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MADDEN SUMMERS
American Consul-General
1877-1918

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Vital Changes in our Foreign Relations

Secretary Colby, in Submitting Estimates, Explains How Our Foreign Service Must Be Equipped to Deal with New Economic Problems

"In preparing the estimates for appropriations for the Department of State for the fiscal year ending June 30, 1922," writes the Secretary of State, Mr. Colby, to the Secretary of the Treasury under date of November 27, 1920, "I have been constrained to dwell principally on the administration of foreign affairs, a vitally important function of the Chief Executive, executed through the medium of the Department of State. However, in conformity with your desire that items of general legislation be eliminated from the estimates, I have refrained from advancing detailed proposals for the reorganization particularly of the Diplomatic and Consular Services as the statutory changes urgently required are of such a nature as to demand separate treatment.

"I need not emphasize that the present economic and political condition of the world, reacting as it does today on our internal economic and political stability, has placed on the Department a vital responsibility undreamed of in the past. The nation's future demands an increase of efficiency in the handling of our foreign relations equal to the added responsibility.

"One of the purposes I have in view in proposing a substantial reorganization of the Department of State is to increase its efficiency by strengthening the effective staff of expert officials, at home as well as abroad, so that, both as observers and as politico-economists, they may conjointly carry out the best purposes of the Government.

Role of Raw Materials in Foreign Relations

"The United States is no longer a self-sufficing agricultural nation. Foreign markets for our industrial products must be found or created. In addition, by an economic policy carefully planned and guided, the consumer's ability to pay must be developed.

"Acute international competition exists for vital raw materials. Any advantage gained in their complete control by one of the great powers means success against the competition of others, and is a step in the direction of commercial supremacy.

"Nations are incited to extend their efforts to the remote and undeveloped regions of the earth, in order to establish control over the initial sources of supply to their own advantage. It is probably in this field that the intervention of governments is to-day playing its most active part. The universality of the struggle for petroleum, the coal and fuel problem, the supply of

wood-pulp, and of many other essential prime necessities are examples of this tendency.

Our Dual Dependency on the Foreign World

"The increased proportion of people residing in cities indicates an intensive industrial movement, the inevitable tendency of which is to render us more and more dependent upon foreign sources of supply of raw materials, and more and more sensitive to foreign conditions. Thus on the basis of our present industrial status it may be said that we have a dual dependency upon the foreign world; that of markets for the surplus of our industrial production, and that of readily accessible raw materials to meet the growing national deficit.

"During the year ended June 30, 1920, the United States imported raw materials for manufacturing purposes to the extent of \$2,141,644,621.00, including necessities essential to a state of general preparedness. A constant vigilance must be exercised to prevent the loss of the advantages to which we are justly entitled and to keep abreast of the competitive activities of others. This burden very naturally falls upon the foreign service, the effectiveness of whose work depends in turn upon the strength and general efficiency of the Department of State.

"During the war the foreign demand for manufactured products gave stimulus to industrial development. As a result of unlimited open markets at our command, this country is, and has been, for several years keyed up to a high pitch of industrial production. It could not revert to pre-war conditions; its proportions have changed.

New Economic Character of Diplomacy

"But other nations are now reviving and intensifying their competition. They have a four-fold object in view:

1. To gain their former markets;
2. To occupy the markets formerly controlled by the enemy powers;
3. To attain a higher degree of economic production, thus rectifying deficiencies felt during the war;
4. To liquidate their national indebtedness.

"It is easy to realize that in this state of affairs diplomacy can no longer be mainly concerned with political questions, but must devote greater attention to far-reaching economic issues.



"It is to this end that a substantial strengthening of the economic machinery of the Department of State is necessary. There is no intention or desire to encroach upon, to overlap, or to duplicate the important work now performed by the Department of Commerce. On the contrary, the aim is to give effective purpose and direction to diplomacy while at the same time affording even greater facilities for supplying more precise and better digested material to the Department of Commerce, which is in direct and continuous contact with the business world, and which is charged with the dissemination of commercial information. The present facilities at the disposal of the Department of State are insufficient and as a consequence the arm of diplomacy is becoming less effective at the very moment when conditions are demanding that it should become more effective.

America as a Lender

"In financial affairs the United States has suddenly shifted from the position of a debtor nation to that of the greatest of creditor nations. Henceforth, instead of engaging in large scale borrowings from abroad for the purposes of domestic development, we shall lend steadily and on an increasing scale to foreign countries for their rehabilitation and improvement. There is a very pressing need for the further extension of American banking facilities abroad. The export of capital bears an intimate relation to the export of goods.

"To cope with the situation the Department of State and our foreign service must be provided with an effective organization possessing an adequate staff of technical experts. This is necessary, not only to ascertain all pertinent facts, but that analysis and close examination may precede action, and that action may be directed with unerring precision.

"I have dwelt largely upon the economic aspects of our international problems for the purpose of illustrating more clearly their immediate and direct bearing upon all that is vital in our national life. Other governments are keenly alive to present exigencies. They have gone forward with their programs, equipped for energetic action in the furtherance of skilfully conceived and far-reaching policies which we must do more than merely see and comprehend. For these reasons, the proposals which I am advancing for the strengthening of the Department of State and of the foreign service, become a serious national duty arising from conditions of most pressing necessity."

Increases for Assistant Secretaries

The Secretary then goes on to ask salary increases for the officials who make up the directorship, as it were, of the State Department—\$10,000 for the Under Secretary instead of \$7,500 as at present and \$7,500 for the Assistant Secretaries and the Director of the Consular Service,

instead of \$5,000 and \$4,500. Further recommendations follow for an increase in the number of "officers to aid in important drafting work," this class including bureau and division chiefs and making up the stratum of authority in the Department next below that of the "directorship."

After explaining the present impossibility of securing the services of an adequate number of clerks at embassies and legations, who must be American citizens, and recommending \$2,000 per annum as a minimum salary for them, Mr. Colby makes this interesting suggestion:

"As the investigations required of the diplomatic agents may involve many questions of technical importance, I think it necessary that the more prominent missions should have expert research attachés assigned to them, so that the assistance of trained specialists may be available to the chief of mission. In this line, as in many others, the work of trained specialists has replaced that of general practitioners."

Increase Asked for Post Allowance Fund

"It has been universally recognized," writes the Secretary on the subject of post allowances for diplomatic and consular officers, "that the Diplomatic and Consular Service is badly underpaid. The salaries of these officers, who are performing work of a most responsible character, are far less than such officers could command in private business. This fact is illustrated by the number of offers which are constantly being made to officers by private firms, and the number of efficient men who, because of inadequate personal resources, have been forced, much against their inclinations, to sever their relations with the Service and form more remunerative connections in the business world. While the Department does not propose, nor does it believe in principle, that these salaries should compete with the rate of compensation offered in business operations, at the same time the exigencies of diplomatic and consular work demand that our representatives abroad be men of exceptional ability and attainments, and the most efficient of these cannot be held so long as the Service fails to provide them with an appropriate standard of living."

"As any change in the present salary scale," Mr. Colby continues, "would require an act of general legislation, I am making no recommendation to that end in connection with the present estimates. Post Allowance has been the practical means adopted by Congress for adjusting the inadequate scale of compensation to the extraordinary living conditions abroad resulting from the war, and I am, therefore, requesting that this allowance be increased for the next fiscal year by the amount of \$200,000.00 as a remedial step in the correction of a grave discrepancy."

An Officer Who Did His Job

Some Personal Recollections of Consul-General Summers' Work in Russia

When I arrived in Moscow early in September, 1917, Russian domestic politics had already come to a serious pass. The continuance of Russia in the war was uncertain and the possibility of her withdrawal gave rise to the liveliest fears for Allied success on the western front. A huge national conference had just been held at Moscow without any very promising results. The Root mission was returning to the United States. The future was dark and fraught with stupendous possibilities.

Mr. Summers, with rare organizing ability, had parcelled out the usual routine work of the Consulate-General to subordinates and brought the whole force of his experience and judgment to bear upon a series of telegraphic reports to the Department dealing with the progress of events in Russia as seen from Moscow. In this he had the assistance of David B. MacGowan, Consul attached to the Consulate-General. He asked Mr. MacGowan to give his entire time to a reading and study of the Russian press, a work for which he was especially equipped. The information drawn from the press Mr. Summers supplemented by personal contact with many Russians having a direct or indirect part in the events which followed so closely one upon another. About twice a week Mr. Summers cabled the Department the essence of the story as he saw it from Moscow and his estimate of the situation. These cablegrams were prepared with the utmost pains. Mr. Summers would arrive at the office of a morning—he was usually there by half-past eight—having apparently been engaged during the evening before in framing a message. In the course of the day he would write it out in long hand. Then, if he could, he would put it away for a night and make a final revision the following morning. Of course, when events pressed this could not be done, but Mr. Summers always tried to think twice or thrice before speaking or telegraphing. I saw his deliberateness in this respect justified on many occasions. Mr. Summers' messages were highly appreciated at the Department. When I left to go out to Moscow, Mr. Polk charged me especially to tell Summers what great store he put by his reports and how much he desired that they should be continued.

American Lives and Property Protected

Soon Summers' attention was shared by that most important of all consular functions, the protection of the lives and property of American citizens. The Bolshevik coup d'état occurred during the last week of October. There were five days of heavy and continuous fighting in the streets of Moscow before the local Bolshevik organization established its control. Mr. Summers was dean

of the consular corps. He immediately summoned a meeting of his colleagues. These were the Consuls General of Great Britain, France, Italy, Japan, Belgium and Sweden. Trading and honorary consuls were not invited. The corps chose Mr. Summers as representing the Allied and Associated Powers, and the Swedish Consul-General, Mr. Claes Asker, as representing the neutrals, to negotiate with the local Bolsheviki respecting the protection of foreigners. The smoke of battle still hung over the city when they penetrated, at no small personal risk, into the headquarters which the Bolsheviki had established in the former palace of the Governor-General. The place was overrun with a motley crowd of undisciplined proletarians. Those they first met did not know what to do with them. They insisted upon being shown to a private room. There they encountered Professor Pokrovski, at one time of the University of Moscow, a "parlor Bolshevik," who was acceptable in the counsels of his less erudite comrades by reason of his knowledge of a number of things quite unfamiliar to them. Pokrovski spoke foreign languages and knew something of law. Here was a job for him. He was made commissar of foreign affairs for Moscow, to deal with the foreign consuls.

Moore's Digest to the Fore

The task which Mr. Summers and Mr. Asker faced was to obtain adequate protection for foreigners—house searches and dispossession had already started—and at the same time to avoid any act which might seem to recognize the validity of the Bolshevik forceful assumption of power. I recall the assiduity with which Mr. Summers perused Moore's International Law Digest preparatory to the first interview with Pokrovski. The two Consuls General did their work surpassing well. They obtained for foreigners the greatest possible measure of protection. Each foreigner was provided by his consul with a certificate—a sort of safe-conduct—in Russian signed by the consul and countersigned by the Bolshevik commissar for foreign affairs. Each foreign householder was provided with a similar certificate to be nailed on the entrance to his house or apartment. There was to be no search of premises so placarded except upon twenty-four hours' notice to the consul concerned and only then in the presence of the consul or some one delegated by him.

I recall the care with which Mr. Summers proceeded in these matters. There were many interviews with Pokrovski. Mr. Summers himself wrote out after each interview a summary of what had been said and decided



upon. He had these summaries corrected by the Swedish Consul-General and by Pokrovski. The accepted draft was then signed and copies of it furnished to all the persons concerned including the members of the consular corps. Meetings of the corps were called at frequent intervals, the situation gone over at length and common action decided upon. There is no doubt that the united front put up by the foreign consuls in Moscow, under Mr. Summers' and Mr. Asker's leadership, was a most potent influence in long restraining the Bolsheviki from interference with the foreign residents of the city.

Departure of Americans

It seemed to be clear to Mr. Summers immediately after the Bolshevik coup d'etat that bad times were in store for Russia and he set about at once to arrange the departure of as many American residents as could leave, especially women and children. As soon as the streets were safe he called a meeting of Americans at the Consulate-General and secured the appointment of a committee of citizens to assist in arrangements for the evacuation. Egress westward was difficult, owing to the German military advance, and the submarines in the Atlantic were a deterrent to many. Mr. Summers chartered two cars of the International Sleeping Car Company and arranged for their transit to Vladivostok across the five thousand miles of the Trans-Siberian Railway. The first contingent of Americans left in this way toward the end of November. Two or three similar caravans departed subsequently and all came safely to the Pacific seaboard. Mr. Summers was especially assisted in these arrangements by Alfred Ray Thomson, Consul attached to the Consulate-General.

With the beginning of the new year all effective resistance to the Germans on the eastern front had subsided. There could be no assurance that the Germans would not occupy Moscow as well as Petrograd, and that suddenly. Some months previously Riga had been taken by the Germans. Douglas Jenkins, our Consul there, had evacuated to Petrograd. Later on he came to Moscow and at Mr. Summers' request proceeded to Kieff. He had been established there but a short time, when a renewed German advance forced him again to evacuate with his codes and archives under his arm. Measures must now be taken to protect the archives and staff of the Consulate-General at Moscow. There was a big staff, twenty-five or more; and plenty of archives. If the Germans came there would be a great rush and complete evacuation would be difficult if not impossible. On the other hand, the Consulate-General should remain until the last moment. Mr. Summers met all the requirements of the situation by sending the greater part of the staff and most of the archives to Samara, seven or eight hundred miles east of Moscow. There a branch of the Con-

sulate-General was opened under charge of Mr. Thomson. Later Mr. Thomson went to Omsk and Orsen N. Nielsen, Vice Consul, succeeded him.

Mr. Summers remained in Moscow and devoted himself to the protection of the American citizens who still remained and American property and interests. Probably the major portion of his time was given, however, to observation of the development of the economic and political situation within Russia and reports thereon to the Department, now almost exclusively telegraphic. The Bolsheviki exercised a rigid press censorship and one by one all the newspapers but their own official organs and a few sheets that actively supported them were suppressed. The news printed in these surviving papers was incomplete and colored. It was necessary to supplement it by independent reports. Under Mr. Summers' direction Consuls and Vice Consuls had been stationed in most of the important centers of Russia. Their reports on local conditions were sent to the Consulate General. Mr. Summers studied them in conjunction with such other information as he could gather up and constructed thereon general surveys of the situation which he cabled to the Department.

In all this Mr. Summers worked in the closest accord with the Embassy. He was in constant correspondence with the Ambassador, Governor David R. Francis, and talked frequently on the long-distance telephone with Mr. Butler Wright, the Counsellor. At the end of February the Germans were within twenty-five miles of Petrograd. The central Bolshevik government evacuated to Moscow. The Embassies of Great Britain and France endeavored to depart through Finland, but only the British succeeded. The French were forced to turn back and eventually joined the American Ambassador at Vologda, a small provincial city four hundred miles east of Petrograd. Governor Francis had gone there directly with his staff, accompanied by the diplomatic representatives of Japan, China, Siam and Brazil. The municipal authorities of Vologda received the embassies courteously and placed the building of the local commercial club at the disposal of Ambassador Francis. Contact between the Embassy and the Consulate General was maintained not only telegraphically, but by a regular system of couriers. Toward the end of March Mr. Summers went to Vologda for a couple of days to talk the situation over with the Ambassador.

Allies Purchase Goods Needed by Germans

The transfer of the central Bolshevik government to Moscow increased the responsibilities of the Consulate-General. A more or less peaceful penetration of Russia now replaced the German military advance. Count Mirbach came to Moscow in April as German ambassador.

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Among the twenty or so officers who attended a Consular luncheon at the University Club, November 13th, were Albert Halstead, Consul-General and Commissioner at Vienna; G. Bie Ravndal, Consul-General and Commissioner at Constantinople; Dr. Otis A. Glazebrook, Consul at Jerusalem; Frederick Simpich, lately attached to the Mission in Berlin, and Claude I. Dawson, Consul at Tampico. The first three gave informal talks, sketching conditions at the posts which they recently left. Mr. Ravndal mentioned also the growing feeling of unity and esprit de corps in the Consular Service. He spoke appreciatively of the activities of the reception committee of the Consular Association and the welcome it extends to consular officers visiting Washington. Dr. Glazebrook paid a glowing tribute to the spirit of devotion and service he had found among consular officers and expressed his conviction that the future of our foreign relations lies largely in their hands.

Mr. Simpich has been detailed to duty in the office of the Foreign Trade Adviser but will go on thirty days' leave before beginning his new work.

Mr. Ravndal sailed November 20th on his return trip to Constantinople.

John E. Kehl, Consul lately at Arehus, Denmark, has arrived in Washington after winding up the affairs of that office which is discontinued. He will be on leave for a short time, visiting his home in Cincinnati.

Officers calling recently at the Department include P. S. Heintzleman, Consul-General at Hankow, China, who expects to be in the United States on leave for several months; Myrel S. Myers, Consul at Swatow; Benjamin F. Chase, Consul at San Jose, Costa Rica; John W. Dye, Consul at Port Elizabeth, South Africa; S. J. Fletcher, Vice Consul at Cartagena, Colombia; J. Boyce Vernon, Vice Consul at Quebec, and Einar W. Dieserud, Vice Consul at Christiania.

Consul-General Leo Allen Bergholz left his post at Canton the end of October for sixty days' home leave. Henry B. Hitchcock, Consul assigned at Taihoku, Japan, has arrived at his home in Oberlin, Ohio, and will be in the United States for the first two months of 1921. Max D. Kirjasoff, Consul at Dairen, Manchuria, also

has sixty days' leave beginning January 1st. He will be at his home in Waterbury, Conn.

The following is the list of appointments, transfers and resignations among principal officers since October 22d:

Walter A. Adams, now assigned Vice Consul Canton, assigned Vice Consul Swatow; Ralph H. Bader, now detailed Teheran, detailed Cairo; Lewis V. Boyle, now detailed Havre, assigned Consul Dnrban; Felix Cole, now detailed Department of State, assigned Consul Bucharest; J. Preston Doughten, now detailed Warsaw temporarily, ordered proceed United States; Charles W. Drew, now assigned Vice Consul Amsterdam, resigned effective November 12, 1920; Bernard F. Hale, now Vice Consul and clerk Plymouth, appointed a Consular Assistant, to remain at Plymouth; Charles M. Hathaway, now detailed Budapest, assigned Consul Bombay; Oscar S. Heizer, now detailed Jerusalem, detailed Constantinople; Carlton Hnrst, now Vice Consul and clerk Cadiz, appointed a Consular Assistant, to remain at Cadiz; Edwin C. Kemp, now assigned Bucharest, detailed Budapest; Harry M. Lakin, now detailed Leghorn, assigned Consul Aden; Soren Listee, now assigned Consul General Panama, resigned effective November 14, 1920; William W. Masterson, now assigned Durban, assigned Consul Plymouth; W. M. Parker Mitchell, now detailed Vera Cruz, detailed Mexico City; Ernest B. Price, now assigned Vice Consul Foochow, assigned Vice Consul Canton; James L. Rodgers, now assigned Consul General Montreal, resigned effective October 31, 1920; Samuel Sokobin, now Vice Consul and Interpreter Swatow, appointed Vice Consul and Interpreter Kalgan, China; Addison E. Southard, now assigned Aden, Arabia, detailed Jerusalem; David F. Wilber, now assigned Genoa, assigned Consul-General, Auckland, New Zealand; Charles S. Winans, now detailed Prague, assigned Consul there; Alfred A. Winslow, now assigned Auckland, New Zealand, assigned Cape Town, South Africa; John D. Wise, now assigned Plymouth, resigned effective November 16, 1920.

Among subordinate officers, the following changes have occurred:

Milton J. Bryan, now Vice Consul and clerk Nice, transferred to be Vice Consul and clerk Santo Domingo; William J. Callahan, now clerk Trieste, appointed Vice



Consul there; Marion De Tar, now Vice Consul and clerk Paris, transferred to be clerk Palermo; Charles L. De Vault, now Vice Consul and clerk Paris, transferred to be Vice Consul and clerk London; David Donaldson, now clerk Vancouver, transferred to be Vice Consul and clerk Toronto; Paul M. Dutke, now Vice Consul and clerk Vladivostok, transferred to be Vice Consul and clerk Harbin; George G. Fuller, appointed Vice Consul and clerk Christiania, first appointment; Langston J. Gorse, Jr., appointed Vice Consul and clerk Mexicali, first appointment; Franklin C. Gowen, now clerk Leghorn, appointed Vice Consul there; Paul L. Gross, now clerk Shanghai, appointed Vice Consul there; Arthur A. Gunning, now Vice Consul and clerk Warsaw, transferred to Nottingham, as clerk; William F. Hoffman, now clerk Porte Alegre, appointed Vice Consul there; Walter W. King, appointed Honorary Vice Consul Naples, first appointment; Alexander M. Klauder, appointed Honorary Vice Consul Aden, Arahia, first appointment; Davis B. Levis, now Vice Consul and clerk La Rochelle, France, transferred to be Vice Consul and clerk Bordeaux; John D. Long, now Vice Consul and clerk Para, Brazil, transferred to be Vice Consul and clerk Mazatlan, Mexico; Harvey L. Milbourne, now Vice Consul and clerk Amoy, China, transferred to be Vice Consul and clerk Tainan, China; Sam Park, appointed Vice Consul and clerk Biarritz, first appointment; Walter J. Pawlak, now clerk Warsaw, appointed Vice Consul there; George R. Phelan, now Vice Consul and clerk Puerto Cabelle, transferred to be Vice Consul and clerk La Guaira, Venezuela; John S. Richardson, now clerk Rotterdam, appointed Vice Consul there; Albert M. Rousseau, now Consular Agent Whitehorse, Yukon Territory, died November 8, 1920; Edward Schuler, new clerk Brussels, appointed Vice Consul there; John A. Scott, now Vice Consul and clerk Bordeaux, transferred to be Vice Consul and clerk Strassburg; K. Hazen Scott, appointed Honorary Vice Consul Madras, first appointment.

The student interpreters at Tokyo will be glad to learn that the necessary \$1,200 has been asked from Congress to continue the rental of their present living quarters. There is no report as to whether Congress will grant it.

On December 4th Secretary Colby left Washington for an official visit to Brazil and Uruguay and an unofficial

visit to Buenos Aires. It is expected that he will be gone until February. The Under Secretary, Mr. Norman Davis, will be "acting" in the meantime.

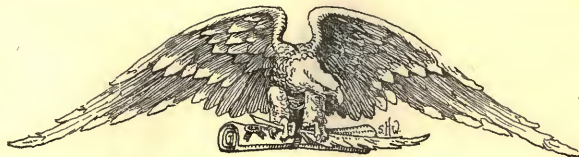
No appointment has been made of an Assistant Secretary since Mr. Phillips retired last March to accept the Legation at The Hague. The duties of the office are being carried on principally by Mr. Roland G. Morris, Ambassador to Japan, who has been in this country since last summer.

With the retirement of Felix Cole, Consul of class VI, as Chief of the Division of Russian Affairs, to become Consul at Bucharest, the headship of that division has devolved upon Mr. Arthur Bullard, who has been a Special Assistant in the Department for about a year. His hook, "The Russian Pendulum," is known to many. He was in Russia in 1917 and 1918 as a representative of the Committee on Public Information.

The other politico-geographic divisions of the Department are now headed as follows: Western European Affairs, Robert Woods Bliss, diplomatic secretary of class I and lately Counselor at Paris; Latin American Affairs, Sumner Welles, secretary of class II and lately at Buenos Aires; Far Eastern Affairs, J. V. A. MacMurray, last at Peking and Tokyo; Near Eastern Affairs, Warren Robbins, secretary of class I; and Mexican Affairs, Mr. Charles M. Johnson.

There is much appreciation among officers visiting the Department of the cordial reception given them by the committee created by the Consular Association for that purpose. The committee consists of Roger Tredwell, Frank C. Lee and Hernando de Soto. They see that no one is left adrift on his arrival here.

By two commercial airplanes, which stopped at Chihuahua, en route from Lincoln, Nebraska, to Mexico City, being the first of their kind to enter Mexico, Consul J. B. Stewart at Chihuahua sent greetings to his American consular colleagues at Torreon, Aguascalientes, Guadalajara, San Luis Potosi and Mexico City. The planes also carried greetings from the Governor of Nebraska to the Governor of Chihuahua.



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REORGANIZATION IN BRITISH
FOREIGN SERVICE

From certain questions and answers in the House of Commons on November 1, 1920, it appears that reorganization in the British foreign service is progressing along these lines, laid down in 1914 by the Royal Commission on the Civil Service:

The property qualification for admission to the diplomatic service has been abolished and efforts are being made to bring about "readjustments of the salaries and allowances of members of the foreign service abroad so as to make it possible for them to live upon their official emoluments." The board of selection for the diplomatic establishment of the Foreign Office and the diplomatic service has been reorganized on a broader basis and applicants may appear before it without first obtaining the permission of the Secretary of State for Foreign Affairs. Temporary "reconstruction" regulations are in force until the end of 1921, after which the entrance examination will be the same as that for the general civil service. An amalgamation of the Foreign Office staff with the diplomatic service is in progress. A committee has been created to advise the Secretary of State regarding promotions, consisting of the Permanent Under-Secretary of State, one of the Assistant Under-Secretaries, one diplomatic officer of high rank, the chief clerk, the Diplomatic Secretary to the Secretary of State.

NECROLOGY

John B. Terres

John B. Terres died at Port au Prince, Haiti, on November 1st, after a long illness. He had served at that station continuously for thirty years, having been appointed Vice Consul General July 20, 1880. He was made Consul in 1904. Mr. Terres had reached 73 years of age. He was born at Charlotte, N. C., in 1847. In 1866 he graduated from Richmond Medical College and practiced medicine until the time of his entrance into the Consular Service.

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Austria and Turkey sent diplomatic representatives. The Germans hoped to defeat the Allied economic blockade by drawing supplies from Russia. A considerable movement of goods westward was actually organized. To counteract these German activities the Allied and Associated governments undertook to purchase, through a private trading company organized for the purpose, concentrated supplies of essential commodities such as textiles, vegetable oils, etc., with a view to their resale by the cooperatives and consequent dispersion. Large financial operations were involved. The brunt of the work would devolve upon the Consul-General.

At the beginning of May Mr. Summers was laboring literally night and day under the load of his old and new responsibilities. He was at his office early and stayed late. He never missed a day. We were surprised then on the morning of Saturday, May 5th, when ten o'clock found his desk still unoccupied. Inquiry of Mrs. Summers disclosed that he had been sick in the night, had dressed as usual and started for the office, but had to turn back, being dizzy. It was thought at first that he had eaten something which had disagreed with him. His nervous reactions being slow, a nerve specialist was called in the afternoon. While he was in attendance, about half-past four, Mr. Summers died, almost without warning, of a hemorrhage in the brain.

He gave his life for his country, as Mr. Polk said later, just as surely as any soldier who died in the trenches. He left for the Service a tradition of calm judgment, hard work and unswerving devotion to duty. Those who worked with him recall his genial personality, his courtesy and the generous spirit in which he shared his responsibilities with subordinates and gave them always an unstinted share in whatever of credit might redound upon the Consulate-General.

—D. C. P.

History of the Paris Consulate General

Editorial Note: The Executive Committee of the Consular Association believes that consular officers will welcome the publication of this account of the early history of the Consulate-General at Paris. It contains material of real historic importance as well as of lively interest. The Committee believes that research among the archives of other early established offices will bring out equally interesting and valuable material. It will be glad to find space in the Bulletin for the accounts of any such researches which officers may find it possible to make in leisure moments. Aside from their current interest and inspiration, these articles may eventually furnish a basis for a more complete history of the Consular Service which will acquaint the public with its romance as well as the important role which it has played in our history.

The early history of the American Consulate-General at Paris is bound up not only with the very beginnings of the Consular Service itself, but with the very beginnings of the American Government. The appointment of the first Consul antedates, indeed, the adoption of the Federal Constitution.

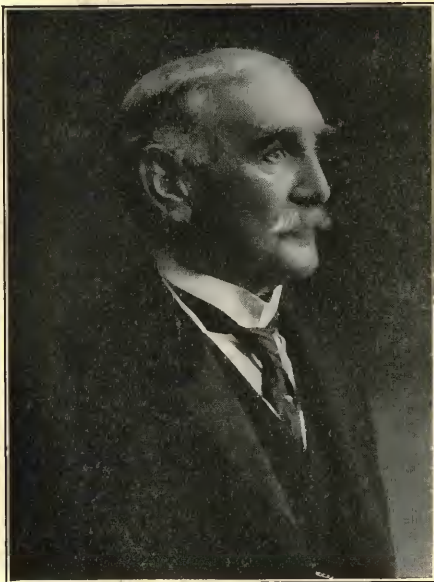
This first Consul was Colonel William Palfrey, Paymaster-General of the Continental Armies. He was elected by the Continental Congress November 4, 1780, to proceed to France, at an annual salary of \$1,500. He was to relieve the Diplomatic Commissioners, then residing at Paris, of the commercial and fiscal functions which had begun to engross an undue proportion of their time.

Colonel Palfrey never reached his post. His ship was lost in a storm. The Continental Congress thereupon resolved in June, 1781, that Thomas Barclay be appointed a Vice Consul to exercise "all the powers and perform the services required of William Palfrey." Barclay was to be allowed a salary of \$1,000 a year "in lieu of all commissions."

It would appear that Mr. Barclay, promoted from Vice Consul to Consul-General, remained for a considerable time in the United States. In an estimate for the "Office of Foreign Affairs," submitted to the "Commissioners of the Treasury" by John Jay, in May, 1789, there is an item

of \$1,000 for "Thomas Barclay Esqur Consul General for France now in America"; and in a memorandum to the President, dated the following year, Thomas Jefferson, then Secretary of State, speaks of consulting with

Mr. Barclay relative to the consulships in Morocco. Morocco was thenceforth to engage Mr. Barclay's attention. He was relieved of his duties at Paris and in May, 1791, despatched to Morocco as Consul of the United States to negotiate a treaty (Am. State Papers I: 288). He died at Lishon January 19, 1793, when about to depart for Algiers on a similar mission.



A. M. THACKARA
Consul-General at Paris since 1914

Office Reopened in 1794

The existing archives of the Paris Consulate-General begin with a reopening of the office as the United States Commercial Agency on October 1, 1801. Fragmentary records of earlier correspondence disclose, however, that the office had been in operation in October, 1794, in charge of Fulwar Skipwith of Virginia as Consul. Possibly the office was reopened at about that date after a cessation due to the disorders of the Revolution. The Terror had worked

itself out in the July preceding. The manuscript archives contain a copy of a letter written to Mr. Skipwith by Thomas Jefferson from Philadelphia, under date of May 13, 1791, from which it appears that Mr. Skipwith was at



that time Consul of the United States at Port Royal, Martinique, where he remained until the spring of 1794.

It is worth something of a digression to quote the following from a despatch addressed by Mr. Skipwith to Thomas Jefferson from St. Eustatia, in the West Indies, on March 1st of that year: "The ship Delaware, in which I had taken passage for Philadelphia, was, on the 7th instant, captured by the Experiment (British) privateer, of Bermudas, and carried into Monserat; on her arrival stripped of her sails; and, by order of the judge, the captain's papers and mine were peremptorily demanded. I waived a compliance, and at the instant waited on the judge; and, in the mildest terms, observed the impropriety of my exposing, by compulsion, public papers; which, if the United States were not at war with England, ought to be deemed sacred; or my private papers, which did not, in the most indirect manner, relate to the ship or cargo in question. Such assurances did not satisfy the curiosity of the judge; and, the next day, my desk was seized and forced." (Am. State Papers, I:428.)

And these two paragraphs from the same despatch are too choice to pass over: "Conceiving that it must be dear and interesting to the United States to secure the services and attachment of their seamen; I have made use of my feeble exertions to obtain them safe passages home; in part I have succeeded; and shall not hesitate, should the necessity of the case require, to charter a vessel for such as should experience a want of conveyance; but it is with pride and gratification I have the pleasure of observing, sir, that these honest tars cannot be diverted from hastening to the arms of their much injured country."

"Sir Charles Grey, with ten thousand men, have siezed upon St. Pierre," Mr. Skipwith continues, "and many other defenceless parts of Martinique, and is now menacing the formidable fortress of Fort Bourbon; Rochambeau has courage, ammunition, force, and provisions enough, in my opinion, to set him at defiance; and I venture to believe, and do most zealously hope, that he has virtue enough to teach Sir Charles that British gold is not capable of affording a key to every temple of liberty and virtue."

No Salaries; Only Fees

The practice which the Continental Congress adopted originally of paying consular officers fixed salaries "in lieu of commissions" was soon abandoned. By August, 1790, there were altogether in the service of the United States sixteen consular officers, but no one of them received any fixed compensation. The manner of their subsistence is disclosed in the Paris archives by an "Agreement made and concluded on the twenty-first day of October, seventeen hundred and ninety four, between

Fulwar Skipwith, Consul of the United States of America at Paris, and James Cole Mountfloreance Chancellor to the aforesaid Consular office." The agreement provides for the division of all commissions to be received during the ensuing twelve months from the "sales of cargoes, recovery of indemnities or other monies from the French Government in behalf of American citizens and others, as well as for Detention of American Vessels in any of the French Ports, as for American claims for Articles furnished to the French West India Islands, as likewise on account of the Embargo at Boredeaux." Two thirds were to go to Mr. Skipwith and one third to Mr. Mountfloreance.

Skipwith Made Consul-General

Mr. Skipwith was appointed Consul-General sometime prior to May, 1795. This appears from an invitation addressed to him by the Committee of Public Safety to attend a memorial ceremony for Ferrand, who had been assassinated on May 20th, of that year. The invitation bears the salutation: "Au Citoyen Skipwith, Consul-General des Etats-Unis d'Amerique."

In a letter duly copied in the manuscript archives and dated 12 Floreal of the year 7 (May 2 1799), Talleyrand, then French Minister of Foreign Affairs, acknowledges the receipt of a letter from Mr. Skipwith announcing the acceptance by the Government of the United States of Mr. Skipwith's resignation and bids him official farewell in most cordial and laudatory terms. The register of the same day records an agreement between Mr. Skipwith and Mr. Mountfloreance, in which the latter is described as having been entrusted with the safekeeping of the books and papers of the aforesaid Consulate General by the "hon'ble William Vans Murray Esqr Minister of the United States near the Batavian Republic, by virtue of the orders of the Secretary of State, in consequence to the commands of the President."

"Commercial Agency" in Deference to Bonaparte

Apparently the Consulate General was closed from the time of Mr. Skipwith's departure, May, 1799, until October, 1801. In November, 1799, Bonaparte established himself as First Consul. It was no doubt in deference to the assumption of this title by the head of the State that the Consulate General was reopened as a Commercial Agency of the United States and the principal officer was known, not as Consul, but as Commercial Agent. The archives contain an "Inventory of the Books and Papers belonging to the Ex-Consulate General's office of the United States of America, at Paris, and in the care of James C. Mountfloreance, by orders of Government, and by him delivered this Day, eighth of October one thousand eight hundred and one, unto Fulwar Skipwith Esqr, appointed Commercial Agent of the United States at Paris."



Mr. Skipwith's commission, signed by Thomas Jefferson, as President, and James Madison, as Secretary of State, appoints him a Commercial Agent for the City of Paris and "such other parts as shall be nearer thereto than to the residence of any other Commercial Agent or Vice Commercial Agent of the United States within the same allegiance."

Mr. Skipwith's exequatur is signed by Bonaparte as First Consul and by Talleyrand as Minister of Exterior Relations. The records reveal that Mr. Skipwith himself transmitted his commission to the Foreign Office and asked directly for his exequatur. There are other frequent entries in the records of these years showing that the Consulate General maintained direct relations with the Foreign Office. On the 28th Brumaire of the year 10 (November 19, 1801) Mr. Skipwith wrote Talleyrand:

"I just now receive from Chancellor Livingston, our Minister to France a letter announcing me his arrival at Lorient, and have the pleasure to communicate to you this interesting information. As the minister is to remain some days in Lorient, I take the liberty to request you to write to the Prefet of that place to invite him to facilitate by the means in his power Mr. Livingston's proceeding to Paris."

Consul-General Acts in Minister's Absence

In August 1803, Mr. Skipwith wrote to the Secretary of State: "Being charged by Mr. Livingston, during his absence from Paris, with his correspondence with this Government, I think it proper to inclose here copy of a letter lately delivered me from the Minister of Foreign Relations."

Mr. Skipwith wrote the Foreign Office in November, 1801, returning an exequatur which had been issued to Peter Dohell as Commercial Agent of the United States at Havre, because it read only for the department of the Seine-Inferieure, while Mr. Dohell's commission read for "all places and ports nearer to his residence than to the residence of any other Commercial Agent of the United States." The Foreign Office refused to alter the exequatur, giving the Agent a more extended jurisdiction, until the United States should define more exactly the territorial limits of its consular districts.

The earlier Consuls had the faculty of appointing Agents at the smaller ports. Mr. Skipwith wrote March 30, 1802, to James Madison, then Secretary of State, saying that, with the approbation of Mr. Livingston, he had taken upon himself to appoint Mr. J. Anderson, of Charleston, South Carolina, Sub-Commercial Agent for the Port of Cette. "I take the liberty," he writes, "of adding my own request to his that the President may be pleased to confer on him the appointment of Agent, or Vice Commercial Agent for the aforesaid Port and its dependencies."

The archives also contain the full text in French of a commission issued February, 1813, by Mr. Isaac Cox Barnet, Consul at Havre to Pierre Abraham Pouchet as Consular Agent at Rouen.

Consulate Issues Passports

An early function of the Commercial Agent at Paris was the issuance of passports to American citizens. Under date of October 29, 1801, Mr. Skipwith, in reporting to the Secretary of State that he had received his exequatur, says: "I have the pleasure of adding that, for the greater security, and convenience of our citizens, frequenting this country, I have solicited and obtained from the Department of Foreign Affairs an authorization, in its fullest sense, to grant passports for all the purposes of residing, travelling in and leaving France, so that my Countrymen are relieved from those capricious rules and restrictions, which have for several years proved so hurtful and embarrassing to them, in their lawful pursuits."

The following is the exact text of a passport issued in 1805 by Mr. Barnet, while acting at Paris in the absence on leave of Mr. Skipwith:

"By the Special Command of His Excellency Genl. John Armstrong Esquire, Minister Plenipotentiary of the United States near His Majesty the Emperor and King.

"The undersigned Commercial Agent of the United States for the Port and District of Havre de Grace acting for Fulwar Skipwith Commercial Agent of the said States for the District of Paris.

"To all to whom these presents shall come—Greeting. Whereas the hearer hereof Monsieur Rapatel has intention to pass from some Port of France to the United States of America this is therefore to request all Captains and others, Commanders of Ships, armed or unarmed, to Permit him the said M. Rapatel to prosecute his said intention freely and without molestation of any kind.

"Given under my hand and the Seal of my office at Paris this third Day of October in the year 1805 and of the Independence of the United States the 30th.

(Signed) I. COX BARNET,
Agent, etc."

Passports Issued Also to Ships

The issuance of these passports, the records show, brought the Commercial Agent an income in the way of fees amounting to two or three thousand pounds sterling per annum. In 1807 authority to issue passports was withdrawn from the Consulate by the Minister, General Armstrong, and lodged in the Legation. It appears, however, that in 1814 and 1816 the Consulate issued passports to American seamen to enable them to proceed from Paris to the seaboard. The copper plate



from which the passports issued by the Commercial Agent prior to 1807 were printed is still in the archives of the Consulate General. Proofs were taken from it in 1915.

In 1815 and 1816 the Consulate issued a number of passports to ships. The text of one of these following:

"Consulate of the United States of America, Paris.

"Isaac Cox Barnet Consul of the United States of America for the city of Paris and such other Ports as are nearer thereto than to the residence of any other Consul or Vice Consul of the United States within the same allegiance

"To all to Whom These Presents shall come
Greeting

"Whereas it appears by Documents unto me exhibited that the Ship "Favorite" formerly of London, being a prize to the American private armed Brig "True Blooded Yankee" and carried into the port of Brest, was legally condemned by William Boss Esquire, late Consul of the United States for the district of L'Orient—that the said Ship was lawfully and publicly sold—that she was bought for account of Jesse Putnam Esquire, a native and merchant of Boston and citizen of the said United States—and that he, the said Jesse Putnam is the sole Proprietor of the said Ship now called the "Favorite of Boston" now lying in the port of Brest whereof William Lambert another citizen of the United States is Master, being bound to a Port of the said States with liberty to touch at a Port of Spain or Portugal.

"The said ship or vessel being of the following description; as appears by her Register found on board at the time of capture; viz (description of ship follows).

"And the Agent of the said Ship together with the said Master, having agreed to the foregoing description, I have granted permission that the said ship may depart and proceed on her Voyage to the United States as aforesaid. This permission to continue in force only during the said Voyage.

"Given under my hand and the seal of this Consulate and Agency at the City of Paris this Twenty-fourth day of May, in the year one thousand eight hundred and fifteen—and of the Independence of the United States of America the Thirty ninth.

(Signed) I. COX BARNET,
Consul U. S. &c."

Early Notarial Work

An early function of the Consulate was the authentication of signatures. In 1807 differences having arisen

between Mr. Skipwith and General Armstrong, the American Minister, the latter undertook to terminate the authority of the Consulate in this respect. Mr. Skipwith wrote to the Secretary of State: "The legalization of signatures to the acts of Individuals, I consider as being legally and properly attached to this office; at least it has been executed by me here ever since I have been a Consul, and though the emoluments arising from that source have not exceeded 500\$ per annum, yet, except for the recording of acts, there is no other subject of emolument belonging to this office."

Among the more interesting of the notarial acts recorded during these years are a promissory note signed by Lafayette to Henry L. Waddell, for 10,000 francs to be paid at Philadelphia on January 1, 1807, by Mr. James Madison, Lafayette's attorney-in-fact, and a deed signed by Thade Kosciuszko, "formerly an officer of the United States of America in their Revolutionary War against Great Britain, & a native of Sylvania in Poland, at present residing at Paris," willing the sum of \$3,704 to Kosciuszko Armstrong, a son of General Armstrong, the American Minister. The deed concludes: "I hereby instruct and authorize my lawful executors in the United States, Thomas Jefferson President thereof to reserve in trust for that special purpose, etc."

Record of a Marriage

The Consul also recorded marriages and seems in one instance actually to have performed the ceremony, or at least to have stood in the place of an officiating magistrate. The record sets forth that, on March 28, 1802, there personally appeared before the Consul Thomas Sumpter, Jr., Secretary of the Legation of the United States, and Marie L. S. B. N. Delage de Volude "who did each declare their wish and intention of being joined together in the holy bonds of Wedlock, and did require of me the said Commercial Agent to receive their declaration to that effect, in order that such their union in marriage may be hereafter received as binding equally on the two parties within the said United States." The Consul then certifies that "whereas the two Parties hereabove contracting are known to me personally to be under no restriction or impediment which would forbid or preclude their entering into a marriage engagement, within the United States, and moreover, whereas there is no official Chaplain attached in Paris to the Legation of the said States, nor no Episcopalian Clergyman therefrom at Paris, I, hereby, in virtue of the powers invested in me by the different Laws and Conventions of the United States, concerning Consuls, receive this their Declaration of marriage, and have granted to each an official Copy thereof."

(To be continued)



Consular Question Box

EDITORIAL NOTE: Questions arise frequently in consular practice which are not of a character to be referred to the Department for official decision. They have to do with the more informal aspects of consular duty. Officers are invited to refer questions of this kind to the Bulletin, which will endeavor to obtain answers from the most authoritative available sources. The information furnished will, of course, have no official sanction, and readers are requested to submit any additions to or suggested revisions of answers which their knowledge and experience may prompt them to make. Questions, and all other communications relating to the Question Box, should be addressed to the American Consular Association, care of the Department of State, Washington. The envelope should be marked "Question."

1. An officer asks, What are "desirable modes of observing abroad American national holidays, such as New Year's Day, Washington's Birthday and the Fourth of July, at times when the assistance of a consular officer for this purpose is solicited or volunteered." An experienced Consul General now on detail in the Department has kindly prepared this answer:

"At posts where there are few or no Americans resident, the question of the best method of observing national holidays of the United States by consular officers is one to be determined for himself by each officer concerned. In such circumstances it is usual for one to observe holidays common to both the United States and the country in which he is stationed, such as New Year's Day and Christmas Day, according to local custom.

"On July Fourth it is usual for an officer to receive, either at his office or at his home, or at both if that be convenient, all persons who may wish to pay their respects through him to his Government, and to entertain them in such manner as his means will permit. Such entertainment must, of course, be solely at the officer's expense.

"Memorial Day should be observed always by closing the Consulate for the entire day, and by half-masting the flag during the forenoon.

"Washington's Birthday and Thanksgiving Day are usually observed by closing the Consulate for the day, and by such entertainment or extension of hospitality as the means of the officer in charge will permit.

"On all national holidays of the United States, and of the country in which a consular officer is stationed, the flag should be displayed from the office throughout the

day, and it is customary, on New Year's Day, and on the principal holiday of the country in which a consular officer is stationed, for the officer to call officially upon the local authorities to pay his respects.

"When there are a number of Americans resident at a post it is customary and proper for a consular officer to consult with those of prominence and standing among them in reference to the manner of observing any holiday, and to cooperate with such Americans on these occasions whenever their wishes are not inconsistent with the requirements of the officer's position.

"It is desirable that a list of the national holidays of both the United States, and of the country in which a consular officer is stationed, be recorded in the Miscellaneous Record Book of the Consulate under a special caption; and it is further desirable that all official calls made by and upon the officer, functions attended by him, etc., be recorded under a special caption in the Miscellaneous Record Book, to serve as a reference guide to his successors."

2. The same officer asks also, What is the custom as to consular organizations or associations among representatives of different countries, in small and large cities; character of such organizations; by-laws, if any; and limitations thereto? An answer has been obtained from the same source as follows:

"An organization or association of the consular representatives of different countries at a post acting under a set of rules and by-laws, is a thing unknown to the writer, and a thing unlikely ever to exist. Whenever joint action of the consular representatives of different countries is desirable it is usually undertaken under the unofficial guidance of the dean of the corps.

"In matters arising at a post concerning which cooperative official action by the consular officers of the different powers there represented seems desirable in the interest of the United States the American representative is expected to take part, in so far as the Consular Regulations and his instructions permit.

"In all cooperative action by the consular officers of different powers, either official or unofficial, the representative of the United States should be guided by paragraphs 76 and 442 of the Consular Regulations in regard to the order of precedence."



DECISIONS OF THE COMPTROLLER

Volume XXVI of Decisions of the Comptroller of the Treasury, which has just been issued, contains a number of cases of interest to consular officers. The official synopses of some of these follow, together with the page reference for each:

As the appropriation for transportation of diplomatic and consular officers for the fiscal year 1919 made no provision for the payment of expenses of transportation of the families and effects of such officers, expenditures in that connection incurred prior to July 1, 1919, are not proper charges against the United States.

Where consular officers were unable to take with them their families and household effects on transfer to a new station during the fiscal year 1920, said families and effects may be transported subsequently under the appropriation provided for that purpose for the fiscal year 1920. (Page 217.)

Under the act of April 15, 1918, 40 Stat., 528, consular inspectors are entitled to reimbursement of actual and necessary subsistence at the rate of \$5 per day for any given period while traveling on duty where the actual expenditures for the necessary items of subsistence for such period amount to an average of \$5 per day. (Page 327.)

The appropriation made in the act of March 4, 1919, 40 Stat., 1328, for the transportation of diplomatic and consular officers and their families in going to and returning from their posts, is available for the transportation of the wife of a consul in returning to the United States only when she has been residing at her husband's post of duty. (Page 520.)

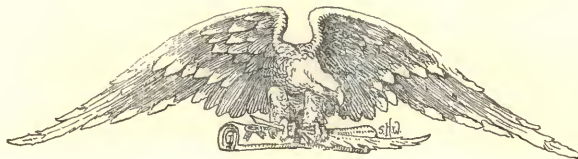
The compensation received by a consular officer from a foreign government for services performed

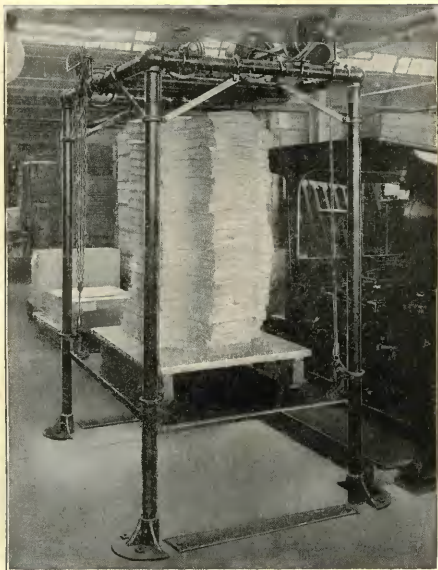
for it should be covered into the Treasury to the credit of miscellaneous receipts under the title of compensation of consular officers from foreign governments. (Page 543.)

In order that relief may be given to American seamen abroad, under section 4577, Revised Statutes, which makes it the duty of certain consular officers to provide seamen of the United States, who may be found destitute within their districts, sufficient subsistence and passage to some port of the United States, the seamen must be absolutely destitute, that is, without other means of subsistence; hence, seamen in prison serving sentence, in jail awaiting trial, or out on cash bail are not entitled to relief at the expense of the Government, as those in confinement are presumed to be in receipt of lodging and subsistence from the local authorities and those out on bail could by returning receive lodging and subsistence, the quality of the food furnished by the prison or jail not being a consideration in determining the destitute condition of the seamen.

The relief of destitute American seamen abroad, as provided by section 4577, Revised Statutes, may be furnished at the expense of the Government without reference to the fault or misfortune by which they became destitute, and seamen who have been released from prison or jail may be given relief in the same manner and to the same extent as other destitute seamen. (Page 674.)

Persons holding the office of vice consul de carrière, created by Executive Order of August 26, 1919, may not be detailed for duty in the Department of State under authority of the act of February 5, 1915, 38 Stat. 805, which is limited in its application to the diplomatic and consular officers specifically mentioned therein. (Page 1049.)





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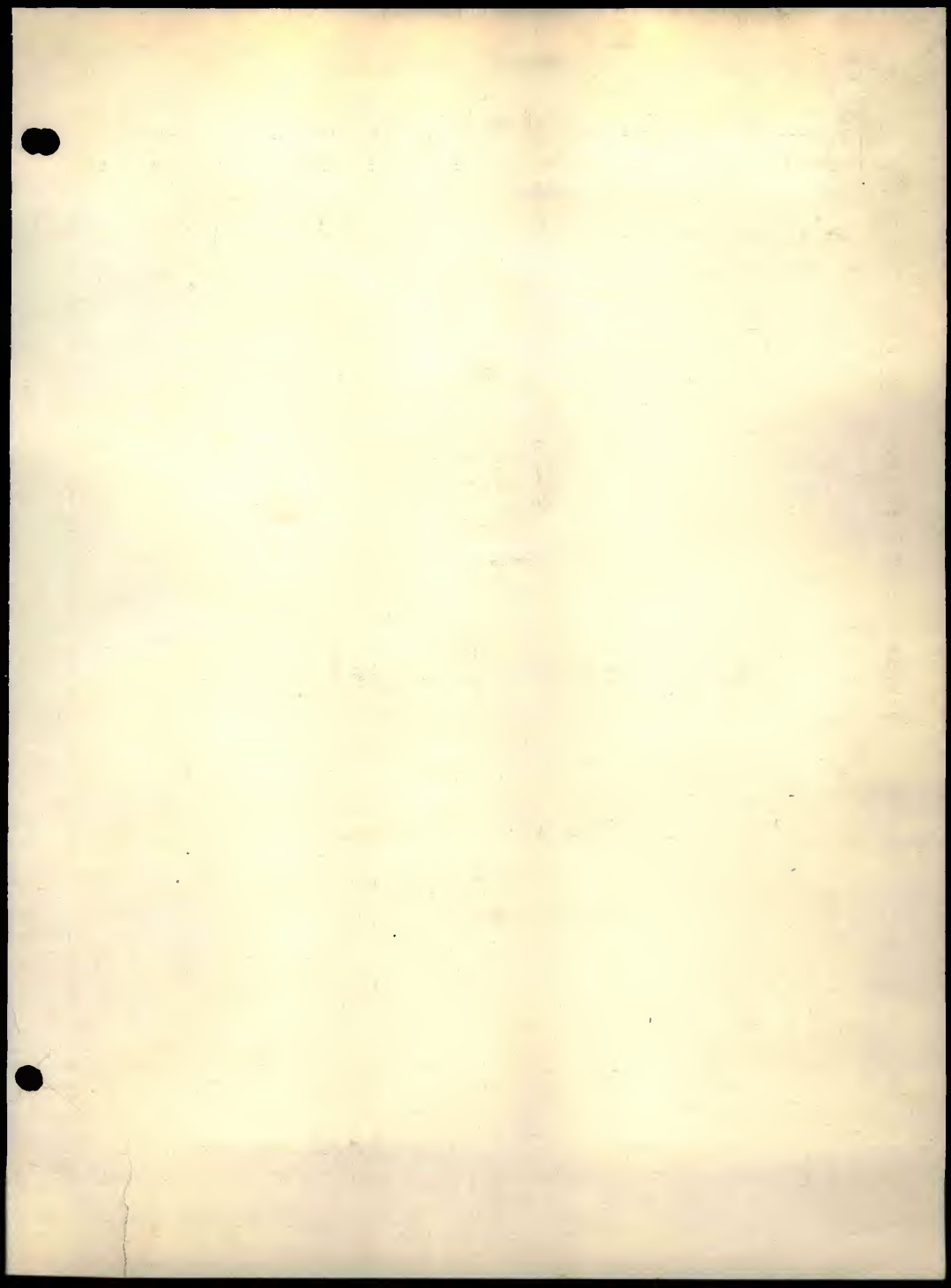
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