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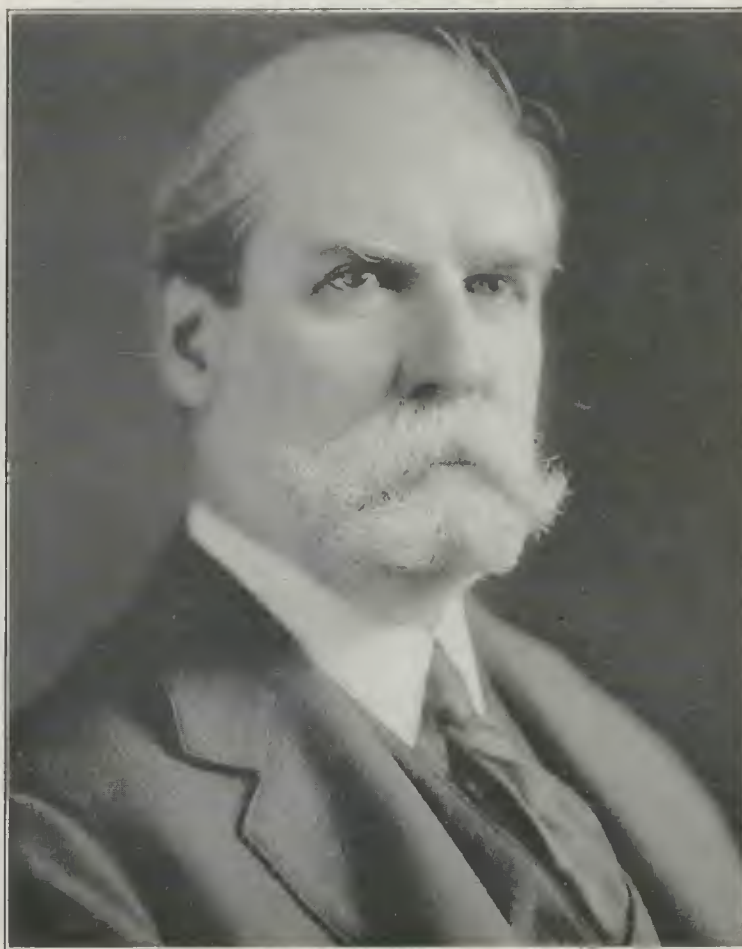


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CHARLES EVANS HUGHES
Secretary of State

EDITOR & PUBLISHER, J. W. YOUNG, TIFFIN BUILDING, Long Island City, N. Y.

Appropriations for Next Year

Reorganization of the Legislative Machinery and the Need for Economy Made It a Bad Year for Appropriations; the Net Reduction Compared with 1921 is Thirty-two Thousand Dollars

There has rarely been a more difficult legislative situation as regards appropriations, than that which developed in the third session of the Sixty-sixth Congress, which terminated on the 4th of March, 1921. The difficulties, however, were greatly lessened by the helpful attitude of the members of Congress who were especially charged with the conduct of the appropriation bill, and the effective support which the Service received from commercial organizations and the business community in general. The progress of the legislation was followed, in these circles, with an attention and an alertness for action which should deeply gratify the members of the Service as a substantial evidence of the appreciation which their commercial work has won in the United States.

The legislative difficulties encountered arose in large part from a fundamental alteration in the manner of handling appropriation bills in the House of Representatives. Appropriations for the support of the Department of State and of the Diplomatic and Consular Service are carried in two separate bills. Those for the Department proper are embraced in the Legislative, Executive and Judicial Appropriation Bill, which is handled by the Committee on Appropriations in the House, and by the Committee on Appropriations in the Senate. Those for Foreign Intercourse (Diplomatic and Consular), comprising a separate measure, have heretofore been handled by the Committee on Foreign Affairs in the House, and by the Committee on Foreign Relations in the Senate.

In the course of last year, with a view to providing for a budget system, all appropriating powers were taken away from the general committees of the House, and concentrated in the Committee on Appropriations. This new system having just been inaugurated, it thus happened that for the first time the Diplomatic and Consular bill, making appropriations for the fiscal year 1921-22, went up for consideration before the Committee on Appropriations, instead of the Committee on Foreign Affairs in the House, and the Committee on Foreign Relations in the Senate.

In the House, Representative John Jacob Rogers, of Massachusetts, was transferred from the Committee on Foreign Affairs, and made chairman of the following sub-committee which conducted the hearings and framed the bill: John Jacob Rogers, of Massachusetts (Chairman); William S. Vare, of Pennsylvania; John A. Elston, of California; Thomas F. Smith, of New York; and John H. Small, of North Carolina.

As the adjustment now stands in the House of Representatives, the committees on general legislation have no jurisdiction over appropriations, and the Committee on Appropriations has no jurisdiction over matters of general legislation. All appropriations made by it must be based on pre-existing statutory authority in each case. As a number of the items which have been carried from year to year in the Diplomatic and Consular Bill have no basic statutory status (post allowance, for instance), such items might be knocked out of the bill on the floor of the House by any member who chose to raise a point of order, with a view of defending the jurisdiction of the committees on general legislation. Thus, in the parliamentary sense, there was a struggle between the general committees and the Committee on Appropriations. This fact prompted those in charge of the bill to conduct most searching hearings, keeping Mr. Carr, the Director of the Consular Service, under constant fire from January 3 to January 15. [Extensive extracts from the hearings were printed in the February issue of the *Bulletin*.]

This situation, taken in connection with the fact that the condition of the Treasury had prompted Congress to inaugurate a rigid policy of retrenchment, constituted an unfavorable atmosphere for accomplishing those enlargements and readjustments demanded by the increased work of the Department of State and the foreign service as a result of war conditions.

Estimates Called for Reorganization

The estimates for the Department of State were for \$1,593,680, as compared with \$1,100,160 in 1920, it being contemplated that this additional amount would permit of a general reorganization in the Department as explained in the letter of the Secretary of State published in the December issue of the *Bulletin*. The attitude of the Committee in regard to these proposals may be judged from the remarks of Mr. Wood, chairman of the sub-committee, on the first day of the hearings.

Mr. Wood. Mr. Carr, I do not think there is any use of our wasting any time upon these proposed increases of salary. I do not think it would be the disposition of the committee or of the Congress or of the country to indulge in salary increases, especially in view of the fact that it is proposed or suggested that there will be a reorganization of the governmental departments and also a reclassification of salaries from the top to the bottom. Therefore, I do not think we need waste any time in talking about increases in these salaries. What we want to



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Principal Items in the Appropriations

OBJECT	Appropriation for 1921 in diplomatic and consular, deficiency, and other acts	Estimates for 1922 regular annual and supplemental	Appro- priation 1922
Salaries of—			
Ambassadors	\$210,000	\$245,000	\$227,500
Ministers, etc.	339,000	363,000	583,500
Chargés d'affaires ad interim.....	50,000	50,000	50,000
Secretaries in the Diplomatic Service.....	435,175	446,875	403,600
Diplomatic and consular officers while receiving instructions and in transit.	65,000	65,000	65,000
Clerks at embassies and legations.....	480,000	580,000	300,000
Interpreters to embassies and legations.....	48,200	49,700	39,500
Quarters for student interpreters at embassies.....	1,200	1,800	1,800
Contingent expenses, foreign missions.....	900,000	1,250,000	800,000
Transportation of diplomatic and consular officers in going to and returning from their posts.....	145,000	300,000	300,000
Emergencies arising in the Diplomatic and Consular Service	400,000	400,000	200,000
Allowance to widows or heirs of diplomatic officers who die abroad	5,000	5,000	2,500
Transporting remains of diplomatic and consular officers to their homes for in- terment	5,000	5,000	5,000
Salaries of the Consular Service.....	2,009,500	2,009,500	1,909,500
Expenses of consular inspectors.....	25,000	25,000	25,000
Salaries of consular assistants.....	75,425	75,425	35,000
Post allowances to consular and diplomatic officers.....	600,000	800,000	250,000
Allowances for clerk hire at United States consulates.....	1,200,000	1,800,000	1,400,000
Salaries and expenses of interpreters and guards to consulates	103,700	103,700	103,700
Relief and protection of American seamen.....	100,000	150,000	150,000
Contingent expenses, United States consulates.....	1,000,000	1,500,000	1,000,000
Legation buildings and grounds at San Salvador.....		11,000	11,000
Purchase of embassy buildings and grounds, Paris, France.....			150,000
Purchase of embassy, legation and consular buildings and grounds, elsewhere ..			300,000
Expenses, Passport Control Act.....	400,000	1,000,000	600,000

[The Bill, as finally passed, carried a total of \$9,350,775.79, as compared with \$9,383,537.91 for 1921.]

know something about is the necessity for an increase in force or to see if we can not agree upon some arrangement whereby we can decrease the force. As I suggested a while ago, it seems to me that we ought to arrive at a point pretty soon where we can get on a normal basis and get away from the war proposition, which has occasioned your having three times as many clerks in your department as you had before the war.

The final result of appropriations for the Department of State was a net decrease of \$203,020 for the fiscal year 1921-1922 as compared with 1920-1921. The principal changes in the items were as follows:

The elimination of the position of Chief of Bureau, these officers hereafter to be designated as Officers to Aid in Important Drafting Work.

The elimination of the passport bureaus at New York and San Francisco.

A reduction of \$127,500 in the lump sum appropriation for temporary employees.

As regards the Diplomatic and Consular Bill, it was reported from the committee with a total decrease as compared with the appropriations for the current year of \$826,887.12 and a total decrease as compared with the estimates submitted by the Department of \$3,440,198.15.

The final result, however, was more encouraging in that the bill as passed carries appropriations amounting to \$9,350,775.79 for 1921-22, as compared with \$9,383,537.91 for 1920-21, making a net reduction of \$32,762.12. It will be of interest to examine the principal items of the bill, as shown in the comparative table printed at the top of this page.

Americanization Among Clerks

Since 1906 the appropriation for "Clerk hire, foreign missions," has carried a provision that clerks paid therefrom shall be American citizens, and since the Act of June 4, 1920, there has been a further stipulation that such clerks "so far as practicable shall be appointed under Civil Service Rules and Regulations." As a further step in the Americanization of the clerical staff in the Diplomatic Service, the following provision was added to the item relating to "Contingent expenses, foreign missions," in the Act just passed:

"PROVIDED, That no part of this sum appropriated for contingent expenses, foreign missions, shall be expended for salaries or wages of persons not American citizens performing clerical services, whether officially designated as clerks or not, in any foreign mission."



Under the new travel regulations which went into effect on July 1, 1919, it has been found that the original appropriation of \$145,000 was insufficient to meet the "actual and necessary expenses of transportation and subsistence of diplomatic and consular officers and clerks and their families and effects in going to and returning from their posts," and the amount has accordingly been increased for 1922 to \$300,000, which is thought to be adequate.

Relief for Consular Widows

The present Act carries two interesting appropriations in favor of Mrs. Anna Gale White, widow of Jay White, late Consul at Naples, Italy, and Mrs. Mary A. Higgins, widow of Edward Higgins, late Consul of Bahia, Brazil, the amount in each case being one year's salary of the deceased husband. With the inclusion of these items, a substantial line of precedents has been established. It will be recalled that in the Act of March 4, 1919, a similar appropriation was made for Mrs. Natalie Summers, widow of Maddin Summers, late Consul General at Moscow, Russia, and in the Act of June 4, 1920, the sum of \$4,500 was appropriated for Mrs. Winifred T. Magelssen, widow of William C. Magelssen, late Consul at Melbourne, Australia. On the floor of the House, the following inquiry was made:

Mr. Mann (of Illinois): Is it the policy now to pay the widow of a diplomatic or consular officer who dies in the Service a year's salary?

Mr. Rogers: It is not the settled policy. The gratuity, if you care to call it that, has been reserved for cases of real want, established in the given case. I am advised by the Department of State and through personal friends of the widow in this particular case, that really straitened circumstances exist.

Heretofore, an appropriation has been made annually for transporting remains of "diplomatic and consular officers to their homes for interment." In the present Act, the provision is made to include clerks. This is an excellent and very necessary extension of its application, in view of the number of American clerks now being sent to the field.

Several very constructive steps were taken towards the purchase of embassy, legation and consular buildings and grounds. It will be recalled that under the Lowden Act of February 17, 1911, authority was given the Secretary of State whenever appropriations were made for that purpose, to purchase such buildings and grounds not to exceed \$500,000 in any one year, nor \$150,000 in any one place. The present Act carries an appropriation of \$11,000 for grading and completing the grounds of the legation building recently purchased at San Salvador. It also appropriates \$150,000 for the purchase of an embassy building and grounds at Paris. Authority is granted the President to accept on behalf

of the United States Government from Mr. J. Pierpont Morgan the gift of his excellent residence at 13-14 Princes Gate, London, as a residence for the Ambassador.

Furthermore, the President was given a general authorization in his discretion to accept on behalf of the United States unconditional gifts of land, buildings, furniture and furnishings for the use of diplomatic and consular offices and residences.

The sum of \$300,000 was appropriated for the purchase of embassy, legation and consular buildings and grounds at Rome, Brussels, Berlin, Christiania, Athens, Belgrade, Bucharest, Prague, Monrovia, Vienna, Budapest, Canton, Hankow and Amoy. The Secretary of State was authorized, with the approval of a commission, to use the foreign credits of the United States Government for the purchase of such buildings at the places named. The commission is composed of the chairman and ranking minority member of the Foreign Relations Committee of the Senate, the chairman and ranking minority member of the Committee on Foreign Affairs of the House of Representatives, the Secretary of State and the Secretary of the Treasury. The first-named official is the chairman of the commission. It is hoped that this very promising step may provide means for initiating a general policy looking to the housing of our foreign service under the Lowden Act, which has not in itself been productive of the results originally desired.

Hard Sledding for Post Allowances

The post allowance appropriation fared somewhat badly. The original estimate was for \$800,000, it being intended according to the explanation given by Mr. Carr to extend its application in the Service to the higher ranking diplomatic and consular officers, and especially those chiefs of missions whose salaries are inadequate. The House Committee on Appropriations did not feel that the present conditions of exchange and the cost of living generally justified the general use of post allowances and reduced the amount to \$250,000. On the floor of the House opposition developed to the item and it was knocked out of the Bill on a point of order. The Senate Committee restored the item at \$500,000, but as there was a lack of agreement in conference, the matter was taken back to the House, where the sum originally carried in the Bill, \$250,000, was decided upon, the Senate agreeing to this amount.

Control of Immigration

The question of immigration restriction was widely discussed in connection with passport visa control throughout the entire session of the Congress. Mr. Johnson, chairman of the Committee on Immigration in the House, introduced, and the House passed, a bill for the temporary suspension of all immigration with certain exceptions, pending the enactment of permanent legisla-

(Continued on page 15)

Reorganization in Prospect

With the Kind Permission of the Independent, the Bulletin Reprints Herewith an Article Contributed to a Recent Issue of that Weekly by Wilbur J. Carr, Director of the Consular Service, Dealing with Possible Changes in the Foreign Service

The need for re-organization of our foreign service exists quite independently of the adoption of any particular foreign policy. The economy of the world has been upset and the United States is in an unprecedented international situation. We have a money debt owing to us from foreign governments of nearly ten billions of dollars, which is three times the total of our own national debt in 1914. We find ourselves suddenly in the possession of a large merchant marine, much of it Government-owned, touching at all the ports of the world. The flow of immigration, setting in anew with great volume, connects us as by a human bridge with all the countries of Europe. Our foreign trade has grown to vast proportions, while the development of our manufacturing resources in excess of home requirements makes imperative the maintenance of foreign markets for our goods, in the face of competition from nations struggling desperately for economic survival.

Obviously the need is ever present for a foreign service capable of executing the policies chosen. It must be a service capable as well of safeguarding the interests of the nation and of citizens abroad, and alert to keep the responsible officers of the Government at home informed promptly and accurately of foreign developments.

It is plain that no personnel or machinery adjusted to these demands as they existed before the war will suffice much longer without extension and reorganization. Since many of the new problems in our foreign relations are economic, the demand for an improvement in the means of dealing with them has naturally come most definitely and persistently from the business community. It is, however, a matter of no less concern to all sections of the population. So vital to the national interest has the conduct of our foreign intercourse grown to be that the maintenance of proper instrumentalities for conducting it affects the bread and butter of the whole people.

The active interest of Congress has been manifested in a request from the House of Representatives for an investigation, by the Bureau of Efficiency, of all the foreign trade promotion work of the Government. The findings of the Bureau were submitted early this year (1920) and printed as House Document No. 650. The Senate, also, has required from the heads of executive departments, by a resolution of October 3, 1919, detailed statements covering the character, amount and estimated cost of work carried on under their authority and having any relation to the foreign commerce of the United States.

One reason for these investigations is the increasing multiplicity of agents of various executive departments operating in foreign countries. Aside from the Diplomatic and Consular Service, maintained under the Department of State, the Department of Commerce maintains commercial attachés, attached to our embassies and legations in the more important foreign capitals, and from time to time sends abroad special agents or trade commissioners to investigate particular aspects of the foreign trade situation. In addition, the Treasury Department, the Department of Agriculture, and the Shipping Board each have foreign agents of their own.

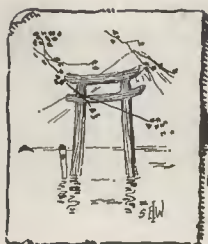
In replying to the inquiry of the Senate the Secretary of State expressed the hope that the various activities of the Government abroad might be brought "to a correct focus in the Department of State." "By this suggestion I do not desire," the Secretary said, "to leave the impression that the Department of State is in any wise grasping or that there is a tendency on its part to usurp the functions or absorb the work of other departments; it is seeking their aid rather than coveting their authority. . . . As the Department of State must inevitably direct the foreign policy of the Government, it is desired to utilize to the fullest extent the agencies of all other departments. By such means alone would it be possible to reach a maximum of efficiency in the broad domain of our foreign relations. The old cumbersome methods, with their duplications, their lack of common authority, and their individual operations, ought to be abandoned."

"There can be no clear-cut commercial policy carried out by separate bodies that do not interfunction," wrote the Secretary of Commerce in reply to the Senate inquiry. "Any industrial organization composed as is the commercial organization of the Government would fail, for the seeds of decay are planted in the very separateness of the component parts."

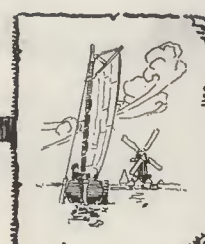
A Practical Beginning

A practical beginning has been made toward the co-ordination which both Secretaries bespeak. Early in 1919 the Secretary of State addressed a communication to the heads of all other executive departments, boards and commissions dealing directly or indirectly with questions of foreign trade, inviting each to designate a liaison officer to spend one or more days each week in the office of the Foreign Trade Adviser of the Department of State. It was suggested that these liaison officers would constitute a more or less informal inter-depart-

(Continued on page 14)



HERE & THERE



The Department announces that the following named men passed the consular entrance examination of January 24th last: Donald F. Bigelow of St. Paul, Minn.; John J. Ewart of East Orange, N. J.; Samuel J. Fletcher of Kittery Point, Me.; Charles I. Graham of Evanston, Ill.; Leonard N. Green of Detroit, Minn.; Charles H. Heisler of Milford, Del.; Robert D. Longyear of Brookline, Mass.; Hugh C. McCarthy of Helena, Mont.; William F. Nason of Brockton, Mass.; Robert R. Patterson of Ann Arbor, Mich.; Sydney B. Redecker of Brooklyn; Walter S. Reineck of Fremont, O.; Fred R. Robinson of Swampscott, Mass.; Edwin F. Stanton of Los Angeles, Cal.; George A. Townsend of Baltimore; and James R. Wilkinson of Madison, Wis.

Ralph J. Totten, Consul General at large, has returned from a leave of absence spent at his home in Nashville and hunting and fishing in Florida. He will leave in a few days for a brief inspection trip in Mexico. Other officers who have called recently at the Department include John A. Ray, Consul at Lourenco Marques, East Africa; Max D. Kirjassoff, Consul at Dairen, Manchuria; William J. Yerby, Consul at Dakar, Senegal; Stillman W. Eells, Consul at Nairobi, British East Africa; James S. Benedict, Consul at St. John's, Newfoundland; John R. Bradley, Consul at Bluefields, Nicaragua; Richard T. Wood, Vice Consul at Manchester, England.

Robert D. Murphy, Vice Consul of career, of Milwaukee, and Miss Mildred Taylor of St. Louis, were united in marriage on Thursday, March 3d last, at high noon, by Father Thomas at Saint Patrick's Cathedral, Washington, in the presence of a few intimate friends and relatives of the bride and groom. A delightfully appointed wedding breakfast with covers for sixteen was served, following the ceremony, at Wardman Park Hotel, where the assembled guests wished the young couple every happiness. Mr. and Mrs. Murphy, amid showers of rice, boarded the Congressional Limited for New York, Lake Placid and Montreal. Upon their return from their honeymoon Mr. Murphy will undergo the usual month's instruction period in the Department before being assigned to a post. The *Bulletin* takes this opportunity to congratulate him and extends a hearty welcome to his entry into the Consular Service.

The nuptial ceremony of Vice Consul Ralph A. Boernstein and Miss Myra E. Dickey, both of Washington, D. C., was celebrated in the presence of relatives and

close friends at the home of the groom, by the Rev. John J. Quealy at 8 o'clock in the evening on March 7, 1921. Mr. Boernstein, formerly Vice Consul and clerk at Barbados, British West Indies, will sail with his bride on the S.S. "Cretic," March 15th, to Naples, proceeding then to his new post at Rome. The *Bulletin* wishes them *bon voyage* and godspeed on this delightful wedding trip.

Recently announced assignments of officers of the grade of Consul General include that of Nathaniel B. Stewart to Barcelona, Alban G. Snyder to Christiana, Ernest L. Harris to Singapore, Alphonse Gaulin to Rio de Janiero and John Ball Osborne to Genoa. Mr. Stewart was previously assigned to Mexico City but did not proceed to that post. He has been on duty in the Department for nearly a year, assisting the Director of the Consular Service with various matters. Mr. Snyder is replaced at Singapore by Mr. Harris, who has been on leave since the completion of his arduous duties in Siberia, and replaces at Christiana Mr. Osborne. No announcement has been made as yet concerning Marseilles, which Mr. Gaulin leaves after twelve years' continuous service at this one post.

John F. Jewell is suffering somewhat in health after three years of continuous service at tropical Batavia. He has been ordered to the United States and his place at Batavia will be taken by Henry P. Starrett, who is replaced at Adelaide by Henry H. Balch. Mr. Balch returned recently from Asuncion and has had a brief tour of duty in the Department. Parker W. Buhrman goes from Ceiba to Soerabaya; Arthur C. Frost, from Barranquilla to Guatemala; Arminius T. Haeberle, from a detail at Rio de Janiero to take charge at Sydney, Australia; and Edward J. Norton from Sydney to Callao-Lima. John W. Dye has been detailed to Ciudad Juarez, Mexico, and Benjamin F. Chase has been assigned to Trondhjem in the place of Milo A. Jewett, whose death is noted elsewhere in this issue. Harry Campbell, now in the Department, has been assigned to Asuncion. Monnett B. Davis of Colorado, newly appointed Consul of Class VII, has been assigned to Port Elizabeth, South Africa. J. Preston Doughten has been assigned to duty in the Department. James H. Goodier has been temporarily detailed to Kingston, Canada.

Austin C. Alden, Consular Assistant detailed to the Department, has been appointed Vice Consul at St. Michael's. Other changes among Consular Assistants



include the appointment of Howard A. Bowman as Vice Consul at Danzig, where he was already detailed; Herbert S. Bursley, lately Vice Consul at Dublin, appointed Vice Consul at Sofia; and C. Luther Swaim, now in the Department, appointed Vice Consul at Dublin. David C. Berger has been appointed Vice Consul at Changsha temporarily and Walter A. Adams has been assigned as Vice Consul at that post. Norwood F. Allman has been appointed Vice Consul and Interpreter at Shanghai. Harman L. Broomall has been promoted from Student Interpreter and appointed Vice Consul and Interpreter at Yokohama. William W. Corcoran, Vice Consul, has been detailed temporarily to Madras from Calcutta. Harvey T. Goodier, temporarily at Dairen as Vice Consul and Interpreter, has been reappointed Vice Consul and Interpreter at Yokohama.

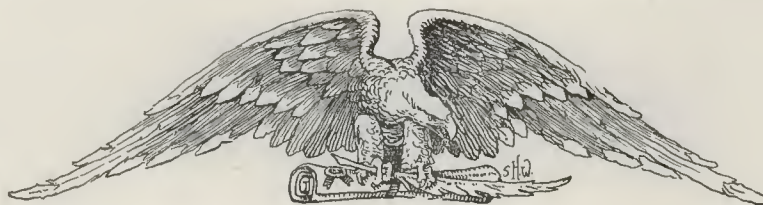
The following changes have been announced among subordinate officers: Gilson G. Blake, now Vice Consul and clerk Newcastle, New South Wales, transferred to be Vice Consul and clerk, Adelaide; Roy E. B. Bower, now clerk Southampton, appointed Vice Consul there; John F. Claffey, now Vice Consul and clerk Dublin, transferred to be Vice Consul and clerk London; Walter T. Costello, now clerk Melbourne, transferred to be Vice Consul and clerk Sydney; David Donaldson, now Vice Consul and clerk Hamilton, Ontario; John F. Fee-ney, now clerk Paris, appointed Vice Consul there; Ernest T. Hodge, now clerk Bergen, appointed Vice Consul there; Percy G. Kemp, now Vice Consul and clerk Malaga, transferred to be Vice Consul and clerk Cadiz; F. Maclin Marrow, now clerk Gibraltar, appointed Vice Consul there; Claude R. Michels, now Vice Consul and clerk Hamilton, Ontario, transferred to be Vice Consul and clerk Santiago de Cuba; Wayne O. Mitchell, now clerk Colombo, appointed Vice Consul there; Charles E. B. Payne, now clerk London, Ontario, appointed Vice Consul there; Brigg A. Perkins, now clerk Budapest, appointed Vice Consul and clerk Belgrade; William T. Pelbrough, formerly clerk Tacna, appointed Vice Consul and clerk at Arica; Harry W. Pascoe, clerk Torreon, appointed Vice Consul there; John B. Sawyer, Vice Consul and clerk Shanghai, appointed Vice Consul and clerk Hongkong temporarily; H. S. Miller, clerk Hongkong, appointed Vice Consul there; Verne G. Staten, clerk Hongkong, appointed Vice Consul there; George G. Fuller, Vice Consul and clerk Copenhagen,

appointed Vice Consul and clerk Troundhjem temporarily; Marion De Tar, clerk Palermo, appointed Vice Consul there; Ralph A. Boernstein, Vice Consul and clerk Barbados, appointed Vice Consul and clerk Rome; Hernan C. Vogenitz, Vice Consul and clerk Habana, appointed Vice Consul and clerk Lisbon; William A. Smale, Vice Consul and clerk Nogales, appointed Vice Consul and clerk Habana; Alexander W. MacKenzie appointed honorary Vice Consul Trinidad temporarily.

Hoffman Philip, Minister of the United States to Colombia, has returned temporarily to Washington under instructions from the State Department for the purpose of providing the Department with information on affairs in Colombia and to assist in matters relating to the Colombian treaty.

"I am greatly obliged to you," writes a Consul in South America, "for the fullness of explanation furnished in the December number of the *American Consular Bulletin* in answer to some questions of mine." Who is the next man with a question? The question box is always open. Don't forget that communications of all kinds respecting the *Bulletin* and its contents are to be addressed to the Secretary-Treasurer of the Consular Association, in care of the Department of State, and not directly to the publisher in New York.

The Mine Force of the United States Atlantic Fleet, commanded by Captain H. E. Lackey, and comprising the U.S.S. "San Francisco," flagship, the mine-layer destroyers, "Murray," "Mahan" and "Lark," and the mine-sweeper "Mallard," visited Port of Spain, Trinidad, from February 1st to 6th. Consul Henry D. Baker reports that the visit was a success in every way, due to the excellent behavior of the crews and the cordial and tactful bearing of the officers. Baseball games between the teams of the various ships took place each afternoon. During a trip to the asphalt lake of the New Trinidad Lake Asphalt Company the wireless telephone was demonstrated for the first time in Trinidad. Before the close of the visit Consul Baker received word that one of the ships of the Asphalt Company was aground on the Venezuelan coast with a broken propeller. At Mr. Baker's suggestion, Captain Lackey had the distressed vessel towed into Port of Spain by two of the destroyers under his command.



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The purposes of the Bulletin are (1) to serve as an exchange among American consular officers for personal news and for information and opinions respecting the proper discharge of their functions, and to keep them in touch with business and administrative developments which are of moment to them; and (2) to disseminate information respecting the work of the Consular Service among interested persons in the United States, including business men and others having interests abroad, and young men who may be considering the Consular Service as a career.

Propaganda and articles of a tendential nature, especially such as might be aimed to influence legislative, executive or administrative action with respect to the Consular Service, or the Department of State, are rigidly excluded from its columns.

MR. HUGHES AND HIS AIDES

On the morning of March 5th, Charles Evans Hughes, Governor of New York for two terms, Associate Justice of the Supreme Court of the United States 1910-1916, and Republican candidate for President in the latter year, took the oath of office as Secretary of State and entered at once upon the active discharge of his duties. Two days later Henry Prather Fletcher qualified as Under Secretary of State.

By his appointment as Under Secretary, Mr. Fletcher continues a diplomatic career begun nearly twenty years ago as Secretary of the American Legation at Habana. From 1903 to 1905 he served as Second Secretary at Peking and from 1905 to 1907 as Secretary at Lishon. He then returned to Peking, serving as First Secretary and at times as Chargé d'Affaires until the end of 1909, when he was appointed Minister Plenipotentiary and Envoy Extraordinary to Chile. He was appointed Ambassador to Chile in 1914 and to Mexico in 1916, resigning the latter post a year ago February.

Fred Morris Dearing has been appointed Assistant Secretary of State. He returns to the Foreign Service after an interim of a little more than four years, during which time he has been prominently connected with the American International Corporation. Mr. Dearing entered the Diplomatic Service in 1906 as Second Secretary of the Legation at Habana. In 1907 he went to Peking as Second Secretary and two years later returned to Habana as Secretary. The following year, after a short tour in

London, he was appointed Secretary of Embassy at Mexico City. He served as Assistant Chief of the Division of Latin-American Affairs during 1911, went then to Brussels, in 1914 to Madrid and in 1916 to Petrograd, where he served as Counselor of Embassy, until his detachment from the Service to enter business.

Mr. Adey, now completing his 35th year in that office, continues as Second Assistant Secretary, and Mr. Carr, now nearing his 30th year with the Department, continues—the Service will be most gratified to learn—in the position, Director of the Consular Service, which was created for him twelve years ago.

The new Third Assistant Secretary is Robert Woods Bliss, lately Secretary of Class I in the Diplomatic Service and Chief of the Division of Western European Affairs. Mr. Bliss entered the Foreign Service as Consul at Venice in 1903. He became Second Secretary of the Embassy at Petrograd in the following year and Secretary of the Legation at Brussels in 1907. In 1909 he was transferred to Buenos Aires as Secretary of Legation. He became Secretary of Embassy at Paris in 1912, being assigned as Counselor in 1916. From September to November, 1918, he was Chargé d'Affaires at The Hague. He returned then to Paris as Counselor and served in that capacity until after the conclusion of the Peace Conference.

The Service will be gratified and encouraged by Mr. Hughes' selection, for his chief aides, of men of experience and service background. The wisdom of this course was made evident at once by the ready understanding and vigor with which these officers took up their respective tasks.

AN IMPORTANT CONTRIBUTION

The *Bulletin* begins with this issue the publication of an article, generously contributed by Consul General Ravndal, on the origin of the consular institution. "This question," writes Mr. Ravndal, "has been the subject of an inquiry on my part extending over a period of some fifteen years. . . . I have discovered no study of this question, in the English language, since the publication in 1813 of Consul General D. B. Warden's *On the Origin, Nature, Progress and Influence of Consular Establishments*. [Warden was American Consul General at Paris from 1808 to 1814.] This treatise, while interesting, is naturally crude and in various essential particulars incorrect. Many manuscripts have been discovered since 1813 in Italian and other libraries throwing new light on the matter at issue." It is possible that a more extensive treatise, covering in detail the matters of which the present article tells the main story, will be published soon over Consul General Ravndal's name. Mr. Ravndal's colleagues will welcome his scholarly account of the origin of the service of which they are now a living part.

Extensive Passport Forgeries

Passport and Visa Frauds Now Being Perpetrated Extend from Paris to Warsaw and Ramify to Practically All of the Countries of Europe—Visas in Five Minutes

Consul Harry A. McBride, now Chief of the Visa Office of the Department of State, reports that due to the excellent initiative and laudable efforts of many Consular Officers in Europe, the Department is in possession of complete details concerning systems of forging passports and visas in many European countries. These forgeries have greatly complicated the immigration problem confronting the United States. The passport and visa frauds now being perpetrated extend from Paris to Warsaw and ramify to practically all the countries of Europe. The principal centers of the illicit industry are in Poland, Italy and Greece.

It will be of interest to Consular Officers to know that the Department has detailed Consul Shelby F. Strother at Ellis Island for the purpose of assisting in combatting

these frauds and that other agents of the Department are also working upon this matter in the United States, under the direction of the Visa Office.

During the period from February 10 to February 28, 1921, 91 aliens were discovered at Ellis Island endeavoring to enter the United States with false visas. All are being held for immediate deportation. Of the number, 48 fraudulent visas came from Rome and Naples, 34 from Warsaw, and nine from Athens.

The rubber stamp used for visa work has been cleverly duplicated, and a counterfeit dry seal, not so difficult of detection, is being used in many cases. The American fee stamps, especially the \$10 fee stamp, have been counterfeited. The imitations are not good but clever enough to pass muster unless compared closely with the original



AMERICAN CONSULATE AT VENICE

Morning Scene, Furnished by Consul James B. Young, Showing Expectant Immigrants Waiting to Make Their Visa Applications, in Order to Quit the Canals of Venice for the Promise of America.



ones. Recently a fraudulent \$9 fee stamp has been discovered—an excellent imitation and much more difficult to detect.

The greatest number of fraudulent visas detected during any one day at Ellis Island was 26, and this took place on Washington's Birthday.

Visas in Five Minutes

The London *Daily Mail* of February 10, 1921, prints the following:

Following the statement of a correspondent in yesterday's *Daily Mail* that he got his visa at the British Passport Office in 10 minutes and at the Belgium Consulate in four minutes, the United States Passport Office, Cavendish Square, W., challenges any of the passport offices to beat its record.

"We can get British-born people through in five minutes, and have done it when strings of them have been waiting," said an official to a *Daily Mail* representative yesterday. "Where there have been delays it has been due to knotty problems concerned with Russians or other people from Eastern Europe.

"All our applicants go through in a straight line, so that we eliminate that greatest of all time-wasters—trudging along passages for every stage of the examination.

"We have a good inside staff. The English girls we employ are about as good in speed and efficiency as the American men. They know how to hustle."

SHIPWRECK OF CONSULAR INSPECTOR

Robert Frazer, Jr., Consul General at Large, was shipwrecked while inspecting consular offices in Central America during January last and after a thrilling experience came off with his life only.

In order to reach a group of small offices on the north coast of Honduras, Mr. Frazer arranged for passage on a schooner which had been chartered by two Englishmen for a voyage to the east coast of Nicaragua. Regular means of transportation to the ports which Mr. Frazer had to reach in the performance of his official duty was altogether lacking.

It became evident, when the schooner set sail about noon, January 12th, that it was in every way inadequately conditioned for a sea voyage. There was only one life preserver on board and no barometer, and the sails were old and the spars patched. The only member of the crew who had any knowledge of sailing was the captain, who later averred that, had it not been for the assistance given by Mr. Frazer and the two charterers of the schooner, it must have foundered the first night out.

About midnight, after leaving Puerto Barrios, a stiff breeze coming up, the mainsail gaff broke in a place where it had been patched. It became difficult to control the vessel, and, when the wind dropped about daylight, it was found to have blown a long way westward and to be not far from Punta Gorda, Honduras. During the morning the schooner made that port and lay outside all day while the gaff was repaired.

At four the following morning, the wind being light and favorable, sail was again set for Puerto Cortes. Favorable sailing continued until four in the morning of the 15th, when without warning, in the intense darkness of the night, one of the sudden, fierce "norther" for which this region is noted, broke upon the schooner.

Within five minutes the weather changed from a practical calm to a fierce gale. The jibs and staysail were immediately blown to shreds and the vessel became uncontrollable.

The fore and mainsails still holding, the vessel lay into the wind but dragged slowly backward and on to a lee coast. Every expedient was tried. The vessel could not be brought about. An anchor which was put out dragged on the sandy bottom. Finally, at eight in the morning the schooner struck bottom some two hundred feet off a sandy beach. Through the smoother water in the lee of the vessel all hands succeeded in swimming ashore, despite the surf and powerful undertow. Had the vessel struck on a rocky part of the coast, it is certain that none of the ship's company would have survived.

Ashore in underclothes and pajamas, Mr. Frazer and his companions found themselves near a little hamlet five miles southwest of the town of Omoa, which is in turn about nine miles southwest of Puerto Cortes. The natives supplied food and such garments as they had, which were very few. A meal-sack about his shoulders provided Mr. Frazer with nearly the only protection he had against the cold of the "norther," while they trudged the five miles to Omoa.

During the late afternoon some of the sailors were able to return on board the schooner and retrieve such personal effects of the passengers as had not been washed away. The schooner broke up during the night.

Mr. Frazer reported the affair to the Department from Puerto Cortes under date of January 18. He does not mention in the despatch having suffered in health. He lost, however, practically everything he had with him in the way of clothes and outfit.

Origin of the Consular Institution

By G. Bie Ravndal

There was no pattern in existence in ancient times, nor in the Middle Ages, after which the subsequent consular institution could be modelled. The latter grew out of the increased foreign trade and shipping relations which necessitated the creation in the seaports of the west of *consuls de mer*, *consuls des marchands*, *archiconsuls*, municipal magistrates whose chief official business it was to adjudicate commercial and maritime disputes. In consequence consular courts gradually became instituted. They were established in Pisa, Amalfi, Messina, Venice and other Mediterranean seaports for use in those states during the 11th and 12th centuries, more or less simultaneously with the development of the maritime code entitled *Consolato del Mare*, which in turn was the offspring of the *Tables of Amalfi*, and, as claimed by David J. Hill (*A History of American Diplomacy*, New York, 1905), the first example of international law (employing the term in a limited sense to signify law on certain definite subjects which was common to many states). Having signally manifested its usefulness at home, this consular institution naturally became transplanted into foreign ports.

Some writers commit the error of confounding the *consulats de mer*, which were domestic institutions, with the consulates established in foreign lands. The former, beside exercising jurisdiction under admiralty and commercial law (like the Aldermen's courts of the later Hanseatic League), were further authorized to regulate all matters of trade and transportation, including the negotiation of commercial treaties, and participated otherwise in the national government. On the other hand, the consulate abroad was a *consulat de mer*, as found at home, transferred in modified form to some foreign port and presided over by an agent of the home government whose duty primarily was that of a magistrate over his nationals and otherwise that of an official representative of the mother country and the protector of its citizens among whom he was stationed.

It is doubtful whether any such functionary had been known prior to the Crusades. From antiquity down through the Middle Ages, in spite of the universally accepted principle of exclusiveness forbidding all fusion, all friendship, all intercourse with foreigners, nations intermingled within certain restrictions, and their respective settlers abroad preserving the laws and institutions which they had carried with them from home, were governed by special judges, often of their own nationality and often of their own choice. It does not appear, however, that such judges had ever been delegated by the home authority to act as its agents in colonies or communities of its nationals abroad.



G. BIE RAVNDAL

*American Consul General at Constantinople since 1910
and lately American Commissioner There*

The "proxenos" of the ancient Greeks (even today the Greek word for Consul is *proxenos*) was a consular official but not a principal consular officer, i. e., a *consul missus*. In his own country, of which he was a notable citizen, he voluntarily undertook to care for the interests of a foreign country or nation. Such "foreign nations" most frequently were other independent Greek cities. Sentiments of liberality or ambitious vanity would prompt the head of a rich family of a Greek commonwealth to receive hospitably and pay sedulous attention to visitors (strangers, i. e., enemies, these terms in those days being identical) from some other Greek republic. Traditions of such generous friendship, continued by son and grandson, sometimes for generations, would constitute a sort of tacit contract between the foreign state and the particular family in question. Ultimately, the foreign government would decide to bestow upon the then living representatives of the family a special token of gratitude; honors and titles by which he was publicly recognized in a representative capacity. This probably



was the origin of the proxenial institution which gradually became fixed and regulated by law.

Tissot claims that the proxenial institution eventually prevailed in all Greek cities and cities of Greek origin. "From Naples to Rhodes, from Cyrene to the Bosphorus, its existence has been proven, and not only in the flourishing ports of Italy, Sicily, Hellas, Thessaly, Macedonia, Thrace, Crimea and the Archipelago, in the opulent cities of Ionia and Asia Minor, but also in the most obscure villages of Laconia and the mountains of Arcadia, Phocis and Epirus. Greek commonwealths sustained *proxenoi* in Taranto, Rome, Cyrene, Carthage, Sidon, all through Phoenicia, and the testimony of Xenophon authorizes us to believe that the proxenial institution penetrated into the barbarian states of the coasts of the Black Sea."

It does not appear, however, that Sidon, Carthage or other nations outside the Greek world were represented by *proxenoi*, or anything like them, in cities or states of Greece. Such representation probably existed but must have possessed a private, not a public and official character. Cicero relates that the citizens of Syracuse bestowed the proxenial dignity, under the name of *hospitum publicum*, upon Lucius Tullius, brother of the orator.

Under Roman influence, the title of *proxenos*, even in Hellenic circles, gave way to that of benefactor or patron. Rome, as the sole and indisputable mistress of the world, directing affairs practically everywhere through Roman magistrates, felt no urgent need of *proxenoi*, and the system of patron and client, which succeeded the proxenial institution, was largely a private contrivance lacking the cardinal features of the Greek approach, however vague and fumbling, to an international rule of conduct.

Neither in the system of patron and client, nor in the institution of the *praetores peregrini*, appointed to dispense justice among strangers in Rome and between citizens and strangers according to *jus gentium*, do we discern any essential elements foreshadowing the consular service. It may be argued that this *jus gentium*, which served as a foundation for the later law of nations, contributed to bringing about the conditions which produced the consular institution. But it is vain to attempt direct comparisons between the *praetores peregrini* of the Romans and the modern consuls. The former were Roman judges and did not represent any foreign nation or any group of foreign nations.

During the Roman period it was usually the rule for a Roman colony to be governed by a deputy from Rome itself; but there is evidence to show that in many cases he was charged to administer justice in accordance with the customs of the people over whom he had jurisdiction. It is reasonable to suppose that he would send reports home to the *praetor peregrinus* as to the customs and forms of judicature prevailing among the communities

under him, and that such forms would be a valuable contribution to the law formulated by such *praetor peregrinus* out of which there ultimately grew, alongside the development of Roman civil law, the philosophical system of law which eventually became "Aequitas." Nevertheless, it is true that these magistrates never had the precise characteristics of a consul in the modern sense.

Consulate Possibly of Arab Origin

Possibly the kadis who governed Arab colonies in Constantinople, Bombay, Canton and similar outlandish centres, may have been designated by contemporaneous sultans or even khalifs and have been possessed of an official, representative character. But while it is fair to assume that the Arabs probably were the first nation to make use of what is now known as the consular institution, no records appear available at the present time to clinch this argument.

Depping, certainly no mean authority, declares that "the Orientals probably had consuls (*consuls de marchands étrangers*) before the Europeans." In support of the theory, he relates that "about the year 720 of our era, there was an admiralty court in operation in the port of Canfou which port was frequented by Arabs, and, at the time of the Yuan or Mongols in China, there was similarly established, according to Chinese records, a tribunal of commerce charged with adjudicating differences arising between merchants arriving by sea to dispose of their cargoes in that port. In the 9th century, a Mohammedan was installed there by the emperor of China as judge between those who professed Islam: all Moslems who came to Canfou were judged by him, in their controversies, according to the Islamic law. It is, therefore, evident that in the 9th century the Arab merchants had in China a consul of their nation or at least of their religion."

Such consul if appointed by the emperor was, however, not strictly a consul unless his appointment was by a mere exequatur. Depping does not say that this "consul" had been appointed by the khalif and suggests that the selection was made by the emperor of China, which admission would seem to render futile the entire argument. It is doubted that the kadi in question was designated by the Chinese government, and it seems more likely, in the light of Chinese records which have become accessible since Depping's day, that the Arabs chose him themselves from among their own number. But, at any rate, no evidence has been presented proving that the kadi had been delegated by the khalif, and so we are constrained to look elsewhere for possible proof of the existence of Arab consuls.

Gregori's assertion, alluded to by Mortreuil, that the first consulates were founded in North Africa by the Arabs of Sicily, has not been proven and probably may be set aside. It is conceivable that the Arabs of North

Africa maintained consular judges of their own in South Italian cities, such as Salerno, Amalfi, Naples and Gaeta, where not only Arab merchants but even Arab pirates were welcomed in virtue of existing treaties of friendship, if not of alliance.

It is more likely, however, that the Arabs of Spain may have led the way in the matter of consular representation. During the reign of Abdul Rahman III (912-961), the Spanish Arabs are known to have sustained extensive commercial relations. Chasdai, the khalif's Jewish secretary, wrote to the king of the Chazzars: ". . . We see merchants from foreign lands and islands, especially from Egypt and still more distant regions, coming in throngs to our country; they bring aroma, jewels and other costly wares for the great and mighty amongst us, but also all other merchandise which our people require from Egypt."

Abdulfeda tells of merchant vessels that sailed from Arab Spain to Egypt and the Levant.

"In the days of their prosperity," says John William Draper in his *History of the Intellectual Development of Europe*, "the Spanish Arabs maintained a merchant marine of more than a thousand ships. They had factories and consuls on the Tanais. With Constantinople alone they maintained a great trade; it ramified from the Black Sea and East Mediterranean into the interior of Asia, it reached the ports of India and China, and extended along the African coast as far as Madagascar. Even in these commercial affairs, the singular genius of the Jew and Arab shines forth. In the midst of the 10th century when Europe was about in the same condition that Caffraria is now, enlightened Moors, like Abdul Cassem, were writing treatises on the principles of trade."

We are not told, unfortunately, on what authority Dr. Draper bases his statement that the Arabs of Spain sent consuls to the Sea of Azof. It stands to reason, however, and may be perfectly true.

Development in the Italian Cities

Altogether too little is known about the commercial relations of the Saracens. When we read in the biography of Countess Mathilde of Tuscany by Donizo how the pious author is scandalized by the presence in Pisa, obviously prior to the Crusades, of "heathens, Turks, Libyans, Parthians and black Chaldeans," who carried on trade and traffic in that teeming port, our traditional conceptions of the intercourse between votaries of Christ and votaries of Mohammed inevitably suffer a shock, and *nolens volens* we feel impelled to modify our views. Reliable ancient chroniclers inform us that in the 10th century the Arabs of Spain had a trading post in Venice. Somewhat later, the Turks obtained a street in that city of which a large edifice remained until modern times under the name of the Fonduk of the Turks.

In the absence of definite proof to the contrary we are obliged, however, to conclude that the first consuls (*consuls d'outre mer* or *consuls à l'étranger* as distinct from *consuls de mer*, *consuls des marchands*, who were home officials) originated in the Italian city republics more or less simultaneously with the earlier Crusades.

The modern consular institution sprang from three principal sources of parentage: (1) The ancient "factories" or *fonduks* and the principles of international intercourse represented by them as exemplified in the capitulations; (2) the admiralty and commercial courts of Amalfi, Pisa and Messina which under the appellation of *consulats de mer* were ushered in by the 11th century; (3) the Frank codex, called the *Assises de Jerusalem*, a body of law which incorporated the principles common to several states and was accepted by the Franks of the Holy Land, and which exercised considerable influence upon the organization of the earliest consulates, i. e., those in Syria, especially as regards the application of their judicial powers.

(To be continued)

THE EARLIEST DIPLOMATS

From Alexander W. Weddell

While Consul General at Athens I had frequent opportunities of visiting the ancient cemetery, now within the confines of the city of Athens, known as the Cerameicus. From this cemetery in classic times led a road, bordered by tombs of the illustrious dead, to a garden called the Academy, Plato's favorite haunt, by the banks of the Ilissus.

The cemetery of the Cerameicus has a special interest, because in it still stands what is perhaps the earliest monument in the world erected to representatives of a foreign power. A grave stele to be found therein marks the tomb of Thersandros and Similos, who were envoys sent by their native country, Coreyra (the modern Corfu), to represent their government at Athens.

The date of erection of this stele is uncertain, but inasmuch as Coreyra became one of the causes of the Peloponnesian War, it is possible that it was set up prior to the outbreak of that struggle in 431 B. C.

Below is a free translation of the inscription appearing on the stone in question, for which I am indebted to an Athenian friend:

*Here lie entombed in mother earth Thersandros and
Similos,
Good men who are sorely missed in their fatherland,
Coreyra;
As envoys they came, but by evil chance they met their
death,
And Athen's sons with public funeral buried them.*



REORGANIZATION IN PROSPECT

(Continued from page 5)

mental board or weekly conference. This would eliminate duplication of effort, expedite the handling of matters calling for inter-departmental consultation, and harmonize the work of the various governmental agencies in Washington in economic matters.

The suggestion was adopted. The Economic Liaison Committee, as it has come to be called, has met every Wednesday morning since March 26, 1919. It has proved a success. To expedite the exchange of information, the members of the committee have been made the recipients for their respective departments of the consular and diplomatic economic reports referred to them by the Department of State. They interchange manuscript material in frequent informal conferences among themselves. They have eliminated much duplication of work through a system of monthly reports by which the developments and work in connection with foreign trade of each of the sixteen bodies represented on the committee are presented briefly before the regular weekly meetings. These reports are mimeographed and circulated among the responsible executive heads in each department. By means of sub-committees, the main committee investigates particular problems arising in our foreign relations on the economic side. The conclusions and recommendations appended to the reports of these sub-committees are always presented in alternative form, unless no differences of opinion have been discoverable. The findings of the committees are not binding on the executive heads, but plainly cannot be without a very considerable influence.

Reorganization of State Department

A full development of the liaison or "interlocking" system among the several executive departments active in the foreign field could probably best be accomplished in connection with a reorganization of the Department of State. Definite plans for such reorganization have not yet been discussed in Congress, but a good deal of informal consideration has been given. It is expected that such measures as are eventually determined upon will provide in a definite way for a system of interlocking, especially with the Department of Commerce, such as will represent the best possible development of what the Economic Liaison Committee is now carrying on informally in so successful and practical a manner.

A reorganization of the Department of State would also of necessity take account of the greatly increased importance of the economic factor in international relations. The demarcation between the political and economic in diplomacy has been much broken down. Rarely before has the attention of governments been so thoroughly engrossed by essentially economic problems. Never before has the diplomatist, in addition to

political acumen and knowledge of general affairs, had such need for business training and sagacity.

The emergence of the economic as the dominant factor in international relations will inevitably affect also the reorganization of the Diplomatic and Consular Service, which is the field branch of our foreign service, just as the Department of State is the directing and administrative branch at home. The Diplomatic Service consists of forty missions at the capitals of as many countries. The Consular Service, more widely disseminated, comprises some three hundred offices situated in the chief commercial cities of the world outside of the United States.

The work of the two services, though distinct, is closely related and sometimes overlapping. The Consular Service gives its attention more especially to business problems and its personnel is drafted more noticeably from men who have had business training and experience. Political affairs are entrusted to the diplomatic branch and it alone has the representative character, official intercourse between governments being conducted by the diplomatic missions.

Amalgamation of Two Services Proposed

In a bill introduced by Representative Rogers of Massachusetts and now before the House Committee on Foreign Affairs, provision is made for the amalgamation of the diplomatic and consular branches into a service to be known as the Foreign Service of the United States. Officers would be appointed to grades in the Foreign Service. Their grade in the Foreign Service would determine their relative rank within the service and their salaries. For service abroad the titles established by international law would of necessity be retained. An officer, having been appointed in the constitutional manner a Foreign Service Officer of a certain grade, would then be assigned by the Secretary of State as a Vice Consul, Consul or Consul General, as a Secretary of Legation or Embassy, Counsellor or Minister Plenipotentiary, according to his age and experience and his particular aptitude for one sort of work or another. Free interchangeability would be attained in this way and the business experience and economic knowledge of consular officers would be made available for direct use in diplomacy, while foreign service officers making diplomacy their primary pursuit might round out their knowledge and experience on the economic side by a more intimate association with consular work.

An outstanding problem in the reorganization of the Diplomatic and Consular Service is to assure a personnel which will be adequate in number, character and training. The Rogers bill aims to do away with the present system of inadequate compensation to diplomatic officers, which has had the shockingly un-American effect



of limiting the career strictly to men of private fortune. It seeks to have the grade of Minister Plenipotentiary filled by promotion from the lower grades of the service instead of from outside political life, as has been the chief practice heretofore. Not only would this result in improved technical training among these high and responsible officials, but by opening an adequate vista of promotion it would make the foreign service career more attractive to the kind of young talent which it is desired to draw into it. The diplomatic career, as such, ceases now with the grade of Counsellor of Embassy.

The Rogers bill provides also for the appointment of foreign service pupils, within the age limits of 18 and 30, who would pursue prescribed courses of study at designated universities for three or more years, at the expense of the Government, and upon proper qualification would be admitted to the lowest rank of the service under contract to serve at least five years.

The Diplomatic and Consular Service suffers a serious detriment in the absence of any system of age retirement on pay such as is provided for the Army and Navy. Young men are thereby discouraged from entering it. Those who do come in and have not large private means of their own are frequently stinted in the performance of their representative functions by an effort to provide for old age out of an inadequate current salary. The majority of the large number of officers who have resigned from the service during the past two years have done so because of their inability to make even modest provision for their families from the compensation now paid. Moreover the service suffers because superannuated officers cannot decently be removed from active duty with no provision for their subsequent maintenance.

The writer does not attempt to forecast the measures which may eventually be found most expedient. Reorganization will have to concern itself, first, with coordination of the work of the several executive departments active in the foreign field, and secondly with changes in the Department of State and the Diplomatic and Consular Service. The interest of Congress is aroused and more effective readjustments through legislation are a possibility.

Statistics prepared in the Office of the Foreign Trade Adviser reveal that during the month of February last a total of 4,124 commercial letters and 3,377 trade reports were received from consular officers. The trade reports included 18 reports of foreign business men about to visit the United States, 1,909 World Trade Directory reports, 68 trade opportunities, 95 confidential reports and 522 so-called series reports, or reports in reply to circular instructions. Of the remaining 765 reports, 617 were classed as available for publication and 148 as not available for publication.

NECROLOGY

Milo A. Jewett

Milo A. Jewett died at his post, Trondhjem, Norway, February 25th last, of paralysis of the heart. The Department had received word of his illness only on the day that his death occurred. Vice Consul Fuller was at once ordered to Trondhjem to carry on the work of the office.

Mrs. Jewett was with her husband at the time of his death. She accompanies the remains to the United States. Interment will be at Newbury, Vermont.

Mr. Jewett was a member of the Consular Service for nearly thirty years. His first appointment, March 29, 1892, was to Sivas, Turkey, in which city he had been born of missionary parents 35 years before. Mr. Jewett was educated in the United States. He graduated from Harvard, with the degree of M. D., in 1881. He practiced medicine and for ten years was assistant superintendent of Danvers Insane Asylum.

After his appointment as Consul at Sivas, Mr. Jewett served with the international commission to investigate Sassouan massacres. In 1905 he was appointed Consul at Trebizond, and in 1911 Consul at Kehl, Germany. He was promoted to be a Consul of Class VI in March, 1915, and in the fall of 1917 was assigned to Trondhjem.

(Continued from page 4)

tion. The Senate substituted for the House Bill a measure introduced by Senator Dillingham, providing for a restriction of immigration to 5 per cent of the immigrants of a particular nationality resident in this country. The House accepted this substitute, reducing the percentage to three instead of five. In this form the Bill was passed, but failed to receive the President's signature and therefore did not become law.

The Diplomatic and Consular Appropriation Act carries an appropriation of \$600,000 for the expenses of regulating the entry of aliens into the United States and continues in force the provisions of the Act of May 22, 1918, in so far as they relate to requiring passports and visas from aliens seeking to come to the United States. The status of passport control, therefore, is virtually the same as that under which the Service has been operating for the past year.

With a change of administration and the many pressing matters before the Congress, the situation during its last session was not favorable to the consideration of any measures of general legislation relating to the improvement of the Consular Service, and therefore, such improvements in organization as may have been contemplated by the Congress were necessarily deferred until the convening of the Sixty-seventh Congress, in the extra session which will doubtless be called in the month of April.—T. L.

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