chief of a diplomatic mission.

We have no quarrel with demotions, transfers or retirements made solely on the basis of the record. But when the hard-won post of Minister must be vacated after only a few months to make way for an appointment outside the Service, as happened in Europe a short time ago, there is pain and bewilderment among the officers of career. If political considerations are to be the criterion in such changes, and not the qualifications of the man or the demands of the post, there can be little inducement to climb the last rung of the ladder.

Already there is enough resentment on the part of those dropped who, at the goal of their career, consider themselves turned out like an old horse to pasture. Moreover, the difficulty in most instances of getting reinstated in the Foreign Service is enough to throw into confusion the entire future of those for whom another place can still be found—at a lower salary of course—after termination of their Ministership. These are the underlying causes of an attitude now developing among many high-ranking officers that in the light of present conditions it is safer not to aim for the top but to be content with a number two job.

It should be a matter of serious concern that loyal and experienced officers are open to such treatment at a time when the country urgently needs the best men it can get in responsible positions. For an army officer, the case is different—special protective legislation will be introduced to permit General Bedell Smith to retain his rank while serving as Ambassador to the USSR.

It has never been the policy of the JOURNAL to criticize political appointments, for the reason that some of our finest and ablest representatives have come from different walks of life. There are occasions when the task of interpreting the United States abroad can be performed much better by someone with a background other than that provided by the Foreign Service.

It is our decided opinion, however, that if a career officer is good enough to make the grade of chief of mission he is entitled to some assurance as to his tenure of office—based on the same merit system that followed him from the start. We hope that in the promised land of Foreign Service reforms, as set forth in the projected bill appearing in this issue, there will be found the same security for the career Minister or Ambassador as for the ordinary FSO.

Letters to the Editors

Voice from the Field

American Consulate,
Durban, Union of South Africa.
November 30, 1945.

Henry S. Villard, Esquire,
Department of State,
Washington.

Dear Mr. Villard:

The object of this note is simply to tell you how much I appreciated reading your article "Report from the Field" in the September FOREIGN SERVICE JOURNAL. I am sure you voice the feelings and fears of many of us in the field. We read of the number of career officers being shoved up from 700 or 800 before the war to 2,500 within a year or so, and then we see that these new officers will be pushed into the Service through all the grades up to and including Class III.

I often used to suspect that the best way to get anywhere near the top in the Foreign Service was, not to work your way up from the bottom, but to be a success in some civilian capacity and then come right in at the top.

Recently we have had three new officers assigned to the Legation, an agricultural, a mining, and a labor attache. What will they do? They will report on their respective fields just exactly as we Foreign Service Officers have reported for years. They will go to the leading industrial organizations, secure the statistics, and talk over the situation just exactly as we would do. These are all delightful gentlemen and I have nothing against them, but I still maintain that there is scarcely a thing that they as specialists will report on that we experienced Foreign Service Officers could not do just as well.

I could elaborate on this but I will not bore you with it. . . .

Again thanking you for your very excellent exposition of the point of view of the man in the field, I am,

Sincerely yours,
E. TALBOT SMITH

Redesign Exams

American Consulate General,
Barcelona, Oct. 1, 1945.

TO THE EDITORS.

THE AMERICAN FOREIGN SERVICE JOURNAL:

As of possible interest to the successful and otherwise candidates for the Foreign Service

Examinations (and to many career officers who have been heard to complain of the severity of the grading of the papers), I am enclosing a letter I wrote to the Secretary of State last summer.

Very truly yours,

BARNABY CONRAD, JR.

American Consulate,
Seville, Spain, June 16, 1945.

The Honorable
The Secretary of State,
Washington 25, D.C.

Sir:

With reference to the Foreign Service Examinations held in March 1945, I have the honor to register a respectful but energetic complaint as to the type of examination and the severity of the grading scale.

From the above sentence it will be perceived that my average grade (61) was not high enough to make me eligible for the oral examinations. However, I like to think that I would have written this letter had I received the passing grade of 70. I took the examination under favorable conditions and am sure that on a similar repeat examination I would not be able to do any better, and perhaps not as well.

Failing the examination was, more than anything, a blow to my pride, since it was the first test I have ever failed. I graduated in 1943 from Yale University, "Primis Honoris," and was on the Dean's List of Distinguished Students, majoring in foreign area studies and liberal arts courses. Therefore, when it was announced that the Foreign Service Examinations had been designed for persons who had no opportunity for specialized study, I felt that my education was general enough and round enough to meet its demands. However, at Yale I wasn't tutored in longitude and latitude and their antipodes, the position of the sun at noon over Australia, or obsolescent religious sects, which helped to account for my poor grade in one of the most important sections.

Another important section, which dealt with dates of treaties, battles, inaugurations, and political campaigns, caught me unawares, since I was prepared for an examination which required no special study. For the last year and a half my mind has been occupied with invoices, shipping, commercial and political reporting, visas and citi-

zenship, and hence it was a shock suddenly to have to hark back to preparatory school days and History 20, where I presumably learned the dates and terms of the Treaties of Ghent, Paris, and so forth. I am relatively close to my school days, but I know of one auxiliary officer, with a splendid record behind him in the Service, who failed the examination dismally because he has been out of school for 14 years and was too busy doing a good job in his present capacity to do the intense study that this examination required. I think it is indicative that the three candidates of the Iberian Peninsula who passed the examination had all studied intensely, two, I believe, in Washington "cram" schools, and all but one had taken the examination at least once before.

Having gone to school in Mexico City, I speak and write Spanish almost as well as English and do a good percentage of my thinking in Spanish. However, the grade of 76 that I received in the language section would not give that impression. One attache in Madrid, who was reared and educated in South America and whose first language is really Spanish, received the belying grade of 71 on that section. I found that examination the easiest, yet I don't consider it in any way a fair test of one's acquaintance with a language. A specific example: One of the words to be translated in the vocabulary section of this examination (or perhaps it was the 1941 examination) was the Spanish word "buril." I later asked five educated Spaniards what that word meant, and not one of the five had ever heard of it. The dictionary says it is an "etcher's chisel." There were several other words for which they had to go to the dictionary, and I do not think it fair that a candidate be expected to know more Spanish than a Spaniard.

I have always prided myself on a good working English vocabulary, and I enter vocabulary tests of the *Reader's Digest* variety eagerly, since I invariably come out well. However, I had a rude awakening when I was confronted with this examination's list of obscure, technical, and often highly specialized words, which my eight years of Latin didn't help to decipher.

In the year and a half that I have been in the Foreign Service, the Department has seen fit to give me three promotions and to place me in charge of two Consulates, which would seem to imply that the knowledge demanded on the examination is not indispensable in the performance of a Foreign Service Officer's duties.

Despite the lavish use of the first person singular above, however, my indignation and concern are not centered around my own failure, since I fall

far short of my conception of a model Foreign Service Officer; rather, I was upset by the failure to pass of certain Auxiliary Officers with whom I have worked and whose outstanding ability in Consular and Diplomatic duties is on their records, and whose personal qualifications are known to everyone who has worked with them.

I respectfully suggest that the grades on the Foreign Service Examination be raised at least five points, that the examination be redesigned for future candidates, or that permission to take the oral examinations be granted to the Auxiliary Officers who have proved themselves capable in the field over a period of time.

Very respectfully yours,

BARNABY CONRAD, JR.,
American Vice Consul.

The "Untouchables"?

To the Editors,
The American Foreign Service Journal:

The letter captioned "The Clerical Caste System" on page 27 of the January issue, brings to my mind the experiences of my wife and myself on the trip of S. S. West Point from Lisbon to N. Y. July 1941.

For two well traveled elderly people we could readily laugh off the confusion and crying of the poor little babies, dogs, cats, birds and the babel of foreign languages. The Chinese children from Berlin who spoke only German were a circus and a constant source of entertainment.

In the dining room there were two sittings. My wife and I and another non career vice consul and wife were assigned a table for four at the first sitting. At the second sitting the Chinese Ambassador from Berlin, his wife and party occupied the table. We met often and spoke and always exchanged pleasant salutations. We were all treated with the greatest of courtesy and the exquisite formal manners of foreign officials, but from the American career officers and their wives we were treated as "untouchables" because I was a non career vice consul. The wives of the career men noticeably snubbed and avoided my wife as the men did me without the slightest respect to gray hair and mature age, and years of service.

In passing, I wish to state that as a class the career men on that trip, I should estimate were 80 percent anti-British, pro-Nazi and pro-Fascist. We heard many bets arranged on the war being over by Christmas 1941 and on German Victory.

I have wondered many times if they changed their tune after December 7, 1941.

I am sure if the "Humble Foreign Service Clerk" who wrote you the letter in question had been on the S.S. West Point he would have been ashamed enough to jump over board and not wait for an improvement in transportation.

Respectfully yours,

A NON CAREER VICE CONSUL

A U. S. Foreign Service Academy

American Legation,
Bern, Switzerland.
December 2, 1945.

TO THE EDITORS,

THE AMERICAN FOREIGN SERVICE JOURNAL:

I was gratified to learn by Radio Bulletin No. 284, of December 1, 1945, of the introduction by Representative Lane of a Bill looking to the establishment of a United States Foreign Service Academy. In my opinion, the existence of such a school could do much toward the creation of a body of men to make up a Foreign Service strong enough to cope effectively with the many important problems facing the world in a period that may well prove to be the most crucial in history. At this particular stage of world affairs, the need for able personnel should be measured by the importance of the part our Foreign Service will have to play in a peaceful readjustment of a very shaky world. As time is of the essence, I hope that Representative Lane's Bill will be acted on favorably without unnecessary delay so that we may soon have an institution which, if properly conducted, should produce men of the high caliber needed.

The Foreign Service throughout my long association with it has come to be so much a part of me that I feel almost selfish in desiring to see its further improvement. I advance the motive of selfishness as an apology for submitting certain thoughts regarding the admission of applicants to the Foreign Service and to the career Foreign Service in particular.

I consider that the type of written examination at present given to candidates is not the type best calculated to bring into the Service men with the qualifications needed to serve our country best. The present written examinations are based too much on book-learning. While they are easy meat for a bookworm filled with historical dates and literary quotations, they stump the candidate who, though less of an intellectual giant, would, in the performance of field duties, far outclass his intellectual superior. I do not mean to minimize the need for a member of the Foreign Service to possess a substantial fund of general knowledge; on the contrary, he should be sufficiently equipped intellectually

to inspire respect and confidence. But I do think that too much importance is attached to the intellectual side and too little to the practical side. In other words, in the examination of a candidate, more weight should be put on what he can do, how useful he can be, instead of how much he knows and how many questions he happens to have answered correctly. I can best express my thought in this connection by a remark Hugh Gibson made to me years ago in Geneva during the General Disarmament Conference when, speaking in praise of one of our Secretaries, he said: "That man can generate more horsepower with the intellectual equipment he's got than anybody I ever saw." That's what I mean: instead of too much knowledge we should have more horsepower.

I realize that that's easier said than done. But one way of finding out whether an applicant can do things is to have him do things. I would therefore suggest that, outside of a sufficient number of not too recondite questions to determine the candidate's intellectual suitability, the examiners' efforts be directed mainly toward determining the candidate's ability to perform Foreign Service functions, such as drafting despatches and telegrams on the basis of material presented to him; drafting notes to the Foreign Offices in the field on matters of a delicate and argumentative nature, etc., etc. For the purpose of such examinations, concrete cases might well be taken from the records of the Department. Such case work should be selected with an eye to subjecting to a severe test the candidate's power of reason, judgment, perception and tact, qualities which deserve much weight in the selection of career men. Questions pertaining to various types of routine work, such as consular invoicing, citizenship matters, visas, etc., might be included in the examinations, but I do not consider this of importance. Candidates who successfully pass an examination of the sort referred to would have little difficulty in mastering routine work governed largely by standing regulations.

I realize that an examination of the type I have in mind would not be fair to candidates without previous actual training in Foreign Service work. An opportunity should be given them to acquire such training, perhaps by assignment to the field for a given period of duty in a clerical or other capacity. If and when the Foreign Service Academy comes into being it would be an easy matter to set up within the Academy imaginary diplomatic and consular missions and foreign offices to enable prospective service men to acquire actual training in the course of their period of instruction. The point I wish to drive home is the importance of

(Continued on page 66)

News From the Field

FIELD CORRESPONDENTS

Australia—John R. Minter
Bolivia—Hector C. Adam, Jr.
Brazil—Walter P. McConaughy
China—James O'Sullivan
Colombia—James S. Triolo
Costa Rica—J. Ramon Solana
Dutch West Indies—Lynn W. Franklin
Ecuador—George P. Shaw
El Salvador—Robert E. Wilson
French West Indies—William H. Christensen
Greece—William Witman, 2d
Ireland—Thomas McEnelly
Jamaica—John H. Lord

London—Dorsey G. Fisher
Mexico—Robert F. Hale
Morocco—Charles W. Lewis, Jr.
Nassau—John H. E. McAndrews
Nicaragua—James M. Gilchrist
New Zealand—John Fuess
Panama—Arthur R. Williams
Peru—Maurice J. Broderick
Southampton—William H. Beck
Spain—John N. Hamlin
Tangier—Paul H. Alling
U. S. S. R.—Edward Page, Jr.
Union of South Africa—Robert A. Acly
Venezuela—Carl Bueuer

KABUL



Minister Ely Eliot Palmer (center) leaving the Dilkusha Palae in Kabal on December 6th after presenting his credentials to His Majesty Mohamed Zahir Shah. Left to right: Abdul Qayum Khan, Assistant Chief of Protocol; Elbert G. Mathews, Second Secretary; Minister Palmer; Major Ernest F. Fox, Military Attaché, and David L. Gilsinn, Attaché and Vice Consul.

BELEM



STAFF OF THE CONSULATE AT BELEM

Back row, left to right, Joao Amaral, chauffeur; Jorge Britto, clerk; Bob Black, Vice Consul; Randolph A. Kidder, Consul; Harry F. Pfeiffer, Jr., Vice Consul; Affonso U. Hidalgo, clerk; Omar Cavalcante, clerk; Reubens Araujo, messenger; front row, Maria Nazareth Herrmann, Walkyria Mello, Mrs. Armantine Guimaraes, Lasthenia Miranda (now a student at Skidmore College in Saratoga Springs, N.Y.), Doreen Guimaraes and Evangelina Barros. Two messengers are missing from the picture.

LA PAZ

January 10, 1946.

La Paz was recently visited on a whirlwind tour by General Bissel, chief of the Intelligence Branch of the General Staff, on a trip that allowed in most cases for only a day or less in each South American capital.

The Embassy has recently been in the throes of joining in the Coordinator's Office in Bolivia with an almost insuperable number of administrative and financial problems. As the Coordinator's Office has approximately the same number of officers and employees as the Embassy proper, the administrative headaches involved in the coalition can readily be imagined. The difficulties were not made easier by a series of jerky and uncoordinated telegrams from the Department giving in each case partial information which was in no case satisfactory.

Ambassador Thurston departed on January 3, hav-

ing been called to Washington for a consultation. His departure was the occasion for practically the entire diplomatic corps and some ranking Bolivian officials to proceed to the airport at El Alto to see him off and wish him a pleasant journey and speedy return.

HECTOR C. ADAM, JR.

BILBAO

December 12, 1945.

Consul and Mrs. Harry F. Hawley at Bilbao have with them their daughter, Mrs. Archibald Adam, and her three young sons, awaiting demobilization of her husband, Captain Archibald Adam, now in the London War Office, so they can resume normal life at their Oporto home.

The Bookshelf

FRANCIS C. DE WOLF, *Review Editor*

BRETTON WOODS: CLUES TO A MONETARY MYSTERY. By Carlyle Morgan. *World Peace Foundation, Boston. 1945. 143 pages. 25 cents.*

"Bretton Woods: Clues to a Monetary Mystery" is the title of an ambitious little volume of slightly over one hundred pages by Carlyle Morgan, published under the auspices of The World Peace Foundation. In his preface, Leland M. Goodrich, director of the Foundation, warns the reader that the future of mankind depends "upon the taking of measures necessary to assure those conditions, economic and social, which are favorable to continuing peace and security." Among these "measures," the highly technical one of international monetary cooperation appeared sufficiently important to forty-four nations to devote to it a conference, arranged by the U. S. Government in 1944 at Bretton Woods, N. H. Why such urgency, while the war was not yet won? This is what the author succeeds in clarifying for the layman in the characteristically lucid style of his editorial writing for *The Christian Science Monitor*.

The book starts with a short history of monetary relations and discusses the effects of classical automatic adjustment by tying currencies through the gold standard. These effects are well known: relationship between gold held by a country, the volume of currency and credit, affecting prices and wages, which in turn determine production and trade. Today, however, most governments, facing squarely the "job-dynamite" issue, realize that their futures depend more on keeping their peoples at work than on satisfying orthodox conceptions of financial security. The proposals drafted at Bretton Woods thus represent a logical compromise between the original American and British plans based on gold and trade respectively.

Though manifestly in favor of the Bretton Woods Proposals, Morgan discusses fairly the criticisms of the International Monetary Fund voiced by the American Bankers Association. In particular, the stipulation that no application of a member country to modify the exchange rate of its currency could be refused on account of domestic social policies is termed by him "that large loophole."

Obviously, the introduction of the concept of partnership among nations, creditors and debtors alike, in the operation of monetary stabilization is novel. It is no wonder then, that this factor, combined with concern over the selection of management, causes apprehension in conservative banking circles.

Monetary stabilization alone, however, is no panacea for all economic ills. It is only a stepping stone on the road of enlightened trade policies. Since the writing of this book, the United Nations Organization with its Economic and Social Council, as well as the Bretton Woods International Monetary Fund and Bank for Reconstruction and Development have come into existence; an International Trade Conference has been officially announced for next summer. We will therefore know, in the near future, whether economic cooperation can buttress the political system of the United Nations.

S. KAGAN.

THE ARAB ISLAND. THE MIDDLE EAST, 1939-43. By Freya Stark. 233 pages. New York: Alfred Knopf. \$3.50.

A wealth of information on the Middle East; a rich, often poetic style; an exciting account of the scale-tipping importance of the Arab world during the war; a sympathetic understanding of the modern Arab's aspiration, as well as a totally imperialistic point of view and the strange fact that the word "Balfour" is not once mentioned in this book on the Near East . . . these characteristics will discourage or encourage the prospective reader of this book.

In 1939 Freya Stark was sent by the British Government to the Middle East to do the kind of job State, CIAA and OWI did for us in other parts of the world, and this is the first-person-story of her experiences. She spent the war years in Aden, the Yemen, Egypt, Transjordan, Syria and Iraq, doing her probably very efficient best to "hold the Arab world on the side of democracy." Her deep knowledge of the Middle East, past and present, makes this book much more than just the superficial experiences of a war reporter, and her personal interviews with its great, from Lord Wavell to the Emir of Dhala, Ibn Saud to the Regent of Iraq, probably present the clearest pictures ever drawn of these strong personalities. The unknown men and women of the East—socially conscious office boys and religious policemen, women just beginning to look beyond the windows of their harem, and shrewd peasants—are not ignored either.

Her account of the rise of the Arab middle class and the young effendi's place in our world, as well as her conjectures on the unification of the Islamic nations, are explained with such deep knowledge and sympathy that her prejudiced and narrow-minded judgments on, for example, Zionism and British imperial policy, strike one a double blow.

ALICE L. RAINE.

INTERNATIONAL LAW, Chiefly as Interpreted and Applied by the United States, by Charles Cheney Hyde. In three volumes. Little, Brown and Company, Boston. 1945. \$45.00.

It was in 1922—after the first World War was barely over—that Charles Cheney Hyde first published his treatise on International Law. In the preface of his first edition Dr. Hyde explained the purpose of his work: "A treatise reflecting what might be called the American conception of International Law." Shortly thereafter, the author became the Solicitor for the Department of State, and he then had occasion to make his own helpful contribution to the American conception of International Law. Those were the days when the League of Nations and the Permanent Court of International Justice were striving to build up a new International Law, without the benefit of American participation.

Now, after the second World War, the world again is attempting to bring order out of chaos, and I am sure it must be a source of great satisfaction to Dr. Hyde—now Hamilton Fish Professor of International Law and Diplomacy at Columbia University—that the American people have assumed their full share of responsibility in the building up of a new world order through the United Nations Organization.

Again Dr. Hyde is being timely in publishing the second issue of his treatise when public interest is once more aroused in the development and progress of the law of nations. Not long ago Mr. Hackworth completed his excellent Digest of International Law. Now comes Hyde's own treatise, expanded from two to three volumes. The purpose is still the same—"To mirror the views of his own country on International Law is still the chief endeavor of the author in this revised edition of a work first published in 1922."

The main difference between Hackworth's Digest and Hyde's treatise is that Hyde, besides describing what the law is, philosophizes on what it should be. This is in the great tradition of writers on International Law, going back to Grotius and Vattel.

It is not my purpose here to analyze minutely Dr. Hyde's latest contribution to the great literature of international jurisprudence. I can only say that it is in the best tradition of that literature.

Every Foreign Service Officer who is really interested in the science and art of diplomacy should have at hand both Hackworth's Digest and Hyde's treatise. When I first contemplated joining the Solicitor's Office of the Department in 1922, I asked the then Acting Solicitor, Mr. Joseph R. Baker, how best I could continue to prepare for legal work in the Department—having just finished sitting at the feet of John Bassett Moore. The answer was, "Read that new treatise on International Law by Charles Cheney Hyde, a professor at Northwestern University." The advice, good then, holds good today.

FRANCIS C. DE WOLF.

THE PAN AMERICAN YEAREOOK, 1945. Compiled and published by Pan American Associates, 1150 Sixth Ave., New York. 1945. Pp. 829. \$5.00.

INTER-AMERICAN AFFAIRS, 1944. Edited by Arthur P. Whitaker, Columbia University Press, New York. 1945. Pp. 284. \$3.00.

The Yearbook is the first economic handbook and ready reference directory in a new series. It appears in both English and Spanish editions.

Dr. Rowe, director of the Pan American Union, Joseph C. Rovensky of the Chase National Bank, and A. Curtis Wilgus, historian, are contributors of brief articles, ably covering their special fields. The "Associates" responsible for the major portion of the textual material are not widely known.

The Yearbook has several useful maps, and is interspersed with advertisements of familiar banking, exporting and transportation firms.

A prominent feature, occupying 300 pages, is a list of 25,000 commercial firms arranged under 13 major types of industry and classified by the countries in which they do business.

Early sections of the volume generalize on problems such as finance, fisheries, minerals, or the Good Neighbor Policy, and are followed by separate treatises on each country of the Western Hemisphere. United States, British, French and Dutch territorial possessions are also surveyed.

Inter-American Affairs, 1944, fourth in its series, contains chapters on transportation, banking, finance, labor, and social welfare. Three officers of the State Department contributed: Dr. Miron Burgin, Mr. Otis E. Mulliken, and Sarah E. Roberts. Of these, Dr. Burgin prepared a number of statistical tables on import and export trade, gold and exchange holdings, and balances of payments.

Other authors are Madeline Nichols of Goucher College, writing on cultural relations, and C. G. Motten of the University of Pennsylvania, who presents an invaluable chronology of significant events of the year. (An earlier edition of the *Affairs* was reviewed, *in extenso*, in the November 1945 issue of this JOURNAL.)

Both *The Yearbook* and the *Affairs* expand on Argentina, and both pay considerable attention to Canada. *The Yearbook* has many practical geographic and trade facts—intended chiefly for commercial use; the *Affairs* draws comprehensive analyses and conclusions, albeit bolstered with statistical data—for a more intellectual approach. Both volumes are destined for the reference shelf; neither will be a best-seller.

WILLARD F. BARBER.

REPORT ON THE CONFERENCE OF ECONOMIC COUNSELORS AND ADVISERS TO UNITED STATES MISSIONS IN EUROPE

Paris, January 28 - February 2, 1946

The Conference was called by the Department for discussion and explanation of the paramount economic and financial problems and policies dealing with the European area. The host Embassy arranged for discussions to be held in the Salon des Aigles, Hotel Crillon.

Delegations from 22 of the 25 European Missions and Treasury representatives from three Missions attended the Conference. Mr. Frank Fetter, Chief of the Division of Investment and Economic Development, and Mr. Fisher Howe, Special Assistant to Mr. Clayton, attended from the Department. In all, approximately 60 officers were in attendance. A secretariat was composed of members of the Paris and London Embassies. Delegates stayed at the Hotel Crillon and Hotel California.

The Honorable Jefferson Caffery, United States Ambassador to France, opened the Conference. The Ambassador later in the week gave a reception for all the delegates.

Livingston T. Merchant, Minister-Counselor for Economic Affairs at Paris, was designated Chairman and the appointment of the following other officers was made by the Conference: The Honorable Arthur Bliss Lane, United States Ambassador to Poland, as honorary Chairman, and Messrs. Harry C. Hawkins, Minister-Counselor for Economic Affairs at the United States Embassy, London, and Thomas C. Blaisdell, Jr., Minister and Chief of Mission for Economic Affairs, and William Taylor, Principal Treasury Representative in Europe (unable to attend) as Vice Chairmen.

The following subjects were included in the agenda, though the discussion did not follow the order listed:

1. Proposals for World Trade and Employment—(Hawkins)
2. American Financial Policy—(Fetter)
 - a. British Loan
 - b. ExImBank
 - c. Bretton Woods
 - d. Lend Lease Legislation
 - e. Surplus Property
3. Emergency Economic Organizations—(Blaisdell)
 - a. European Coal Organization
 - b. European Central Inland Transport Organization
 - c. Emergency Economic Committee for Europe.

4. Resumption of Trade
 - a. Reconstruction of Europe with particular reference to Russia
 - b. Bilateralism in Europe
 - c. American Business Men
 - d. Industrial Reporting
5. Miscellaneous
 - a. Safehaven and Reparations
 - b. UNRRA
 - c. Post-war Combined Board Problems
 - d. Telecommunications
 - e. Administrative and Personnel Problems

The delegate most familiar with each subject led the discussion on each topic.

Discussion took the form, in some instances, of detailed explanation of particular policies or proposals. This was followed by discussion of the application of the policies to the several areas and to related problems that arose from the policies, particularly in regard to trade and financial policy. In other instances, the discussion took the form of a round table discussion led by selected delegates.

Although the main purpose of the Conference was informative discussion, opinions seemed to concentrate sufficiently on certain subjects to justify the preparation of four special reports, which were cable to the Department.

- a. Bilateralism in European Trade
- b. Problem of German Exports
- c. Reconstruction of Europe with relation to Russia
- d. American business men in Europe

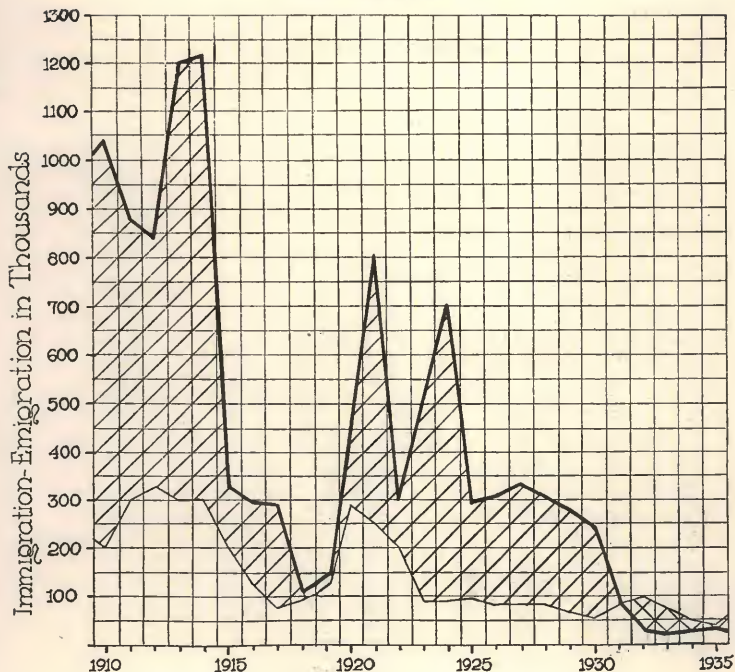
The Conference was of real benefit and usefulness, both to the economic officers in the field and to the representatives of the Department. The direction of the discussion indicated that there was some ignorance and misunderstanding of the American position in certain economic policies and of the problems being faced, a large number of which seemed to be cleared up to the satisfaction of the delegations. One outstanding example of this was in the "Proposals for World Trade and Employment," where explanations by Mr. Hawkins of the intent and reasoning involved in certain passages radically changed the understanding and outlook of certain missions to the proposals. The discussions indicated the need for closer liaison between the Department and the field.

Great benefit seemed to be derived, too, from the

(Continued on page 67)

FOREIGN SERVICE EXAMINATIONS

(Continued from page 19)



III

In the foregoing graph the heavy curve represents immigration from 1910-1935. The light curve represents emigration from 1910-1935.

Select the date which completes each of the following statements and place a check (✓) in the space beside it:

20. Emigration was $\frac{1}{4}$ immigration in

1910.....

1913.....

1920.....

1924.....

21. Immigration was $\frac{1}{2}$ emigration in

1915.....

1921.....

1932.....

1934.....

22. Emigration and immigration were equal in

1919.....

1922.....

1931.....

1935.....

23. Emigration rose at the greatest rate between

1914 and 1915.....

1919 and 1920.....

1922 and 1923.....

1931 and 1932.....

24. The excess of immigrants over emigrants was greatest in

1910.....

1914.....

1921.....

1932.....

25. Immigration fell off at the greatest rate between

1914 and 1915.....

1919 and 1920.....

1924 and 1925.....

1931 and 1932.....

26. There were fewest emigrants in

1917.....

1923.....

1933.....

1935.....

(Continued on page 36)



American Consulate General at Singapore photographed the day it reopened, October 10, 1945. Courtesy Darel D. McFerren.

SERVICE



Photograph taken at Lima, December, 1945; left to right: Otis Bosworth, legal staff OIAA; Edward G. Trueblood, Counselor of Embassy, Lima; George P. Shaw, Counselor of Embassy, Quito; Commander John Whelen, Naval Attaché, Lima; Bernard C. Connelly, Second Secretary, Lima; Major Jay A. Reist, Acting Military Attaché, Lima.



New Year's Party at U. S. Naval Air Station, Port Lyoutey, Morocco. Left to right: Robert Waring, Donald Dumont (Vice Consuls at Rabat); Marie Paris, Mr. Dumont's fiancée; Monsieur Mangin, Bureau of Native Affairs officer of the Residency General, His Excellency the Pacha of Port Lyautey; John Isherwood, British Vice Consul at Rabat; Gilbert MacKereth, British Consul General, Rabat (recently named Minister in the British Foreign Service); Mrs. MacKereth; Captain W. E. G. Taylor, commanding officer of the Naval Air Station; and Monsieur Husan, Civil Controller of Port Lyautey.



House of Representatives Sub-Committee on Appropriations for Departments of State, Commerce, and Justice visits Alcazar at Seville, Spain. Left to right, Luis Toro, Acting Mayor of Seville, Mrs. John Hamlin, Gerald Drew, Mr. Thomas J. O'Brien, Mr. Louis C. Rabout, Joaquin Romero Murube, Director of Alcazar, and Mr. John Hamlin, American Consul.

GLIMPSSES

Sheikh, alias Vice Consul, Clarence J. McIntash, photographed in the Hejaz Hills outside of Jidda.



Staff of American Embassy, San Salvador, at farewell picnic given in Embassy patio for Major George Massey, Military Attaché. Seated, left to right: Mrs. Massey, Mrs. Simmons, Ambassador Simmons, Major Massey. Standing, on ground level, left to right: Captain Ziler, new Military Attaché; Stanton Braun, Legal Attaché; Robert E. Wilson, 3rd Secretary and Vice Consul; Joseph E. Maleudy, Vice Consul; Betty Hand; Bessy Wager; Mrs. Wilson; Marion Whinery; Mrs. Garner; Rita von Vonderden; Mrs. Ellis; Lois Galindo; Mrs. Shahady; Pearl Redman; Mrs. Custleman; Mrs. Johnstane; Mrs. Ziler; Gerry Wahl; Aida Salazar; Manja Jahnson; Nicolás Hernández. Back row, left to right: Clarence Iverson; Vernon Garner; Overtan G. Ellis, 2nd Secretary and Vice Consul; Jack Jahnstone, Vice Consul; Edward Castleman, Vice Consul; Norma Miller.



Visit of General Jonathan Wainwright to El Paso. Left to right: Brig. Gen. George J. Farster, Commander at Fort Bliss, Texas; Calanel Carlos Vega Ayala, staff officer at the Juárez Garrison; Consul General William P. Blacker; General Jonathan Wainwright; Brig. Gen. Baltazar Ganzaes Vidal, Commandant of the 35th Battalion of the Mexican National Army stationed in Ciudad Juárez; Lt. Raberto Chavez Olivares of the Juárez garrison.



University of Laval Honors Bertel E. Kuniholm. On December 28 Consul B. E. Kuniholm, at Quebec, was awarded a Doctorate des lettres, honoris causa. The photo was taken during Mr. Kuniholm's discourse in the grand salon of the University in the presence of members of the faculty.



EXAMINATION QUESTIONS

(Continued from page 33)

27. The rate of change of net immigration was greatest between
- 1920 and 1921
 - 1925 and 1926
 - 1930 and 1931
 - 1932 and 1933
28. The rates of increase of emigrants and immigrants were most nearly equal between
- 1932 and 1933
 - 1925 and 1926
 - 1918 and 1919
 - 1913 and 1914
29. Immigration was lowest in
- 1918
 - 1931
 - 1933
 - 1935

IV

The chart below shows the total reparations paid by Germany after the war of 1914-1918 and the countries by which they were received. Each complete white bar represents 5% of the total.

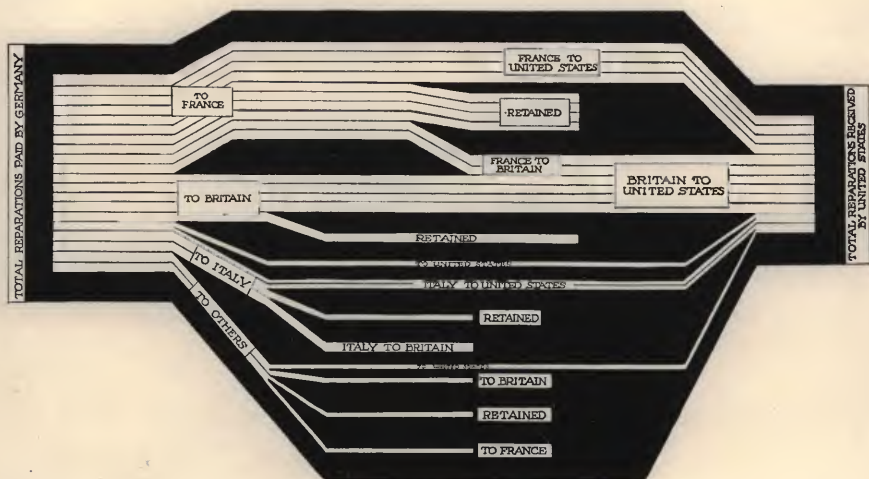
Each of the following three statements is followed by four possible answers. Place a check mark (✓) beside the one that completes the statement correctly:

30. Of the total reparations paid, the United States received
- 30%
 - 40%
 - 50%
 - 60%
31. Directly and indirectly Britain received, of the total reparations paid,
- 28%
 - 35%
 - 43%
 - 49%
32. Of the total amount that France received directly, she retained
- 10%
 - 20%
 - 22%
 - 40%

Before each of the following statements, write—
 a plus sign (+) if the statement is true according to the chart;
 a minus sign (—) if the statement is false according to the chart;
 an *N* if no valid conclusion can be reached with the data available.

33. France received in direct payment from Germany more than the United States got from all sources.
34. More money was paid by Italy to the United States than Germany paid directly to the United States.

(Continued on page 38)



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EXAMINATION QUESTIONS

(Continued from page 36)

35. The percentage that Britain retained was greater than the percentage that Italy forwarded to the United States.

V

Below is shown a weather map of the United States for July 1.

Cyclones with centers of low barometric pressure and anticyclones with centers of high barometric pressure ordinarily follow each other alternately across the United States in irregular paths from west to east. Normally, as they approach the Atlantic Coast, they tend to move from southwest to northwest in the general direction indicated by the arrow. The average speed of lows ranges from 477 to 718 miles a day, of highs from 485 to 594 miles a day; the higher speeds being more usual in winter and the lower in summer. Normally, high barometric pressure brings clear weather and low barometric pressure unsettled weather. The black lines on the map are isobars which pass through points of equal barometric pressure. The numbers represent the barometric pressure in millibars along the isobars.

Before each of the following statements, write—

- a plus sign (+) if the statement is true according to the map or may be directly inferred from it; a minus sign (—) if the statement is false according to the map;

an *N* if the map neither proves nor refutes the statement:

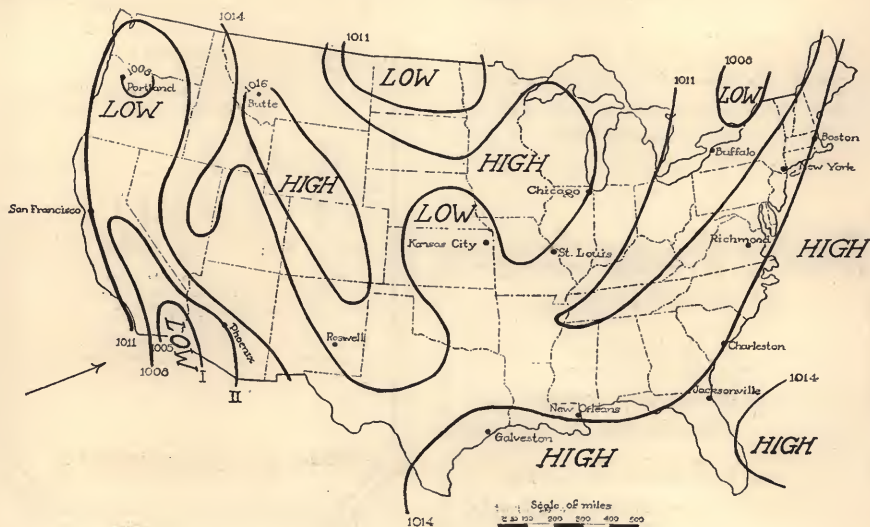
36. Barometric pressure is the same in Boston as in Charleston.
37. Barometric pressure in Boston is different from that in Chicago.
38. St. Louis and Richmond have the same barometric pressure.
39. In Phoenix the barometric pressure is the same as in Portland, Oregon.
40. Barometric pressure is lower in Buffalo than in New York.
41. Isobars marked I and II might intersect if data for Mexico were available.

Below are the names of six cities shown on the weather map. Consider the data given in the map and the explanation below it, and predict the weather in these cities on July 2 and July 3.

In the spaces provided, write—

- C* if the data indicate probable clear weather;
U if the data indicate probable unsettled weather;
I if it is impossible to draw either of the foregoing conclusions.

	July 2	July 3
Buffalo . . .	42.	48.
New Orleans . . .	43.	49.
Jacksonville . . .	44.	50.
Butte . . .	45.	51.
Chicago . . .	46.	52.
Phoenix . . .	47.	53.





Illustrated is RCA type ET 4339, 200 watt 1.7 mc to 20 mc single or dual channel telephone or telegraph transmitter including remote control, and RCA type AR 88, .550 mc to 32 mc de luxe communications receiver.

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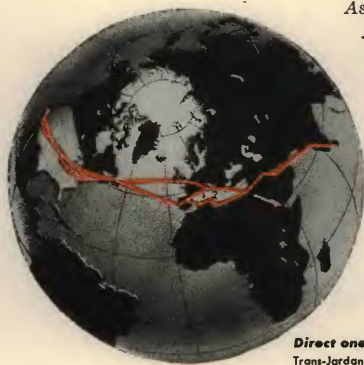
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PROMOTIONS

The following Foreign Service Officers have received promotions effective December 17, 1945:

From Foreign Service Officer of Class II to Foreign Service Officer of Class I:

Merwin L. Bohan, of Texas.
George H. Butler, of Illinois.
J. Rives Childs, of Virginia.
Walter A. Foote, of Texas.
Julian F. Harrington, of Massachusetts.
Harry C. Hawkins, of Virginia.
George D. Hopper, of Kentucky.
Charles A. Livengood, of Washington.
George R. Merrell, of Missouri.
John J. Muccio, of Rhode Island.
Alfred T. Nester, of New York.
Albert F. Nufer, of New York.
Christian M. Ravndal, of Iowa.
Harold Shantz, of New York.
Edwin F. Stanton, of California.
Clifford C. Taylor, of Colorado.
John Carter Vincent, of Georgia.

From Foreign Service Officer of Class III to Foreign Service Officer of Class II:

Donald F. Bigelow, of Minnesota.
Harry E. Carlson, of Illinois.
Cecil Wayne Gray, of Tennessee.
David McK. Key, of Tennessee.
Marcel E. Malige, of Idaho.
Thomas McEnelly, of New York.
Warwick Perkins, of Maryland.
Austin R. Preston, of New York.
Joseph C. Satterthwaite, of Michigan.

From Foreign Service Officer of Class IV to Foreign Service Officer of Class III:

Gilson G. Blake, of Maryland.
Leonard G. Dawson, of Virginia.

From Foreign Service Officer of Class V to Foreign Service Officer of Class IV:

George M. Abbott, of Ohio.
George D. Andrews, of Tennessee.
Robert D. Coe, of Wyoming.
Charles H. Ducote, of Massachusetts.
Archibald E. Gray, of Pennsylvania.
Benjamin M. Hulley, of Florida.
Charles A. Hutchinson, of Minnesota.
John B. Ketcham, of New York.
George D. LaMont, of New York.
Rufus H. Lane, Jr., of Virginia.
James E. Parks, of North Carolina.
Eric C. Wendelin, of Massachusetts.

From Foreign Service Officer of Class VI to Foreign Service Officer of Class V:

Earl T. Crain, of Illinois.
Frederick C. Fornes, Jr., of New York.
John Peabody Palmer, of Washington.
Emil O'Shaughnessy, of New York.

From Foreign Service Officer of Class VII to Foreign Service Officer of Class VI:

Hiram Bingham, Jr., of Connecticut.
Walter J. Linthicum, of Maryland.
Odin G. Loren, of Washington.
Reginald P. Mitchell, of Florida.
Paul H. Pearson, of Iowa.

From Foreign Service Officer, unclassified, to Foreign Service Officer of Class VIII:

V. Harwood Blocker, of Texas.
William H. Christensen, of South Dakota.
Clifton P. English, of Tennessee.
Thomas S. Estes, of Massachusetts.
Keeler Faus, of Georgia.
Sidney K. Lafoon, of Virginia.
Harry Clinton Reed, of Ohio.
Terry B. Sanders, Jr., of Texas.
Merlin E. Smith, of Ohio.

ANSWERS TO 1945 SELECTED QUESTIONS

1. $\frac{1}{4}$, 2. 2 to 3, 3. 40,000,000, 4. 70, 5. 3,000,000, 6. 7.2, 7. 30,000,000, 8. 5,000, 9. 2,000,000,000, 10. 10, 11. 70,000,000, 12. 10, 13. +, 14. +, 15. N, 16. —, 17. +, 18. —, 19. —, 20. 1913, 21. 1934, 22. 1931, 23. 1919 and 1920, 24. 1914, 25. 1914 and 1915, 26. 1935, 27. 1920 and 1921, 28. 1918 and 1919, 29. 1933, 30. 60%, 31. 43%, 32. 40%, 33. —, 34. +, 35. +, 36. +, 37. —, 38. N, 39. +, 40. +, 41. —, 42. C, 43. C, 44. C, 45. U, 46. U, 47. I, 48. U, 49. I, 50. C, 51. I, 52. C, 53. I.

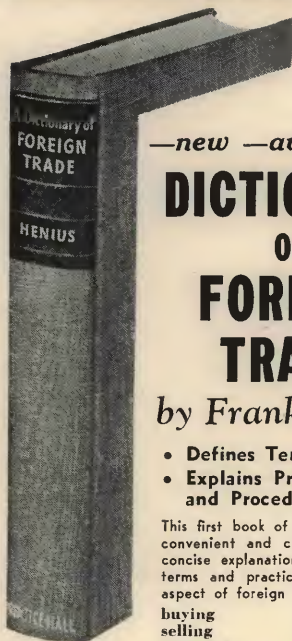
MARRIAGES

NICHOLS-FRANC. Miss Vera Franc and Mr. Donald H. Nichols were married on November 10, 1945, at Addis Ababa, where Mr. Nichols is Vice Consul.

BREWSTER-MERRILL. Miss Dania Merrill and Mr. Herbert Daniel Brewster were married on January 19, 1946, in Chicago. Mr. Brewster is a Foreign Service Officer assigned to the Division of Foreign Activity Correlation. Mrs. Brewster is also in that Division.

BLISS-DE CUBAS. Miss Gabriela Eloisa de Cubas y Navarro and Mr. Don C. Bliss were married on March 6, 1946, in New York City. Mr. Bliss is assigned as Commercial Attache in London.

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NEWS FROM THE DEPARTMENT

(Continued from page 23)

Cookie Pusher Not Needed

The following telegram came into the Department from Consul General WALTER FOOTE in Batavia:

"Reference Department's 4, November 6 re. assignment of Vice Consul _____ and my 18 November 7 it is my duty to state that any such officer should be selected with extreme care. He must be man who will not be rattled by rifle machine gun and hand grenade fire which continues all night. I was missed by inches last night by stray bullet. He must be able to accept short rations of bad food. My food past ten days has consisted of rice and small amount tinned fish or tinned meat. He must be willing bunk in room with others. If _____ has these qualities he will be of great help to me now. If not please withhold him."

Mr. Will's Clew of Thread

The State Department is now spread around in 42 buildings in Washington, D.C.

Members of the Service who have been out of the country for a while are naturally bewildered in trying to find their way around the Department labyrinth. Even those who have been sticking to home-base find it difficult to recognize the shortest distance.

Mr. Marvin Will in the Section of Personnel Relations, Room 503 Walker Johnson Building, has a magic thread for the newly-arrived. It's a mimeographed list entitled "Routine to be followed by Foreign Service Personnel Reporting in the Department from Posts Abroad." It's all mapped out—the people you should see, and where they are. And for those who are preparing to leave for their posts there's the list, "Details to be Taken Care of by Persons Traveling Abroad for the Department of State," with all the necessary directions.

These lists are most helpful.

Ambassador Hayes on FSOs.

Ambassador Hayes in his best seller "Wartime Mission in Spain" speaks in the very highest terms regarding his association with the Department and the Foreign Service. Throughout the whole book he shows evidence of the feeling expressed in the prefatory note—"... I have only respect and admiration for our Department of State and for our Foreign Service, and I esteem it an honor to have been, during trying times, a collaborator with them."

There follow some of his many complimentary ref-

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erences to members of the Foreign Service. "I profited greatly from frequent conferences . . . particularly with MR. W. PERRY GEORGE, who was in immediate charge of the Spanish Desk in the Department who not only acted as my guide through the maze of papers and documents but also gave me, from his past personal experience in Spain, much 'inside' information not obtainable from written documents." . . . "I was especially fortunate in having from the outset a Counselor, or first assistant, of the caliber and experience of WILLARD BEAULAC." . . . "I don't think I ever knew a man who combined as perfectly as RALPH ACKERMAN an unflinching memory of detailed facts and figures with a grasp of the economic situation as a whole." . . . "There were also, as First Secretaries of the Embassy, two recently arrived Foreign Service men of unusual ability: GEORGE HAERING, a meticulous investigator and reporter . . . and JULIAN HARRINGTON, who was our liaison officer with the United States Commercial Company and with the British Embassy in economic affairs." . . . "Another First Secretary was FRANCES WILLIS, one of the few women in the American Foreign Service, an exceptionally well-educated devoted and delightful collaborator." . . . "Then too, there was an outstanding and very outgoing Second Secretary, EARL CRAIN." . . . "Still younger were two Third Secretaries, FINDLEY BURNS and ROBERT BRANDIN . . . who were to prove highly useful in a variety of jobs." . . . "NILES BOND, a particularly fine and able Third Secretary who had recently been added to the staff of our Embassy and who was to prove, during the next two years, an extraordinarily sane and efficient manager of a most important business." . . . "I must say that the State Department invariably took special pains to provide us, from its depleted roster of Foreign Service Officers, with an exceptionally competent staff in Spain. We were indeed fortunate that in April it selected as Beaulac's successor at Madrid, MR. W. WALTON BUTTERWORTH. He proved to be an outstanding person in every way, vigorous, conscientious, intelligent, clever." . . . "Thanks to the State Department, we had an especially competent and devoted corps of consular officers throughout Spain. The Consular Conference of 1944 was attended by KEY from Barcelona, HAWLEY from Bilbao, QUARTON from Malaga, HAMLIN from Seville, GALBRAITH from San Sebastian, COWLES from Vigo, ANDERSON from Valencia, and FURNALD from Las Palmas in the Canaries, together with wives of most of them."

Re-Orientation Lectures

The Division of Training Services has recently instituted an orientation program for Departmental

personnel. These lectures are also serving as re-orientation classes for those members of the Service who are in Washington on consultation or in transit, and they are all invited to attend. The Division plans to operate this program continuously so that at whatever time Foreign Service personnel arrive in the Department there will be a course going on which will fit their requirements and they will have an opportunity to bring themselves up to date on all phases of the Department's operation.

There is also a series of orientation lectures (every morning at 9 o'clock) for newly appointed personnel going abroad. Some of these lectures might also be of interest to members of the Service visiting the Department.

The program of lectures may be obtained in the Foreign Service Room, Room 151 Main Building.

Actually Heard in the Corridors

An FSO, summoned to Washington for consultation, was greeted by a friend in the Department with the question,

"What brings you over here?"

"Oh," replied the visiting fireman, "I came back to draft replies to the telegrams I have been sending in for the past three months."

IN-SERVICE TRAINING PROGRAM

(Continued from page 16)

of State and the hectic Washington preoccupation with day-to-day politics.

If the Institute is established, and is built up to the point at which it can offer a distinguished faculty and a rich curriculum, then the decision will have to be made in each officer's case whether he can most advantageously spend his training time in Washington or elsewhere. In most cases, no doubt, the program formulated would combine in varying proportions the two kinds of experience. The Institute can and should be the focal center of Foreign Service training; but its development should never be allowed to obscure the desirability of drawing on all the riches of other institutions scattered the length and breadth of the United States.

In-Service Training for the Present Officer Corps

The discussion up to the present time has been somewhat theoretical in nature, in that it has dealt with the kind of program which might advantageously be set up for the future. But what of the hundreds of officers already in harness who have carried on with little educational stimulation in years past, and who are particularly in need of refreshment of mind and spirit after the heavy strains

of the war period with its long periods of consecutive duty abroad? Certainly they represent the immediate and urgent problem. Any in-service training program should properly begin with these men, both because they need and deserve the opportunity for further development, and because the effectiveness of the Service for a good many years to come will depend on how adequately these officers are developed for the responsibilities which they will have to shoulder.

Generally speaking, training activities to develop men for the future can never be carried on without some sacrifice of productive efficiency in the present. There is no doubt but that there is a critical shortage of manpower in the present officer corps, and that this shortage is going to continue until the personnel can be sharply expanded. Until the manpower needs of the Service have been satisfied and some surplus of personnel created, it is going to be difficult to detach officers from duty for training assignments except in small numbers and for short periods of time. Similarly, in the arrangement of field assignments, it is going to take time to build up the force to the point at which administrative flexibility will be possible and adequate attention can be paid to the development of individual abilities through a logical progression of assignments in the selected areas of concentration.

Nevertheless, the start will have to be made. Unless there is some sacrifice of present convenience, unless the senior officers can be made to realize that training must be carried on even while staffs are short and burdens are heavy, then the program will be dangerously delayed. It has been the writer's experience in several years of operating training programs that there is seldom if ever a time at which it is perfectly convenient to take men off the job for training. The only way to get a training program started is to make the decision that on a certain date it will start, even though this means real hardships to the people responsible for getting the work done. If the program of training is sound, however, the loss of efficiency in the present is more than paid for by the improvement achieved for the future.

The logical first step would be a complete inventory of the abilities and interests of all officers in the lower and middle grades of the Service. As rapidly as possible, each officer should be interviewed in Washington by the aforementioned board of control. His past accomplishments and possibilities for future development should be carefully reviewed, and some decision reached as to how he could be most effectively and usefully developed. If the concept of in-service training patterns has merit, and it is believed that it has, then the sooner it is put into practice the better off the Service will be.

While an inventory of this kind would be the logical starting point from which to begin building a comprehensive in-service training program, it would not be necessary to remain idle while waiting for this step to be taken. Even under present conditions, officers are being ordered to Washington for short periods of consultation, or are being routed through the Capitol on their way to a new post. An alert officer in charge of in-service training could do much to assist these individuals to fulfill some of their most urgent needs. And where a good argument exists for extra time to be provided for training, or where other causes result in delays in an officer leaving for his post, extra time can be made available for training experiences of some duration. Every possible opportunity for training should be utilized. Then gradually the program can be enlarged and elaborated as more officer time becomes available.

These immediate steps cannot be thought of as anything more than a way of getting the program started, and getting some experience in operating it. But if at least this beginning can be made, the value of the program can begin to make itself felt, and the morale of the officers will be boosted by the knowledge that the Department of State is taking an interest in them and trying to give them immediately what help it can. Moreover, it would make sense to start a venture of this kind on a small and experimental scale, to find out what kinds of projects are most valuable and effective. As for the more elaborate program recommended for the long pull, it should not be too great a time before it can be launched on an extensive scale, if a start is made now. Certainly with Congress and the American people more aware than ever before of the need for a wise, alert, competent and hard-hitting Foreign Service, the prospects for public support are bright. It should not be too difficult to persuade the guardians of the public purse that an imaginative and far-reaching in-service training program to strengthen the Foreign Service would be an advantageous investment for the American people. And although it will take time to work out the plans for the complete program, Rome, which was not built in a day, most surely arrived at ultimate magnificence.

IN MEMORIAM

YOUNG. Evan E. Young, former Minister to Santo Domingo and Bolivia and retired Pan American Airlines official, died on January 13 in Albany, N. Y.

CERTOSIMO. Mrs. Altagracia Certosimo, wife of Mr. Antonio Certosimo, Administrative Assistant at Nogales, died on November 19, 1945, in Tucson, Arizona.

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C. J. MACK, General Manager

PRESS COMMENT

(Continued from page 20)

But the picture he drew of conditions in the State Department—and the foreign service—was not far wrong in its main outlines.

For a good many years the organization and operating methods of American diplomacy have suffered from—and in—a weltering chaos of authority and responsibility that have gravely handicapped the making and carrying out of foreign policy.

There are several causes for this chaos. Here are the most important ones:

- Strains caused by the war and now by the reconversion of policy to a peace-time basis.
- The legacy of 12 years of highly personal management — or mismanagement — by President Roosevelt.
- Frequent changes in the high command of American foreign policy.
- Cliquishness within the State Department and the foreign service.
- The inefficiencies of most, if not all, civil service and government procedures in general.
- Lack of adequate funds, resulting in inability to hire enough people, and sufficiently able people to do the work.
- Lack of management knowhow among most diplomats.

The coming of the war multiplied by several times the amount of work the department and the foreign service had to do. The war also gave the department new kinds of work it never had done before.

At the same time, the war made it harder for the department to recruit the numbers and kinds of men needed to do its work. Moreover, office space, supplies and equipment of all kinds became harder to get.

Finally, the war made it seem necessary or desirable to give the armed forces great authority in matters of foreign policy.

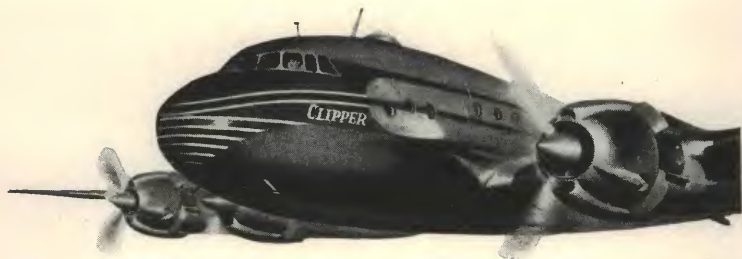
Many of the military had neither the time, the energy, the inclination nor the expert knowledge to use this authority wisely.

Much confusion inevitably resulted.

The switch-over from war to peace is piling still further burdens on American foreign policy.

Typical of these burdens is the dumping into the department of parts of five war agencies and the jobs they have been doing: The Office of Strategic Services, Office of War Information, Office of the Co-Ordinator of Inter-American Affairs, Foreign Economic Administration, and Army-Navy Liquidation Commission.

(Continued on page 51)



Ambassador to all the World...

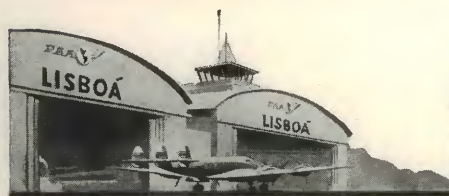
the Pan American Clipper

Every hour of the day, at some airport like this, groups of men and women eagerly await the arrival of Clippers from the U.S.A.

The Clippers bring new faces, big business, precious cargo. To many foreign nationals the Pan American Flying Clippers—with their sleek, trim lines, their brisk and cheerful blue-clad crews—have been for years a continuing contact with the United States. Many of these people abroad, often including government authorities, get their constant, lasting impression of our Nation from the men and women who fly the Clippers.


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President Roosevelt was an extraordinarily bad administrator.

He tried to do too much himself. He seldom either clearly divided or clearly delegated authority or responsibility.

The executive branch of the government had enormous powers during Roosevelt's presidency, and these powers were only loosely defined.

As usually happens in such situations, there was a knock-down, drag-out battle royal for power in Washington.

Characters who are adept in this kind of struggle seized, kept and wielded power.

The State Department and foreign service do not excel in this sort of contest. More specifically, neither Secretary Hull nor Secretary Stettinius excelled in it.

Therefore real power in foreign policy was wielded by other men and ministries altogether — the Treasury, for example.

This caused more confusion in the making and carrying out of American foreign policy.

The State Department and foreign service suffered accordingly.

Few secretaries of state, under secretaries or assistant secretaries in recent times have been notably able executives. Also, few of them had any profound or expert knowledge of foreign affairs when they assumed office.

Just about the time these men have gotten well acquainted with their department—and fairly well acquainted with foreign affairs—there has been a presidential election or some other cause for change.

Thereupon the high command of American foreign policy has all been replaced. The new men usually have started from scratch just as their predecessors had done.

Like the King of England, the Secretary of State may reign under circumstances like these, but he does not rule.

There has been no vigorous, expert, continuing leadership in and of the department and the service.

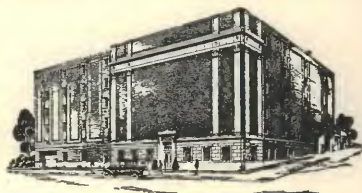
Therefore a "small handful of willful men"—and women—who are expert in department procedure and in foreign affairs, can and sometimes do control American foreign policy.

Government methods are notoriously clumsy and time-consuming. State Department procedures are no exception.

In principle, every penny of the taxpayer's money must be accounted for.

It must be proven that every penny is spent by a person duly authorized by law in a manner duly authorized by law for a purpose duly authorized by law.

In practice, this admirable principle is as clumsy as it sounds. (Continued on next page)



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The government spends staggering amounts for the bookkeepers and office space and supplies needed to keep track of things.

"It would be cheaper to give up all this monkey business and let people steal a couple of million dollars a year," a student of these matters said recently.

However, this is so shocking in principle that there is little likelihood of its being put into practice. Meanwhile the mills of bureaucracy continue to grind exceedingly slow, even if not exceedingly fine.

A second main cause of inefficiency in the government is that it is hard to measure achievement in public service.

You can measure the usefulness of an automobile salesman by the number of cars he sells. You can measure the financial value of a radio commentator by the number of laxative pills his program sells. But you can't measure the value of an ambassador so easily.

This tends to put a premium on observance of the letter of the regulations—which can be measured. And this in turn tends to encourage dull conformity to the letter of the law without enough regard for its meaning and purpose.

The American people are niggardly with the funds they make available for the formulation and execution of their national foreign policy.

One of the chief results of this penny-pinching is that the State Department and the foreign service are woefully understaffed.

They don't have enough people—or sufficiently able people—to do all the work they are called upon to do.

Both policy and "housekeeping" in American foreign policy suffer in consequence.

Even if all diplomats were able administrators, there still wouldn't be enough of them to carry the burdens of both policy and management. But in fact, most diplomats are not particularly good administrators, any more than doctors, lawyers and newspapermen are.

They are not picked for this kind of ability in the first place. They are not trained as administrators. Their work does not develop this kind of know-how.

Tomorrow's article will describe the office space problem in the State Department and show how it impairs the formulation and conduct of policy.

CRAMPED, DINGY STATE DEPARTMENT OFFICES BOG WORLD POLICY

Diplomats Can't Work Properly in Rundown Old Buildings

WASHINGTON. — The State Department doesn't have enough office space in Washington to swing a

cat by the tail—to say nothing of enough in which to do its work properly.

Some of the space, moreover, is dingy and generally disreputable and there a good many diplomats try to work.

The department's office arrangements are so bad that American foreign policy suffers appreciably from them.

There is too little space for the number of people needed to do the department's work. This space is divided among 48 different buildings, some of them three to four miles apart.

Several of the buildings the department is using never were designed or built for office purposes, and efficiency suffers accordingly.

Some are so old and rundown that they would disgrace an unsuccessful old-clothes dealer.

The passport division is located in a building that was a prison hospital during the Civil War and looks like it, and sometimes even smells like it.

There are rats in the basement of this building, where files are kept.

Some of those rats have been there since the Battle of Bull Run, a disgusted official said recently.

The department's financial units are working in temporary barracks built as quarters for the wartime White House military police guards.

The foreign service training school is in an ancient private mansion, three to four miles away from the main State Department building.

Another important unit is trying to work in quarters set up on the stage and in the dressing rooms, lobby and auditorium of an old theater.

The division of cultural relations is in a structure that served as Gen. Grant's headquarters during the Civil War.

The division of foreign buildings administration and the division of international conferences are in part of the premises of one of Washington's more highly gilded clubs.

This may sound cozy, but it isn't. The premises haven't been kept up properly.

The wallpaper is peeling in some of these alleged "offices."

Lighting is primitive in several.

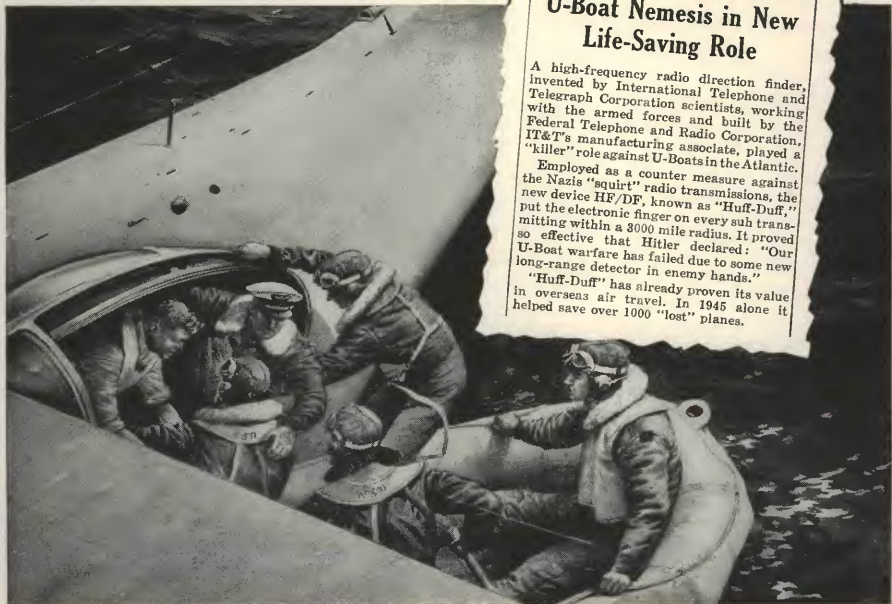
The fire-escape facilities in at least one building do nothing to reassure the visitor, whatever may be the sentiments of the employees.

But even if this space were suitable in itself, the planning and carrying out of American foreign policy still would suffer from the shortage of space and its disposal among 48 buildings.

Efficiency experts estimate that the department needs 135 to 140 square feet of office space per person.

(Continued on page 54)

NOW THE SECRET
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Federal shows "Huff-Duff" U-Boat Nemesis in New Life-Saving Role

A high-frequency radio direction finder, invented by International Telephone and Telegraph Corporation scientists, working with the armed forces and built by the Federal Telephone and Radio Corporation, IT&T's manufacturing associate, played a "killer" role against U-Boats in the Atlantic.

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In prewar Manila, Mama picks her favorite horse to win at Santa Ana track. A National Geographic photograph by J. Baylor Roberts.



The NATIONAL GEOGRAPHIC MAGAZINE—Gilbert Grosvenor, Litt.D., LL.D., Editor—Washington 6, D. C.

Actually, the department now has 95 square feet per person.

As a result, some of the department's work is done badly, some is done late and some is not done at all.

The troubles of the payroll division of the department are typical of the kind of difficulties caused by this lack of space.

Until recently, this division was five to six months behind in some of its payments to diplomats and clerical and other employees.

The main reason was that it had too few people to keep up with its work.

The department was able to find the extra personnel to bring the work up to date. But it couldn't find office space for the personnel to work in.

(To be continued in the next issue.)

PRESS COMMENT

(Continued from page 21)

ask continually for help. An information officer is not putting pressure on people to accept his wares; he is under constant pressure to provide more wares.

The answer to the second question—why can't this be done entirely by private enterprise?—can

be given in terms of one form of enterprise: the newspapers and the great news agencies such as AP, UP, Reuters, etc. English newspapers, even if they some day return to pre-war size, are very small by American standards. They have no room to print full texts, or even long excerpts, of important speeches in Congress or by the President; they have no room for more than the briefest summary of government documents.

Since they cannot print full texts, they naturally will not pay cable charges on full texts. They buy from the news agencies, or receive from their own correspondents, about as many words as they expect to use. So a five-thousand-word speech may be reduced to two hundred words—and they are likely to be the most flamboyant, spectacular, or perhaps even the most quarrelsome words in the speech. This implies no criticism of the press. The most exciting passages are the most newsworthy, though they may fail to give an accurate impression of the whole.

If an editorial is written on the basis of the two hundred words, instead of the five thousand, it may be unfair to American policy. If a speech is made, or a question asked in Parliament, on the basis of the two hundred words, it may start a chain of misunderstandings and recriminations. This is one

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of the ways in which well-meaning people, who would like to know and trust each other, drift into ignorance and hurtful criticism. It is very much in the national interest of America to avoid such mistrust as much as possible.

A government information service can provide the full text, in the case of really important speeches, at the same time private enterprise provides the brief excerpt. The editorial writer, or the politician, wants the full text. Repeated experience during the war shows that he wants it, that he will read it if he can get it, and that he will comment fairly and intelligently if he has a chance to do so. Private enterprise cannot always provide him with the chance. Government can, and therefore government should.

There is no use trying to pick up the pieces after a misunderstanding has been allowed to happen. As in the famous case of Humpty Dumpty, all the King's horses and all the King's men can never fit the pieces together again. Neither can all the President's horses and all the President's men. But a trusted, accurate information service can often prevent the breakage.

Such a service will not trespass on the domain of private enterprise. The press, the radio, the films, the books and magazines, tell much of the story of America. The more they tell, the better for all concerned. The more they tell, the easier the task of a government information service. But it is not their prime purpose to foresee and to ward off misunderstandings, to fill in the gaps, to help the foreigner to know everything about us which he has the will and the ability to learn. In the past, it has been nobody's job to give such help, and the past is dark with unnecessary and undesired ill will. If the future is to be brighter, we must find new ways to allow our neighbors to know us. People can always get along with each other better than governments if people are given a chance to understand.

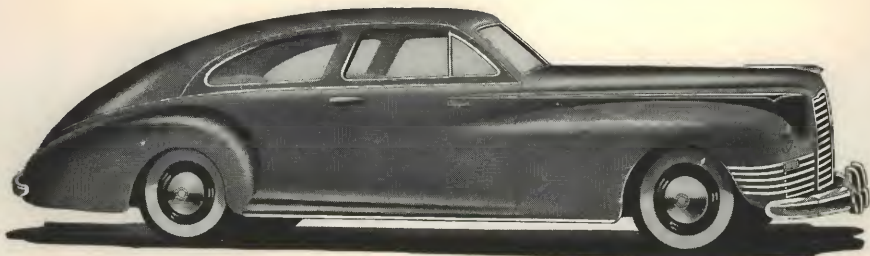
HERBERT AGAR.

BIRTHS

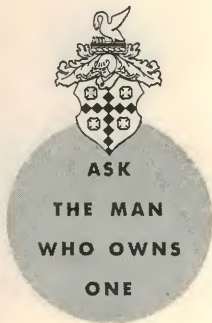
BINGHAM. A daughter, Anna Abigail Lawton, was born on January 7, 1946, to Mr. and Mrs. Hiram Bingham, Jr., in Miami. Mr. Bingham is assigned as Secretary and Consul to Habana.

LA VISTA. A son, Vincent, Jr., was born on December 28, 1945, in St. Louis, to Mr. and Mrs. Vincent La Vista. Mr. La Vista is assigned as Attache in Rome.

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REPORT ON THE UNITED NATIONS

(Continued from page 11)

Each of the mandatory powers subsequently made a formal statement of policy before the General Assembly. Australia, Belgium, France, New Zealand, and the United Kingdom announced that they were prepared to have the mandated territories under their administration placed under the trusteeship system. The United Kingdom, moreover, declared its intention to take steps in the near future for establishing Trans-Jordan as an independent state. The Union of South Africa reserved its position concerning Southwest Africa until the inhabitants of the territory could be consulted.

In view of these new circumstances, Mr. John Foster Dulles on behalf of our delegation, in the first paper submitted to Committee 4, proposed that the draft resolution on establishment of the trusteeship system should be expanded to welcome these declarations of intention and to include reference to Chapter XI of the Charter, relating to all non-self-governing territories. In the resolution ultimately adopted by the General Assembly, largely as a result of our leadership, the United Nations not only dealt with trusteeship matters but also expressed its keen awareness of the problems and political aspirations of the non-self-governing peoples not directly represented in the General Assembly, reminded the Members of their obligations under Chapter XI of the Charter, requested the Secretary-General to include in his annual report a summary of the information transmitted by members administering dependent territories, and expressed the expectation that the realization of the objectives of Chapters XI, XII, and XIII of the Charter will make possible the attainment of the aspirations on non-self-governing peoples.

On the much discussed question of the site of the United Nations headquarters, an *ad hoc* committee of the General Assembly approved the recommendation of the interim sub-committee which had visited the eastern United States at the turn of the year and decided that the home of the organization should be in the Westchester-Fairfield area of New York and Connecticut with the interim headquarters in or near New York City. It is my hope and belief that the United Nations will find in the free atmosphere of our country that same amplitude of spirit and scope for growth which gave the United States so rich a spiritual endowment.

I should not wish to close this account of our stewardship in London without paying tribute to the splendid cooperation, inspired with energy and intelligence, which was given the Secretary of State and me by our fellow delegates: Mrs. Franklin D. Roosevelt, Senators Conally and Vandenberg, Rep-

resentative Sol Bloom, Mr. John Foster Dulles, Mr. Frank Walker and Mr. John G. Townsend, Jr. I should like also to add that the work of the Delegation in London was greatly aided through the tact, experience and wide contacts of a hard-working group of Foreign Service officers who acted as political advisers to the Delegation.* I am also indebted to the expert and indefatigable team of State Department officers who served as technical advisers to the Delegates and, frequently working around the clock, did yeoman service.

Such, in brief, is the story of the United Nations' meeting in London. If in certain cases absolute and sweeping solutions were not found, it is because in most cases and at most times absolute and sweeping solutions are neither possible nor desirable. The relations of states, like the relations of human beings, are a continuing process. They cannot be crystallized or held up in test tubes like scientific exhibits. If I have any conclusion to draw for the Foreign Service, whose aims are identical with those of the United Nations and whose work lies so intimately in the field of international organization, it is to restate a truth I am sure is evident to Foreign Service officers. It was natural and right that in London there was a vigorous interplay of national interest. Nevertheless, I sensed in London, and I was not alone in this feeling, an attitude of responsibility and loyalty not only to the national interest but also to the international interest as expressed in the purposes and activities of the United Nations.

*Editors' note: The following Foreign Service officers were assigned to the Delegation:

Mr. Theodore C. Achilles	Mr. William Fowler
Mr. Charles E. Bohlen	Mr. Raymond Hare
Mr. Cabot Coville	Mr. Rudolf E. Schoenfeld
Mr. Gerald Drew	Mr. Eric Wendelin
Mr. Dorsey Fisher	Mr. Llewellyn E. Thompson
	Mr. George Wadsworth

"THE \$64 QUESTION"

SPETT. CONSOLATO AMERICANO:

The undersigned living in Palermo expose to you as following:

After the entrance of the American Army in Palermo, she has knowledge a soldier, named _____ living in Whirlwind, W. Va. We have promised ourselves each other and he promised me get me marry soon after the end of the war. Therefore has happened that after three months since he was transferred, the writer of this has had a female baby, now 15 months old, and she wishes to go in America and wishes to have the ticket for the travel. However, she begs the Consulate of the U. S. to let know to her in which manner could she go to America for marry with her promised. Thanking you, she remains

Yours very truly



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FOREIGN SERVICE CHANGES

(Continued from page 5)

of Legation at Pretoria, Union of South Africa, has been assigned as American Foreign Service Officer at Munich, Germany.

Claude H. Hall, Jr., of Baltimore, Maryland, American Consul at Port-of-Spain, Trinidad, British West Indies, has been designated Second Secretary of Embassy and American Consul at London, England.

Franklin Hawley of Ann Arbor, Michigan, American Consul at Santiago de Cuba, Cuba, has been assigned American Consul at Arequipa, Peru.

The assignment of Heyward W. Hill of Hammond, Louisiana, as American Consul at Ankara, Turkey, has been canceled. Mr. Hill now has been designated First Secretary of Embassy at Ankara, Turkey.

Martin J. Hillenbrand of Chicago, Illinois, American Vice Consul at Loureuco Marques, Mozambique, Africa, has been assigned American Foreign Service Officer at Bremen, Germany.

The assignment of George D. Hopper of Danville, Kentucky, as American Consul General to Sydney, New South Wales, Australia, has been canceled. Mr. Hopper has now been assigned American Consul General to Hong Kong.

J. Klahr Huddle of Fort Recovery, Ohio, Counselor of Legation at Bern, Switzerland, has been assigned to the Department for duty.

Morris N. Hughes of Champaign, Illinois, American Foreign Service Officer assigned to the Department, has been designated Second Secretary of Embassy and American Consul at Habana, Cuba.

Cloyce K. Huston of Crawfordville, Iowa, American Foreign Service Officer assigned to the Department, has been designated First Secretary of Embassy and American Consul at Oslo, Norway.

Paul C. Hutton of Goldsboro, North Carolina, American Foreign Service Officer assigned to the Department, has been assigned Second Secretary of Embassy and American Consul at Guatemala, Guatemala.

Francis C. Jordan of Greensboro, North Carolina, American Consul at Puerto Cortes, Honduras, has been assigned American Consul at Tijuana, Baja California, Mexico.

James Hugh Keeley, Jr., of Los Angeles, California, American Consul General at Antwerp, Belgium, has been designated Counselor of Embassy and American Consul General at Athens, Greece.

John B. Ketcham of Brooklyn, New York, American Consul at Mexcala, Baja California, Mexico, has been assigned American Consul at Batavia, Java, Netherlands Indies.

Edward B. Lawson of Washington, District of Columbia, Commercial Attache at Ankara, Turkey, has been designated Counselor of Embassy for Economic Affairs at the same place.

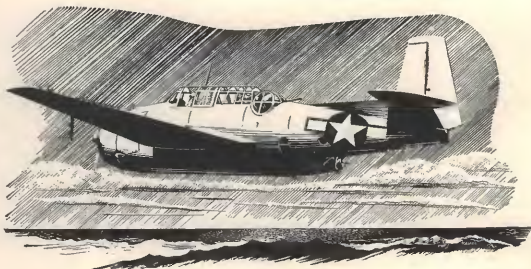
E. Allan Lightner, Jr., of Mountain Lakes, New Jersey, American Foreign Service Officer at London, England, has been assigned to the Department for duty.

Thomas H. Lockett of Henderson, Kentucky, Counselor of Embassy for Economic Affairs at Mexico, D. F., Mexico, has been designated Counselor of Embassy at Bogota, Colombia.

Marcel E. Malige of Lapwai, Idaho, Counselor of Embassy for Economic Affairs at Paris, France, has been designated Commercial Attache at Bern, Switzerland.

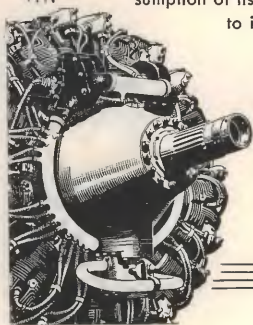
The assignment of Edward S. Maney of Pearsall, Texas, as Second Secretary of Embassy and American Consul at Port-au-Prince, Haiti, has been canceled. Mr. Maney has now been designated Second Secretary of Embassy and American Consul at Buenos Aires, Argentina.

Frederick J. Mann of Brooklyn, New York, American



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Foreign Service Officer assigned to Berlin, Germany, has been assigned as American Foreign Service Officer to Stuttgart, Germany.

David H. McKillop of Chestnut Hill, Massachusetts, Third Secretary of Legation and American Vice Consul at Stockholm, Sweden, has been assigned American Foreign Service Officer at Hamburg, Germany.

Miss Minedee McLean, of Jackson, Louisiana, Third Secretary of Embassy and American Vice Consul at Santiago, Chile, has been designated Second Secretary of Embassy and American Vice Consul at Mexico, D. F., Mexico.

Julian L. Nugent, Jr., of Pecos, New Mexico, Third Secretary of Embassy and American Vice Consul at Santiago, Chile, has been designated Second Secretary of Embassy and American Vice Consul at the same place.

R. Kenneth Oakley of Fort Smith, Arkansas, Third Secretary of Embassy and American Vice Consul at Buenos Aires, Argentina, has been designated Second Secretary of Embassy and American Vice Consul at the same place.

Paul Paddock of Marshalltown, Iowa, Second Secretary of Embassy and American Vice Consul at Moscow, Union of Soviet Socialist Republics, has been designated Second Secretary of Legation and American Vice Consul at Kabul, Afghanistan.

Edward Page, Jr., of West Newton, Massachusetts, First Secretary of Embassy and American Consul at Moscow, Union of Soviet Socialist Republics, has been assigned to the Department for duty.

Edwin A. Plitt of Hamilton, Maryland, assigned to the Department, has been designated Counselor of Legation at Bern, Switzerland.

Harold M. Randall of Fairfield, Iowa, Commercial Attache

at Asuncion, Paraguay, has been designated Commercial Attache at Madrid, Spain.

Daniel J. Reagan of Washington, District of Columbia, Counselor of Legation for Economic Affairs at Bern, Switzerland, has been designated Counselor of Embassy for Economic Affairs at Paris, France.

Charles S. Reed, 2d, of Cleveland, Ohio, American Consul at Barcelona, Spain, has been assigned American Consul at Saigon, French Indo-China.

Robert Rossow, Jr., of Colver, Indiana, American Foreign Service Officer assigned to the Department, has been designated Third Secretary of Embassy at Tehran, Iran.

M. Robert Rutherford of Missoula, Montana, American Foreign Service Officer assigned to the Department, has been designated Second Secretary of Embassy and American Vice Consul at Moscow, Union of Soviet Socialist Republics.

Clarence J. Spiker of Washington, District of Columbia, American Consul General at Melbourne, Australia, has been assigned American Consul General at Canton, China.

John F. Stone of Wayne, Pennsylvania, Second Secretary of Embassy and American Consul at London, England, has been assigned American Consul at Rotterdam, Netherlands.

Carl W. Strom of Decorah, Iowa, Second Secretary of Embassy and American Consul at Mexico, D. F., Mexico, has been assigned to the Department for duty.

Howard H. Tewksbury of Westboro, Massachusetts, Commercial Attache at Buenos Aires, Argentina, has been designated Counselor of Embassy for Economic Affairs at the same place.

James H. Wright of Chillicothe, Missouri, Counselor of Embassy at Habana, Cuba, has been assigned to the Department for duty.

THE OUTLOOK FOR UNO

(Continued from page 17)

The obligations of the Charter serve to restrict the actions of any Power in pursuit of its interests, since no government will lightly incur the ill-will and loss of prestige resulting from failure to observe its obligations. In any international body, moreover, the support which any Power obtains for its policies depends largely upon their nature. This tends to restrict the pursuit of policies which are contrary to the general welfare and to cause delegates to urge their governments to modify them. Both these restrictive tendencies obviously can contribute directly to the relations of the Big Three and the Big Five.

All the activities of UNO will involve compromise and give and take as well as mutual understanding. When they are successful, they will develop teamwork between delegations. For although new issues may generate temporary international frictions, their successful solution makes them bricks in the edifice of international cooperation.

It is not difficult to see how these by-products of UNO activities can help to bridge the gap which has separated Russia from the Western Powers. Much of the width of this gap is attributed by competent observers to lack of cooperation and mutual understanding in the past. Clearly UNO will furnish comprehensive means of repairing these deficiencies which normal diplomatic intercourse could not provide. For example, literally hundreds of influential Russian officials will be coming to our country in the next few years, learning our ways and reactions and those of their colleagues from the rest of the world, and inevitably exerting some influence upon the attitudes of their superiors in Moscow.

These results can pyramid as the years go by, causing foreign offices to appreciate the contributions of UNO to their mutual relations, and lead them to place more and more emphasis upon its work and its development.

Thus one of the potential tendencies inherent in the United Nations Organization can be discerned already. That is progressive development as one success generates another and as such successes and new activities increase its stature in the eyes of its members as well as its role in world affairs. But such a development must be based upon progress in international security and will require the avoidance of any failure in this field which would convince the more advanced and important peoples that UNO, like the League of Nations, was not going to be able to prevent another major war. That will remain the controlling issue for the future of UNO, despite all the progress that may be made in the economic and social fields.



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How UNO will evolve organically can only be guessed at now because that will depend upon so many factors which still lie beyond the horizon. Among them are its relative success in dealing with the security problems and particularly the atomic problem, the attitude of public opinion, the extent to which its activities and the course of events create closer cooperation between the principal Powers, and the development of the foreign policies of these Powers, especially Russia. But already there are evident some signs which appear to point the general trend of its organic evolution under favorable conditions. Foremost among these is the widespread feeling that the splitting of the atom calls for action beyond that taken at San Francisco in the direction of establishing a form of actual world government to deal with some aspects of international affairs.

This feeling has been reflected in the General Assembly and in a number of statements made by leaders of the British Government. It might conceivably lead in the future to agreement to bring all armaments and armed forces under the control of the Security Council and to restriction of the veto power now accorded its permanent members. It might even lead to transformation of the General Assembly into a body whose delegates would be elected directly by peoples and would be empowered to enact direct legislation in certain areas of international life. Machinery for such evolution already exists in the General Conference of the members of the United Nations provided for in Article 109 of the Charter.

Another type of evolution can be foreseen much more clearly. That is the shift in emphasis which will follow progress in dealing with the security problem. Long before any comprehensive achievements in this field can be expected, the Economic and Social Council will surpass the Security Council in the number and scope of its activities and the extent to which they impinge on the average man. If a time comes when there is general confidence in international security, the eyes of the world will focus more and more upon the activities of UNO designed to "promote social progress and better standards of life."

Such questions, however, relate to the future, a future which seems the further removed because of the pressure of urgent problems confronting us now. A question which may be of more immediate interest here is what UNO may imply for the work of the Department of State.

The expansion of UNO activities will necessarily and progressively bring additional matters of concern to our Government and people into the international field. It will face the Department with responsibility for American representation in a

growing number of conferences, committees and commissions. Within a few years there may be dozens of such bodies meeting simultaneously, each one dealing with matters affecting our national interests. The need to follow the day to day progress of such meetings and to formulate or agree to new positions to be taken by our representatives must be expected to place an unprecedented pressure of urgency on the Department. Decisions will be required, often many at the same time, within a few hours, not in days as is usually the case with telegrams and despatches received from our missions abroad.

In most of the meetings, moreover, the Department will be subjected to a form of competition more difficult to meet than that which is usually encountered in bilateral negotiations. If our proposals are not prepared and handled as well as those of some of the other nations represented, our interests will suffer.

UNO activities, accordingly, will place a new premium on advance planning and preparation in the Department and will tend to make extemporizing more disadvantageous. It will be necessary to determine clearly and keep constantly in mind our long range objectives in all these activities, since otherwise the pursuit of day to day, tactical ends might lead in the wrong direction.

These new and complex responsibilities will mean increased importance as well as added work for the Department. They should mean a budget comparable to its needs. For the demands upon it may actually be more onerous than those upon any other foreign office, due to the presence of UNO in our country and to the tendency of most of its members to look for leadership to the United States.

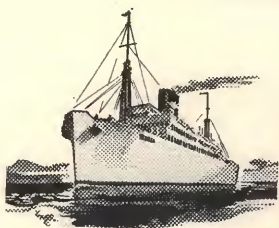
JOHN DAY BOOK CONTEST

Manuscripts are beginning to reach The John Day Company for submission in its Foreign Service Book Contest, which closes May 31, 1946.

The contest, announced some 18 months ahead of the closing date in order to give sufficient time to members of the Service in distant places, has resulted in dozens of inquiries and letters stating the writers' intentions to enter it. A collection of South American legends and two novel manuscripts, all from a single author, are among the entries so far.

The competition is for an award of \$1,000, of which \$500 is an outright prize and \$500 an advance against royalties. It is open to any member of the Foreign Service, of any grade, active or retired, or the wife or husband of a member. Judges are Pearl S. Buck, Henry S. Villard, and Vincent Sheehan. Donald Dunham, author of *Envoy Unextraordinary*, is contest editor.

Members of the armed services are not eligible—only those of the American Foreign Service as such.



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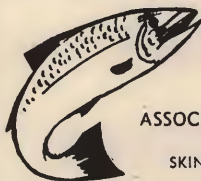
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LETTERS TO THE EDITORS

(Continued from page 26)

determining in advance, as far as practicable, a candidate's suitability for Foreign Service work, so as to admit into the Service as little deadwood as possible.

I cannot help escaping the feeling that in the past, we have not made sufficient effort to seek out suitable Foreign Service talent, and it occurs to me that it might well pay to have a special section in the Department charged with the duty of seeking out suitable human material. One would think that the clerical branch of the Foreign Service might contain the makings of a number of useful career men, but my own conclusion is that too little care has been exercised in the selection of clerical personnel. If due discrimination and care were exercised in the appointment of clerks, this branch of the Service might become a rich fund for providing high class career personnel. It occurs to me that one of the duties of our Foreign Service Inspectors, or, perhaps, of specially selected inspectors, should be to examine clerks with an eye to their suitability for the career Foreign Service and make appropriate recommendations to the Department. The point I wish to make here is that we should exert greater effort in seeking out talent for the Foreign Service.

Faithfully yours,

NATHAN R. MEADOWS,
Foreign Service Clerk.

GREEK WANTS JEEP

His Excellency
Mac Vey Esq.,

Ambassador U.S.A.,
Athens.

December 24, 1945
Athens

Excellency:

The undersigned, ACCORDIONIST ———
begs to request herewith your kind assistance on the following matter,—

Having the utmost desire to provide myself with a small car (gib) which is extremely necessary to me for all business pertaining to my profession, I reached 5 years ago to save the amount necessary to that effect.

Unfortunately, owing to the occupation of our country by German Forces in 1941, I could not satisfy my above desire.

I would therefore feel extremely obliged to your Excellency if you were so kind as to provide me with a small car (gib) which is greatly indispensable to me for the various occupations relating to my profession.

Apologizing for the trouble and thanking you in advance, I beg to remain, Excellency,

Your obedient servant,

CONFERENCE OF ECONOMIC COUNSELORS

(Continued from page 32)

discussion of the application of problems and policies to certain areas which were either in common to all Europe or varying with each country.

The able handling of the meetings by the Chairman, and the careful organization of the meetings, including the distribution of necessary documents, made a major contribution to the success of the Conference.

The following officers were present at the Paris Conference of Economic Counselors and Advisers: From Ankara—Edward Lawson (Counselor of Embassy for Economic Affairs).

Athens—William Witman, 2d (Asst. Commercial Attaché).

Belgrade—Harold Shantz (Counselor of Embassy); Albert E. Evans (Sr. Economic Analyst).

Berlin—John W. Tuthill (FSO); Miss Joan Clark (Mr. Tuthill's secretary); Froelich G. Rainey (Sr. Economic Analyst).

Bern—Marcel E. Malige (Commercial Attaché).

Brussels—Raymond C. Miller (Counselor of Embassy for Economic Affairs); Matthew Marks (U. S. Treasury Representative).

Budapest—Laszlo Ecqer-Racz (Sr. Economic Analyst).

Copenhagen—George Carlson (Commercial Attaché).

Lisbon—Charles E. Dickerson, Jr. (First Secretary); Theodore A. Xanthaky (Sp. Asst. to the Ambassador).

London—Thomas C. Blaisdell, Jr. (Minister, Chief of MEA); Harry C. Hawkins (Minister, Counselor for Economic Affairs); Mrs. Hawkins; Miss Hawkins; Theodore Geiger (Executive Officer, MEA); William M. Tomlinson (U. S. Treasury Representative); Paul Porter (U. S. Representative MEA); Daniel Hopkinson (Asst. to the Minister); Mrs. Edith Penrose (Adviser to Ambassador Winant); Donald Calder (Third Secretary); Mrs. Calder; Miss Ruth Russell (Economic Analyst MEA); Mrs. Badham (Sec. to

Mr. Blaisdell); Honore M. Catudal (Special Assistant to Mr. Hawkins; Avery F. Peterson (First Secretary); Mrs. Boisseau (Sec. to Mr. Hawkins); Herbert Fales (Second Secretary of Embassy).

Madrid—Harold M. Randall (Commercial Attaché); Harold Rhodes (Commercial Attaché); Mrs. Rhodes.

Moscow—Horace H. Smith (First Secretary); Thomas Whitney (Attaché).

Oslo—H. Lawrence Groves (Counselor of Embassy for Economic Affairs).

Prague—James F. Hodgson (Counselor of Embassy for Economic Affairs); William Diamond (Economic Analyst).

Rome—Charles A. Livengood (Counselor of Embassy for Economic Affairs); Myron Black (Shipping Adviser); H. Gardner Ainsworth (Third Secretary).

Stockholm—Donald M. Smith (Commercial Attaché); Gordon Knox (Third Secretary of Legation).

The Hague—Jesse Van Wickel (Commercial Attaché).

Tirana—George D. Henderson (Second Secretary).

Vienna—Mrs. Eleanor L. Dulles (Sr. Economic Analyst); Frederick H. Bunting (Sr. Economic Analyst).

Warsaw—The Honorable Arthur Bliss Lane.

Washington, D. C.—Frank Fetter (Chief, Economic Investment and Development; Covey Oliver (Repatriations Committee); Fisher Howe (Sp. Asst. to Asst. Secretary).

CORRECTIONS

The following corrections of names and addresses in the list of Retired Foreign Service Officers, appearing in the January 1946, issue of the Journal, should be noted:

Dawson, Claude I., 7 Kimberly Ave., Asheville, North Carolina.

Dye, Alexander V., Tryon, N. C.

Frazer, Robert, 326 East Los Olivos St., Santa Barbara, California.

Hurley, John P.—deceased December 30, 1944.

VISITORS

The following Foreign Service personnel recently signed the Department Register:

January

Helen F. Hynes, Madrid
Eleanor Wyllys Allen, The Hague
Henry A. Hoyt, Valparaiso
Ida Irene Lindstrom
Richard E. Kelinhans, Shanghai
Adlai M. Ewing, Bern
Donald H. Werner, Godthaab, Greenland

Joseph L. Apodaca, Buenos Aires
Ben H. Thibodeaux, Paris
Helen M. Anderson, Madrid
Herbert Williams, Lisbon
Thomas D. Bower, Marseilles
Cecil M. P. Cross, Sao Paulo
Edith E. Caputo, Martinique
Barbara Anne Johnson, Berlin
Daniel T. Valdes, San Jose

Frederick P. Latimer, Jr., Panama
C. T. Steger, Athens
Hazel M. Ohrlé, Berlin
Anthony Lapka, Vladivostok
Arthur J. Romero, Buenos Aires
Joseph D. Hanson, Jr., Moscow
E. R. Raymond, Warsaw
Frances Groom, Berne
John H. Lord, Antwerp

Ruth E. Hawkins, Stockholm
 Melville J. Ruggles
 Dahl Green, Caracas
 Richard S. Leach, Cairo
 Anthony E. Starcevic, Warsaw
 Anne C. Fairless, Nairobi
 Thomas L. Blakemore, Tokyo
 Elizabeth J. Marriott, Antwerp
 William Dawson, Montevideo
 Richard D. Gatewood, New Delhi
 Louis C. Nolan, Habana
 Ben Franklin Brannon, Beirut
 Stephen L. Snowden, Saigon
 Audrey E. Kennedy, Lima
 William H. Beach, Johannesburg
 Marguerite H. Klindt
 Bety Ann Middleton, Hong Kong
 Valeska E. Kowalski, London
 Clarence J. Heissel, London
 Marilyn C. Macha
 Pauline Sorrelle, London
 Harold H. Tittman, Vatican City
 Dorothy J. Dugan, Shanghai
 Courtlandt D. Barnes, Jr., Paris
 Anita C. Lauve, Paris
 E. T. Bryan, Jr., Chungking
 Carolyn J. Baus, Mexico City
 Marie W. Cannon, Madrid
 Shirley A. Chidsey, Leopoldville
 Stewart French, Shanghai
 David L. Salinger, Buenos Aires
 L. Mignonette Wolf, Accra
 Harold M. Randall, Madrid
 William S. Rosenberg, Guayanquil
 Dorothy G. Schwertfeger, London
 Rachel M. Shugars, Frankfurt
 Marie L. Gordon, Shanghai
 Elma P. Laurock, Budapest
 Kathryn H. Compton, London
 Marcelyn I. Cremer
 Virgil M. Elliott, Stockholm
 Robert J. Wallace, London
 John A. Leavitt, NNew Delhi
 William F. O'Donnel
 Alfred P. Dennis
 Delmar R. Carlson
 Ruth E. Stockbridge, Palermo
 Roy E. Foulke
 William C. Jones, III
 Francis J. Galbraith
 Marlyce A. Morken, Germany
 Helen P. Simonson, Stuttgart
 Mary M. Cahill, Buenos Aires
 Joseph R. Pack, II
 Christina M. Beati, Rome
 Seymour M. Finger
 Howard C. Goldsmith
 Warren L. Swope
 Dorothy M. Jester, Munich
 Howard L. Nelson
 Evangeline P. Constantine, Madrid
 Carol G. Curry
 William G. Affeld, Jr., Berlin
 Jacqueline C. McBride, Rome
 William B. Kelly
 Lawrence C. Merthan
 Arturo E. Angel, Vera Cruz
 Charles B. Sebastian, London
 Alfred Kline
 Ivan G. Harmon, Rio de Janeiro

Annaliese Von Eitzen, Berlin
 James C. Lobenstine, Bogota
 Lewis Conover, Germany
 Robert Black, Caracas
 Austin J. Ritterhouse
 Ivan B. White, Paris
 Adelphos H. TePaske
 David H. McKillop, Hamburg
 Eugene F. Lindsay
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