

The **AMERICAN**
FOREIGN SERVICE
JOURNAL

VOL. 23, NO. 9

SEPTEMBER, 1946

SPECIAL ISSUE—THE FOREIGN SERVICE ACT OF 1946



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SEPTEMBER, 1946

SPECIAL ISSUE

THE FOREIGN SERVICE ACT OF 1946

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Secretary of State James F. Byrnes

Photo by Duter

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Photographed for the *National Geographic* in Saudi Arabia, this mining foreman finds something to smile about!

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FOREIGN SERVICE CHANGES

July 17, 1946.

The Department of State announced today the following transfers and assignments of Foreign Service Officers:

GORDON L. BURKE, of Macon, Georgia, 2nd Secretary and Consul at Havana, has been transferred to Shanghai as Consul.

A graduate of Vanderbilt University, Mr. Burke joined the Foreign Service in 1922, after serving with the Army in World War I. His first post was Hunan.

AUGUSTUS S. CHASE, of Middlebury, Connecticut, Consul at Harbin, has been assigned to Nanking as 2nd Secretary and Consul.

Born in Waterbury, Connecticut, Mr. Chase received his B.A. from Yale, and attended the Cornell Law School. He joined the Foreign Service in 1925, and has since served at Peiping, Berlin, Breslau, Tsingtao, Mukden, Canton, Dairen and Shanghai.

OLIVER E. CLUBB, of South St. Paul, Minnesota, Consul General at Mukden, has been assigned to Harbin in a similar capacity.

Mr. Clubb received his A.B. from the University of Minnesota, attended George Washington University, and received his M. A. from California College in China. He was appointed Foreign Service Officer in 1928 and was first assigned as language officer in Peiping. He has since served at nine other Chinese posts, and at Vladivostok.

R. HORTON HENRY, of Tucson, Arizona, now assigned to the Department of State in Washington, has been assigned to Mexico City as 1st Secretary of the Embassy.

Born in Douglas, Arizona, Mr. Henry attended the University of Arizona and the United States Military Academy. He joined the Foreign Service in Cuba in 1927, and has since served at Mexico City, Madrid, Caracas and Buenos Aires. Since April, 1945, Mr. Henry has been Special Assistant to the Director of the Office of Foreign Service.

ROBERT C. STRONG, of 617 Bluff Street, Beloit, Wisconsin, formerly Vice Consul at Sofia, Bulgaria, has been assigned to the Department of State in Washington.

Mr. Strong was graduated from Beloit College and also attended the University of Wisconsin. He was appointed Foreign Service Officer in 1939, and prior to Sofia served at Frankfurt, Prague, Durban and Lourenco Marques. In 1944 he was in the office of the United States Political Adviser to the Staff of the Supreme Allied Commander, Mediterranean Theatre.

PHILIP D. SPROUSE, of Springfield, Tennessee, Consul at Shanghai, has been transferred to Nanking as 2nd Secretary and Consul.

Born in Greenbrier, Tennessee, Mr. Sprouse graduated from Washington and Lee, attended Peabody College, Institut de Touraine and Princeton. He joined the Foreign Service as a Clerk in Peiping in 1935, and in 1938 was appointed an officer. Mr. Sprouse has also been stationed at Hankow, Chungking, Kunming, and he served as a special assistant at the United Nations Conference at San Francisco in 1945.

MASON TURNER, of 156 Cordova Street, San Diego, California, formerly Consul at Perth, Western Australia, has been transferred to Hull, England, in a similar capacity.

Mr. Turner, a graduate of Williams College, joined the Foreign Service in 1923, after serving with the Army in World War I. He has previously been stationed at Colombo, Paris, Lyon, Malta, Tenerife, Lima and Callao-Lima.

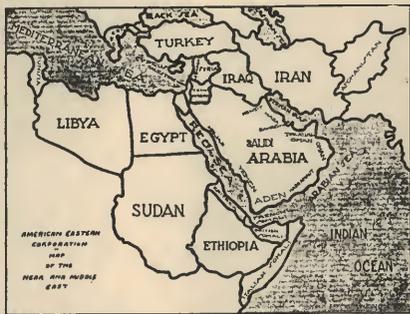
A. TEMPLE WANAMAKER, Jr., of 600 Harvard Avenue North, Seattle, Washington, has recently been released by

(Continued on page 46)

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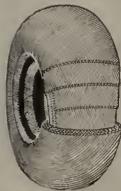
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THE AMERICAN FOREIGN SERVICE JOURNAL

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VOL. 23, NO. 9

WASHINGTON, D. C.

SEPTEMBER, 1946

How the Legislation Developed

By JULIAN F. HARRINGTON

Deputy Director, Office of the Foreign Service

THE Foreign Service Act of 1946 had its inception over two years ago. The foundations were laid during the last days of Mr. Hull's regime and carried on by Mr. Stettinius who saw the need for reforms both in the Department and in the Foreign Service. In reorganizing the Department Mr. Stettinius created an Office of the Foreign Service with six component divisions: the Division of Foreign Service Personnel, the Division of Foreign Service Administration, the Division of Foreign Service Training, the Division of Foreign Service Planning, the Division of Foreign Reporting Services, and the Division of Foreign Buildings Operations. To spearhead the development of reforms in the field organization Brigadier General Julius C. Holmes was called in to take the position of Assistant Secretary in charge of administrative matters in the Department and to serve as Chairman of the Foreign Service's Personnel Board.

One of the first steps taken was to call upon members of the Service to submit their own views for improvements. Their views took the form of prize essays for which a sum of \$1,000 was put up by several active and retired Foreign Service Officers and the FOREIGN SERVICE JOURNAL. The widespread interest of the Service in bringing about improvements was immediately reflected in the character and number of essays received. The first prize of \$500 in this contest went to James Orr Denby, now First Secretary at Vienna. The second prize of \$300 went to Foreign Service Officer Edmund A. Gullion, now stationed in the Division of Foreign Service Planning, who has been a leading participant in the drafting of the new Act. Third prize of \$150 went to Foreign Service Officer

Edward G. Trueblood, now assigned to the Office of American Republic Affairs in the Department. Foreign Service Officer Perry N. Jester, now Acting Chief of the Foreign Service School, received fourth prize of \$50 and many other persons received honorable mention for their contributions. Many of these essays were published in the columns of the JOURNAL.

Another important step was the formation of survey teams to visit various posts abroad. Each team consisted of a Foreign Service Inspector, a representative of the Bureau of the Budget, and a business man experienced in personnel and business management. These three teams covered representative posts in Latin America, Africa and the Near East, and Europe. The team which proceeded to Latin America consisted of Foreign Service Inspector Richard P. Butrick, Mr. Walter H. C. Laves, of the Bureau of the Budget, and Mr. Alfred N. Wiley, management engineer and member of the staff of Stevenson, Jordan and Harrison, Inc., of New York, and they visited such posts as La Paz, Lima, Rio de Janeiro, Belem and Kingston. The African and Near Eastern team comprising Foreign Service Inspector William E. DeCourcy, Mr. Winthrop M. Southworth, Jr., of the Bureau of the Budget, and Mr. Joseph H. Schaffner of Hart, Schaffner and Marx, Chicago, visited Dakar, Monrovia, Leopoldville, Pretoria, Johannesburg, Aden, Calcutta, New Delhi, Baghdad and Damascus. On the third team were Foreign Service Inspector H. Merle Cochran, Mr. Donald C. Stone, Assistant Director of the Bureau of the Budget, and Mr. Ethelbert Warfield, member of the law firm of Satterlee, Warfield & Stephens. New York. They



**THE HONORABLE DONALD
RUSSELL**

Secretary of State James F. Byrnes (see cover) and Assistant Secretary Russell obtained the passage of the bill for the reorganization of the Foreign Service.

visited Glasgow, London, Antwerp, Brussels, Paris, Marseilles, Rome and Naples, among other posts. The three survey groups presented short-term and long-range recommendations of great value to the planners.

In order to evaluate and sift the recommendations which commenced to pour into the Department, a planning group was formed in the Office of the Foreign Service, then headed by Mr. Monnett Davis, under the immediate direction of the late Alan Steyne. In the initial stages a series of studies was prepared on the individual aspects of Foreign Service problems which were presented to and discussed exhaustively by the Joint Survey Group whose membership represented a complete cross-section of departmental and Foreign Service interests. This Group was later succeeded by a Steering Committee which also widely represented departmental and Foreign Service interests. Discussions by the Steering Committee continued over a period of several months. They resulted in the ironing out of many kinks in the proposals.

The possibility of further departmental reorganization last fall, based on recommendations made by the Bureau of the Budget, brought about an interruption of activity by the Foreign Service planning group. It was not known whether the Office of the Foreign Service and its component divisions would be left as they were then set up or whether they would be merged, in whole or in part, with parallel departmental offices and divisions. However, Secretary Byrnes and Mr. Russell, who had just been appointed as Assistant Secretary in charge of administration, favored the immediate

strengthening of the Foreign Service. The development of the new legislation thereafter proceeded apace after a relatively brief period of suspension.

It is probably difficult for those who have not been closely associated with a similar venture to understand how much work is involved in the drafting of a law as extensive as is the Foreign Service Act of 1946. Ideas are exchanged and argued at great length by individuals, then by groups and finally by committees. For weeks on end this process must be repeated, frequently with ardent supporters of an idea acting as the devil's advocate so as to clarify thinking and intent to the fullest possible extent. It was essential to maintain perspective and not lose sight of the trees when in the woods.

In examining the Bill as it is now written and in reading the efforts made to obtain the support of other agencies of the Government, it must be borne in mind that the Foreign Service is the agency of many branches of our Government and not of the Department of State alone. The drafters of the Bill believed that experience had demonstrated that a career Service is the best means of ensuring proper conduct of our foreign relations. On the other hand, it must be realized that the desirability of having a career Foreign Service has been seriously under question in recent years. The drafters of the new legislation sought to reconcile these viewpoints and, by means of a flexible Service, to take into account the widest possible interest of other agencies and at the same time eliminate conditions favorable to inbred prejudices and a caste spirit.



THE HONORABLE EDWARD R. STETTINIUS, JR.

THE HONORABLE JULIUS C. HOLMES

Secretary of State and Assistant Secretary of State, respectively, at the time the decision was made to prepare a bill for the reorganization of the Foreign Service.

The drafters had a questionable "Merry Christmas" last year. On December 1st they were given a deadline of one month in which to prepare a first draft. They met that deadline but only at the cost of intensive work at night, on holidays and weekends. From that point on many discussions took place and innumerable revisions were made. Other agencies were consulted, such as the Treasury Department with respect to allowances and the retirement provisions and the War and Navy Departments in connection with the promotion-up or selection-out feature.

In all, six separately hectographed drafts of the Bill were prepared before the Bill was finally introduced in Congress. As evidence of the extent to which the Bill was worked over, the various drafts were dated January 3, February 1, March 2, March 27, May 1 and June 8. During this period questions of policy were discussed at first by the Coordinating Committee and then by the Secretary's Staff Committee. Final departmental clearance was obtained on the basis of the March 27 draft which, with minor changes and improvements, was submitted to the Bureau of the Budget on April 15.

When discussions with the Bureau of the Budget had commenced, the Committee on Foreign Affairs in the House appointed a Subcommittee consisting

of Representative John Kee from West Virginia as Chairman, Representative James P. Richards of South Carolina, and Representative John M. Vorys of Ohio. With the permission of the Bureau of the Budget concurrent discussions took place with this Subcommittee which completed its deliberations on May 24.

The Subcommittee was kept fully informed of the views of the Bureau of the Budget with respect to the legislation but it was evident that the Subcommittee members did not share the opinions of the Bureau of the Budget in all respects. For example, the Bureau of the Budget favored a streamlined Bill which would have eliminated statutory mention of the Board of the Foreign Service, the Director General and the Institute. It was felt that such positions or bodies, if set up by order of the Secretary, would be less likely to impede any desired reorganization of the departmental structure. On the other hand, the Subcommittee wished to strengthen existing statutory provisions governing the administration of the Foreign Service and favored retention of the Personnel Board in the statute and even insisted on establishing by statute for the first time the Board of Examiners for the Foreign Service.

(Continued on page 52)

STATEMENT BY THE PRESIDENT

It is significant that this bill (H.R. 6967, "to improve, strengthen, and expand the Foreign Service of the United States and to consolidate and revise the laws relating to its administration") comes to me for signature at just the time that the efforts of Secretary Byrnes at the Peace Conference are demonstrating how great a stake the United States has in world affairs. While we strive to reach international agreement on the large and confused issues, we can make progress by trying to perfect those instruments of international relations which it lies in our power to improve. This administration is doing everything possible to back up our participation in the United Nations and its ancillary organizations, and in the International Bank and the International Monetary Fund. This Foreign Service legislation is consistent with all our efforts in this field. It seeks to make the Service as efficient an instrument of our foreign policy as possible and to make our efforts to win the peace that much more effective.

The traditional responsibilities of the Foreign Service have increased in complexity and importance and many new duties have been added as a result of the inclusion in the Department of State of some of the functions of war-time agencies. The efficient performance of this service is now more vital to the Government and individual American citizens than before the war. It must keep our government informed with the greatest foresight and accuracy; it must make effective our policies

in great countries and small; it must protect our citizens abroad in a troubled world and must promote our commerce under conditions of trade still influenced by the war and subject to controls not always familiar to the private trader.

The Foreign Service is now functioning as best it can on an outmoded plan laid down in 1924. In this bill we create a "New Model" service. One of the basic reforms is a revision of the salary structure so that a man without independent means can serve his country as an Ambassador or Minister or in any Foreign Service position as effectively as a wealthy man. At the same time that the bill improves compensation it subjects the Service to more rigid requirements in regard to promotion and training; it seeks to keep our diplomats and consuls from losing touch with American life and thought by providing more frequent and varied assignments in this country; and it tries to make the Service truly representative of the whole government and people by making it possible for the best qualified men and women in the country, in or out of the government, to have tours of duty with the Foreign Service in any of its ranks.

We hope to speed the success of our foreign policy by improving its instruments. For a country situated as we are, only the best possible Foreign Service will suffice; this new act will, I hope, provide the foundations on which we can build such a Service.

HARRY S. TRUMAN.

STATEMENT BY THE ACTING SECRETARY OF STATE

Officers of the Foreign Service have served their country with a devotion and resourcefulness which more than justify the concept of the Foreign Service as the United States' first line of defense. This was achieved in spite of the fact that, during the war years, the Foreign Service was underpaid, under-staffed and overworked. Many literally worked night and day for five years.

On V-J Day staffs recruited for war service began to melt away and the Foreign Service officers faced the prospect of a doubled work load, with no improvement in pay and no addition to personnel. There was a general and justifiable concern. The point to be emphasized is that, in spite of all handicaps and grievances, the officers of the Foreign Service fulfilled their functions in every possible way, often through ingenious improvisation.

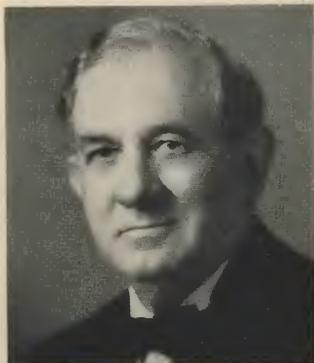
But the future will be brighter. The Foreign Service Act of 1946 corrects the more flagrant inequities which officers of the Foreign Service suffered in comparison with their diplomatic colleagues of other countries, not to mention the employees of private industry in the United States. This Act carries provisions which will enlarge the usefulness and assist the advancement and security of every Foreign Service officer. This legislation will help to build a better, stronger and more efficient Foreign Service which, consequently, can approach with greater equanimity its task of expanding, in every quarter of the globe, friendship toward and commerce with the United States. This will be of great importance to the further development of the United Nations and political and economic stability throughout the world during this crucial era.

DEAN ACHESON.

CONGRESSIONAL SPONSORS OF THE "KEE-CONNALLY BILL"



Left: The Hon. Sol Bloom (D., N. Y.), Chairman of the House Foreign Affairs Committee.



Right: The Hon. Tom Connally (D., Texas), Chairman of the Senate Foreign Relations Committee, who introduced the Bill in the Senate.

The Hon. John Kee (D., W.Va.), Chairman of the Subcommittee of the House Foreign Affairs Committee, appointed by the Chairman to report to the full Committee on the Bill, which he introduced in the House.



The Hon. Arthur H. Vandenberg (R., Michigan), who championed the Bill in the Senate.



Left: The Hon. John M. Vorys (R., Ohio) and, right, The Hon. James P. Richards (D., S. Carolina), members of the Subcommittee of the House Foreign Affairs Committee, appointed by the Chairman to report to the full Committee on the Bill.



OFFICERS IMMEDIATELY CONCERNED WITH THE
PREPARATION OF THE BILL



SELDEN CHAPIN
Director of the Office of the Foreign
Service.



JULIAN F. HARRINGTON M. Gale
Deputy Director of the Office of the
Foreign Service.

Mr. Chapin and Mr. Harrington exercised personal supervision in all stages of the preparation of the draft text of the Bill.



ANDREW B. FOSTER Duter
Chief of the Division of Foreign Service
Planning in which the draft text of the Bill
was prepared.



CARL W. STROM
Assistant Chief of the Division of Foreign
Service Planning, in charge of the Legisla-
tive Section of the Division

(Continued on page 14)

**STATEMENT BY ASSISTANT SECRETARY
SPRUILLE BRADEN**

Members of the Foreign Service and of the Department with whom I have had the pleasure of close official association during nearly thirteen years, in addition to many previous contacts with our diplomatic missions in Latin America for over a quarter of a century, know of my keen interest in that Service. That interest since 1933 has been based on official and personal responsibility to assist and encourage in every appropriate way the organization through which our foreign relations are conducted. My support for the Foreign Service has been given enthusiastically, however, because of my conviction, acquired through the years, that as a whole there is no finer, more able or more loyal group of men and women than it has been my pleasure to work with in that organization. Despite obstacles, discouragements, and inequities they have performed splendidly. They are entitled to all the encouragement, protection and incentive which the recently enacted bill can be made to afford them.

The enactment of the Foreign Service Act of 1946 is an essential, constructive and major achievement. Great credit is due to those in the Service and the Department who spent almost two years of hard and conscientious work in the study and preparation of the Bill which has become law. The Secretary of State, the Congress, and the President merit the approval of our people for the statesmanship and support which made this legislation possible.

For long past I have held that adequate and efficient organization of the Department and the Foreign Service is as important as any single factor in the conduct of our foreign relations. We must have sound organization, competent personnel, adequate funds, and the space and modern working facilities that are essential if we are to meet our heavy responsibilities. These things make up the motor of the machine which carries the load of our foreign affairs. Streamlining, boosters and other accessories or refinements can be added later. Let us first put the motor in good running order. The new legislation can be a great help. It is incumbent on all of us in government service to make sure that the Foreign Service Act of 1946 is administered and applied so that the maximum benefit of its provisions will be assured to our people and Government.

STATEMENT BY SELDEN CHAPIN
Director, Office of the Foreign Service

It would require a book to pay the deserved tributes and to mention by name every person who contributed to the drafting, passage, and signature of the Foreign Service Act of 1946. Such a book would record a play-by-play account of the errors, and the brain throbs, the spurts of progress and the checks, the defeats and the successes. It was a veritable campaign which could not have been waged without the teamwork of all concerned and which was only won with the final victory.

Backing up the campaign, we were fortunate in having, as any successful general staff has to have, a high quality of leadership, loyalty, and ability. The Secretary of State, Assistant Secretary of State Russell, and the other immediate assistants of the Secretary, gave us support and understanding at every step. The Service should be continually in their debt.

This campaign, which terminated with the signing of the Bill at the White House, is only the first of a series. Our next objective, an extremely difficult one, is the implementation of the Act so that it may be a working instrument on the day it goes into effect. Far more important is its implementation over the long term. This will require a far-seeing and generous budgetary policy and administrative reorganization both in the Office of the Foreign Service in Washington and in our missions and consulates abroad. This will necessarily be a slow process, and results may not be apparent for some time, but it must be pushed with vigor for we cannot afford to lose momentum.

We shall wage a continual campaign to bring sound administrative standards and practice to the Foreign Service which has been lamentably weak in this phase of its work. We shall not only build up a group of officers having administrative and executive ability of the highest quality, but shall also take steps to ensure that in the future no officer, except a specialist in certain fields, no matter how well qualified in other ways, shall reach the higher brackets of the Foreign Service unless he has given satisfactory evidence of executive ability.

In closing I should like to express my personal appreciation for the loyalty and self-sacrificing work of all of my colleagues. To work with them has been indeed a privilege.

OFFICERS IMMEDIATELY CONCERNED WITH THE PREPARATION OF THE BILL

(Continued from page 12)



LIONEL M. SUMMERS
Assistant Legal Adviser, detailed to the Legislative Section of the Division of Foreign Service Planning.



EDMUND A. GULLION
Foreign Service Officer assigned to the Legislative Section of the Division of Foreign Service Planning.



ALAN N. STEYNE
Late Special Assistant to the Director of the Office of the Foreign Service.



EDWARD T. LAMPSON
Departmental Officer assigned to the Legislative Section of the Division of Foreign Service Planning.

Press Comment

THE PERFECT BILL
By NEAL STANFORD

Christian Science Monitor, July 22, 1946

"The country today stands a better than even chance of getting a much needed overhauling of its Foreign Service. The last major shake-up came nearly a quarter of a century ago.

"This piece of legislation, termed the Foreign Service Act of 1946, would increase State Department appropriations by \$4,000,000. In the eyes of the House Committee which studied and eventually unanimously recommended the bill for passage, that would be one of the best investments this country could make. They termed it, in fact, the 'perfect bill.'"

HOUSE CONGRATULATED
By RALPH W. PAGE

Philadelphia Bulletin, July 24, 1946

"The House of Representatives is to be congratulated for passing the Foreign Service Act of 1946 (H.R. 6967). This measure, which now goes to the Senate, is an essential item in the process of reorganizing all the archaic structure of the Government.

"We have been suddenly thrust into world leadership. This makes us dependent upon our representatives abroad for accurate information and reliable judgment about every country on earth. It demands that our foreign agents have the ability, experience and prestige necessary to understand and execute policies evolved in Washington to meet volatile and unprecedented situations."

GREAT AT ANY TIME
EDITORIAL

New York Times, July 27, 1946

"If . . . enacted into law, the administrative side of our foreign relations should be substantially improved. The importance of this would be great at any time. It is particularly so in these days of international turmoil, when America's representatives abroad are not only participants in the shaping of world events but also the occupants of outposts for the observation of world affairs which are of vital interest to the American people."

ABSOLUTE REQUIREMENT
EDITORIAL

Washington Post, July 3, 1946

" . . . we conclude that the improved pay status outlined in the bill is an absolute requirement for a foreign service commensurate with this country's importance."

END OF AN ERA

Inside Washington—PM, July 19, 1946

"Many of the foreign officers in the Department of State are convinced that when Congress passes the Foreign Service Reorganization Bill, as expected, next week, the action will spell the beginning of the end of the era of millionaire U. S. diplomats abroad."

KEEP MEN OF HIGH ABILITY
By ROBERT J. LEWIS

Washington Star, July 14, 1946

"Taken as a whole, the proposed legislation should do much to help the foreign service attract and keep men of high ability."

MILDLY CULTURED
EDITORIAL

Washington Times-Herald, July 21, 1946

"The Foreign Service officer . . . must be mildly cultured, should speak one or more foreign languages, including that of the country in which he is stationed, must have a sharp eye for history, economics, politics, sociology, anthropology, geography, and general news. In short, he should be pretty bright, and able to interpret what he sees and hears in terms of what is best for the United States.

"We believe it would never be too early to start the education of a Foreign Service officer and that the service itself should be made attractive enough to bring in the cream of our bright young men, well-educated, well-adjusted and alert to the erratic gyrations of the world today."

VITAL IMPORTANCE
EDITORIAL

Washington Post, July 22, 1946

" . . . makes it probable that the bill to expand and improve conditions in the Foreign Service will become law at this session. That is highly encouraging to those who recognize the vital importance of a competent Foreign Service."

BEGUILING COUNTENANCE
EDITORIAL

Baltimore Sun, July 23, 1946

"On paper the plan set forth in the bill has a beguiling countenance. . . . How it will work in practice, if Congress approves and provides the

(Continued on page 53)

Statement by Assistant Secretary William Benton

The Foreign Service Act of 1946 was long overdue. I have known the need for such an Act for years, through my observations in my travels throughout the world. I have seen the need far more clearly with the new insight secured through my role during the past year in the Department.

I knew before joining the Department that the Foreign Service was the heart and soul of our country's operations abroad in the direction of its foreign affairs. But I did not realize the extent to which the policy decisions in Washington depended on the skill and experience of such career men as Ellis Briggs, Loy Henderson, Doc Matthews, John Vincent and members of their staff. This past year I have come to know and admire these men and deeply to respect their loyalty, experience and judgment. They would excel in any field of endeavor.

Anything that strengthens the Foreign Service strengthens the United States. Thus my major criticism of the present Act is that it still does not go far enough. For one thing, salaries and allowances are still inadequate, especially for men in the middle ranges, of an age with their heaviest family responsibilities.

I read carefully and throughout two of the earlier drafts of the Act, and I had long discussions of many features with Selden Chapin and members of his staff. Entirely apart from my interest in the Act because of my membership on the Board of Foreign Service Personnel, the proposed Act was of vital significance to my own particular area of responsibility in the Department—our country's informational activities and cultural relations. This Act gives to the Department's 372 Public Affairs Officers, attached to our missions, definite status in the Foreign Service as Reserve Officers. They will share in the advantages of the new salary scale. Those among them who develop an interest in, and a talent for, political reporting and other functions of the Foreign Service now have the possibility of transferring to the career grade, after no

more than four years of service, when they have completed their assignments as Public Affairs Officers. They will be able to transfer on the basis of their records, with special types of examining procedures, and into their respective age groups in the career service. This will lead, in my opinion, to a greater degree of unity in the Foreign Service since the Public Affairs Officers will feel that they are an integral part of the Foreign Service and can, if they have an inclination to do so, and are properly qualified, remain in the career service. Furthermore, the career service will profit since it will have a new source of experience-tested talent from which to draw.

I, of course, expect the over-whelming majority of public Affairs Officers to return to their newspapers, radio stations, universities, etc., and I expect them to return as firm, fast friends of the Foreign Service due to their friendly and close association with it as Reserve Officers. Thus, over a period of years the Public Affairs Officers will infiltrate into the media of communications of this country, and into the universities and educational institutions, and will prove to be a source of support for the Foreign Service which will be reflected in future Acts of Congress.

The application of this Act to the Department's representatives abroad for whom I share responsibility is merely one illustration of the advantages of the new Act. I am happy to have been exposed to its development, and to have played a small part in expounding its advantages here in the Department and with members of Congress. The Act is a substantial stride forward in our nation's ability to meet the challenge of her international responsibilities. Still further ways must be sought to recruit the ablest men in the country into our Foreign Service, and to make the Foreign Service a career which offers maximum opportunity for talented men to further their own development and thus better to serve their country.

WILLIAM BENTON.

The Foreign Service and the Information Program

By SELDEN CHAPIN, Director of the Office of the Foreign Service

One measure of the difference between the "old" and "new" diplomacy is the increasing influence of public opinion in international relations. When the English Minister Canning declared his policy of invoking public opinion in the councils of diplomacy, Metternich described him as a "malevolent meteor loosed on Europe." By now, however, it has become a truism that foreign relations are concerned with the relations of peoples, not of governments. This has been a cardinal principle of our country since its beginning. The very first sentence of the Declaration of Independence has for its subject "a decent respect to the opinion of mankind."

The importance of presenting to the world what the President has called "a full and fair picture of American life, and of the aims and policies of the United States Government," and of measuring and enlightening world public opinion, are considerations to which the Foreign Service of the United States is very much alive. Our present ambitious cultural and informational program, which is being pushed under the energetic leadership of Assistant Secretary Benton, is considerably more important than anything we have hitherto attempted. It is not, however, the first recognition by the Foreign Service of its responsibilities and opportunities in the cultural and informational field. Our professional Foreign Service officers have increasingly undertaken such work in our consulates and missions and many of them are bearing and will bear a share of the burden in the new programs. Not only is such work a logical extension of the representational aspect of the diplomacy in making known to other peoples the American way of life, but it is also a means of multiplying sources of political information available to our missions. An officer working with the foreign press or radio or other media often has access to sources not available to an officer whose chief may have put him on the more conventional and restricted Foreign Office assignments.

Our new cultural and informational program has a much broader philosophy. Our program is not merely a method of diplomacy; it is, in my sincere belief, vital to the success of our foreign policies. In many areas it is, indeed, our best hope of achieving a positive result—that result being to encourage the faith of confused and isolated peoples

in the solution of their problems by democratic means. It is one method of piercing the "iron curtain."

It is not necessary for me to say here that the restatement of American ideology through this program has no ulterior motive or hostile intent toward anyone. In continents gripped by autarchic controls called into being by the necessity of war and the fight against want, those values need restating. I am afraid that we Americans tend to forget that our country has a concrete ideology, a revolutionary one, which will bear comparison with any other theory of government and, if adequately demonstrated, will win the preference of struggling states. Perhaps in restating these values for other peoples we will rediscover them for ourselves. Certainly we should not accept the defeatist dogma that materialist choices alone sway men in choosing the form of government which will rule them.

I have made these comments about the purposes and importance of the program as a whole because I want to make it clear that the professional Foreign Service strongly favors Mr. Benton's program and considers informational and cultural work essential to the conduct of our foreign relations.

There are some general observations about the conduct of the program which I think are worth making. In the first place, I am afraid I may be somewhat heretical in my conception of the role of the Cultural Attache and the Informational Attache. I believe that the successful man in these positions is one who is a professional in his chosen field and not merely a professional attache. The analogy of the military attache holds good: An officer who is a sound military expert makes a better military attache than one who has forgotten all about soldiering!

I believe that the key positions in the informational and cultural services should be occupied by men who come to them for temporary assignments from other fields. The responsibility of these men is to represent American ideas, cultural, scientific, social, in their best typical, hence *not* official, aspects. To put over the idea of America, they must be continually American. This requires that they return often to America to renew their inspiration and that the group as a whole should be fluid.

(Continued on the following page)

The cultural and informational program is a new departure and a costly one. The long range return on the investment in terms of better foreign relations will vastly outweigh the cost, but it occurs to me that there should be some way for us to measure the short term results in order to shape the current program. I refer to the possibility of devising some kind of opinion sampling technique like that used by domestic broadcasters and advisers. I have no notion whether this would be feasible or not, but the idea of adapting public opinion techniques to diplomacy has always intrigued me.

Here is another consideration which I believe should be borne continually in mind: The entire program in any given country must be under the supervision of the political officials of the embassy, such supervision being exercised to secure uniformity and present a unified front to foreigners. The official line and the propaganda line ought to coincide unless we should consciously want them to differ, which is highly unlikely. Yet we have seen examples of conflict between our diplomatic missions and our "propaganda" missions even where common understanding of the policies exists. There is sometimes a divergence in timing which can have consequences as bad as a division in policy. Where any division of opinion exists, the line taken by the chief of a mission must prevail unless he is overruled by Washington. The political line should predominate in borderline cases; in some areas, for example, a vigorous informational program might associate us with one policy while we were in fact bound to another by previous diplomatic arrangements. We are new at the informational game and must feel our way. Eventually the informational and political activities will become so integrated as to be virtually indistinguishable. It must not be forgotten that all Foreign Service activities are merely the instruments for the carrying out of national policy. The case is really one of timing, and while our informational specialists may want the tempo accelerated, or may find the ideological obtuseness of the diplomat galling, the change must come on orders from the high command in Washington.

There is one more consideration which would be obvious, but I am afraid it is sometimes overlooked by enthusiastic people. That is this: The extent to which our program is successful in any country will depend not only on our contacts and skill but on the situation of our missions within the country. It seems fair to say that in Russia our propagation of American news and thought can go only so far as the Russians will let it. On the other hand, in Sweden, a free and voracious press, with

woodpulp to burn, is greedy for American releases. Such considerations ought to determine how our efforts and personnel can be deployed most effectively.

We shall also have to make choices among our objectives. Shall we have bigger staffs in former allied or former neutral countries? If the stream of cultural exchange between our country and another is broad and vital, will we station a correspondingly large cultural mission in that country? Or shall we concentrate on broadening the channel where the stream is thin and tortuous? How should we divide our efforts?

What weight should we give to the importance of trade between our country and another in assigning our cultural and informational staff? What should the character of the program be in countries which already know us and like us and are important countries? Do we put large staffs there or save them for Argentina, the Middle East, and the Soviet borderlands? Such are some of the questions, the answers to which will determine how our informational work ought to be handled.

For the fiscal year of 1947 we shall have 232 officers for cultural and informational work. Of this total 65 are scheduled for the American Republics, 29 for the British Commonwealth and Empire, 91 for Europe, 18 for Africa and the Middle East and 29 for Eastern Asia. We contemplate for the fiscal year 1948, a strength of 301 officers in the program, of whom 72 are scheduled for the American Republics, 44 for the British Commonwealth, 120 for Europe, 26 for Africa and the Middle East, and 39 for Eastern Asia. These estimates have been arrived at in close consultation between the Office of the Foreign Service, Mr. Benton's representatives and the political divisions of the Department, on the basis of reports from the field. The increase in personnel planned in the Latin American field is relatively slight. We already had operating there the OIAA, with about 35 executives, and we had about 51 Auxiliary Foreign Service officers doing cultural work almost exclusively. The program is older in Latin America than anywhere else, having developed both as instrument and as an expression of the "good neighbor" policy.

At the present time the world wide program is building on the foundations of OIAA, OWI, and cultural work done by the scholars we sent abroad in the Auxiliary Service. The program, until recently, was paid for out of the budgets of these agencies but on July 1, 1946, all went on the Department of State payroll. As you can well imagine, the integration of this personnel has presented us

(Continued on page 53)



MONNETT B. DAVIS
American Consul General, Shanghai, formerly Chief of the Planning Staff and later Director of the Office of the Foreign Service.



NATHANIEL P. DAVIS
Minister-Counselor, Manila, formerly Chief of the Division of Foreign Service Personnel.

**OTHER OFFICERS WHO PARTICIPIATED IN VARIOUS
PHASES OF THE PREPARATION OF THE BILL**

(Continued on page 20)



PERRY N. JESTER
Foreign Service Officer, Acting Chief, Division of Training Services.



WILLIAM E. DE COURCY
Chief Inspector of the Foreign Service, formerly Chief of the Division of Foreign Service Personnel.



Winthrop M. Southworth, officer of the Bureau of the Budget, who deals with matters affecting the Department of State and the Foreign Service.



J. Anthony Pannuch, Deputy to the Assistant Secretary of State for Administration.



E. Paul Tenney, Chief, Division of Foreign Service Administration.



R. Horton Henry, Special Assistant to the Director of the Office of the Foreign Service, formerly member of the Planning Staff.

OTHER OFFICERS WHO PARTICIPIATED IN VARIOUS PHASES OF THE PREPARATION OF THE BILL

(Continued from page 19)



Loy W. Henderson, Director of the Office of Near Eastern and African Affairs and Chairman of the Executive Committee of the American Foreign Service Association.



James Farriss, Special Assistant to the Director of the Office of the Foreign Service (Congressional Liaison).



Robert F. Evans, Special Assistant to the Director of the Office of Foreign Service (Information).

What Will My Salary Be?

Chiefs of Mission

Under the "Kee-Connally Act," positions occupied by chiefs of mission will be classified into four classes with salaries at \$25,000, \$20,000, \$17,500, and \$15,000 per annum (Section 411). The classification will depend on the relative importance of posts in world affairs and in the foreign relations of the United States. In addition, the Act authorizes allowances for living quarters, cost of living, and representation and a new allowance (Section 902) to defray the unusual expenses incident to the operation and maintenance of an official residence suitable for the chief representative of the United States at a foreign post. While this maintenance allowance is to the post rather than to the officer, it should go far in relieving a chief of mission and, in his absence, the officer temporarily in charge, of the financial burden of supporting a residence establishment on the extraordinary scale beyond that which a private person of equal salary income would maintain. Hence, while the maintenance allowance is not "income," it covers expenditures which would otherwise be required from income. It follows that in the future a person without private resources should more nearly be able to meet the expenses of the highest positions in the Service from income derived from the Service rather than has been possible in the past.

Foreign Service Officers

Section 1102 of the Act provides that a Foreign Service officer shall receive that salary in the new class to which he is transferred which shall as nearly as possible correspond to his relative standing in the Service. Under this provision of the Act, the relative standing of officers as expressed by their distribution among the various salary steps within classes set up by the Rogers Act will be preserved in their transfer to new classes under the Foreign Service Act of 1946.

It must be remembered that the new salary ranges were set long before there was talk of the recent 14 percent pay increase. The entering salaries and the top salaries in the new classes are arranged so that the transfer can be made without diminution of salary except in the case of officers now in "Unclassified (A)." Under the Federal Pay Act of 1946, they now receive \$4,400.40 per annum and under the new law their salaries will be fixed at

In accordance with the provisions of Section 1141 of the Foreign Service Act of 1946, the effective date of that act will be three months after the date of its enactment, i.e., November 13, 1946. In the issues intervening between now and that date the JOURNAL will run other articles bearing on the implementation of the Act.

\$4,400 per annum. The JOURNAL congratulates officers in this class on their opportunity to make this sacrifice (of 40 cents per annum) in the interests of a logical pay structure. Class I officers, who are grouped at \$10,000 per annum at the present time, will be

spread out over the salary steps in the new Class I on the basis of seniority as determined by the dates of their admission to the old class.

The transfer will involve the following changes in salary: Unclassified officers, now receiving \$3,271.80 to \$4,400.40 per annum, will go into Class 6 with salaries from \$3,300 to \$4,400 per annum.

Officers in Classes VII and VIII, now receiving from \$4,525.80 to \$5,654.40 per annum, will go into Class 5. The salary range of this class is from \$4,500 to \$5,900 per annum, but officers now receiving \$4,525.80 will be transferred to the second salary step of the new class at \$4,700 per annum.

Officers in Classes V and VI, now receiving from \$5,779.80 to \$7,461.30 per annum, will go into Class 4 with salaries ranging from \$6,000 to \$7,900 per annum.

Officers in Classes III and IV, now receiving from \$7,581.00 to \$9,855.30 per annum, will go into Class 3 with salaries ranging from \$8,000 to \$9,900 per annum.

Officers in Class II, now receiving from \$9,975.00 to \$10,000.00 per annum, will go into Class 2 with salaries ranging from \$10,000.00 to \$11,900.00 per annum.

Officers in Class I, now receiving \$10,000.00 per annum, will go into Class 1 with salaries ranging from \$12,000.00 to \$13,500.00 per annum.

Staff Officers and Employees

Sections 441 and 442 require that the positions of all staff officers and employees shall be classified and that the classification of a position shall, in the future, be the governing factor in determining the salary of the person who holds the position. The classification program has been initiated in the Department but it is estimated that it will take about a year to complete it. In the meantime, American citizens whose salaries are now paid either from the appropriation for the Auxiliary, or from the one for the salaries of clerical, fiscal, and administrative personnel, and from that miscellaneous

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Diary of a Successful Revolution

*Official Despatch from the Honorable Joseph Flack,
Ambassador, La Paz*

July 17

The day dawned bright and clear as is only possible at 12,000 feet altitude. However, there was an obvious tension in the Bolivian political situation which everyone in La Paz felt clearly. For over two years the Bolivian people had been living under a Nazi-type tyranny under the presidency of Lieutenant Colonel Gualberto Villarroel. For several months now the screws had been constantly tightened on the people. For weeks arrests had been mounting and the treatment of those arrested was often cruel and barbarous. More recently the teachers in La Paz, who are earning between \$12.50 and \$20 a month, had been on a strike of desperation. The Bolivian Government, which had seen fit to spend an estimated fifty-six per cent of its national income on the Army, had said that any increase in the teachers' miserable wages would cause inflation. With the teachers unsuccessful in their strike against hunger wages, they were suddenly aided by the University students in La Paz, who staged a sympathy strike. The day before, a brief shooting affray between students and police had broken out on La Paz's main street at the height of the holiday strollers' hour. Tension was mounting. That same night and in the early morning of today a group of twenty MNR leaders headed by the Minister of Agriculture, Julio Zuazo Cuenca, attacked the

University with stones and rifles. According to eye witness accounts there was not one policeman in sight during this attack which lasted for a half hour, although the rest of the city was heavily guarded. Perhaps yielding a little to public opinion and decency, the high command of the MNR met this afternoon and expelled Zuazo Cuenca from the party for his leadership in the attack on the University.

July 18

This morning's Government press denied the official statement announcing the expulsion of Zuazo Cuenca from the MNR. About 10 o'clock this morning tension gave way to violence. The police are all armed with rifles and have taken up posts throughout the city with a good deal of sporadic shooting making all the streets in the center of the city too dangerous to be traversed. From our vantage point in the Embassy Chancery we feel that we are in the middle of a war and it is impossible for anyone to leave the building. As on June 13, armed municipal policemen again invade our building in an attempt to set machine guns up on the roof. Shortly after the shooting started civilians in favor of the Government armed with rifles appeared in the streets. The soldiers, however, appear to be taking an unimportant role in the activities. Some four hundred dem-



The late President Gualberto Villarroel hanging from a lamp-post in the Plaza Murillo.



When the students exhibited intentions of retaliating La Paz became an armed camp with all nearby regiments ordered into the city.

Students in the Plaza Murillo were fired upon by soldiers with resulting heavy casualties. Here unidentified corpses are being examined by anxious possible relatives.



onstrating students are the object of the police's attention, but it is doubtful whether more than a dozen of these students have pistols. It is now learned that at 6 a.m. this morning police endeavored to enter the La Paz University, from which they are forever barred by the University's autonomy. They were, however, repulsed by barricaded students with small arms and perhaps three rifles. Business is at a standstill today and the few enterprises that were open in the morning shut at noon. The situation is growing more serious hour by hour and at least two persons are known to have been killed, and the toll may be higher.

In the evening I attend a meeting with some of the other chiefs of mission in the Venezuelan Embassy to exchange opinions. All present express

great indignation that a Cabinet officer had led the attack on the University and believe the students had every right to defend their institution. They also deplore that pro-Government civilians had again been armed with rifles. In company with the Dean, the Brazilian and Peruvian Ambassadors, I called on the Foreign Minister in the Presidential Palace and all of us, speaking as friends, urged clemency for the students and their treatment as youths rather than as a foreign army or as a subversive political movement. The Foreign Minister thanked us for our friendly visit and for the views expressed, saying that he would convey them to the President, who he felt would be sympathetic. He said further that during the afternoon the Army had played an increasingly important role and it



The students armed themselves in earnest and (left) soon occupied the headquarters of the hated Traffic Police.

was under instructions to fire only in its defense or when important properties had been endangered by the students. The Papal Charge was requested to act as mediator between the University, where he is a professor, and the Government. He took this suggestion under advisement. The students were now demanding the removal from the Cabinet of all members of the MNR. When we left the Palace, the Rector of the University was waiting for an interview with the President. In the course of this interview the President promised the Rector he would remove all members of the MNR from the Cabinet.

In order to leave the Chancery it was necessary for the Military Attache's office to make arrangements with various outposts so that we could leave in an eleven-car convoy with a reasonable chance

of not being fired at. By good luck the entire staff got home safely. There was a good deal of firing in various parts of the city until midnight and an occasional renewal of fire in the early hours of the morning.

July 19

The situation continues to deteriorate. The students and some of their supporters are not going to give up. They have no weapons, but they have the will to die rather than be crushed further by this increasingly terrible dictatorship. It is now believed that at least twenty-five have been killed and a hundred wounded during the recent disturbances. The Government has carried out its promise to enter the University illegally, and it controls the premises. There are, however, some strong points

of armed resistance in the city and all the regiments from neighboring areas have now been brought into La Paz. Mysteriously, all police have disappeared from sight, but the city is heavily guarded by troops. The railway workers are now believed to have joined with the students in issuing an ultimatum that MNR members must be eliminated from the Cabinet. A fairly important workers' syndicate has issued a call for a general strike. The Plaza Murillo, where the President's Palace is situated, is now an armed camp with light and heavy machine guns emplaced and several lend lease anti-air craft pieces at strategic points with their muzzles depressed to body height. Of all the La Paz newspapers, only its worst, the pro-Government *Cumbre*, appears. The rest are all struck.

About 4 o'clock: We can see from the Embassy windows a manifestation of some one thousand University students and their supporters. They are led by two youths and a well-dressed girl carrying Bolivian flags. They are orderly, patriotic, and unarmed. As they parade up the main street of La Paz they are joined by many onlookers, and they are not molested. About 6 p.m. they attempt and do enter the Plaza Murillo. The situation has now reached its gravest point. Although the onlookers see the Minister of Defense motion the troops not to fire, forces have now been put in motion which cannot be stopped. Suddenly the shooting breaks out with the greatest violence. The unarmed crowd is killed in the hundreds. There are also a good many casualties among the soldiers. The wounded are too numerous to count. But the Army wins this round and the crushed civilians withdraw dragging off their dead and wounded. Tonight four young student corpses are brought to my residence by a group of one hundred students. When I tell them I cannot receive the bodies they finally depart. I understand that similar tokens were taken to all the other embassies and legations in La Paz. The radio now announces that thirty-two men, presumably members of the MNR, were under arrest in the

Hotel Paris, which is also in the Plaza Murillo, for having fired into the crowd in an attempt to inculte the Government. The sands are running fast, and it is apparent that the MNR is now outside of the Government. At 10 p.m. the radio states that the President is going to reconstitute the Cabinet with a wholly military cast in view of the events of the past two days.

July 20

This morning a new all-military Cabinet is announced by the Government. There are no holdovers from the previous Cabinet. However, the President's promise to the Rector has not been fulfilled because among these military gentlemen there are at least two MNR supporters. Even at this critical hour the Villarreal regime betrays its word. In a speech at 5 o'clock, the new Minister of Defense, General Angel Rodriguez, states that his first order is that the troops will not fire on the crowds and that the manifestations which are now going on will be unmolested. There is now the feeling of the calm before the storm, and we all go to bed Saturday night with the hope that things may now quiet down with a military Cabinet, but yet with an even stronger feeling that nothing definite has been settled.

July 21

This morning I arrived at the office about 10:30 and found several ranking members of my staff also there on this momentous Sunday morning. The strangest thing is the lack of any armed forces in the city. La Paz is obviously unarmed. We learned later that Saturday night the regimental commanders of the troops in La Paz, acting among themselves, decided that they would take no further part in the warfare between the Government and the people. They so informed the President. There-

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Last event in the tragic sequence—the large funeral on July 23 to honor the fallen students. An estimated 10,000 took part—approximately one-third the population of La Paz.



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

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EDITORS' COLUMN

WITH the signing by the President on August 13 of the Foreign Service Act of 1946, a new era begins in the history of the Foreign Service. Twenty-two years have elapsed since the passage of the Rogers Act. So fast has the world moved since

the enactment of that basic legislation, so rapid has been the change in our outlook on world affairs, that the present Act barely brings us up to date with conditions facing the Service today.

It has taken a second major war to drive home the need for a general overhauling of our system for conducting foreign relations and to introduce the required improvements. Long before 1939 it was apparent that many provisions of the Rogers Act were obsolete and that reorganization was an urgent necessity if our Foreign Service officers were to play a part commensurate with this country's position in the international scene. But the customary slowness of the bureaucratic process, coupled with lack of interest or understanding in some quarters, effectually discouraged change and impeded reform.

Now that the true nature of the situation has been recognized and the Act of 1946 has become law, a feeling of relief must run through the Service. Through the long war years, the Service miraculously held together and discharged its duties to the everlasting credit of its hard-pressed personnel. Inadequately paid, ill-housed, and understaffed, it fought the battle with morale often dangerously low but ever conscious of the patriotic task it had to perform. The reward which has finally arrived must make the struggle seem worth while.

"To improve, strengthen, and expand the Foreign Service of the United States and to consolidate and revise the laws relating to its administration" is the declared objective of the Act. No words could more fittingly express the need. It would have been little short of disastrous if the legislation had failed of passage in these critical times, and one shudders to think by what a narrow margin it obtained consideration by the Congress just adjourned.

To the devoted friends of the Service, aware of our grave responsibilities in the difficult days ahead, the JOURNAL renders thanks and homage. Their labors, in and out of the Department, have brought about the means to face the future with renewed assurance and self-confidence. With pardonable pride, the Editors add their own sense of fulfillment, for many of the reforms are those which the JOURNAL has urged and fought for in its columns.

It would be a false pretense to claim that the Act is perfect. To make it serve, amendments will be required; to achieve its ultimate aim, improvements must constantly be sought. But the enabling measure is on the books. The test will come, first, in the writing of pertinent rules and regulations. We are confident that those who have the interest of the Service at heart will not fail in this challenging opportunity.

The Retirement System

The following are the principal changes made in the Retirement System by the Foreign Service Act of 1946:

Section 803. *Participants.* A new term, "participants," designating all persons who are entitled to the benefits of the Foreign Service Retirement and Disability System, is introduced in the new law. Heretofore, Foreign Service officers who have resigned from the Service to accept positions in other Government agencies have been allowed to continue as participants, but officers who resign after the new Act goes into effect will be required to withdraw from the System.

It was considered desirable that all members of the Service who are citizens of the United States and not only Foreign Service officers, should come under the Foreign Service Retirement and Disability System and the question of including them was discussed in many interviews with the Government Actuary. A great many difficult and technical questions are involved in the transfer of personnel now under the Civil Service Retirement System to the Foreign Service Retirement System and there was not time to work them out if the new bill was to be introduced in the 79th Congress. However, the problems are receiving continued study in the Division of Foreign Service Planning and it is expected that an amendment will be introduced in the next Congress which will bring staff officers and employees into the Foreign Service Retirement and Disability System.

Section 811. *Compulsory Contributions.* Compulsory contributions to the Retirement Fund will be made on salaries up to \$13,500 per annum instead of up to \$10,000 per annum as at present.

Section 821. *Computation of Annuities.* In the new formula for calculating annuities, the average salary for the five years next preceding the date of retirement replaces the average salary over the last ten years, which figures in the present formula. This change and that in section 811 mean that a participant who has drawn a salary of \$13,500 per annum during his last five years of service can retire on an annuity of \$8,100 per annum.

Existing law permits a participant to provide a joint survivorship annuity for his wife if he has been married for at least five years on the date of his retirement. The new law substitutes three years for five years and also permits a participant to provide a joint survivorship annuity for his wife

if she is the mother of issue by their marriage, regardless of the length of time they have been married. An amendment offered by the House Foreign Affairs Committee and adopted by the House also makes it possible for a participant to name his minor child as the beneficiary of a joint survivorship annuity but such an annuity will not be payable after the child reaches the age of twenty-one years.

The provisions for joint survivorship annuities for widows and minor children are not hemmed about with any restrictions. If the participant is able to pass a physical examination at the time of his retirement, he may provide a similar joint survivorship annuity for any beneficiary he wishes to name.

Section 831. *Physical Disability.* Under the new law a participant becomes eligible for an annuity in the event of total disability after having served five years instead of fifteen years, as at present. If the participant has had less than twenty years of service at the time he is retired for total disability, his annuity will be computed on the assumption that he has had twenty years of service.

Section 832. *Death in Service.* Under existing law the widow of a participant receives an automatic annuity if he dies in Service, provided he has been married to her at least five years before his death and has had fifteen years of service. The new law provides such annuities in case the participant has had five years of service and has been married three years, except that the requirement of three years is waived if his wife is the mother of issue by their marriage. If a deceased participant has had less than twenty years of service at the time of his death, the annuity payable to his widow will be computed on the assumption that he has had twenty years of service.

Section 854. *Credit for Service While on Military Leave.* Under the terms of this section, contributions to the Retirement and Disability fund will not be required covering periods of leave of absence from the Service granted a participant while performing active military or naval service in the Army, Navy, Marine Corps, or Coast Guard of the United States.

Section 636. *Voluntary Retirement.* This section provides that any participant who has had twenty years of service and has reached the age of 50 years may retire upon his own application with the consent of the Secretary.

News from the Department

By JANE WILSON

Assignments of FSOs to The National War College

The fall course at the National War College* begins on September 3 with eleven Foreign Service Officers enrolled among the 100 students:

JOHN M. CABOT
WILLIAM COCHRAN
JOHN K. EMMERSON
PERRY JESTER
FOY D. KOHLER
JOHN MACDONALD

CARMEL OFFIE
WILLIAM C. TRIMBLE
NEWBOLD WALMSLEY
RAYMOND HARE
CHARLES THAYER

Foreign Service Officer GEORGE F. KENNAN has been appointed to the faculty** of this highest level educational institution of the State Department and the armed forces.

Arrangements have been made for many of the Foreign Service students to live in bachelor quarters at the College. The course will last until the middle of December.

FORTUNE on the Foreign Service

FORTUNE magazine in its July issue ran a lengthy, comprehensive, fair and interesting article on the U. S. Foreign Service. This article was reprinted *in toto* in the Congressional Record of July 15 as an extension of the remarks of the Hon. Edith Nourse Rogers on the House floor on July 13. This is what it had to say about the Journal:

"The Foreign Service Journal reports the comings and going of Ambassadors in the hushed tones of a court circular. At the same time it permits itself a good many sedate cracks at the frailties of the service and the State Department. From the issue of March 1946*: 'A Foreign Service officer, summoned to Washington for consultation, met a friend in the department corridors and was asked "What brings you here?" "I came back to draft replies to the telegrams I've been sending in for the last three months."

Women in the British Foreign Service

There have recently been made public the conclusions of a report of a committee appointed by the Secretary of State for Foreign Affairs to re-

examine the question of admission of women to the British Foreign Service. The conclusions are as follows:

"In spite of the disappearance of many of the reasons for excluding women which were thought weighty ten years ago, some solid reasons still remain. Women in the Foreign Service can hardly fail, for a time, and to some extent, to be 'in a privileged position' in the sense in which the witness we have quoted used the words. They will be grit in the wheels of interchangeability, increase wastage, and so add to the difficulties of administration; and possibly create a feeling of resentment among some of their male colleagues. But we have formed the opinion, after carefully studying all the evidence, that these disadvantages will no longer be of such dimensions, and are not likely to be of such duration, that they should be treated as a reason for continuing to make the Foreign Service an exception to the general rule of the eligibility of women for the Service of the Crown. Moreover there are now, as we think, positive reasons for their admission. Two arguments in particular seem to us convincing. One is the argument that a New Model Foreign Service of the sort described in the White Paper and by its sponsors in Parliament, must necessarily be an imperfect instrument for the purposes claimed for it unless it includes women in its ranks, carefully chosen and trained, and working as members of a team. We do not think that, in the new Service, this need can be adequately met by the work which is now done by the wives of members of the Service, invaluable though we know it to be. The other is the argument (in the words of the Schuster Committee) that 'to open the Service to women is to increase the field from which candidates can be taken and thereby to improve the quality of the Service . . . the admission of any section of the population, to whom entrance is at present denied, must necessarily offer a wider field of selection.' This argument has been reinforced by the success of some of the temporary appointments of women made during the war.

"We therefore recommend that women should be equally eligible with men for admission to the Foreign Service."

Personals

CHARLES W. YOST, U. S. Political Adviser at Bangkok, and one-time member of the Editorial

*See "The National War College" by Robert F. Evans in the May issue of the Journal.

**See News from the Department in the July issue.

*News from the Department.

Board of the Journal, visited the Department in mid-July while on leave before proceeding to his new post at Prague. Mr. Yost reported that he had seen a good deal of former Minister KENNETH PATTON who with Mrs. Patton are enjoying their stay in Bangkok where Mr. Patton is adviser to the Siamese government. En route to the U. S. Mr. Yost saw Counselor of Embassy NATHANIEL P. DAVIS and Mrs. Davis in Manila who have succeeded in locating a house—which is quite a feat in war-leveled Manila.

WILLIAM W. BUTTERWORTH, JR., Counselor of Embassy at Nanking, has been given the personal rank of Minister, by direction of President Truman.

As a consequence of the consolidation on July 18 of the New York and San Francisco radio operations of the Office of International Information and Cultural Affairs, all Department broadcasts will originate in New York under the direction of KENNETH D. FRY, acting chief of the International Broadcasting Divisions.

BRIGADIER GENERAL JULIUS C. HOLMES, former Assistant Secretary of State, was recently named President of TACA Airways S. A. (Transportes Aereos Centro Americanos).

DR. WILLIAM P. MADDOX, formerly of the University of Pennsylvania and of the Foreign Policy Association, entered July 11 upon his new duties as Chief of the Division of Training Services. He fills the position which has been vacant since CAROL H. FOSTER left for his new Assignment as Consul General at Capetown. PERRY N. JESTER has been Acting Chief during the interim period.

COLONEL ARTHUR R. HARRIS, former Military Attache in Mexico and Central and South America, has been elected President of both the Institute of Inter-American Affairs and the Inter-American Educational Foundation.

MANNIX WALKER has sold the movie rights to his novel "Count on Two Days."

RICHARD P. BUTRICK, FSO Class I, has been appointed adviser on foreign relations to the new Republic of the Philippines.

HEDLEY V. COOKE, JR., FSO of Class V, resigned from the Service as of May 15, 1946. Mr. Cooke's seventeen years in the Foreign Service included assignments at Tsingtao, Shanghai, Monaco, Bombay, Iskenderun and Jerusalem.

FRANKLIN ROUDYBUSH has been appointed Registrar of the Division of Training Services. Formerly he was director of a preparatory school for the Foreign Service and was until recently in the Wash-

ington office of the Foreign Liquidation Commission.

COLONEL WILLIAM A. EDDY, until recently Minister to Saudi Arabia, has been appointed Special Assistant to the Secretary in charge of Research and Intelligence, succeeding Dr. William L. Langer.

Members of the Foreign Service on the American Delegation to UNRRA council meeting in Geneva in August, headed by Undersecretary of State for economic affairs WILLIAM L. CLAYTON, are: JAMES K. PENFIELD, Deputy Director of the Office of Far Eastern Affairs; EDWARD C. REED, Counselor of Embassy in Buenos Aires; and HERMAN MOSS, Vice Consul at Geneva.

Entry Under the Manpower Act

Applications for designation to the classified grades of the Foreign Service under the "Manpower Act" (Public Law 488) are now available. This law provides for the appointment of 250 persons over 31 years of age to the classified grades within a two-year period.* These applications were distributed to missions in the field as an enclosure to Foreign Service Serial No. 595 of July 31, 1946 entitled "Appointments to the Classified Grades of the Foreign Service." June 30, 1947 is the final deadline for receipt of applications which should be sent to: The Board of Examiners for the Foreign Service, Department of State, Washington 25, D. C.

The nineteen-page application in addition to listing the eligibility requirements, education, previous employment, etc., requests an explanation in not more than 300 words how the applicant's experience enables him to fulfill the qualifications listed in the paragraph under which he considers he possesses entry privileges, and a statement in not more than 300 words for the reasons for his wishing to join the Foreign Service and a description of the contribution which he believes he can make to it.

Appointments will be made on the basis of a competitive Oral Examination. The Oral Examinations will be held from time to time during this fall for those who apply before October 1, 1946. Candidates are being urged by the Department to file their applications immediately. Although there is no upper age limit for candidates, persons over 40 years of age will not be appointed unless they possess exceptional qualifications.

The application itself should constitute a formidable hurdle thereby producing candidates of high calibre and possessing those qualifications required by the Service.

(Continued on page 63)

*See editorial in the August Journal.

News From the Field

FIELD CORRESPONDENTS

Australia—John R. Minter
Austria—Thomas S. Estes
Brazil—Walter P. McConaughy
Canada—(*Western*)—Ralph A. Boernstein
China—James O'Sullivan
Colombia—John W. Campbell
Costa Rica—J. Ramon Solana
Dutch West Indies—Lynn W. Franklin
Ecuador—George P. Shaw
El Salvador—Robert E. Wilson
France—George Abbott
French West Indies—William H. Christensen
Greece—William Witman, 2d
Ireland—Thomas McEnelly

Mexico—Robert F. Hale
Morocco—Charles W. Lewis, Jr.
Nassau—John H. E. McAndrews
Nicaragua—Raymond Phelan
New Zealand—John Fuess
Panama—Henry L. Pitts, Jr.
Peru—Maurice J. Broderick
Portugal—William Barnes
Southampton—William H. Beck
Spain—John N. Hamlin
Syria—Robert E. Cashin
Tangier—Paul H. Alling
Union of South Africa—Robert A. Acly

LA PAZ



LA PAZ

Coming out of the Presidential Palace right after Ambassador Joseph Flack presented his credentials to President Gualberto Villarroel. Left to right: Spencer M. King, Third Secretary; Hector C. Adam, Jr., Second Secretary; Howard Brandon, Third Secretary; Colonel Lawrence C. Mitchell, Military Attaché; Ambassador Flack; Jack B. Neathery, Commercial Attaché; Chief of Protocol Jorge de la Barra; and Presidential Aide, Captain Ballivian, who was killed by the mob in the revolution on July 21st. (See article on page 22.)

PARAMARIBO

August 1, 1946.

The American Consulate in Paramaribo, Surinam, honored this 4th of July with a cocktail party held at the Consulate with a record attendance of more than 150 persons. Among the guests were Governor and Mrs. J. C. Brons and other high officials of the Surinam Government.

The American flag completely designed of red and white flowers, except the blue-black cloth field on which white frangipanis formed the 48 stars, occupied a prominent corner near the entrance and elicited favorable comment. A small string orchestra played a muted accompaniment throughout the evening, closing with "The Star-Spangled Banner" followed by the national anthem of the Netherlands.

DALE B. MAHER.

VIENNA

OFFICE OF THE U. S. POLITICAL REPRESENTATIVE

July 5, 1946.

We're doing business again in Vienna, but not at the same old stand!

It may be of interest to set down a brief resume of the activities of what we claim is the most peripatetic mission in the Service. It all started back in February of 1945 when Mr. Erhardt went to London to set up his office and commence his duties as "Political Adviser on Austrian Affairs to the Commanding General, Mediterranean Theater." With him were Cecil W. Gray, Sydney L. W. Mellen, James O. Denby, James McCamy, Brynhild Rowberg, Claire Nighman (see "Lonely Hearts section of this report), Dorothy Davis, Marie Helm (see "Lonely Hearts" section), Helen Airright, Nancy Jencks and Olive Jensen. This group started "advising" about a place that was still in enemy hands but it just goes to show how the Service likes to plan ahead. At the same time Loella Drivness, Florence Davenport, and others went to Naples.

Along about March the office decided (or did someone else?) that the Mediterranean would be a fine place to see so Mr. Denby went to Caserta where Allied Force Headquarters was located to look around for office space. He saw some very nice rooms in the "Italian Pentagon" as the palace housing the headquarters was called. They were excellent rooms but filled with Army personnel. So—having become the "Political Division of the United States Group Control Council" the office moved into two of the fifteen or twenty Nissen Huts built for the Group. It was here that the address "Naples, Italy" was added to the office and which

time and tide has not yet erased from the files of the mail room of the JOURNAL. Here the office settled down for a few weeks. Personnel streamed in to Caserta, billets were obtained and in general the staff learned the rudiments of "you're in the Army now." It so happened that personnel destined for the Balkan posts yet to be opened kept arriving at Caserta until the area assumed the aspect of a "Diplomatic Repple-depple" (army talk for Replacement Depot). The fact that there was already established at Caserta the Office of the Political Adviser to the Supreme Allied Commander, AFHQ, assisted materially in adding to the confusion of addresses, who belonged to what, where and when. That office was known as USPOLAD (U. S. Political Adviser) so ours became AUSPOLAD (get it?).

We had just got nicely settled in Caserta when, in May, we were informed we were going to Florence to join Gen. Mark Clark's headquarters, but the Army had put so much work into fixing up the quarters for the Group, no one really believed it. But we were learning how the Army works. Bag and baggage, off we went, with the Army sending 15 girls to Florence in a special C-47.

At that time negotiations on high levels for our entry into Vienna had stalled, so we cooled our heels in Florence. Not that we minded since, as far as living conditions were concerned, "we never had it so good." In fact, it was so good it couldn't last, and in three weeks we were off to Verona as part of the Fifteenth Army Group.

But before we left Florence, on June 1 to be exact, Claire Nighman made up her mind on a subject which we knew had been pending since London days. So she and Lt. George Chandler, of the Navy, were married, with Mr. Erhardt making his debut in the role of "giver-awayer."

At Verona, in the heat and dust of June, July, and part of August, our indoctrination into the Army way of life in the field was pretty well completed. All of us know how a maximum of work can be turned out with a minimum of equipment. We did have a typewriter or two—there were two telephones and once we almost got a real lock for the code room door.

By this time, members of the group had begun to trickle into Austria. Mr. Denby and the advance party had left for Salzburg, by jeep, in the first part of June to be joined by the first group of girls in the middle of June, to set up a branch office. By August 15 we had completely deserted Verona.

The final trip for most of us was from Verona to Vienna—bypassing the branch office at Salzburg. Mr. Frank arrived in Vienna late in July

(Continued on page 61)

The Bookshelf

FRANCIS C. DE WOLF, *Review Editor*

China's Postwar Markets: A Study of China's Postwar Needs and Trade Opportunities.
By Chih Tsang. Macmillan Company, New York. 239 pages. \$3.50.

The International Secretariat of the Institute of Pacific Relations has rendered a service to American businessmen and others interested in China's postwar markets by sponsoring the publication of Mr. Tsang's book. Despite some questionable assumptions, the author discusses his subject with a sense of realism refreshingly different from the line all too often taken by certain Chinese and other writers, and presents reasonable but conservative estimates of China's trade potentials in the immediate postwar years. Mr. Tsang's background qualifies him to handle his subject critically and with a down-to-the-earth businessman's approach. A Chinese with experience as an educator, banker, businessman and Government official, Mr. Tsang has been during the past several years secretary general for an official Chinese purchasing agency with offices in New York. The years spent in wartime United States, in close association with American manufacturers, bankers and exporters, have seemingly given the author a viewpoint which he most certainly would have lacked had he remained in Free China. His book may well be considered an answer to numberless questions assumably directed to him by American and other businessmen contemplating adventure in the China field.

The author bases his analyses of China's postwar trade upon three major assumptions: (a) postwar China will be an exhausted country, with little fundamental change, however, in economic structure; (b) the Chinese Government and people will be determined to carry out a program of industrialization; and (c) China will be politically united.

Japan's unexpectedly early surrender leaves China's erstwhile occupied areas not so devastated as predicted, and should serve to modify some of Mr. Tsang's estimates of China's immediate needs for rehabilitation and reconstruction. Regarding China's determination to industrialize, no particular comment appears necessary, especially as China was on the road to a moderate industrialization before the Japanese intervened. It is the third assumption—the political unity of China in the immediate postwar period—upon which some disagreement might arise.

After going into considerable detail regarding postwar import markets for capital, producers' and consumers' goods and the export markets for China proper, Mr. Tsang discusses the past and future foreign trade of Manchuria and Formosa, which areas are reverting to Chinese sovereignty in accordance with the Cairo Declaration. He estimates Greater China's annual imports in the next few years at US\$578,900,000, as compared with exports valued at US\$352,100,000, leaving an annual deficit of US\$226,800,000. The author suggests, with justification, that a rise of 30 percent over prewar price levels be taken into consideration; this would raise the import and export totals to US\$752,570,000 and US\$457,730,000 respectively, and increase the estimated deficit to nearly US\$300,000,000.

In the case of China proper, the suggested totals for imports and exports are admittedly conservative and much below those of other prognosticators. Regarding Manchuria and Formosa, the predictions of their postwar trade take into consideration their integration into China's economy and consequent shift in trade following severance from Japan.

Mr. Tsang devotes the last chapter of his book to China's means of meeting the expected deficit in foreign trade. He suggests that the deficit be overcome by reparations from the Japanese; by taking advantage of unused Chinese credits in the United States and Great Britain, by UNRRA funds, and remittances from Chinese residents abroad; and by means of new credits and investments from foreign nations. To attract capital, he says, China must provide security and profit; the first by means of a politically stable government, avoidance of future civil warfare, and an honest and efficient administration, and the second by means of protection, reasonable taxation, and promotion of fair competition.

No fault can be found with the conditions cited by Mr. Tsang as being necessary to attract foreign capital. What is lacking in his book, however, is a clear-cut statement as to what China is prepared to do in regard to the setting up of a modern judicial system and code of commercial laws adjusted to guarantee security and profit to the foreign investor. Mr. Tsang is likewise almost non-committal on the subject of agricultural reform in China, so vitally necessary to improve the living standards and purchasing power of the country's largely rural population.

CARL H. BOEHRINGER.

La Marche a l'Etoile. By *Vercors*. Pantheon Books. New York, 1946, pp. 78.

"Et s'il faut, mon Dieu, que je porte en moi désormais le souvenir — imaginaire mais tenacement, mais atrocement présent — de cet ultime regard, pourquoi m'en punissez-vous dans la limpidité de mon amour pour ma patrie? Car je sais bien, je sens bien qu'il y a quelque chose d'altéré dans cet amour. Que peut-être je ne pourrai plus jamais penser a la France avec la joie pure de jadis. Oh! pas a cause de la France. A cause de ce regard."

It is with these words that Vercors ends his poignant story of the Moldavian immigrant who had made France his country-to-be but is finally betrayed by France. In beautiful prose the author tells the half-symbolical story of the bitter end of a "foreigner" for whom France was the country of liberty and justice and whose faith does not falter, not even when he is turned over to the Germans as a hostage. At last, however, the action of a *gendarme rouquin* shatters all illusions upon which his life had been built.

Like "Les Silences de la Mer," the first of Vercors' books to appear in this country, the present volume is certain to arouse controversy among those conscious of the bitter struggle in France's soul. Some Frenchmen never forgave Vercors for having drawn a rather sympathetic portrait of a German officer in it, at a time when France was still under German occupation. By maintaining here that those Frenchmen who chose collaboration sullied France itself, he will probably be accused by some of being unpatriotic, to which he replies bitterly: "They are stronger than I, they will silence me."

ALICE L. RAINE.

Dictionary of Foreign Trade. By *Frank Henius*. Prentice-Hall, Inc., 1946, 745 pages, \$10.

It is rather surprising to find oneself reading a dictionary and even more surprising to find oneself interested in it. However, the reader is informed that the term "dictionary" is included in the title simply to denote alphabetical arrangement of the contents. And the contents range from a three-word definition of "pari-passu" to a ten-page discussion of the "Commodity Exchange Act." Over 200 pages are devoted to illustrations of the many forms which one encounters in foreign trade.

Obviously the scope of information contained in the book is remarkable and, based as it is upon the author's extensive experience in foreign trade, has practical value to any one seeking to become versed in this field.

The *Dictionary* would not have suffered if Mr. Henius had refrained from including his own opinions along with his definitions. For example, under "merchant marine" we find the following:

"... It is to the interest of a nation, and especially to the American nation, to carry its foreign trade both ways, that is, going and coming, import and export, in its own ships. Americans should ship and travel on American vessels. The use of foreign vessels adds to our unfavorable trade balance, for any freight paid to foreign shipowners or operators is an invisible import . . . in the form of services rendered to and paid for by us."

Since it seems unlikely that the *Dictionary* will be sought in the formulation of foreign trade policies, the expression of views on a controversial question seems definitely out of place. Otherwise, for its technical terminology and information, the volume should prove a useful addition to the library of foreign trade.

FRANCES M. DAILOR

My Twenty-five Years in China. By *John B. Powell*. The Macmillan Company, New York, 1945. 435 pages. \$3.50.

Probably never before in the interminable history of China has there occurred so many events of far-reaching significance in so short a space of time as during the period covered by Mr. Powell's book.

From the time he went out to China in 1917 until his return to the United States in 1942, Mr. Powell has been living and reporting Chinese history. He has written entertainingly and informatively. If the book leaves you with something of a feeling of bewilderment and confusion, it is not Mr. Powell's fault, for he has done a workmanlike job with what he had to work with. Rather it is because he could only give you but one chapter in a very long story—a rather incoherent story with too many characters who simply cannot be sorted out and placed in either category.

If you want to know what really happened in the Panay Incident, the Siam Incident, the Blue Express, or in South China, read *My Twenty-five Years in China*, but if you are one of those precise souls who must know all the why-fors and who abhor loose ends, better leave Chinese history alone. Or, if you must take it, stick to Harold Lamb. The perspective is better.

The format of the book is excellent; the index is particularly good.

COLONEL A. G. SIMSON.

Language Training for the Foreign Service and the Department of State

By PERRY N. JESTER, *Acting Chief*, and HENRY LEE SMITH, JR., *Assistant Chief*,
Division of Training Services

INTRODUCTION

Among the important developments in store for the Foreign Service of the United States in the near future is the inauguration of the Language Training Program of the Division of Training Services. It has long been recognized that one of the conspicuous deficiencies of our Foreign Service, taken as a whole, has been the lack of a widespread and effective knowledge of foreign languages. This has been perhaps a natural outgrowth of the geographical position of our country, separated as it is from other continents by the oceans and hence from contiguous contact with other foreign speaking nations with the sole exception of Mexico. It has long been a truism that the American people, somewhat like the other English speaking peoples of the world, are not essentially language-minded.

A further contributing factor to the language deficiency of our Foreign Service has undoubtedly been the fact that not until recently has the Department of State assumed any responsibility for the language training of the personnel of the Foreign Service with the exception of small groups of interpreters or other officer personnel who were specializing in various foreign areas. For the great majority of officer and clerical personnel of the Foreign Service, the full onus of responsibility, expense and effort in the acquiring of necessary foreign languages has rested, in the past, upon the individual. Even in retrospect it



Dutier

DR. HENRY LEE SMITH, JR.

Dr. Henry Lee Smith, Jr., has assumed his duties in the Division of Training Services as Director of Language Studies for the Department of State and the Foreign Service. Dr. Smith brings to his position a sound foundation in the science of linguistics and a thorough knowledge of the application of the principles of that science as developed during the war. From October 1942 to April 1946 he served in the United States Army where he was directly responsible for the staff work which produced many of the new techniques and new materials perfected for the more rapid and efficient teaching of languages. This work was carried on with the cooperation of the Intensive Language Program of the American Council of Learned Societies. He also was in charge of teaching English as a foreign language to selected cooperative German prisoners of war, employing similar methods and techniques.

ment with regard to Language Teaching should be:

"to equip (to the greatest extent possible, according to the exigencies of the Service) every Officer and other employee with at least a rudimentary knowledge of the language of the coun-

seems rather strange that such a system could for so long be generally accepted as adequate in the public interest when it must be obvious to all that recruitment for the Foreign Service cannot be determined solely on the basis of language qualifications, nor is it always possible for post assignments to be determined by this factor. At long last it is seen that an effective knowledge of the language of the country of assignment is as much an instrument for the accomplishment of the official business of the Government as are office quarters, office equipment and the other requisite physical and psychological adjuncts of Foreign Service activity and hence a justifiable item to be included in the expense of conducting the foreign relations of our country.

Accordingly, on January 15, 1946, a new policy with regard to Language Training was adopted by the Department through the foresight and wisdom of the Assistant Secretary of State for Administration, Mr. Donald S. Russell. On that date, Mr. Russell approved the 1946 program of the Division of Training Services which stated that the objective of the Division and the Depart-

try to which he or she is assigned,—if that language is not already known.”

That simple statement contains the seed of developments of far-reaching importance as well as the recognition that there is no investment that the Department of State could make as regards Foreign Service personnel which would yield better dividends in terms of increasing the efficiency and effectiveness of our Foreign Service, than a broadly based, widely conducted program of language training.

This program also received the support of the Bureau of the Budget in the Budget Estimates which were submitted to the Congress for the Fiscal Year 1947.

The objective stated above and the proposed framework of implementation were accorded an emphatic endorsement by the Appropriations Subcommittee of the House of Representatives in their consideration of the Estimates of the Division of Training Services for Fiscal 1947. The Honorable Louis C. Rabaut, Chairman of the Subcommittee, expressed his keen interest and appreciation of the action of the Department in this matter, pointing out as he did so, that his Committee had for some years been interested in a more extensive program of language training for the Foreign Service.

In the determination of the general method of approach and policy of operation the Division was assisted by the American Council of Learned Societies and especially by Dr. J. Milton Cowan who, at that time, was the Director of the Council's Intensive Language Program. Through the interest and assistance of Dr. Cowan the Department of State obtained the services of Dr. Henry Lee Smith, Jr., to take charge of language training for the Department and the Foreign Service, as Assistant Chief of the Division of Training Services.

There follows below an outline by Dr. Smith of the method of approach and the proposed operational framework of the new language Training Program. I feel sure that every member of the Foreign Service will be much interested in this explanation of our program. We hope to be able to reach every member of the Foreign Service and their wives to give assistance in his or her language training needs. A great deal of this work will have to be at long range and by correspondence. A certain amount of it will be organized through the establishment of the field installations for language training, and of course, the core of the language training work will be developed here in Washington in the Division of Training Services or, its possible successor, the Foreign Service Institute. We hope to provide here adequate language instruction for all personnel receiving training before proceeding

to the field on both initial and successive assignments. Where the time factor is too limited for the full twenty-five to thirty units of instruction, we hope that the Division may at least accomplish three things, namely:

- (1) Introduce the trainee to the language and provide him or her with a method of study and the materials for study, which can be followed up in the field through assistance from this Division.
- (2) Remove psychological barriers in the approach of the individual to the desired foreign language.
- (3) Attune the trainee's "hearing" to the new language, in order that the mind will react to these sounds when the trainee reaches a beginning on the correct pronunciation and enunciation of these sounds.

In short we propose a system which will require only effort and concentration on the part of Foreign Service personnel in order to acquire this necessary tool of their occupation. A resulting concomitant is that failure to learn requisite languages might eventually be reflected in the efficiency rating of the individual.

Another factor of great importance is that the Division proposes to give instruction in whatever language may be required, and not just the few major idioms of the world, in order that the Foreign Service may be equipped to deal with all the principal peoples of the earth in their native tongues.

I am very glad, indeed, that the future of the language training work of the Department of State and the Foreign Service can be left in the hands of as eminent a linguist as Dr. Henry Lee Smith, Jr., who has had so much successful experience with this type of instruction in the development of the intensive language training work of the Army during World War II.

PERRY N. JESTER.

I

THE DEVELOPMENT OF MODERN LINGUISTIC SCIENCE

In the last two years or so, much has been written about the revolutionary "Army" method of language teaching and the amazing success of the new intensive language courses which enable a man to "learn" a language almost overnight without studying grammar. In many ways, it is unfortunate that so much uninformed, though well-intentioned, publicity has been given to certain of these developments and techniques in language instruction and to the preparation of texts and other teaching materials. The intelligent layman immediately senses that many of these effusive claims cannot be true, and the old-line, die-hard conservative modern

(Continued on page 64)

Increased Opportunities for Administrative, Clerical, and Fiscal Personnel

ONE of the principal objectives of the Foreign Service Act of 1946 was to improve the status of the administrative, clerical, and so-called "non-career" personnel by providing better pay, increased opportunities, and adequate titles, and by eliminating conditions which might make for a "caste" system in the Foreign Service. It is undoubtedly true that the seasoned and responsible officer who is not a Foreign Service officer has been in an anomalous position in the modern service; neither "fish nor fowl" as one FSO has expressed it. The term "non-career" besides being a misnomer in almost every sense of the word had invidious connotations; very often the officer who, through long tenure or specialized knowledge had a grasp of his job which could not be matched by any newly appointed probationer-FSO, failed to receive just recognition in terms of money, name or continuing promotion. Furthermore, in the clerical branch, the evolution of a personnel administration, of a rating and classification system seems to have been relatively haphazard, at least until the provisions for classification provided in the Act of May 3, 1945.

The principal improvements embodied in the legislation in regard to administrative, clerical and fiscal personnel are as follows:

Sec. 401(4). Establishes a staff branch to which will be transferred American personnel formerly in the administrative, fiscal and clerical services, some personnel from the Auxiliary Foreign Service and in the group of "miscellaneous employees." It also will include some specialists or technicians whose work will be of long tenure as compared to the Reserve (Sec. 401 (3)). (Webster's New International Dictionary defines a staff as an "establishment, or aggregation, of officers, not having command, but having administrative and executive duties, in various departments attached to an army or section of an army, or to the commander of an army or of the section of an army"; in the United States Army the word refers to "the aggregation of the staff departments and corps in contradistinction to the *line*"; in the Navy it is "the officers not in line to succeed to command; as, the officers of the supply, medical, chaplains, etc. corps").

Sec. 415. *Salaries.* (See "What will my salary be?") Inasmuch as a number of positions of considerable responsibility will be allocated to this branch, salaries are authorized ranging up to \$10,000 as compared to the present ceiling of \$7,102.20. The staff branch should afford an attractive and rewarding career for specialists in management or in

various technical and functional fields. The inclusion of both staff officers and employees in one structure offers encouragement to the lower ranking personnel in terms of opportunity for future promotion. In this respect the system resembles the clerical, administrative and fiscal service of the Civil Service, which covers the full range of personnel from the level of Assistant Secretary to novice clerks.

Section 441. *Classification of Positions in the Foreign Service.* Until comparatively recently, there was no logical over-all classification of the various positions occupied by persons in the clerical and "non-career" branches. Salary increases did not always follow a logical pattern, and there were instances of discrepancies in pay not related to any difference in degree of difficulty or responsibility of the positions involved. Section 441 provides for a job survey and classification of the Foreign Service; preparations are already being made to get this survey underway. A step toward such classification was contained in the Act of May 3, 1945, and it is understood that the Department has received many expressions from clerks in the field of satisfaction with the classification principle.

Section 443. *Administrative Establishment of Salary Differential.* The Secretary is authorized to establish a differential up to 25 per cent of basic salary for "positions at posts at which extraordinarily difficult living conditions or excessive physical hardship prevail, or at which notably unhealthful conditions exist." A tentative list has now been compiled. The differential is to be payable only to staff officers and employees. Such a differential will enable the Service to compete for qualified technical, clerical and administrative personnel. The Foreign Service officer branch would not receive this differential since the obligation of service at any post in the world without special inducement or compensation is implicit in their commissions.

Section 517. *Admission to Classes 1, 2, 3, 4, and 5 Without Prior Service in Class 6.* The legislation is designed to facilitate transfer of qualified persons from the Staff to the Foreign Service officer corps. Hitherto, the so-called "non-career" officer was required to serve five years before he could be transferred to the bottom class without passing a written examination. Under the new legislation, it will be possible to make a transfer to the bottom class or higher classes after four years of service or after only three years of service if the applicant has

MEMBERS OF THE TECHNICAL STAFF OF THE DIVISION OF FOREIGN SERVICE
WHO WORKED ON THE BILL



MARION H. NEUSTADT



ISABEL M. DONOVAN

Miss Neustadt and Mrs. Donovan were responsible for a number of research projects in connection with the legislation.

reached the age of 31.

Section 533. *Commissions as Consul or Vice-Consul.* Hitherto, it has not been possible for a so-called "non-career" officer to hold the title of "consul." The new legislation authorizes the commissioning of staff officers as consuls; however, the constitution requires that appointments in that capacity must be made by the President by and with the advice and consent of the Senate.

Sec. 901. *Allowances.* In addition to the quarters and cost of living allowances now available, staff officers and employees will be eligible for three new allowances provided by the Act, i.e., the special allowance (Sec. 901(2)(ii) for extraordinary expenses incident to the establishment of a residence at a new post; reimbursement for medical or hospital expenses in the line of duty at posts abroad (Sec. 941-943); and the "separation" allowance (Sec. 901(2)(iii) for an officer who, because of emergency conditions, must maintain his family at a place other than the post of his assignment. Furthermore, the base for payment of representation allowances is broadened so that it would be clearly possible for a staff officer in certain circumstances to have such an allowance. There are certain other benefits described in Title IX of the Act which staff officers would share in common with all American employees of the Service.

These provisions make up the framework of a worthwhile career for those persons who do not have the particular qualifications required of the Foreign Service officers or who do not choose to

accept some of the disabilities implicit in a commission as Foreign Service officer. Among the latter may be noted: (a) the obligation to accept an assignment to any area or function as the Secretary may decide; in theory, of course, the staff officers are equally subject to this disciplined regime but there will probably be more technical and area specialization in this branch. (b) "Promotion-up or selection-out" system—under the provisions of Title VI of the Act, Foreign Service officers who do not qualify for promotion within a period stipulated by the Secretary would be mandatorily retired. Officers will continually compete for vacancies in the class above them. On the other hand, in the staff group with its larger share of technical and specialist functions, an officer doing an acceptable job would not be subject to the rather drastic reduction to personal security implicit in the "selection-out" system.

Members of the staff group are not now included within the Foreign Service Retirement and Disability Fund. However, if studies now being made prove that such inclusion would be advantageous, legislation will be drafted to transfer them from the Civil Service System to the Foreign Service Fund. The transfer of large groups of employees from one retirement plan to another involves complicated actuarial studies and calculations. There was not time to complete these before the introduction of this legislation; furthermore, there is some reason to believe that the Civil Service Retirement Fund is actually more advantageous in some respects for persons in the lower salary brackets.

SERVICE



Taken on a recent visit of John Morgan and Hugh Cumming to Reykjavik. Left to right: Mr. Morgan, Mrs. Sheldon Thomas, Mr. Cumming and Mr. Thomas.



Induction of new FSOs on July 12th. Mr. Marvin Will (extreme right) swearing them in. Left to right: Messrs. Wendelin, Tewell and Gray of FP, Messrs. Johnson, Hill, Morgan, Crowley, Beaudry, McEleheny, Millar, Holmes, Silberstein, Davit, Shivers, Wolf, Knight, Sutterlin, Rivinus, Sears. Photo by Ralph Duter.



Vice Consul James E. Callahan, officer in charge of the Visa Section at the Montreal Consulate General, discusses a case with Miss Marie Chabot, chief clerk of the Section. Photo by James M. Macfarland.



At the 4th of July Reception at the Consulate General at Johannesburg. Left to right: Mrs. Jessie McPherson, Mayor of Johannesburg; Samuel H. Day, Counselor of Legation for Economic Affairs; the "Mayoress" Mrs. Weinbren; John F. Correll, Labor Attaché.

GLIMPSES

Visitors at the April Fair in Seville. Left to right: Misses Grace Alvarez-Cabral of the Lisbon Embassy, Miss Bess Barnes of the Madrid Embassy, Miss Neomi Alvarez-Cabral of the Lisbon Embassy and Miss Ruther Bruton of the Consulate at Rabat.



Ambassador Pawley congratulating Economic Counselor Julian Greenup on his decoration by the Peruvian Government with "El Sol del Peru."



Letters from the Secretary of State were presented to Messrs. Harvey J. Baverstock and Charles Pack commending them on their long service at the Southampton Consulate. Consul General William H. Beck presented the letters on July 4. Left to right: Messrs. Beck, Mr. Pack, Mr. Baverstock and Vice Consul Calder.



Former FSO Stanley Woodward was sworn in on July 15 as Chief of Protocol by Mr. Stephen H. Quigley. Photo by Ralph Duter.



FROM THE MINUTES OF THE MEETINGS OF THE EXECUTIVE COMMITTEE OF THE AMERICAN FOREIGN SERVICE ASSOCIATION, MAY, JUNE AND JULY, 1946

Among the subjects acted upon at the six meetings of the Executive Committee of the American Foreign Service Association in May, June and July were the following:

Memorial Plaque of the Foreign Service—The report of the Special Committee on the Memorial Plaque of the Foreign Service was read and discussed. The Committee agreed that the recommendations made in the subcommittee's report should be accepted subject to several minor clarifications. To make these recommendations effective, it was decided that a suitable announcement should be made in the FOREIGN SERVICE JOURNAL* soliciting comments and stating that after a suitable interval the matter would be brought up at a meeting of members of the Association in Washington. The Committee felt that the additional inscription on the tablet proposed by recommendation No. 4 should not be placed thereon until at least one name had qualified under the new basis of selection provided by recommendation No. 1.

The Emergency Manpower Bill—The Committee discussed developments in connection with the Emergency Manpower Bill.

Foreign Service Act of 1946—At the meeting of May 2nd the Secretary-Treasurer reported that in an instruction transmitting the draft Foreign Service Act of 1946 to the field, the Division of Foreign Service Planning desired to state that the draft had been approved by the Executive Committee. The Committee decided that if so desired the following phraseology might be used as indicating the position of the Committee:

"(The bill) has been presented to the executive Committee of the Foreign Service Association and, in view of the oral explanations given on points raised by the committee, has received its general approval."

The Committee discussed at subsequent meetings developments relating to the bill, including the many improvements made in the original text. In its consideration of the Bill and in any action relative thereto, the Committee consistently adhered to the position that its actions should be based solely on its views as to whether or not provisions of the bill would contribute to its fundamental purpose, "to improve, strengthen and expand the Foreign Service of the United States."

The passage of the Act by the House and

favorable prospects for passage by the Senate prompted at the July 25th meeting discussion of further action which it would be desirable for the Committee and the Association as a whole to take. It was agreed that an expression of appreciation should be made to those who had worked so tirelessly in preparing this legislation for the improvement of the Service.

It was pointed out that the passage of the Act would make it desirable to redraft the Articles of Association so as to make them applicable to members of the Foreign Service Staff Corps and Foreign Service Reserve. Also it would be necessary for the Foreign Service Protective Association to make changes to fit the re-organized service. A special subcommittee should be appointed to study and recommend changes in the Articles of Association, taking into consideration the greatly increased number of persons who would become eligible for membership.

Publication of Executive Committee Minutes in Foreign Service Journal—The Committee was unanimously in favor of publishing a brief account of the activities of the Committee in the FOREIGN SERVICE JOURNAL.

Appointment of Mr. Strom—Mr. Villard reported that the FOREIGN SERVICE JOURNAL desired to have Mr. Carl W. Strom, a Foreign Service Officer assigned to the Department, as Business Manager in place of the Honorable George V. Allen. The Committee unanimously agreed to the appointment.

Plans of the Entertainment Committee—The Entertainment Committee proposed to have a reception for 17 officers who have retired from the service during the last year or so.* The matter of presenting a scroll honoring all retiring officers for their years of service also came up and a sample scroll was shown to the Committee. The scrolls were to be prepared at Association expense, the size of the scroll should be smaller than commission size, the wording should be subject to review by members of the committee, and it should be signed by members of the Executive Committee, officers of the Association and the honorary President and the honorary First Vice President at least (the Secretary and the Under Secretary).

The Entertainment Committee also has in mind

(Continued on page 42)

*August 1946 issue.

*The reception was held on June 13th at the Mayflower Hotel.

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EXECUTIVE COMMITTEE MINUTES

(Continued from page 40)

reviving periodic lunches for Foreign Service Officers in Washington. The Executive Committee was in favor of this proposal but felt that it would be inadvisable to revive the luncheons before autumn.

Subcommittee on Housing Difficulties—The Secretary-Treasurer circulated a letter received from Mr. Perry Jester recommending that managers of large apartment buildings be contacted to see if they would give an option on a number of apartments to the Association for the benefit of returning officers. It was also suggested that the Association hold a block of hotel rooms which could be released daily if not required. It was decided to investigate these possibilities after canvassing the actual demand for accommodations. In the meantime through Committee action space was found for several new officers attending the Foreign Service Training School.

Floral Tributes—Mr. Henderson delivered a letter addressed to him by Mr. Gallman in London, stating that flowers had been duly delivered to Mrs. Coleman (fiancee of Alan Steyne) on her arrival home. Also the Chairman reported that flowers had been sent to the funeral of Richard Southgate.

Appointment of Education Committee—It was decided to invite the Education Committee to serve for another year, as the members of the committee had had only 6 months of active work. Also a letter would be sent expressing the appreciation of the Executive Committee for the energy and efficiency with which the Education Committee had carried on its important work, especially in connection with the various Scholarship awards. The Chairman received a letter from Mrs. Ellis O. Briggs, Chairman of the Education Committee, agreeing to serve another year.

Pay Rise for Association and Journal Employees—Increased compensation for employees was discussed. Aside from the fact that the committee felt that in each case the increases were thoroughly merited, it was felt that the 14 percent Federal pay rise should be met by parallel action.

Resignation of Mr. Horton Henry—The Chairman read a letter from Mr. Horton Henry tendering his resignation as a member of the Committee in view of his imminent departure for the field.

Accounts of the Foreign Service Journal—The accounts of the FOREIGN SERVICE JOURNAL for the fiscal year ending June 30, 1946 and also for the quarter, April 1 to June 30, 1946, were reviewed and approved.

LETTER TO THE EDITORS

Washington, D. C.

To THE EDITORS,
THE AMERICAN FOREIGN SERVICE JOURNAL:
July 23, 1946

Beppo Johansen

Effective without being aggressive, unassuming without being scheming, of sound conviction without being stubborn, loyal to his chief and true to the best traditions of the Service was Beppo Johansen. When senseless irritation was prevalent Beppo would withdraw until calm reasoning asserted itself; when cause for irritation existed, Beppo would seek its source and correct it. Always ready and willing to be of assistance, Beppo would frequently anticipate the wishes of the Department and of his chief. Gifted with common sense far beyond the average and genuine modesty, he was respected and beloved alike by all his associates, of whatever grade. The ranks of the Service may close up, but for another generation there will always be a gap where Beppo stood.

RICHARD P. BUTRICK.

Mr. Butrick was in charge at Peiping during the internment following Pearl Harbor. In 1945, he chose Mr. Johansen to assist him in the reopening of Foreign Service establishments in the Far East. Perhaps no ranking officer had a better opportunity to know a fellow officer than was offered through the close associations of internment and 30,000 miles of joint travel by air under constantly changing conditions in China, French Indo-China, India, the Malay States, the Philippines and Okinawa.

MARRIAGES

PENFIELD-BOARDMAN. Miss Anne Boardman and Foreign Service Officer James K. Penfield were married on June 1 in Washington, D. C. Mr. Penfield is Deputy Director of the Office of Far Eastern Affairs and is a Member of the Editorial Board of the Journal.

BIRTHS

MELBOURNE. A daughter, April Virginia, was born on June 25 to Mr. and Mrs. Roy M. Melbourne in Bucharest where Mr. Melbourne is serving as Foreign Service Officer with the United States Mission.

DU VIVIER. A son, Paul Trimble, was born on July 4 to Mr. and Mrs. Paul Du Vivier in Ottawa where Mr. DuVivier is Third Secretary.

TIMBERLAKE. A son, Charles Bateman, was born on August 15 to FSO and Mrs. Clare H. Timberlake in Washington, D. C. Mr. Timberlake is Acting Chief of the Division of African Affairs.

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GENERAL AVERAGE AND SALVAGE CHARGES

By C. A. A. PINWALL, *President, Security Storage Company*

Occasional shippers of goods overseas, such as Foreign Service Officers and others moving their household effects, sometimes are suddenly confronted with the fact that ocean-borne shipments are considered as a joint adventure, and that a loss to one or more shippers incurred for the welfare of the voyage, must be shared by all other shippers.

This knowledge is conveyed to the shipper in explanation of his inability to receive his own shipment without depositing security to guarantee his participation in what is known as "General Average and Salvage Charges."

Should his shipment be insured, this guarantee is provided by the policy, and the shipper's ultimate share in the loss is paid by the underwriters.

A General Average* loss arises when a captain of a vessel incurs extraordinary expenses or sacrifices a particular interest, at a time of peril, for the purpose of preserving the common adventure.

General Average may arise out of a varied sort of circumstances or events—the most frequent causes being: are, collision and stranding.

The carrier has a lien on all cargo on board the vessel at the time of the occurrence of the incident leading to the extraordinary expenditure or sacrifice and will not deliver cargo to consignee until the latter has furnished the General Average adjuster with sufficient security for payment of the contribution when the exact amount is ascertained.

On uninsured shipments, General Average security consists of:

1. Average agreement signed by cargo owner or consignee
2. Cash deposit (estimated percentage of value of shipment), or
3. Banker's guarantee

On shipments that are insured under a Marine Insurance Policy, the underwriters generally issue a General Average guarantee in lieu of a cash deposit or banker's guarantee, and the shipment is then delivered on receipt of the average agreement signed by the consignee or owner.

General Average is apportioned over the values saved by the General Overall Act on the basis of market values at destination. These values are frequently greater than insured value. The owner is therefore co-insurer to the extent of the excess of the contributory value over the insured value.

*Editor's Note: It is interesting to note that a question on general average is often included on the written Foreign Service examination.

From their wide experience in these matters, Marine Insurance underwriters are in a position to guide their assured as to the necessary procedure to be followed, thereby saving the assured considerable annoyance and often substantial sums of money.

In cases where a cash General Average is properly demanded from the consignee, the amount will be refunded by the underwriter on surrender of the General Average deposit receipt, endorsed in blank.

WHAT WILL MY SALARY BE?

(Continued from page 21)

employees will be transferred to classes in the Staff Branch in accordance with the formula stated in the following paragraph.

If the salary rate at which an employee is at present being paid is one of the rates which occurs in the table in Section 415, he will continue to be paid at that rate. If the rate at which he is being paid does not occur in that table, his salary will be fixed at the rate in the table next above the rate which he is receiving. Except in the highest and lowest classes, each salary rate is found in at least two classes. The rate at which an employee is to be paid having been fixed, he will be assigned to the highest numbered class in which that salary rate occurs, unless that rate is the highest rate in that class, in which case he will be assigned to the class immediately preceding it in the table. For example, a person who is now receiving \$2,300 per annum will be assigned to class 15 at \$2,400 per annum and one receiving \$2,500 per annum, to class 14 at \$2,520 per annum. When the positions occupied by staff officers and employees have been classified, the salaries of personnel occupying such positions will be adjusted in accordance with the rules stated in section 1105 of the Act.

Alien Clerks and Employees

Section 444 of the Act requires that alien clerks and employees be classified according to principles similar to those governing the classification of staff officers and employees. However, the Act does not prescribe a salary scale for this category of personnel. To cover the period of transition until the classification can be completed, a Departmental order will be issued, continuing the salary scale for miscellaneous employees in effect and making it applicable to alien clerks and employees.

Consular Agents

At present consular agents receive compensation in an amount equal to a percentage of the fees they collect. Under the new act they will be placed on a salary basis determined by the classification of their positions.



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FOREIGN SERVICE CHANGES

(Continued from page 5)

the Navy, and has been assigned to Ciudad Trujillo as 3rd Secretary and Vice Consul.

Mr. Wanamaker, a graduate of Stanford, was appointed Foreign Service Officer in 1941, and prior to his Naval service was stationed at Barcelona, Bihao and Lisbon.

The following Foreign Service Officers, whose appointments have recently been confirmed by the Senate, have been assigned to the Department of State in Washington:

ROBERT M. BEAUDRY, of 120 Granite Street, Auburn, Maine.

LEWIS D. BROWN, of 296 Washington Street, Hempstead, N. Y.

EDWIN D. CROWLEY, of 2328 N. Washington Blvd., Arlington, Va.

ALEXANDER J. DAVIT, of 325 Otter Street, Bristol, Pa.

ROBERT B. HILL, of 43 Lincoln Street, Saugus, Mass.

EDWARD W. HOLMES, of 58 Sturtevant St., Beverly, Mass.

EDWARD L. JOHNSON, of Hillsdale, N. Y.

WILLIAM E. KNIGHT, of 74 Clark Street, New Haven, Conn.

THOMAS W. McELHINEY, of 2310 Sulgrave Ave., Baltimore, Md.

JOHN Y. MILLAR, of 14 Oliver Place, Forest Hills, N. Y.

J. OLIVER MORGAN, of Martin Avenue, Canton, Illinois.

EDWARD F. RIVINUS, Jr., of Wayne, Pennsylvania.

RICHARD SEARS, Jr., of 229 Beacon Street, Boston, Mass.

FORREST SHIVERS, of 118 Broad Street, Sparta, Georgia.

JOSEPH A. SILBERSTEIN, of 60-07 43rd Avenue, Woodside, L. I., N. Y.

J. SMYRL SUTTERLIN, of 208 Wilkinson, Frankfort, Kentucky.

July 23, 1946.

The Department of State announced today the following transfers and assignments of Foreign Service Officers:

RAYMOND A. HARE, of Martinsburg, West Virginia, 1st Secretary and Consul at London, has been assigned to the Department of State in Washington.

Born in Martinsburg, Mr. Hare is a graduate of Grinnell College. He joined the Foreign Service at Constantinople in 1927 from the American Chamber of Commerce for the Levant, where he was Executive Secretary. He has since been stationed at Paris, Cairo, Beirut, Teheran and Jidda.

In 1944 he served as area adviser at the Dumbarton Oaks Conversations in Washington, and later as liaison officer at the International Civil Aviation Conference in Chicago. He was also political adviser to the U. S. delegation at the First Assembly of the United Nations in London.

GEORGE L. JONES, of 1512 33rd Street, N.W., Washington, D. C., now with the Department of State in Washington, has been assigned to London as 2nd Secretary and Consul.

Mr. Jones is a graduate of Harvard, and also attended Christ's College, Cambridge and the London School of Economics. He joined the Foreign Service at Athens from the Department of Commerce in 1939, and from there was sent to Cairo. Since 1945, Mr. Jones has been Assistant Chief of the Division of Near Eastern Affairs in the Department of State.

CURTIS C. JORDAN, of Los Angeles, California, Consul at San Luis Potosi, has been assigned to Leopoldville as Consul General.

Mr. Jordan received his LL.B. from the University of

Southern California, and served with the Army in France during World War I. He joined the Foreign Service in 1919, and has since been stationed at Port Au Prince, Helsingfors, Havana, Barcelona, Bilbao, Madrid and Madras.

THOMAS C. WASSON, of 357 Parker Street, Newark, New Jersey, now with the Department of State in Washington, has been assigned to Paris as 1st Secretary and Consul.

Mr. Wasson attended the New Jersey and New York State Agricultural Colleges and the University of Melbourne, and served overseas with the Army in World War I. He joined the Foreign Service in 1924 as a clerk in Melbourne. He was appointed a Foreign Service Officer in 1927 and was subsequently stationed at Adelaide, Puerto Cortes, Naples, Florence, Lagos, Vigo and Dakar.

Since 1944 he has been Assistant Chief of the Division of African Affairs at the Department of State.

The following Foreign Service Officers, who have completed Chinese language studies in the United States, have been assigned to Peiping as Vice Consuls:

EDWIN W. MARTIN, of 165 Grove Street, Anburdale, Massachusetts. Mr. Martin is a graduate of Oberlin and of the Fletcher School of Law and Diplomacy. He joined the Foreign Service in 1941, served at Hamilton and Leopoldville, and then joined the Army, from which he has recently been released.

JAMES M. SPEER, of Comanche, Oklaloma. Mr. Speer attended George Washington University, and was appointed a Foreign Service Officer in 1941. He was first assigned to Mexico City, and subsequently served at Valdivia, Arica, New Delhi and Calcutta.

GERALD STRYKER, of Stanwich Road, Greenwich, Connecticut. Mr. Stryker, a graduate of Wooster College, is a newly appointed Foreign Service Officer. He was recently released from the Army, where he studied Chinese and became a cryptanalyst and traffic analyst in the Signal Corps.

July 25, 1946.

The Department of State announced today the assignments of five newly appointed Foreign Service Officers who have been serving abroad in the Auxiliary Foreign Service. All veterans of World War II, they have been assigned as follows:

FREDERIC S. ARMSTRONG, of 928 East Fourth Street, South Boston, Massachusetts, has been assigned to Hamburg as Vice Consul. Mr. Armstrong graduated from Harvard in 1939, and during the war served as a Captain in the Army.

WILBUR P. CHASE, of 231 West 10th Avenue, Columbus, Ohio, has been assigned to Basra as Vice Consul. Mr. Chase attended Ohio State University and received his A.B. degree from George Washington University. Prior to the war, he was a junior economist with the War Shipping Administration, and from 1942-45 served with the Coast Guard on anti-submarine patrol.

THOMAS M. JUDD, of 214 Raymond Street, Chevy Chase, Maryland, has been assigned to the United States Mission at Bucharest. After graduation from Princeton in 1941, Mr. Judd joined the Army Air Corps, became a Captain and participated actively in the air war over Europe. He was awarded the Distinguished Flying Cross, Air Medal (with 5 Oak Leaf Clusters), and the Purple Heart.

DONALD S. KING, of 327 Dixie Drive, Towson, Maryland, has been assigned to Bordeaux as Vice Consul. Mr. King attended the School of Foreign Service at Georgetown University, and in 1942 joined the American Field Service in North Africa, and later the Office of Strategic Services in the European Theatre.

WILLIAM C. LAKELAND, of 2 School Street, Baldwin, New York, has been assigned to Quebec as Vice Consul.

(Continued on next page)



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Upon graduation from Princeton in 1943, Mr. Lakeland was commissioned as Lieutenant in the Marine Corps; he took part in the Peleliu invasion and was awarded the Purple Heart.

July 30, 1946.

The Department of State announced today that the following Foreign Service Officers, whose appointments were recently confirmed by the Senate, have been detailed to the Department for training:

WILLIAM BEAL, of 231 Park Drive, Boston, Massachusetts. A graduate of Antioch College, Mr. Beal served for three years with the Army before joining the Foreign Service.

WILLIAM T. BRIGGS, of McLean, Virginia. Mr. Briggs received his B.A. from American University and attended the National University of Mexico. He recently joined the Foreign Service from the Army.

CHARLES C. CARSON, of Conehatta, Mississippi. Born in Conehatta. Mr. Carson attended Bowling Green Business University, and first joined the Foreign Service in 1940 as a clerk in Montevideo. He was subsequently stationed in Asuncion and Lima, and during the war was in the Marine Corps.

JOHN H. CLAGETT, of Bowling Green, Kentucky. A native of Bowling Green, Mr. Clagett is a graduate of the United States Naval Academy. Prior to joining the Foreign Service he served with the Navy as a Lieutenant Commander, and was awarded the Purple Heart.

HUBERT F. FERRELL, of 315 Allegheny Street, Boswell, Pennsylvania. Mr. Ferrell joined the Foreign Service in 1943 as an Auxiliary Vice Consul, and has previously served at Peiping, Chungking, Kunning, Beirut and Le Havre.

RICHARD M. HUGHES, of 361 Kenilworth Avenue, Toledo, Ohio. Mr. Hughes graduated from the University of Toledo in 1943, and later studied French and Japanese under the Army Specialized Training Program. He was released by the Army in March, 1946.

JEROME R. LAVALLEE, of 790 Merrimack Street, Lowell, Massachusetts. Mr. Lavallee graduated from Harvard and attended the Sorbonne, Louisiana State University and the University of Vermont. He was an instructor of French before joining the Foreign Service Auxiliary in 1941; during the war he served as a Lieutenant in the Navy.

LEROY F. PERCIVAL, JR., of Forestville, Connecticut. Born in Forestville, Mr. Percival graduated from Williams College in 1945, and subsequently served with the American Military Government.

JAMES W. PRATT, of 3023 Fourteenth Street N.W., Washington, D. C. Mr. Pratt received his A.B. and LL.B. from the University of California, attended Yale University and the Sorbonne. Upon his release from the Army early in 1946, he joined the Civil Service Commission as an attorney, and from there joined the Foreign Service.

NORMAN K. PRATT, of Reeds Road, Downingtown, Pennsylvania. Mr. Pratt graduated from Dartmouth and attended the Harvard Business School. He was later associated with the E. I. duPont Co., from which he joined the Army in 1941. He was recently released as a Major.

ROBERT J. REDINGTON, of Madison, Connecticut. Mr. Redington graduated from Yale, was a member of Phi Beta Kappa and also did graduate work there. Before joining the Army in 1942, he was an instructor at the Kent School and at Yale.

REBECCA M. STRIBLING, of 774 South Hudson Avenue, Pasadena, California. Miss Stribling received her A.B. and A.M. degrees from Stanford University, and prior to

joining the WAVES in 1942, was engaged in personnel work for the Civil Service Commission in Los Angeles. She was recently released by the Navy as a Lieutenant.

JOHN H. STUTESMAN, Jr., of Mendham, New Jersey. Mr. Stutesman graduated from Princeton in 1942, and then joined the Army, from which he has recently been discharged.

CARLIN A. TREAT, of 2811 Girard Avenue, Evanston, Illinois. Mr. Treat received his B.S. from the University of Santa Clara in 1940, and his M.S.S. from Northwestern in 1942. He served with the Navy for four years, has recently been released.

NORMAN E. WARNER, of North English, Iowa. Upon graduation from the University of Iowa, Mr. Warner joined the Army, from which he was discharged in November, 1945.

RICHARD R. WILFORD, of 1209 Chapin Street, Beloit, Wisconsin. Mr. Wilford received his B.A. from Beloit College and served with the Army until 1945. He taught Spanish at George Washington University while studying for his Masters degree, which he received in 1946.

ROBERT A. WILSON, of 2915 Cresmont Avenue, Baltimore, Maryland. Mr. Wilson received his A.B. from Johns Hopkins, and then attended Queens College under the Army Specialized Training Program. He served with the Army until 1946, and was awarded the Purple Heart.

August 12, 1946.

The Department of State announced today the following transfers and assignments of Foreign Service Officers:

GLENN A. ABBEY, of Dodgeville, Wisconsin, Consul at Bombay, has been assigned to the staff of the U. S. Political Adviser at Tokyo.

A native of Dodgeville, Mr. Abbey attended Marquette, George Washington and Georgetown Universities, and did graduate work at the University of the Witwatersrand at Johannesburg. Before joining the Foreign Service in 1927, Mr. Abbey was Secretary to the American High Commissioner at Port-au-Prince. He has since been stationed at Johannesburg, Managua, Caracas, Asuncion, London, New Delhi, and Rangoon.

JAMES E. BROWN, Jr., of 56 Beaver Street, Sewickley, Pa., now serving in the Division of River Plate Affairs in the Department of State, has been assigned First Secretary and Consul at Montevideo.

Born in Sewickley, Mr. Brown is a graduate of Yale and of L'Ecole Libre des Sciences Politiques in Paris. He was appointed a Foreign Service Officer in 1928 and has since been stationed at Mexico City, Santo Domingo, Havana, Stockholm, London and Buenos Aires. Prior to his present assignment, Mr. Brown was an Assistant to the Secretary of State.

RICKARD P. BUTRICK, of 2216 Kalorama Road N.W., Washington, D. C., now serving as a Foreign Service Inspector, has been detailed as Adviser to the Department of Foreign Affairs of the Philippine Government.

Mr. Butrick attended the School of Foreign Service at Georgetown University, and was appointed a Foreign Service Officer in 1921. He has since served at Valparaiso, Iquique, Guayaquil, Hankow, St. John, Shanghai, Chungking, Peiping and Santiago.

LEO J. CALLANAN, of 9 Barnes Street, Ware, Mass., First Secretary and Consul at Rio de Janeiro, has been transferred to Victoria as Consul.

Mr. Callanan received his A.B. from Boston College, his M.A. and M.F.S. from Georgetown University. He was appointed a Foreign Service Officer in 1924 and has been stationed at Melbourne, Adelaide, Nassau, Port Said, Madras, Bombay, Nairobi, Aden, Barcelona, Malaga, Oporto and Pernambuco.

(Continued on page 50)

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HOWARD DONOVAN, of Windsor, Illinois, Consul at Bombay, has been assigned to the Department of State in Washington.

A native of Windsor, Mr. Donovan received his Ph.B. from Yale, served with the Army in World War I, and joined the Foreign Service in 1921. He has since served at London, Rio de Janeiro, Bahia, Kobe, Hong Kong, Swatow and Bombay.

DORSEY G. FISHER, of 2274 Cathedral Avenue, Washington, D. C., First Secretary and Consul at London, has been transferred to Mexico City in a similar capacity.

Mr. Fisher received his A.B. and A.M. degrees from Harvard and was appointed a Foreign Service Officer in 1929. He has served at Calcutta, Havana, Matanzas, San Salvador, and from 1940-41 was Acting Chief of the Division of Current Information at the Department of State. At London he has recently been in charge of press relations.

THOMAS S. HORN, of St. Louis, Missouri, Consul at Manila, has been assigned to the staff of the United States Political Adviser at Tokyo.

Mr. Horn received his LL.B. from Washington University in St. Louis, and was Secretary to a former Senator before joining the Foreign Service in 1922. He has served at Jamaica, Tampico, Salina Cruz, Saltillo, La Paz, Antofagasta, Asuncion, Barcelona, Rotterdam, Surabaya, Wellington and Suva. While in Surabaya, Mr. Horn commissioned several outstanding Balinese artists to paint a series of pictures typifying their life in Java. This collection is now being shown throughout the Western United States.

GARDNER RICHARDSON, of Woodstock, Connecticut, First Secretary at Bern, has been transferred to Barbados as Consul.

Mr. Richardson attended schools in Greece and Geneva and was graduated from Yale. He served overseas with the Army during World War I, and subsequently attended the War Prisoners Exchange Conference at Bern, became Chief of the American Relief Administration in Austria and Hungary, and later, Director for Austria of the Commonwealth Fund. He served as commercial attache in Athens, Tirana, Vienna, Belgrade and Bucharest, and in 1939 was appointed a Foreign Service Officer. Since then Mr. Richardson has been stationed at Ankara and Berlin.

BENJAMIN R. RIGGS, of Philadelphia, Pa., Consul at Malmo, Sweden, has been transferred to Lourenco Marques in the same capacity.

Mr. Riggs attended schools in Switzerland, Rome, Florence and Siena, and was graduated from Columbia University. He joined the Foreign Service in 1919 and has since served at Rome, Madrid, Bucharest, Ottawa, Bern, Budapest, Tirana, Helsinki, Port Said and Asmara.

IN MEMORIAM

ATWOOD. Franklin B. Atwood, former Foreign Service Officer, died on July 15 in Washington, D.C.

ARNOLD. Julean Arnold, retired Foreign Service Officer, died on July 21 in Washington, D. C.

JOHANSEN. Beppo R. Johansen, Foreign Service Officer, died on July 22 in Tokyo.



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A S K T H E M A N W H O O W N S O N E



HOW THE LEGISLATION DEVELOPED

(Continued from page 9)

In view of these differences of viewpoint, the Subcommittee decided to present its own version of the Bill to the full Committee without awaiting clearance from the Bureau of the Budget. A draft which embodied the changes recommended by the Subcommittee and, incidentally, many of the changes which the Bureau of the Budget thought desirable, was presented to the full Committee which held two exhaustive hearings on the last of which the Bill was reported out unanimously.

Upon approval of the Bill by the House Foreign Affairs Committee other agencies of the Government which had been expressing their views to the Bureau of the Budget, in accordance with established procedure, entered into direct negotiation with the Department. There followed a series of meetings at which amendments were agreed upon for recommendation by the Department of the House Committee for action on the Floor. The last of these negotiations took place on the very eve of action on the Floor of the House but as a result of them Judge Kee and other proponents of the Bill, during the course of the debate, were able to inform the House that the measure had the support of the other agencies of the Government principally interested in the Foreign Service.

To enact H. R. 6967 during the final days of the session necessitated unanimous consent throughout. A single objection would have doomed the Bill to lengthy debate which, in view of the time element, would have ended all possibility of enactment this year. When the Bill came up in the Senate on a calendar call just such an objection was raised by one Senator who felt that a measure of such magnitude and importance required further study and debate. The pleadings of Senator Connally and of others were in vain and, lacking unanimous consent, H. R. 6967 was passed over temporarily. Thanks to the continued efforts of Senator Connally and Senator Vandenberg, however, who presumably stressed the necessity of immediate strengthening of the Foreign Service, the Senator agreed to withdraw his objection. Fortunately, the Senate was still working on the calendar call and Senator Connally obtained consent to revert to H. R. 6967 and when he did so the Bill was passed without objection.

Pages could be written to express the feelings of those in the Department who sat in the gallery of the Senate and heard H. R. 6967 seemingly doomed to failure on the threshold of passage. The disappointment was bitter but fortunately not long in duration. The depths of their despair were matched only by the elation that followed the successful outcome of the determined support and persistence of

Senators Connally and Vandenberg.

The Department's troubles were far from over even after the Bill had been approved by both Houses of the Congress. After Congress has adjourned a Bill which has not been signed by the President within ten days after its receipt at the White House becomes pocket vetoed. As the ten-day period progressed without the Bill being signed into law it became apparent that the reservations of the Bureau of the Budget were weighing heavily at the White House, notwithstanding approval of the Bill by the principal interested departments of the Government. The points of reservation, as I pointed out earlier in this narrative, continued to be statutory mention of the Board of Foreign Service, the Director General and the Foreign Service Institute. At this critical juncture Mr. Byrnes took time out from his labors at the Paris Peace Conference to express again his emphatic endorsement of the Bill and to urge signature by the President. Without his support and the energetic efforts of Assistant Secretary Russell at this end it is doubtful that the Bill would have become law. The Bill was actually signed by the President on August 13, 1946, just inside the deadline.

To Chairman Bloom of the House Foreign Affairs Committee and to Judge Kee and Messrs. Richards and Vorys, the members of the Subcommittee appointed to consider the Bill, great credit is due for the passage of H. R. 6967. The thoroughness with which this Subcommittee studied every aspect of the Bill reflects their deep interest in and their concern for our Foreign Service. Without the confidence growing out of their careful preparation and thoughtful suggestions, unanimous consent both in the House and in the Senate so vital to the passage of the measure would not have been forthcoming. Particular mention should be made of the support given on the Floor of the House by Congressman Rabaut, Chairman of the Subcommittee for the Department's appropriations. Great credit is also due to many others too numerous to identify who contributed invaluable assistance and wise counsel. The Department will long take pride in the leadership of Secretary Byrnes and Assistant Secretary Russell in this task.

A tremendous job lies ahead. During the ninety-day interval between signature by the President and the day on which the Bill becomes operative a vast amount of work must be done. The Bill calls for new regulations, new executive and departmental orders and new procedures. The passage of the Bill marks only the first step toward the objective of a Foreign Service second to none. It is unlikely that another such opportunity will present itself during this generation. Surely all of us will see to it that this opportunity will not be lost.

PRESS COMMENT

(Continued from page 15)

funds, remains to be seen. It will have accomplished something if it overcomes the popular belief that the one essential to getting to the top in the foreign service is to be born a rich man's son or to marry an heiress."

NOTHING BUT PRAISE

EDITORIAL

The Boston Globe, July 22, 1946

"Though it is possible to take sharp exception to the views of the House on Atomic Control legislation, nothing but praise is in order for its realistic efforts to modernize the foreign service end of the Department of State. The bill sent last Saturday to the Senate is a thoroughly sound and highly urgent piece of major legislation . . . The Senate should waste no time in approving this bill. It is already belated."

WORTHY OF GENERAL APPROVAL

EDITORIAL

The Charleston West Virginia Gazette, and other newspapers, July 25, 1946

"The United States Foreign Service will have a general overhauling if a bill now before the House foreign affairs committee is passed by Congress . . . This bill is worthy of study and general approval. At a time when the country's foreign service has more difficult tasks and greater responsibilities than ever before, it is important that the service be organized to function as effectively as possible."

TOO LONG NEGLECTED

EDITORIAL

The Washington Star, August 2, 1946

"In passing legislation raising foreign service pay, revising retirement privileges and otherwise reorganizing the diplomatic service, Congress has given proper recognition to a branch of the Government that has been too long neglected in matters of remuneration, promotion, training and other personnel benefits . . . All of these improvements constitute a much-needed reorganization of America's diplomatic service designed to enable it better to measure up to the tremendous responsibilities devolving upon it in an era of growing internationalism."

ALMOST TOO GOOD TO BE TRUE

By WILLIAM L. SHIRER

New York Herald Tribune, August 4, 1946

"It will be news to some—and pleasant news

at that—that our harried and much-maligned Congress has finally got around to doing something about the dilapidated, down-in-the-heels foreign service of this rich and mighty nation . . . The foreign service act of 1946 is an excellent measure—almost too good to be true. But it was certainly due, or rather over-due . . . One of the great riddles in the life of an American foreign correspondent between the wars was the sad state of our foreign diplomatic service. We could never quite understand why the world's richest and most powerful nation could not afford to pay its foreign representatives a living wage, or why American embassies and legations abroad were almost invariably the most shabby to be found in any capital . . . For meeting the urgent needs of a great, progressive nation, this intelligent, farsighted bill is a credit to Congress. It isn't every day it puts through a measure of such high quality."

NOT BORN A TRAINED DIPLOMAT

EDITORIAL

New York Times, August 5, 1946

"A man is not born a trained diplomat or Foreign Service officer. Under the present system it is more or less luck if he becomes one. The proposed Institute would guide him through a post-graduate course of almost inestimable value. The only question would seem to be why it had not been done long before."

THE FOREIGN SERVICE AND THE INFORMATION PROGRAM

(Continued from page 18)

with many administrative headaches; particularly in harmonizing salary schedules with those prevailing in the Foreign Service.

Over the long term, the new Foreign Service, as projected in new legislation will be especially designed to make provision for the establishment and administration of the Informational Service. It contemplates a Foreign Service divided into what we might call three branches. These will include:

- (1) Foreign Service officers; that is, the present permanent professional service;
- (2) a Foreign Service Reserve branch; and
- (3) a branch of Foreign Service staff officers.

Clearly the permanent professional service will want to include men who are informational specialists so that service personnel in the future will understand the informational program and be prepared to participate in it. The recently enacted "Manpower" Act allows us to take into the service 250 persons in the middle and upper grades of the career service within the next two years. We believe that a substantial number of this 250 should

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be informational and cultural specialists. We will also need technicians, radio officers, motion picture specialists and others who will devote permanent careers to informational work. These men will have positions as staff officers; the top salary in that branch being \$10,000. They will not be diverted to routine assignments in the line of the Foreign Service unless they so choose. The policy and operations of the informational program will be chiefly controlled by personnel of the projected Foreign Service Reserve comprising specialists who come into the service for "spot" jobs or temporary assignments from elsewhere in Government or private life. In this category will be the men from the education, publishing, editing, writing, and scientific fields, whom Mr. Benton proposes to recruit for informational activities. We are enthusiastic about Mr. Benton's plan and believe that a more up-to-date, sensitive, and effective Foreign Service will result from it. The Reserve officers will have the same pay and ranks of Foreign Service officers, and will have the same privileges and immunities.

By these means we hope to adapt the Foreign Service to the necessity of telling our story abroad and to strengthen it as an organization to safeguard

our national security, which in the last analysis is its principal responsibility.

To quote Secretary Byrnes: "The information program can contribute to our security just as can an army, a navy, and an air force; and it can make its contribution in a manner that is vastly preferable to the threat or use of force, and at infinitely less expense. People who understand us best are likely to be our friends; at the very least they will not repeat the error of the Axis by under-rating us."

DIARY OF A SUCCESSFUL REVOLUTION

(Continued from page 25)

fore, the troops are all quartered in their barracks and have no intention of leaving them.

Suddenly from my office windows we see civilians running down the streets with rifles and ammunition. We learn immediately that the large MNR deposit of arms at the municipal headquarters has been left unguarded and that the people are willy-nilly arming themselves. At first we are not sure whether these are the MNR people or the students, but we soon discover that the Mayor, from spite, because the MNR has been thrown out of the Government, withdrew the guards from the municipal headquarters with the intention of causing



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havoc. This is not long in breaking loose—there is now anarchy in La Paz. Hundreds of students and their supporters, all armed with rifles, are already gathering outside the Embassy windows for an attack on the nearby traffic police headquarters and still no representative of the law appears. The traffic headquarters are soon taken and part of the mob moves on to the prison and another part to the police school. These points are reduced and now the whole group joins for an assault on the Presidential Palace. The only persons in the Palace are the President, one aide de camp, one minor secretarial official, and some twenty-five heavily armed soldiers. For the first time the mob encounters resistance and it is strong, but the mob is too much for the resisters. Although many are killed among the students, the firing is so heavy that the soldiers are overcome. Finally a tank is brought up by an Army unit sympathetic to the students and the Palace doors are burst open. The crowd enters. Not long after the President and his two assistants are thrown to the pavement. They are all horribly mutilated, and are subsequently hanged to lamp posts. Horror is added to horror. At the police school ammunition cases are found with the bodies of students killed previously which had been burned by the Government in an effort to destroy their identity. (Subsequently it is learned these are not student bodies, but those of the prominent men murdered in November, 1944.) Most of the killing is over now, but we have yet to know how many died. The number of wounded is staggering, and it is difficult to imagine the condition of the La Paz hospitals and clinics, which were never sufficient anyway, now that they have been loaded with the wounded from several successive engagements. There are also many wounded hidden in private houses, and there is a temporary shortage of bandages, serums and medicine. Many will die through lack of attention who would have been saved under happier circumstances. We don't know what has happened to the leading members of the fallen regime, but undoubtedly some have escaped in six AT-6 and one C-47 military air craft. Others are hiding and still others are seeking the asylum of foreign missions.

It is soon learned that the Government will be taken over by a Junta composed of Nestor GUILLEN, the dean of the Superior District Court of La Paz, and the universities, the teachers, and the workers will also have a member on the Junta. It is subsequently learned that the University representatives will be Luis GOSALVEZ Indaburu, that Dr. Aniceto SOLARES will represent the teachers, and Aurelio ALCOBA will be the Junta member for the Workers.

July 22

The night passed quietly with a minimum of pillaging and shooting, the streets being patrolled all night with armed and braced University students. We are reliably informed that the Junta intends to appoint a Cabinet of technically qualified experts, and also that throughout the important cities of the Republic men with similar ideals to those of the successful revolutionaries have taken over. We are further informed that the country will be governed by the 1938 Constitution including the changes made in 1945. Further, that decrees will soon be issued calling for elections within three or four months, and that a general amnesty will be granted. The Junta intends to follow Roosevelt's Four Freedoms, and has already returned *La Razon*, which had been seized by the fallen government, to its real owners. All of us here in the Embassy are convinced that the revolution which has just occurred was a popular one in every sense of the word. We are cheered by the prospects of greatly improved United States-Bolivian relations. We hope that order will be maintained and that the violence of the past months will now cease for a long time to come.

At noon I go to the Venezuelan Embassy where a meeting of the Corps was convoked by the Dean. At this meeting I become aware that some of my colleagues have given asylum to certain prominent members of the fallen government. They are worried that the right of asylum will not be respected, and that the students may attempt to break into their residences. It is therefore decided that a committee of which I do not feel I can be a member shall seek an audience on an unofficial basis with the provisional President to seek adequate protection for the diplomatic missions. Also that some satisfactory arrangements be made for a decent burial for the late President, whose remains are now in the morgue. The committee is to try to see the President at 3 o'clock this afternoon. The day passes relatively calmly although the streets are filled with armed civilians and there are still no soldiers or police in sight. Before going to bed I learn that the committee was unable to see the President but succeeded in obtaining satisfactory guarantees from the Chief of Protocol.

July 23

This morning *El Diario* appears in normal form. The first newspaper to do so in many days. A Chief of Staff has been named for the now broken and civilian dominated Army, and an acting commander of Region No. 1 has given orders that the troops will remain in their barracks for the time being, and that in any case they will support the



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fill with cola.*

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new government wholeheartedly. The toll of the last few days is now apparent in the tremendous number of coffins going through the streets, and some corpses are being taken to the cemetery in sacks. No work is being done anywhere in the city, no stores are open, but the Junta has ordered Government offices to reopen at 2 p.m. This morning the most impressive funeral procession in the history of Bolivia took place. Apart from the many other individual funerals, this one included a large number of students killed by Villarroel's brutal government. It was absolutely orderly and it is estimated that 100,000 mourners took part. This is a really impressive figure, and if a comparable event took place in New York City, the mourners would number two and a half million people. The University police have ordered all arms to be turned in, but so many were distributed that a great proportion of them will never be accounted for and for some time to come there will be a latent danger from them. Grade school students are going to do traffic police duty which is a good sign that general traffic will be permitted to resume. During the past few days the only vehicles on the streets were ambulances, Red Cross trucks, and diplomatic cars, the latter flying the largest flags that could be found.

We are pleased to find that the provisional President is a highly considered jurist of purest motives. The labor representative is a strong Pirista and a member of its political bureaus. Aniceto SOLARES is one of the highest type men in Bolivia and a true democrat in every way. The Junta has had published a statement to the effect that it will respect treaties, will respect individual liberties and guarantees, will call for a Presidential and Congressional election as soon as possible, return confiscated newspapers to their owners, and makes certain dispositions as to the protection of public funds. This statement we regard as eminently satisfactory and a good augury for the future. Late in the afternoon I am visited by the Rector of the University, Hector ORMACHEA Zalles, who has been instructed by the provisional President to tell me that the new government is to be one of institutions not of men. It has now been decided not to appoint a Cabinet, but to increase the Junta to six members adding another judge, Cleto CABRERA Garcia and still another judge from the same court—the Superior District Court of La Paz—so far unnamed. The six men on the Junta will take over various portfolios, but all important decisions will be made as a body. The Rector states emphatically that despite certain wild statements on the radio about Yankee imperialism, it is the provisional Government's most earnest

intention to be on the friendliest possible terms with the United States. I thank the Rector for this and assure him that, once the Government is recognized, I will do all in my power to further such friendship. The question of recognition was one which greatly interested him and I told the Rector on this score that recognition was a matter which could be decided only by the Department of State.

There the matter rests. Order is being gradually restored but cannot be said today, July 24, to have been fully restored. There are no uninformed authorities in evidence and casual shooting still takes place from time to time. The revolution was successful, but there are a great many deep and serious problems to be solved. If all goes well, Bolivia may find itself for the first time in its history under a truly democratic government and with its citizens enjoying the full freedom to which they are entitled. Let us all hope that this will be the case, and that one more American country has emerged from a truly cruel and barbarous dictatorship into the light of democracy and freedom.

BUSINESS VIEWS U.S. FOREIGN SERVICE

From the London *Anglo-American News*
—June 1946

After a five-month study of ways to improve the commercial activities of the US Foreign Service an advisory committee of representatives of seven business organizations including the National Association of Manufacturers, has issued a preliminary report.

Favourable reception by the State and Commerce Departments who requested the study is reported, but Congress parsimony is expected to prevent action on the recommended scale.

The committee among other things wants a large increase in the number of officers; more attractive salaries; retraining of present officers; and throughout the service, more emphasis on commercial and industrial qualifications and less on academic training and seniority.

A sign of the growing recognition of America's role in world affairs of the future is the committee's feeling that the past focussing of attention almost entirely on exports, should now give increased place to the study of imports.

The Policy Committee of the Chamber of Commerce of the US sees a similar need for foreign service officials to be "instructed to promote both American import and export trade." It also recommends that the Commerce Department and other agencies investigate the possibilities of "increased importation of articles required by the economy and industry of the United States as a means of payment for our exports."

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AIR TRAFFIC is rapidly reaching the stage calling for traffic control which extends far beyond the restricted range provided by present-day methods.

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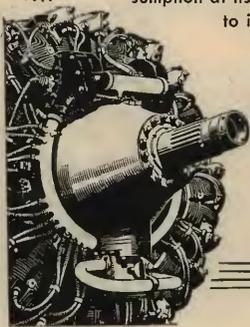
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NEWS FROM THE FIELD

(Continued from page 31)

followed about in August first by Mr. Gray, Mr. Frank, Mr. Boswell and Mr. McCamy to survey Vienna for office and living quarters. On August 13 the first contingent of girls arrived and on the 15th the "rear echelon" left Verona. Another group flew in General Clark's plane from Salzburg to Vienna and from then on our Mission in Vienna was open once again. But we weren't all in one place—the Salzburg branch continued operating until the end of September.

The building selected for the office was formerly the Austrian Konsular Akademie. It had been used by the German and then the Russian Army as a hospital, had been damaged by shell fire and in general was in bad shape. It has been repaired, repainted, rewired and re everything until it looks ready to assume the title of Legation. We even have a gymnasium, swimming pool and showers. Anyone want a transfer?

It is worth mentioning, especially for the many who have known her, that Martha Junkermann was found faithfully guarding the files as she had done since the office closed. On November 17, 1945, she celebrated her 25th Anniversary in the Foreign Service. She is still hard at it every day.

Cupid's arrow has struck again and again since our arrival. Marie Helm and Captain Robert Ruske decided that if the Navy could do it, so could the Army and on Dec. 1 they were married. Next, Marie Frojen evidently preferred Navy blue so she and Captain "Speedy" Winterhaler slipped off to Salzburg and were married on April 14. Then just to show the armed forces, Ursula Nett married Bill Forbes, a civilian, though not so long ago he wore lieutenant's bars. Their marriage took place on May 21 and since then, while arrows are still flying, none have reached a target yet.

Our greatest loss has been the transfer of Mr. Gray to the Department where he was appointed Chief of Foreign Service Personnel. Of course we still have him, but only remotely. Before he left General Mark W. Clark awarded him the Medal for Freedom—the first such award to a civilian in this theater.

Some have been so unkind as to hint that since our Chief is an ex-Director of Foreign Service Personnel, and our Counsellor has just been appointed to that office, we should be in fine shape. We aren't.

THOMAS S. ESTES

(Continued on next page)



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VANCOUVER

July 25, 1946.

On May 17th, 1946, I took charge of the Consulate General when Mr. Edwin F. Stanton left to assume duties as Minister to Siam.

On June 1st, a month to month lease was concluded on behalf of the U. S. Government for the house in the University district, occupied by Mr. Stanton at the time of his transfer from Vancouver, for his successor, Mr. Howard K. Travers, the local housing shortage being critical.

On May 31st, I advised Mr. Frederick Larkin, Chief of Foreign Building operations in the Department of the availability for purchase of the house of Mrs. Ruth Diether at 1536 Matthews Ave., in the Shaughnessy District.

On June 16th, Mr. Hugh McMillan of Foreign Building operations came to Vancouver, and we jointly made an inspection of this property and on July 8th after receiving telegraphic authorization, I concluded an agreement to purchase the house as a residence for the Consul General, at the same time terminating the lease on the house in the University District.

The newly purchased Consular residence has on the first floor a very large living room, a dining room, study, sun room and breakfast nook with ample kitchen and pantry space. It has six bedrooms, three baths and a sitting room on the second floor and spacious servants' quarters, and a recreation room on the third. There is a well-kept garden surrounding the house. Photographs will be submitted at a later date.

JUBILEE—Early in June, notice was received that the U. S. S. ASTORIA, a light cruiser, Captain Frank R. Walker commanding, with 50 officers and 800 men, would visit Vancouver, July 1st to 5th, in connection with the City's Diamond Jubilee celebrations.

At 9 a.m. on July 1st, the opening Diamond Jubilee ceremonies took place on the City Hall steps with members of the Consular Corps in attendance.

At 3 p.m., same day, after a full morning, your correspondent together with commanding officers of the local naval station met the U.S.S. ASTORIA as the Cruiser docked at the C.P.R. Pier and greeted Captain Frank R. Walker.

After the formalities of the day were concluded, we joined a large cocktail party given in the ward room of the Discovery in honor of the officers of the Astoria.

At 9 p.m., the open air Jubilee Show was held in Stanley Park. This gigantic historical pageant, conceived in the true spirit of the wide open spaces

of the great west, had a cast of 5,700, including the stars, Eddie Cantor and Mr. John Charles Thomas, the American radio singer, who took the part of Captain Vancouver, discoverer of Burrard Inlet on which the City was founded. The seating capacity of the wooden bowl erected for the show was 12,250 and its spectacular stage measured 515 feet in length, with the jagged peaks of the Coast Range for a back drop. Unfortunately, the weather was of the same unusual brand, so often experienced in California and after about twenty minutes of pretty thorough drenching, the performance was called off for the night.

I held a Fourth of July cocktail party at 6 p.m. at the Hotel Vancouver, in honor of Captain Walker and his officers. Between two and three hundred American and Canadian guests showed up including the Lieut. Governor of British Columbia, "Billy" Woodward, the Chief Justice of the Province, the Mayor, Mr. John Charles Thomas, etc.

The same evening Consul Waldo Bailey made an address before some 3,500 people at the Annual meeting of the Kitsilano Chamber of Commerce where the open air program of entertainment was provided with refreshments for the enlisted men of the Astoria.

The next day the Astoria departed after a most successful goodwill visit.

At 4 p.m. of July 13, the Governor General presided at an investiture of some thirty-five Canadian officers and men. I was glad to be present at the ceremony as I had an investiture of my own to conduct a few days later and never having seen one, hoped to learn something about the way it should be done. I observed that the Governor General had his aide, General Lettson, read the citations and all he had to do was to pick up the medals as they were handed to him on a red cushion, pin them on the left breasts of the recipients, shake their hands in congratulation and thank them in the name of the King.

Taking a page out of the Governor General's book, on July 17th, when three American awards were presented to Canadian Officers at the Consulate General, I persuaded Consul Waldo E. Bailey, a Veteran of both the first and second World Wars, to read the citations, while I pinned on the medals, extended congratulations and thanked the officers on behalf of the Government of the United States.

Colonel Raymond E. Williamson, our Military Attache at Ottawa, was present to congratulate the winners of the awards, as were a number of their relatives.

RALPH E. BOERNSTEIN.

NEWS FROM THE DEPARTMENT

(Continued from page 29)

State Department Press Room

WALLACE R. DEUELL, writer on American Foreign policies for the Chicago Daily News, thinks, (according to a recent edition of Editor and Publisher) that the State Department has reached the highest all-time level in its relations to the press. "MICHAEL McDERMOTT, special assistant to the Secretary, LINCOLN WHITE and REGINALD MITCHELL* contribute to the healthy atmosphere which the reporters enjoy."

Diana-Rowanduz Again

We should have known better than to admit our difficulty in locating Diana-Rowanduz in this column in July—right in the face of the American Foreign Service. Comes forward an FSO who says of course it's in Iraq, he's been there. When Second Secretary at Baghdad, BILL MORELAND took a trip through the Kurdistan Mountains with Minister LOY HENDERSON and spent the night in Rowanduz. It's one of the least known parts of the world, though, he says, which makes us feel a little better. Diana is a town and Rowanduz another and they are quite near each other. There are no Americans there and you won't find it listed in any of the tourist literature. As for whether or not it is unhealthy—which was what started all the discussion since the British class it so, together with St. Louis and Savannah—FSO Moreland says that malaria is rampant even though it's in the mountains; the mosquitoes breed in the rice fields. We don't recommend it except as of geographical significance.

FSO—Ordinary Citizen

FRANKLIN ROUDYBUSH has compiled some surprising statistics from the last State Department Register on the background of FSOs, and reports that "the chap who emerges from the recorded data looks fairly good." He attempted to discover which favored cities supplied the U. S. with "born diplomats" and found:

Eight hundred and twenty-five FSOs first saw the light of day in—481 different American localities and 45 places abroad. Hardly a regional monopoly. The birthplaces range in size from the teeming metropolis to the tiniest hamlet, but 118 of them are towns of 1,000 to 5,000 inhabitants. Two hundred twenty-two FSOs hail from villages of less than 5,000 population; 419, from communities of less than 50,000. The full range is as

*Foreign Service Officer and formerly an editor of the Journal.

follows:

6 cities of over 1,000,000 inhabitants produced 102 officers; 8 cities of 500,000-999,999 inhabitants produced 61 officers; 48 cities of 100,000-499,999 inhabitants produced 148 officers; 38 cities of 50,000-99,999 inhabitants produced 50 officers; 50 cities of 25,000-49,999 inhabitants produced 67 officers; 70 cities of 10,000-24,999 inhabitants produced 79 officers; 44 cities of 5,000-9,999 inhabitants produced 51 officers; 118 cities of 1,000-4,999 inhabitants produced 122 officers; 67 cities of 100-999 inhabitants produced 67 officers; 7 cities of less than 100 inhabitants produced 7 officers; and the remaining 26 officers either came from rural districts or no data pertaining to them was available.

As one might expect from a creature of such nomadic habits, the Foreign Service Officer, has been born in all parts of the globe, but appears to emigrate in larger flocks from certain sectors of the United States—to wit:

Middle West, 251 (Ohio, 36; Indiana, 12; Illinois, 45; Michigan, 33; Wisconsin, 17; Iowa, 20; Minnesota, 14; North Dakota, 2; South Dakota, 1; Nebraska, 12; Kansas, 16; Oklahoma, 4; Arkansas, 7; Missouri, 20; Kentucky, 14).

Middle Atlantic, 208 (New York, 109; New Jersey, 25; Pennsylvania, 51; Delaware, 3; Maryland, 20).

South, 109 (Virginia, 30; West Virginia, 3; North Carolina, 10; South Carolina, 12; Georgia, 15; Florida, 4; Alabama, 11; Mississippi, 5; Louisiana, 7; Tennessee, 12).

West, 94 (Montana, 5; Wyoming, 0; Colorado, 9; New Mexico, 1; Texas, 21; Arizona, 4; Utah, 6; Nevada, 0; Idaho, 3; Washington, 10; Oregon, 8; California, 27).

New England, 87 (Maine, 5; New Hampshire, 6; Vermont, 6; Massachusetts, 49; Connecticut, 13; Rhode Island, 8).

District of Columbia, 30.

The six largest cities are Brooklyn, N. Y., 8; Chicago, Ill., 21; Detroit, Mich., 10; Los Angeles, Calif., 5; Philadelphia, Pa., 18; and New York, N. Y., 40.

Nothing On It in the Writtens

The Melbourne *Herald* recently ran an article of "sympathy" on the latest delicate task assigned American consuls in Australia. Fourteen thousand Australian sweethearts of American servicemen are required to satisfy the Consuls that a bona fide engagement exists; and they will have to post a bond to cover the cost of return transport (a kinder way of expressing virtual deportation) if the con-



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templated marriage does not take place. The vagueness and rapidity of these commitments—in American eagerness for souvenirs of countries visited—may not be easily given documentary proof when the Consuls require completion of the appropriate form translating hustled sentiment into certificated romance.

The *Herald* writer states that if the harassed Consuls survive this ordeal he believes they will have a strong claim to promotion to the higher diplomacy.

LANGUAGE TRAINING

(Continued from page 35)

language teacher often closes his mind to real advances, hiding behind the defense of "fad," "rub-bish," and "give me the same amount of time and the same caliber of student and I could do better."

The lack of objectivity, at least on one side of the controversy, stems, for the most part, from certain fundamental misconceptions concerning the nature of language itself, and it would seem to be a good time to acquaint Foreign Service personnel with the latest developments in language teaching and to try to show these developments in proper perspective.

Mr. Pappano was right in his very interesting article in the May issue of the *JOURNAL* when he prophesied "... revolutionary innovations in teaching and learning technique which have been developed in the armed forces . . . will undoubtedly become available for Foreign Service use in due time . . ." That time has now come, and this article will attempt a description of these new techniques, their development, and plans for their utilization for Foreign Service personnel.

In the first place, there is nothing so very "new" or "revolutionary" about any of the factors that go to make up the so-called "Army" method. What is new, however, is the arrangement of the components and the emphasis placed upon them.

In order to make this clear, it is necessary to explain that much of the actual research and all of the new texts published for the United States Armed Forces Institute were the responsibility of a small group of scholars who make it their primary concern to study language as a phenomenon of human behavior. These scholars are known to the relatively few who are aware of their existence as linguistic scientists and refer to themselves simply as linguists. The latter term is unfortunate since a linguist, to most people, is simply a person who can speak one or more languages other than his own.

Although the scientific study of language has been well known and well established since the be-

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ginning of the last century, by far the larger part of linguistic research was in the comparative study of the Indo-European languages, in order to establish their interrelationship and to trace their development from a common linguistic source. By these researches, for example, it was determined that all the languages of Europe were related except Basque, Finnish and Hungarian. Further, the discovery by Western scholars of the oldest religious books of India which were written in Sanskrit, proved that Sanskrit, Greek and Latin were sister languages, all descended from an earlier "parent" language, whose structure could be very accurately determined through the comparison of its oldest descendants. This comparative study necessitated the reading and analysis of the oldest literature preserved in the Indo-European languages and this threw light upon the whole culture of our linguistic ancestors.

As the last century drew to a close, the social sciences began to come into their own and the emphasis shifted from this comparative or historical approach to language to a descriptive and analytical approach. It was perhaps social or cultural anthropology, which endeavors to describe the complex behavior patterns of human beings living together in social groups, that gave the biggest impetus to the development of modern descriptive linguistics. The focal point of every human culture is language, for in language all facets of a culture are reflected.

It is not surprising, then, that descriptive linguistics came into being, at least in this country, as a part of cultural anthropology. Nor is it strange that the method of analysis and description used for other culture traits would be adopted, whenever possible, in getting at the language of the group under consideration. Since the majority of the cultures being studied possessed no written literature, new methods for gaining control of the language had to be devised. Those conducting the research were forced to develop a system of analysis to enable them to master languages whose structure differed as completely from the familiar languages of Europe as day does from night. Working with individuals who knew some English, the anthropologist tirelessly questioned, recorded what he heard as best he could, then classified, analyzed, and arranged his material until some outlines of the system of the strange tongue began to emerge. These investigations, so essential to the goal of the anthropologist, added tremendously to the store of knowledge about how language and languages work, and broadened horizons in regard to the position of language in human society, its nature and composition, the relationship of language to writing, stand-



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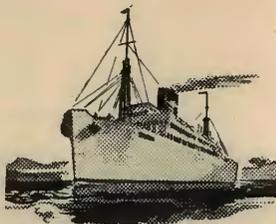
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ards of usage or "correctness"—in short applied the method of modern scientific investigation to language as a phenomenon.

Soon some anthropologists concentrated entirely on linguistics, and scholars whose training had been in the comparative or historical phases of the Indo-European languages, learned the new descriptive techniques. The comparative method, which in the last century had laid the foundation for the scientific study of language, was employed as successfully to languages newly recorded by anthropologist and descriptive linguists as it has been to the early recorded languages of the Indo-European speaking peoples. Linguistics had come of age, and each linguist realized the dual objective of his field of investigation: (1) to describe the structure or system of any language or dialect and (2) to explain that structure in terms of what he may know or find out about the history of the language, both through older forms of the language preserved in written texts, if they exist, and through comparison of forms with forms extant in related languages.

II

THE LINGUIST'S APPROACH TO LANGUAGE

The linguistic scientist is not primarily a teacher of any language, but a scholar whose primary concern is to describe and explain languages and language. His experience in getting at hitherto unknown and unrecorded languages, however, has equipped him to suggest more efficient pedagogical devices for language learning, for he has been trained to approach each language on its own terms and not to try to fit languages of totally different structure into the same categories. He knows the sounds, constructions, and meanings of different languages are not and can not be the same, and that to get command of a foreign language one must learn to ignore the features of any and all other languages, especially of one's own. Furthermore his training as a scientist has enabled him to discard the inherited misconceptions about language, and has taught him the necessity of referring all statements and arrangements of material to what is actually known about language—not to what people have thought it is or wished it might become.

The number of misconceptions educated men and women entertain concerning the nature of language and languages never ceases to amaze the linguist. It seems strange to him that no one ever seems to hesitate to be dogmatic about linguistic problems and to make statements concerning language that are to him as outmoded as the Ptolemaic conception of the universe. In examining all these misconceptions, one in particular seems to stand out as fundamental and as most common to even



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To

the most sophisticated (but linguistically naive) members of any literate society. It is the confusion between language and writing. A little reflection will make it apparent that most of us have been conditioned by our education to regard language as a series of marks or letters which we "pronounce." But nothing could be farther from the truth. Languages existed for many thousands of years before any one ever tried to develop a system to remind people of something that had been said. Language itself is a symbolization of experience—no writing system can ever be more than an inadequate symbolization of this symbolization. To put it another way language is the noises you make with your face, *not* the scratches you make with your fist.

Language can probably best be defined as "a set or system of arbitrary vocal symbols through which human beings in the same community cooperate." The individual "noises" can be grouped into families by the linguist, who also can determine the ways in which each language may make systematic use of degrees of loudness or softness, or the relative changes in level of pitch. Languages using an alphabetic system of writing try to distinguish by written symbols the families to which the various individual sounds belong, but in most cases this gives little or no help to the learner. The traditional writing system of English or French can only confuse a learner because the spelling corresponds so little with the actual forms of the language. The spelling—*ough*, for example, represents entirely different sounds in *though, bough, through, thought, tough, cough, hiccough*, whereas the same diphthongal sound is denoted by different spellings in *I, eye, pie, bite, by, rye, island, high, height*. Similarly the representation of stress (loudness and softness) and intonational levels (*pitch*) is entirely inadequate or completely non-existent. For example, we have no consistent way of distinguishing in writing between the utterance *boy!* when used as a command to summon a servant, and *boy!* as an exclamation of pleasure or surprise. But no native speaker of English would be in any doubt as to the connotations behind the utterances, even if he heard them in isolation.

The study of the sounds of a language, including the systematic use in their selection and arrangement, is called *phonology*. Phonology is based first on *phonetics*, that branch of linguistics that endeavors to describe the gross acoustic features of utterances. In an accurate tabulation of all the sounds heard in the stream of speech, many differences are noted, and these differences can be divided into two kinds: *distinctive differences* or contrasts, capable of distinguishing one meaning from another

and *nondistinctive differences*, never used for this purpose. As an example of the latter, the phonetician would notice that the first sound of *pip* has a distinct puff or break (aspiration) as one of its features. So have all the other "p" sounds that begin words. He would also notice that when an "s" sound precedes the "p" sound, as in *spin*, there is never any aspiration. The final "p" sounds sometimes occur with aspiration and some times without it. These are nondistinctive differences, or regular automatic phonetic differences whose occurrences can be covered by a statement. But the first sound of *tip* in contrast with the first sound of *pip* is a difference of quite another order. This is a distinctive difference, and the examination of phonetic material with a view to sorting out the distinctive differences is called *phonemic analysis*. In other words, though the initial and final sounds of *pip* may differ, they possess a combination of features of articulation in common. They can be included in the same class, sound-type, or *phoneme*, for such phonetic differences that may exist among the members of this phoneme are nondistinctive, and conversely members of the phoneme contrast, at least in some positions with members of every other phoneme, as in the case of *tip* and *pip*.

Thus, too, it may be necessary to determine the number of degrees of relative loudness or softness the language employs as distinctive features in its phonology. In English, for example, we can distinguish four, which we can term (1) loud, (2) reduced loud, (3) medial, and (4) soft. All can be heard, for example, in ^{1 4 3 4} ^{2 4 3 4} *elevator-operator*. Notice also the contrast between "They live in the ² ¹ white house" and "They live in the ¹ ² White House." This kind of stress arrangement is only one of the many features of English phonology never consistently represented in our writing system, and of which the native speaker is never objectively aware, that leads speakers of other languages to despair when trying to learn English through the printed page and from old-line "grammar" books. Facts of this nature make it almost essential to introduce the student to a new language through the use of a writing which is either completely phonemic or an adaptation of a phonemic notation.

The study of the grouping of the sounds of language into forms (morphology), and the stringing together of these forms into meaningful utterances (syntax) are the other preoccupations of the student of language. The *description* of how a language works, of its structure and system on the phonological, morphological and syntactic levels is its *grammar*. This is quite a different concept from the one generally accepted that grammar is a set



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of "rules" which must be learned in order to speak "correctly." Our own grammatical tradition in Western Europe has come down to us from the Greeks and Romans. The description of their language by the Greek grammarians was inadequate and inaccurate to say the least, but it was borrowed practically without change by the Romans and Latin was forced into the categories deduced for Greek like the victims in the bed of Procrustes. More and more confusion results from trying to utilize this same description for Germanic languages like our own, and finally the last stage of absurdity is in using it for languages which have no remote resemblance to our Indo-European structure as, for example, Japanese. All of us have suffered from trying to make sense out of English "grammar" as taught in most schools. As a result, most of us have forgotten nearly everything told us, or have gone on vainly trying to sell ourselves the "logic" of "It is I" instead of the natural "it's me" and the "correctness" of "the man to whom I gave the book" instead of "the man I gave the book to."

Each language presents its own problems to the linguist, but he knows the necessity of treating each language in its own terms. Just as he knows that the culture of peoples differ, so he expects to find differences of all kinds in the structures of their languages. His experience with many languages of many different types of structure has taught him how to go about attacking each new language he encounters. He finds that he is able to apply his knowledge and his methods to the scientific description of his own language as well as to those not native to him, and the general knowledge he has gained from working with the esoteric languages has increased his ability to furnish objective, scientific, useful grammars of the familiar, though traditionally badly described, languages of Europe. Since he knows what language *is* as well as what it *isn't*, and since he has developed a terminology and a system for classification and description, his contribution is essential in any matters concerning the teaching and learning of languages.

(To be continued in the next issue)

PAID AD

From an English language paper in Italy

AMERICAN girl: little Abner fan, intelligent, honest, only slightly deaf, hard worker. Anxious meet. marry and support tall, dark and suave Italian. Write Box

Courtesy George Henderson.

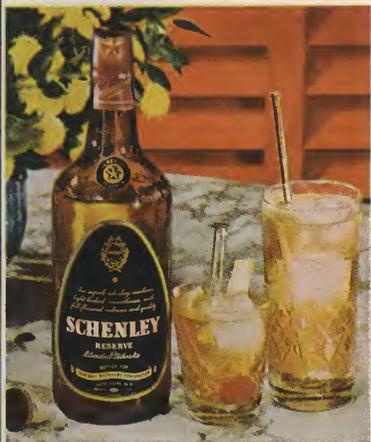


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