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Photo Veiga

Magellan Monument and Plaza, Punta Arenas, the Southernmost City of the World

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The United States Tariff Commission

Its Work and Functions in Relation to Commerce

By JOHN R. TURNER, *Chief Economist, United States Tariff Commission*

[The writer, although a member of the staff of the United States Tariff Commission, personally assumes full responsibility for all the statements contained in this article.]

SELF-INTEREST is a guiding motive in all business conduct, in all the pursuits of wealth. The degree to which it is enlightened marks the difference between civilization and barbarism. Self-interest accompanied by ignorance becomes ferocious greed and (as F. A. Walker puts it) disregards the public well-being in its ravening quest for wealth, at whatever cost of misery to others. It is an idea new to commerce that self-interest gains its object through exchanges mutually profitable. One hundred and fifty years ago it was a maxim of public policy that one party to a trade must get cheated, that to the extent one might profit another must lose. Happily, this root of commercial strife is no more. An enlightened sense of self-interest has dispelled the type of commercial policy which made of international trade a game of deceit and violence.

Unfortunately, we have not as yet grasped the full significance of mutual profit in trade. Many have yet to learn that we can develop world markets only by contributing to them, and that we can

have their benefits only by sharing them with other nations.

It is the common experience of industrial countries that in certain lines their productive capacity must have foreign outlets. By reason of foreign markets the nitrates of Chile profit the people of that country and benefit the world at large. Apart from a foreign outlet the enormous wool supply of Australia and Argentina would become negligible. So also British rubber, Sicilian lemons, Southern cotton, and Canadian wheat would be almost completely lost to the world were the foreign markets closed to them. These world supplies would become largely useless, their production reduced or abandoned, and consumers everywhere would share the loss.

Production and Invention the Sources of Commercial Progress

Commerce is the spring that sets industries in motion. It fosters large production and the accumulation of great wealth. It turns inventive genius to account and converts idle resources into effective organizations of production. Industrial progress is the condition of general well-being, and it can be furthered only as the commerce which supports it is extended.

Invention is the root idea in the evolution of industry. The land, or source of supplies, is fixed in amount, whereas the population is multiplying and the demands of the market are growing in the direction of a greater amount and variety and superior quality of products. Standing between the fixed amount of land and the growing demands of the market is the art of invention. But the full use of invention, either in mechanical appliances or in effective organizations, cannot be restricted to limited communities. They burst the local barriers of trade and can have full scope only when the world is the market.*

The commercial strength of a country depends primarily upon its productive capacity—upon the abundance of its natural resources and the productive genius to develop them. But, as above indicated, it is upon the promotion and regulation of commerce that we must depend for the development of our productive capacity.

Importance of the Consular Service as an Agency in Foreign Trade

The task of extending our commercial interests is of first importance and is worthy of the highest talent we have to offer; it calls for the effective cooperation of business men and commercial agencies, both private and governmental. These agencies, each and all, have their special functions and particular services to perform. They can have the full benefits of cooperation only when they avoid the wastes of duplication. But their efforts can properly be coordinated and overlapping avoided only when each may know the functions and work of the other.

Of the various governmental agencies which cooperate in the matter of promoting foreign trade, the consular service of the Department of State and the commercial attachés reporting to the Department of Commerce are clearly in the best position to secure foreign trade information of value. Only direct contact can give the perspective necessary to grasp the situation in a foreign market; to appraise its needs, to estimate its credit or purchasing power, and to determine the best means of introducing our commodities therein. A week of direct or personal contact in a foreign market may be richer in results by far than prolonged correspondence carried on from a distance.

The information supplied by these and other governmental agencies stationed in foreign countries is coordinated and applied by the various departments of government which have to deal, each in its special sphere, with different aspects of the problems and difficulties and controversies connected with foreign trade. Perhaps the most controversial of all the problems of international commerce are those relating to tariffs and tariff rates, which are the special charge of the United States Tariff Commission. What does the Tariff Commission do and how does it do it?

Tariff Commission the Instrumentality of Congress in Expressing Tariff Policy

The Tariff Commission has nothing to do directly with the making of tariff policies—that Congress does and must do; and the policy of Congress is the policy fixed upon by the voters at the polls. But it is one thing to declare a policy—to determine that the tariff shall be high or low—and it is a very different and a very difficult thing to express that policy in the form of a law. A complete revision of tariff rates requires that for the thousands of articles mentioned in the tariff accurate statistical data must be gathered, expert knowledge used to avoid technical blunders in classification, and economic judgment exercised as to the effects of the rates. The tariff makers are burdened with conferences and hearings to the point of exhaustion. Their desks are loaded with statistical documents and petitions of interested parties. During the eighteen months of preparing the present tariff law, upwards of 10,000 pages of information were printed for the Congressional committees. Considerations of common justice

* Macgregor's Evolution of Industry develops the thought of this paragraph with admirable clearness.

and the interdependence of industries cause the rate on one article to be fixed with regard to the rates on others. The rates throughout the law must have a reasonable balance and proportion to one another.

But there is always something of haphazard in the rough and ready fixing of rates by Congressional committees, due entirely to the system, and certainly not to the fault or negligence of any individual. Furthermore, our economic conditions have been, and are, undergoing post-war adjustment. In Europe the political uncertainties, together with labor troubles, unemployment, unbalanced budgets and depreciated currencies, have rendered the competitive strength of their industries incalculable. European conditions, particularly in Germany, have been so chaotic that our industrial leaders could have no means of forecasting whether imports from there would be large or small, constant or fluctuating, or at what range of prices they would be offered in competition with American products. By reason of dramatic changes in industries, tariff rates may be properly adjusted one day and become maladjusted the next. Obviously Congress cannot consider the tariff constantly, but that is precisely what the Tariff Commission has been designed to do.

JOHN R. TURNER, Ph. D.

Chief Economist and Chairman of the Advisory Board of the United States Tariff Commission; Dean, Washington Square College and Professor of Economics in New York University

When maladjustments, errors in classification, or jokers are detected, a remedy should be readily available. When changing conditions destroy the intended purpose of a particular rate, a means for righting the matter should be at hand. Congress therefore inserted an *elastic provision* (Section 315) in the Act of 1922. It empowered the President to investigate the facts in each case and, within stated limits, to make such changes in rates as his findings might warrant. It is well known that President Harding looked upon this provision as the "greatest contribution towards progress in tariff-making in a century." It is hoped that experience will justify this high appraisal. As yet the provision is on trial, and its well-wishers would spare it from abuse, either by misuse or overuse.

The President can adjust tariff rates upward or downward, as provided in Section 315; but only after the Tariff Commission has made an investigation to determine for him what changes in rates are necessary to equalize "the differences in costs of production in the United States and the principal competing country."

Congress embodied in the Act of 1922 the policy or rule which governs the Commission and the President in the modification of rates. The fact that adjustments in tariff rates must be based upon carefully conducted scientific investigations, as provided for in Section 315, should commend itself to all, certainly to all thoughtful people. Yet an able authority on tariff matters condemns these powers of the President, saying: "They are great and dangerous powers, almost impossible of accurate application, easily made subservient to interested pressure, full of possibilities of mistake and abuse." Professor Laughlin, likewise condemning these powers, goes a step further and introduces the ghost of the discarded American valuation scheme, declaring that "the villain of the play is still in the house. The President can, if he chooses, let him act." And with respect to the equalization of cost principles (Section 315), Professor Laughlin's pen grows rhetorical. After reminding the readers of the *North American Review* (February, 1923) that the logical application of the principle would result in "the cessation of all foreign trade," he continues: "The high priests of protection in Congress are bold in

saying that the greater the difference in costs the heavier the duties should be. This means, of course, that any and everything, though our conditions are unfavorable, should be fully protected if any producer takes a fancy to produce them. Now that equalization is officially on the statute books, we may soon hope for bananas in Maine and reindeer in Florida."

Tariff Changes Predicated upon Scientific Investigation and Procedure

When one reads the carefully drawn restrictions in the law which govern a change of rates and observes the painstaking care with which commodity experts and economists, under the supervision of the Commission, investigate into the facts before any change in rates can be made, such abstractly theoretical criticisms seem wholly unwarranted by the facts. In short, one familiar with the unbiased scientific procedure in changing a tariff rate simply cannot understand how criticisms of that kind can be made. When read as intended and written, the tariff law obviates the very things which are thus read into it as faults. The law is not the cause but rather the prevention of these dangers.

Dr. W. S. Culbertson (*Yale Review,* January, 1923) aptly stated the matter thus: "It seems to have been forgotten that common sense and judgment will be exercised in the application of this or any other rule laid down by Congress. No attempt will be made to make profitable the production of coffee in Maine. In fact, no such attempt can be made under the law, for Congress has already determined what articles are to be dutiable and has prohibited the transfer of an article from the free to the dutiable list. Congress also by fixing the maximum limit of duties under the 'flexible tariff' section has prevented the maintenance of any industry which is really not adapted to the economic conditions of the United States."

Deferring for a moment the question how the investigations under Section 315 are conducted, we pass now to Sections 316, 317 and 318, which deal with different aspects of the law; Section 316 with unfair competition, Section 317 with commercial negotiations, and Section 318 with general investigations.

Section 316 also provides a flexible provision for the protection of American industry against unfair methods of competition in the importation of articles. The President may either increase duties from 10 to 50 per cent on the articles imported in violation of law, or in extreme cases he may prohibit the offender from bringing his goods into this country. The Commission is authorized and required to investigate alleged violations of unfair competition by way of assistance to the President in making his decision under this section.

Section 317* might be called the reciprocity section of the Tariff Act, its purpose being to secure for our products and our commerce in all foreign countries the same equality of tariff treatment which the United States accords to the products and the commerce of all nations. Briefly, this section provides that, if any foreign country (as defined in the Act) discriminates in any way directly or indirectly against "any article wholly or in part the growth or product of the United States * * * in such manner as to place the commerce of the United States at a disadvantage compared with the commerce of any foreign country," then new or additional import duties (not to exceed 50 per cent ad valorem or its equivalent) may be imposed by the President upon any products of the offending country; and further, under stated conditions, such products may be excluded from importation into the United States.

Equal tariff treatment for all nations is a basic principle of our Tariff Act on which all political parties are agreed. The duty upon an article imported from any foreign country is the same, irrespective of the country of its origin, production or shipment; except only the special treatment accorded to Cuba, in view of our special relations to that republic. This policy of no special favors asked and none granted, applied to the commerce and economic intercourse between nations, makes for commercial stability and peace and benefits not only the nations concerned, but the world as a whole. This was the final conclusion of the Tariff Commission, after an exhaustive study of reciprocity experiences. (See its published report on Reciprocity and Commercial Treaties.)

"It cannot be too much emphasized," says that report, "that any policy adopted by the United States should have for its object, on the one hand, the prevention of discriminations and the securing of equality of treatment for American commerce and for American citizens; and, on the other hand, the frank offer of the same equality of treatment to all countries that reciprocate in the same spirit and to the same effect."

This policy of equal treatment of all nations has been embodied in our Tariff Act, and Section 317 provides the method and means of securing reciprocal equality of tariff treatment for our commerce in all foreign countries. Further, this sec-

* The writer is indebted to Dr. H. G. A. Brauer of the Commission's staff for helpful criticisms and in particular for the following statement of Section 317.

tion makes it the duty of the Tariff Commission to ascertain and at all times to be informed whether any of the discriminations against the commerce of the United States enumerated in this section are practiced by any country; and if and when such discriminatory acts are disclosed, the Commission must bring the matter to the attention of the President, together with recommendations. The matter of tariff discrimination by foreign countries against products of the United States is therefore being closely watched and carefully studied by the Tariff Commission, and the facts made available for appropriate action in accordance with the law.

The Tariff Commission Established upon a Permanent Basis for Research

Section 318 requires the Commission to make general investigations, not for purposes of immediate adjustments of tariff rates, but for the information and assistance of the President and Congress. The Revenue Act of 1916 (Title VII) creating the Tariff Commission endowed it with extensive powers for investigation. The Act of 1922 not only retained but materially extended these powers and made it mandatory upon the Commission to carry them into effect.

Thus both political parties have agreed upon a permanent tariff commission, with a continuous program of education and research. Scientific studies of the type intended by Section 318 should be the surest guarantee that future American tariffs will be freed from the mistakes, jokers and inconsistencies that have marred our tariffs in the past.

Furthermore, it is my judgment that a thoroughgoing investigation under Section 318 will serve as a logical introduction to initiate procedure for adjustment of rates in accordance with Section 315. A rigorous inquiry, under Section 318, into the competitive strength and cost data of an industry would reveal the maladjustments, if any, in rates. Thus upon facts, ascertained by its own experts, the Commission could proceed to a proper adjustment of rates. The case would be diagnosed before the operation is begun. Frequently, however, the nature of the problem and the facts at hand make feasible direct procedure for purposes of Section 315.

Fearless search for truth and careful sifting and reporting of the facts (barring trade secrets or processes) are commended by the more thoughtful business men, some of whom have invited such investigations and have offered their cooperation without stint. Large industries, unfortunately, are not always free from suspicion even when wisely and honorably conducted. They, therefore, have much to gain from an authentic report and unbiased statement of the facts. They gain even from a recital of facts which may be unpleasant, for, as Professor Ely observes, "truth which hurts will enable us to order our affairs in the way in which they must inevitably be ordered in the long run."

Investigations under Section 318 go beyond the mere "statistical position" of industries and inquire into their economic nature. All industries are not equally worth having, and careful inquiry into their competitive strength will have durable worth for tariff purposes. Perhaps the highest service the Commission can render, in the long run, and the greatest influence it can have will be based on its ability to apply sound economic principles to difficult tariff problems.

During the past year the Tariff Commission has inaugurated a comprehensive and continuing statistical study of United States imports and exports. As this work develops many particular questions will naturally arise as to the foreign sources of supply of our imports and the foreign markets for our exports. It is to be expected that give and take with respect to these questions and their answers between the Commission and the consular service will be mutually stimulating and beneficial.

Cooperation of the Consular Service with the Tariff Commission

Moreover, it is contemplated that this study by the Commission will be extended to comprehend the foreign trade of foreign countries, not only with the United States but with the world. Here again, obviously, the Tariff Commission could with advantage cooperate with the consular service in the collection and interpretation of the necessary data.

The Commission's work, as above shown, consists not solely of investigation and report; it aids the President in the adjustment of rates consistent with the spirit and policy of the Tariff Act; and it furnishes to Congress information or advice, oral and written, on tariff matters. This information, for the most part, is published in the form of pamphlets known as Tariff Information Surveys, which are prepared, in standardized form, for each commodity mentioned in the tariff; each survey presenting for the particular commodity it treats the essential tariff information, that is to say, the facts of an industrial, legal, economic and commercial nature. These tariff information surveys were of great assistance to Congress in the forming of the present Tariff Act, both for the orderly arrangement of items

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Geographic Factors in the Development of Trans-andean Communications[1]

By Preston E. James,
University of Michigan.
(From the Bulletin of the Pan American Union)

THE value of a mountain pass depends on the ease of passage and on the need for passage. Low passes with easy approaches may be quite neglected if there is little or no exchange between the peoples on either side. Conversely, two regions separated by a mountain barrier and with markedly contrasted products may make use of relatively high passes with difficult approaches. The contrast of products may be due to differences of climate, to differences in the natural resources or soil conditions, or to differences in the stage of economic development. Also, where one or two passes are conspicuously lower than the others, traffic will concentrate on these, and they will become of relatively more importance.

Relief and Climate

The mountains which lie between Chile and Argentina include the southern part of the middle Andes, where there is a high plateau between two major ranges, and the southern Andes, where there is a single major range. The middle Andes extend about as far south as latitude 30° S. The high, arid, Bolivian plateau reaches Tres Cruces at the southern boundary of the Argentine Territory of Los Andes. Beyond this the eastern range plays out in a series of spurs, between which there are acres of lowland, as in the Argentine Provinces of Rioja and Catamarca. The Cordoba Hills are a detached spur, related physiographically to the eastern ranges.

South of about latitude 30° S. the single major range of the southern Andes, flanked by minor ranges, continues to Cape Horn, becoming progressively more heavily glaciated and having lower passes southward. Between latitudes 22° and 35° S., Brackenbusch describes no less than 111 possible passes, most of them nearly 13,000 feet (4,000 meters) in elevation. South of Mendoza, however, the passes become much lower. The pass at Lake Nahuel Huapi, the Pérez Rosales Pass, is only 3,215 feet (980 meters) above sea level. Several other passes will be mentioned below as we discuss development of the transmontane trade routes.

The climate differs somewhat from north to south. In the north the climate is prevailingly arid, although torrential rains and floods are common in summer along the east base of the mountains in northern Argentina. In the southern Andes the climate becomes wetter on the western side and drier on the eastern side as one goes southward. In this section there are heavy snows on the Chilean side every winter which usually block the passes for several months in the year. The heavy winds, too, are a source of hardship and even danger to travelers at the greater elevations. In some exposed places they are even strong enough to blow a loaded mule off the trail.

Development of Trans-Andean Communications—the Uspallata Route

The development of trans-Andean communications shows a number of very pretty examples of the interplay of geographic factors and of changes in the direction of geographic forces with the economic growth of the surrounding regions. For instance, let us consider the geographic complex which has resulted in the importance of the route over the Uspallata Pass.

This pass, popularly known as *la cumbre,* is 12,602 feet (3,842 meters) in elevation. The Argentine approach leaves the piedmont town of Mendoza and climbs Las Cuevas Valley. The descent on the Chilean side is by way of the Rio Juncal Valley to Los Andes and beyond to Santiago and Valparaiso. Not far south of the Uspallata route there are many lower passes, where the glaciers have notched the crest of the mountains. Between latitudes 36° 41′ S. and 37° 41′ S. there are 21 cols, ranging from 5,681 feet to 8,390 feet (1,732 meters to 2,558 meters) in elevation. It would seem that a short detour southward would have provided a much easier route.

The explanation of the use of Uspallata must

[1] Translated from *El Mercurio,* Santiago de Chile, May 2, 1923.

not be sought, however, in present-day conditions. Its present importance is an inheritance from colonial times. It is necessary, first, to picture the conditions in Chile and Argentina at the close of the sixteenth century. In Chile, Santiago was the center of a young colony, and other settlements were spread out southward in the Central Valley as far as the *frontera* at Concepcion. South of this city there were only scattered settlements in the forest, and routes of communication were constantly exposed to Indian raids. Thus on the Chilean side the only available passes must have been north of latitude 37° S. We have already seen that there were a number of passes available.

On the Argentine side, however, it will be remembered that settlement was spreading from the north along the Andean piedmont and down the rivers. Only the northern pampa east of Tucuman and Cordoba was used for the pasturing of mules and cattle. The southern pampa was still the home of fierce nomadic savages, whose attacks even on Buenos Aires retarded its final settlement until 1580. The Andean piedmont south of Tucuman, Cordoba, and Mendoza was less inviting than that farther north, because of its increasing aridity. The fertile irrigated area around modern Neuquen was almost unknown, save for exploring missionaries.

The Uspallata route took the shortest path from Santiago, the center of colonial Chile, to Mendoza, the southernmost of the important colonial cities of Argentina. A pass farther north would have brought the traveler either into or north of the Cabildo barrier. A pass farther south would have required a long piedmont trail southward from Mendoza through arid country, little known, and exposed to the raids of hostile savages. Thus the colonial route was unavoidably determined.

Up to the present time the Uspallata route has held the place of first importance as the line of communication between Chile and Argentina. Over it was carried what little intercourse there has been between these two nations. When the difficulties of the passage are reviewed, and when we appreciate that the pass could not be used for four or five months every year, because of snow, we see the reason for the lack of sympathy which until recently characterized the relations between Chile and Argentina. There is no breeder of distrust like a lack of contact.

As time went on, the Andean piedmont became gradually better known and the other lower passes to the south were discovered. San Martin, in his famous crossing of the Andes in 1817, made use of five other passes north and south of his main advance over Uspallata. There are several reasons, however, why the Uspallata Pass continued to be really the only one of importance. In the first place, it was still on the most direct route between Santiago and Mendoza, and thence straight across the pampa to Buenos Aires. A good trail had been built, well marked and supplied with shelters, while other passes were at best only crossed by rude trails. More important still, there was no demand for the discovery and development of better routes. Partly because of the difficulty of passage, partly because Chile had not yet felt the pressure of a limited area and Argentina's attention was focused on her rich pampa, but essentially because of the similarity of products in middle Chile and Argentina, the demand for better communications was not felt. In both regions there was good grazing land. Both of them had agricultural land for wheat and other crops. Both Mendoza and Santiago were famous for their wines. Truly, middle Chile and Argentina had little to exchange; the development of better routes than that via the historic Uspallata Pass was unnecessary.

Railroad Development

Then came the railroad. The first surveys were made as early as 1870. The use of one of the southern passes would have been possible. The line would have passed through undeveloped but potentially rich land, and would have involved no sensational engineering. Nevertheless, the "Transandino por Juncal," or the Uspallata route, was chosen. Many of the same factors entered into this choice that originally determined the trans-Andean trail. In the absence of an economic pressure the field was left clear for more sentiment than might otherwise have been allowed. A railroad over a southern pass would have ruined Mendoza and weakened the prestige of Santiago. The landed interests—the conservatives—rebelled at such a thought, and the old Uspallata trail became the route of the first trans-Andean railroad.

Construction on the "Transandino por Juncal" was begun in 1889. The work went on slowly, however. In 1893, 91 miles (147 kilometers) of 1-meter gauge were completed from Mendoza to Puente del Inca, and later the tracks were laid to Las Cuevas. On the Chilean side a broad gauge

"Bridge of Ten Thousand Ages," across the Min River, Foochow, one of the oldest and most famous bridges in China, built in 1300 *A. D.*

was used as far as Los Andes. Beyond that station the meter gauge was built by degrees toward La Cumbre. For many years the passage between the Chilean railhead and Las Cuevas was made by mule back or in little carts drawn by mules. A long tunnel was finally built under the pass, so that the highest elevation was reached at the Chilean end at 10,463 feet (3,190 meters). The tunnel was opened on the 5th of April, 1910. Regular service was inaugurated on April 16 of the same year.

The total distance from Buenos Aires to Santiago over the new railroad is 896 miles (1,445 kilometers). The narrow gauge between Mendoza and Los Andes is 154 miles (248 kilometers) long. Here there is a number of long rack sections, and in places the grade reaches 8 per cent. If there is no delay, the trip from Buenos Aires to Valparaiso may be made in 36 hours. Unfortunately, however, delays are all too common.

The construction on the Chilean side was more difficult than on the east, due to the heavier snowfall and the stronger winds. So strong are the winds that doors have to be placed at the western end of the tunnel, for otherwise the trains ascending from the Argentine side could scarcely make headway. A large part of the line on the Chilean side is poorly placed, being laid along hillsides where mud slides and avalanches occur every spring. The expense of building retaining walls of concrete, as in the case of the Sao Paulo line in Brazil, would not be justified by the traffic.

Other Trans-Andean Projects

By the middle of the nineteenth century all the productive land in middle Chile north of the frontera was occupied. Because of the feudal system of land holding and the consequent impossibility for the working classes to own their own land, there was a tendency for this class particularly to emigrate. At the present time the majority of the small farmers in the irrigated valleys of the Argentine piedmont between San Juan and Neuquen, are Chileans. They have crossed the border to take advantage of Argentina's abundant land. Chile is no longer a country for immigrants. Extensive methods of land utilization have already been replaced by more intensive methods, as is revealed by the larger per acre yields of Chilean crops as compared with Argentine crops. Partly as a result of the limited area and the tendency to expansion; partly because the population centers of Chile lie so close to the Andes Mountains, the Chileans have been far more interested in trans-Andean railroad projects than the people of Argentina.

While it is true that the products of middle Chile and the Argentine are essentially alike, we can see that in the north there is a very great contrast. The large laboring population in the nitrate fields must be supplied with food from outside. Northern Argentina is rich in its potential productivity, but lacks a developed market. The town of Salta occupies a position between contrasted regions, and since colonial times it has been the center of exchange between these regions. In colonial times, however, the Atacama desert was peopled only by a few scattered Indian settlements. The demand for agricultural products was small, and chiefly limited to cattle and mules. Trails crossed the Andes from Salta, one via Alto de Lari and San Pedro de Atacama to Calama; the other via the San Francisco Pass to the oasis of Copiago. When the demand for foodstuffs increased because of the discovery and exploitation

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WHEREIN PROGRESO IS BIGGEST AND BEST

By O. Gaylord Marsh

THE American Consular Bulletin for November, 1923, carries a request for illustrated stories on a variety of subjects, including "the biggest, the smallest, the best, or the worst something-or-other that exists in the world."

Any consul of an average class that reads this story will know that he is constantly threatened with a possible assignment to Progreso, and it may be a consolation to many to know that I have found this post very pleasant and interesting—for nearly seven years the biggest and best in the world—for the following reasons, in addition to many others, including the main one that I like the service:

Firstly, Yucatan's predominant industry furnishes about 80 per cent of the world's supply of henequen (sisal) fiber, which is used mainly in the manufacture of binder twine.

Secondly, this peninsula has set more jaws wagging than any other thing in the world, excepting language and food.

Thirdly, Yucatan possesses some of the most magnificent ruins that have survived antiquity. There is no history and but few vague traditions regarding the many man-made pyramids and castles.

Fourthly, more than 50 per cent of all the migratory birds of North America pass over the Peninsula of Yucatan in their southern migrations.

The man in this picture is tapping a chicle tree and doing his part in helping the state of Campeche contribute the principal portion of the world's supply of chewing-gum

Fifthly, the American Consul in Progreso has some of the best game-fishing in the world within three blocks of his front door.

IN the November issue of the Bulletin, the editor urges his colleagues to "sit down right now" and tell the world "about the biggest, the smallest, the best or the worst something-or-other" in their respective districts, and while still pondering over his just appeal, it was noticed from a glance at the interesting "Comparative Summary of Business" figures in the same issue that the Tampico Consulate is, and probably has been for some time, entering and clearing more American vessels than any other Consulate in the world, including Ciudad Juárez, opposite El Paso on the Rio Grande—that strange river which is wet on one side and dry on the other!

During the four years ended June 30, 1923, American Consulates throughout the world entered 95,251 American vessels and cleared 94,356, whereas, during the same period, the Tampico Consulate entered 8,021 and cleared 8,000, or about 8 per cent of the total. In this same period the Consulate issued 9,260 bills of health, the estimated number for the present year ending December 31, 1923, being 2,340.

The figures in the Summary of Business table referred to above should prove the basis of several interesting articles for the Bulletin. For instance, the Consul whose post leads in "protection and welfare cases" might favor us with some interesting facts as regards this phase of consular work at his post. We might go on down through the list until the "Total Fees Collected" is finally reached when the Consul who has handled the greatest percentage of the fees shown in the Summary could tell his less fortunate colleagues how it feels to be able to remit funds instead of having to draw drafts in order to meet the requirements of his office.

James B. Stewart.

A Sketch of Early Manchester

By Charles W. Lewis, Jr., *Manchester*

THE County of Lancaster, though not particularly famed for those monuments of antiquity which shed a luster on history, is by no means destitute of ancient remains.

Its distinguishing characteristics, however, consist in the extent of its commerce, the importance of its manufactures, the number and value of its modern institutions, and the activity and enterprise of its abundant population.

Manchester, the city about which the great textile industry has developed, is especially rich in economic history.

Before the invasion of Caesar, Manchester affords no authentic history. The Britons called it "Mancunium" or "Mancunion" which in significance is the same an Manchester, the word "man" denoting a place and "cenion" tents. The Romans called it "Mancunium" from its rocky ground or "the castle upon the rock," and the Saxons applied a name of similar significance.

The Parish of Manchester as pictured by early chroniclers was originally a wild, unfrequented tract of woodlands inhabited merely by the boar, the bull and the wolf, and transversed only by the hunters of the neighboring country. It was afterwards selected by the aboriginal inhabitants for the seat of a fort in the woods, and the rude outlines of the town were sketched about 50 years before the Christian era within the compass of Castlefield, now a south central part of the city. In the first invasion of Britain under Caesar it does not appear that the invaders penetrated so far north as Lancashire, and it was not till the time of Agricola, A. D. 79, that Manchester passed under the Roman yoke. At that period the tumults of war were introduced amongst the peaceable inhabitants, and Manchester was occupied by levies from the banks of the Tiber. A Roman station was constructed in Castlefield, near the confluence of the Medlock with the Irwell, three miles north of the Mersey; and another establishment, about a mile north of the former site, received a colony of inhabitants who made it their summer home. Four minor fortresses were placed for their protection within, and the woodlands were intersected with Roman roads, all ranging at right angles, through the thickets and converging to a point in the Castlefield. A regular town was now for the first time laid out, and under the auspices of the Roman genius "that principle of population which had faintly quickened before at the heart of the woodlands now became active and vigorous; civility, literature and politeness followed, and Christianity closed the rear."

The lapse of ages has wrought strange changes in the Castlefield; and very nearly at that point from which the Roman roads converged from the various distant stations, the public work, which constitutes one of the wonders of modern times, the Ship Canal, has one of its most important termini. Less durable, perhaps, in its construction than the roads of Britain's early conquerors, but affording facilities of conveying, to which they not only never attained, but to which, with all their skill, they never aspired.

All the trades required for supplying the wants of the inhabitants and of the garrison, prevailed in Mancunium during the occupation of the Romans, and, as a prime requisite, a water mill was erected upon the rocky channel of the Medlock, below the station and the town, on a site which has for many years been called Knott Mill.

In an early age the fleece of the sheep was manufactured into drapery, and afforded clothing both for the military classes and for the cultivators of the soil; but no record is left to show whether Manchester was among the manufacturing towns of the Romans. Money was undoubtedly coined at York, in the early period of British history, and Manchester is also supposed to have had its mint.

The progress in civilization made by the Britons during the 400 years that Britain was occupied by the Romans, was almost obliterated by the six centuries which succeeded, of invasion from without and discard within the island.

Of Saxon Manchester much has been written, but little is known. The resistance of King Arthur to the Saxon yoke was distinguished by the most heroic devotion to the cause of the country and many fierce battles were fought in Lancashire in this patriotic cause. The independence of Northumbria did not long survive the gallant King Arthur and Manchester was doomed to swell the Saxon conquest.

The castles which had previously been erected were garrisoned by the Saxons on their conquest of the country, and the towns and their vicinities were immediately bridled by their barbarous oppressors. Tradition asserts Manchester to have been thus circumstanced in particular at this time, 620 A. D. The traditions of Lancashire still cherish and uphold the memory of Sir Torquin,

the lord of the old Roman castle in Castlefield, and the Knights of the Round Table, many of whom fell within the tyrant's toil.

Manchester in 689 is mentioned as a place of some strength and consideration, but, being exposed in the ninth century to the horrors of the contests between the Saxons and the Danes, became ruined and almost depopulated. According to the Saxon chronicle it was re-edified and garrisoned in the year 923. It then consisted of little more than a market place, two mills, and three or four streets skirted by some large enclosures.

From an engraving by T. Higham.

EARLY MANCHESTER

In the Saxon period the wisest of their monarchs encouraged manufactures of every kind; they invited from all quarters skilful and industrious farmers and prompted men of activity to betake themselves to navigation and to push commerce into remote areas.

It is mentioned that Canute, in 1028, established mints for the coinage of money in many cities and towns, one of which was Manchester. The King and his barons enfranchised the principal towns, to encourage the progress of manufactures and Manchester was one of the favored number.

The most interesting feature in the annals of Lancashire is the rise and progress of the manufacture of fabrics, primarily cotton, which has not only multiplied the population and riches of this county but has become by far the largest branch of British commerce.

By late Anglo-Saxon times Manchester had become a place of more or less importance, but little progress was made in manufactures and commerce until the reign of Edward III. Under the fostering hand of that monarch and his Queen, the woollen trade took root in Manchester and spread along the hills to the north. Edward III, having married Philippa of Hainault, found means to bring over a considerable number of woollen manufacturers from Flanders, 1331, granting them letters of protection, and tempting them with well founded hopes of large profits and good living. "The English were ignorant of that art, as knowing no more what to do with the wool than the sheep that weare it. But soon after followed a great alteration."

"Early up and late in bed," says our author, "and all day hard work and harder fare, a few herrings and mouldie cheese, and all to enrich the churls their masters. But oh! how happy," said the emissaries of Edward "should they be, if they

(Continued on page 34)

The Hour Before Dawn

By a Consular Neophyte

THE newcomer to any well-regulated and old-established organization is always a bewildered creature. The rosiest pledge of a college fraternity, the newest shavetail in the infantry, the most untutored vice consul are alike in their blushing self-consciousness and patent helplessness. Their frame of mind is comparable to that of a man who has jumped from a balloon. and, noticing with some perturbation the rapid approach of the earth, wonders if his new parachute is going to work.

To have been in all three predicaments is an experience which many of us have had. The last is easily the most soul-devastating of the lot. But we keep the memory of it—however fresh it may be—locked in the innermost vault of pride, as if a confession of truth were tantamount to an acknowledgment of comparative incapacity.

It is of the worst period of all that I wish to speak—that interregnum en route from Washington to the first post—because it is the one most neglected by those who are in a position to reminisce. Many have spoken and written and afterwards laughed about the hushed moment when the roll-call of doomsday is read, the assignments. But that is tense, dramatic and fleeting. You return to your chamber and either kick over the table with joy or search for a stray grain of strychnine, as the case may be. An hour later, you are back to normal. This other matter, this voyage to an unknown fate, is more quietly and effectively troublesome, more difficult to appreciate and analyze.

An hour in a steamer-chair comes to my mind with peculiar vividness. The deck was deserted. A scudding wind swept the gray mist over the water. From where I sat, enveloped in rugs, I could see the bows rising and falling with that rocking-chair movement peculiar to a small boat in a heavy sea, and at each downward plunge, my heart nestled closer to the bottom-most floating rib.

What kind of a place was I going to? Was it as dreary and forlorn as that jocular consul in Washington had made it out to be? Could anything be as bad as his description? Intent upon uprooting the Atlantic cable, the boat plunged again, hideously. My mind wandered on, with occasional blank moments when thinking was impossible. "A row of wooden shacks perched on the side of a rock—"those were his words"—and only three people, not counting a scattering of beach combers, who can speak a word of English." Surely not. I thought of a Frenchman's definition of humor as a type of refined cruelty. From some accursed airshaft the smell of food came up from the bowels of the ship—chicken, cabbage, asparagus. My nose was acute.

What would the "chief" be like? (Already I was trying to accustom myself to the consular jargon.) Would he appreciate the mixture of idealism and romance which had attracted us to the Service? Would he help me over the rough spots at first, recalling his own first assignment? Or would he be just hard-boiled and impossible, and send in a round zero for that efficiency record?

That efficiency record! The phrase evoked a picture of eagle-eyed omniscient old-timers, ready to pounce upon a missing comma, recording whole pages of errors of omission and commission, damning me to eternal oblivion and shame.

I thought of the lucky ones in my class who had been assigned to the great capitals of Europe with their fascination of culture and refinement, of the ones who were already on their way to enchanted posts in the tropics with their riotous color and perfumed luxuriance, of the ones who were destined to the great marts of the world's commerce where a man could make a name for himself by sending in countless trade opportunities and irreproachable economic reports. And then—"a row of wooden shacks." It was too much.

* * * * * * *

The train pulled into the station. The buzz of conversation in an unknown tongue, the confusion, and the strangeness were peculiarly stimulating. Crowds gathered about the customs officials, clamoring for attention. A red-coated individual glanced at my diplomatic passport, bowed, chalked my baggage, and in a moment I was in an open square, mustering up courage to ask a cab driver in his native tongue to take me to a hotel.

Birds were singing in the trees. It was May. At the end of a long avenue a dazzling building of white marble reared itself like a palace of snow. I felt a pressure on my arm.

"Here you are! I knew you in an instant. I have a taxi waiting."

I was pushed in. The taxi scooted through an endless park. In the midst of the distraction of looking at the emerald green of the trees (palms or maples, it makes no difference), and listening to the lively explanations of my colleague, a soothing peace stole over my soul. I leaned my head out of the taxi window, blinking incredulously at the brilliant colors.

Decidedly, the sun had risen.

THE NEW CLASS

Front Row (reading from the left)—Vice Consuls Jones, Tait and Armstrong; Herbert C. Hengstler, Chief of the Consular Bureau; Wilbur J. Carr, Director of the Consular Service; Consul General William Dawson; Consuls Childs and McKinney, Vice Consul Hodgson. Back Row—Vice Consuls Turner, Van den Arend, Manning, Consular Assistant Callanan, Vice Consuls Mosier, Huddleston, Consular Assistants Bruins and Greene, and Vice Consul Coates

THE ROGERS BILL

THE bill for the reorganization and improvement of the foreign service has been reintroduced by Representative John Jacob Rogers of Massachusetts, taking the number H. R. 17, and Senator Lodge has introduced the same measure in the Senate under the number S. 43. The text of the bill is identical with the Rogers Bill of last year as it passed the House and was favorably reported by the Senate Committee on Foreign Relations. Hearings before the Committee on Foreign Affairs of the House have been set for Monday, December 17th, at which time the Secretary of State will address the Committee.

Mr. Hugh Gibson, United States Minister to Poland, is in Washington and will doubtless be requested by the Committee to appear and give testimony.

President Coolidge has given the bill his hearty endorsement and recommended the passage of legislation for the reorganization and improvement of the Foreign Service in his recent message to Congress. The stage is now set and it is only a question of a short while before the service will know the history of the bill in which so many of its hopes are centered.

AMERICAN CONSULAR BULLETIN

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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 legislature, executive or administrative action with respect to the Consular Service, or the Department of State, are rigidly excluded from its columns.

Contributions should be addressed to the American Consular Bulletin, c/o Consular Bureau, Department of State, Washington, D. C.

CONSULAR LUNCHEON

The New Class Are Guests

THE fifteen new consular officers who have just completed their period of instruction before departing for the field were the guests of the Consular Association at luncheon on November 21, at the Powhatan Hotel. A special room was provided for the occasion and a horseshoe table arranged to seat the large attendance, there being twenty-four consular officers present beside the members of the new class and three guests of honor, Mr. Carr, Mr. Hengstler and Mr. Havens.

Consul General Washington, who presided, requested visiting members temporarily in the United States to stand in turn, and each of these addressed a few words to the gathering. Consul General Morgan, en route to Buenos Aires, was the first to speak, and he was followed by Consuls Bouchal from Prague, Cameron from Pernambuco, en route to Hongkong, and Winthrop R. Scott, en route to Cape Haitien, from Paris.

Mr. Carr addressed the new officers in a few words of hearty welcome as did Mr. Hengstler, who pointed out that three cardinal virtues of a consular officer from the standpoint of the Department were that he be always representative, loyal and dependable. Consul General Dawson also spoke briefly to the guests of the day, expressing his pleasure at having been associated during the instruction period with a class of such first-class caliber.

An empty glass was turned down—literally—by Consul General Tracy Lay as a gentle reminder of two who would never again, as previously, grace a consular board. For the next time that Consul General Garrels and Consul Frank C. Lee attend such a function it will be as benedicts, not as bachelors.

A sincere and cordial welcome was extended by the Association itself to the new officers, with invitation to become members, Consul General Evan E. Young acting as spokesman for the Association. Finally Vice Consul A. Dana Hodgdon, responding for the new class, voiced the appreciation of the members, closing with the presentation of a letter signed by each of the new officers, expressing to Consul General Dawson their gratitude for such a profitable period of instruction under his guidance.

During the month of September, 1923, there were received from consular officers 2,965 commercial and economic reports, as compared with 2,027 similar reports during the month of September, 1922.

ASSIGNMENTS

Consul Class V

Coert du Bois, Department.

Consul Class VI

George D. Hopper, Dunkirk.

Consuls Class VII

John L. Bouchal, Port Said.
John S. Calvert, Barcelona.

Vice Consuls de Carrière

Howard A. Bowman, Saloniki.
Richard P. Butrick, Guayaquil.
C. Austin Castle, Buenaventura.
William E. DeCourcy, Cairo.
James G. Finley, Lille.
Raymond H. Geist, Alexandria.
Robert R. Patterson, Hamburg.
Julian L. Pinkerton, Durban.
Austin R. Preston, Shanghai.
Almon F. Rockwell, Frankfort.
William W. Schott, Palermo.
Winfield H. Scott, Bombay.
Francis H. Styles, Loanda.

THE NEW CLASS

Consuls Class VII

J. Rives Childs, Jerusalem.
Walter H. McKinney, Bordeaux.

Vice Consuls de Carrière

Lawrence S. Armstrong, Liverpool.
Haskell E. Coates, Melbourne.
A. Dana Hodgdon, Prague.
John S. Huddleston, Milan.
William O. Jones, Danzig.
Raphael A. Manning, Montevideo.
Robert L. Mosier, Valparaiso.
George Tait, Rio de Janeiro.
Sheridan Talbott, Habana.
Mason Turner, Colombo.
Frederick van den Arend, Leipzig.

VISITING OFFICERS

The following Consular Officers called at the Department on leave or en route to new posts during the period from November 14 *to December* 13:

Ernest L. Harris, Consul General at Singapore.
Arthur Garrels, Consul General at Large for Mexico and the West Indies.
Leland B. Morris, Consul at Saloniki.
Winthrop R. Scott, Consul at Cape Haitien.
Maurice C. Pierce, Consul at London.
John L. Bouchal, Consul at Prague.
W. M. Parker Mitchell, Consul at Montreal.
George G. Duffee, Consul at Habana.
Thomas M. Wilson, Consul at Bombay.
Walter A. Adams, Consul at Tientsin.
William L. Jenkins, Consul at Nairobi.
Frank P. S. Glassey, Vice Consul at Helsingfors.
John F. Feeney, Vice Consul at Paris.
Basil E. Savard, Vice Consul at Frankfort on Main.
James M. O'Brien, Vice Consul at Genoa.
Lester S. Dame, Vice Consul at Ghent.
Jurgen H. L. Lorentzen, Vice Consul at Kovno.
Richard P. Butrick, Vice Consul at Iquique.
Edwin H. Livingstone, Vice Consul at Valparaiso.
William E. Lane, Vice Consul at Cologne.
Frederick W. Baldwin, Vice Consul at Florence.
Monroe H. Kline, Vice Consul at Warsaw.
George L. Tolman, Vice Consul at Bergen.

RESIGNATIONS

Stuart J. Fuller, Consul General, Class III.

Honorary Vice Consuls

N. E. Gimler, Progresso.
Willis G. Harris, Georgetown.
Clarence A. Miller, Tampico.
Ray N. Miller, Puerto Cortes.

PROMOTIONS

Vice Consuls de Carrière Class II to Vice Consuls de Carrière Class I

Harold Shantz.
Frederick L. Thomas.
Robert R. Patterson.
Harold S. Tewell.
Hiram A. Boucher.
E. Talbot Smith.
William I. Jackson.
Robert Y. Jarvis.
Howard Donovan.
Fletcher Warren.
Edward Caffery.
Charles I. Graham.
Francis H. Styles.
Willard L. Beaulac.
Harry J. Anslinger.
H. Tobey Mooers.
Rollin R. Winslow.
Albert Halstead, Jr.
Edward P. Lowry.
Joseph G. Greeninger.
Earl L. Packer.
Sidney E. O'Donoghue.
Henry R. Brown.
Richard B. Haven.

Vice Consuls de Carrière Class III to Vice Consuls de Carrière Class II

Samuel J. Fletcher.
George Gregg Fuller.
Herbert S. Bursley.
Richard P. Butrick.
Harold G. Waters.
Christian M. Ravndal.
Bernard F. Hale.
Charles L. DeVault.
Raymond H. Geist.
Charles A. Amsden.
Albert M. Doyle.
Nelson R. Park.
P. Harley Moseley.
Edwin A. Plitt.
John J. Ewart.
Harold M. Collins.
Maurice Walk.
Edward E. Silvers.
Alfred T. Nester.
Leslie E. Woods.
Gilson G. Blake, Jr.
James Hugh Keeley, Jr.
Thomas H. Robinson.
Loy W. Henderson.

Consular Assistants to Vice Consuls de Carrière Class III

Leonard N. Green.
John J. Muccio.

Non-Career Officers

Promotions, Clerks to Vice Consuls

Harry A. Dayton, Kovno.
Frederick W. Hinke, Antilla.
Francis B. Moriarity, St. Etienne.
Raymond O. Richards, Santo Domingo.
Walter B. Wilson, Shanghai.

Transfers

Charles B. Beylard, Tunis.
Clement H. Cornish, Tientsin (remains).
Francis P. Dormady, Amoy.
Julius C. Jensen, Malmo.
Harry B. Ott, Chihuahua.
Stanley Wilkinson, Puerta Castilla.

Appointments as Vice Consul

George A. Greeley, Puerta Cortes.

Appointment of Consular Agent

J. Chatten Hendra, Cruz Grande, Chile.

AMBASSADOR TO GREAT BRITAIN

The Senate confirmed the nomination of Frank B. Kellogg, former United States Senator from Minnesota, on December 11, 1923, as Ambassador to Great Britain.

Mr. Kellogg was born at Potsdam, New York, December 22, 1856. He studied law at Rochester, Minnesota, being admitted to the bar in 1878. For three years he was City Attorney of Rochester and County Attorney of Olmsted County of five years. He then moved to Saint Paul in October, 1887, and became associated with the law firm of Davis, Kellogg and Severance, practicing as a member thereof until his election to the Senate in November, 1916.

Mr. Kellogg sailed for his post at London on December 22, 1923.

During the month of October, 1923, there were received 2,125 general and miscellaneous letters for transmission to the addressees in the United States. The Consulate at Riga led with 245 and was followed by Kovno with 196, Warsaw with 151, Athens with 148, Bucharest with 113, and Aleppo with 106.

FOREIGN SERVICE CONFERENCE

Second Conference of Collegiate Instructors in Foreign Service Training Subjects

THE second conference of collegiate instructors of foreign service training subjects was held in Washington, December 26, prior to the opening of the annual meeting of the American Economic Association, under the direction of the Advisory Council and Committee of Fifteen on Educational Preparation for Foreign Service, appointed by the United States Commissioner of Education. A preliminary conference of this group, the first, was held last year under similar direction in Chicago during the annual meeting of the same Association. It is indeed gratifying to note that we have arrived at that stage in our foreign service training program that annual conferences of instructors actually engaged in teaching foreign service training subjects can now be held. In May, 1922, 48 universities reported 3,122 students carrying this type of training as a major. One year later, April, 1923, 52 universities reported 4,973 students.

The two sessions of the conference were open to the public. Business men interested in foreign trade and foreign trade promotion attended. The afternoon session, beginning at 2 o'clock, was devoted to a discussion of selected collegiate types of foreign service training, with emphasis upon methods and motivation. At the evening session, beginning at 8 o'clock, four speakers, representing the diplomatic and consular service, business, chambers of commerce and similar organizations, and the Bureau of Foreign and Domestic Commerce, described the structure and functions of foreign trade and foreign service promotion agencies of government and business, with emphasis upon opportunities for placement in foreign service.

Mr. Wilbur J. Carr, Director of the Consular Service, was one of the speakers at the second session.

Lewis W. Haskell, American Consul at Geneva, Switzerland, has been instructed to act as observer at the second general conference in communications and transit at Geneva, and to keep the Government fully advised of the proceedings.

The pleasing 1924 headpiece and the tailpiece carried in this issue are the work of Mr. L. Dale Pope, Vice Consul at Kingston, Jamaica, to whom the BULLETIN expresses its appreciation of his assistance.

THE PACIFIC FOREIGN TRADE COUNCIL

THE BULLETIN, in the person of our business manager, was intensively represented for a short time at Portland, Oregon, in November.

The occasion was the third annual convention of the Pacific Foreign Trade Council and the exact dates were November 15 to 17, inclusive. The fourth annual convention, in 1924, will be at San Francisco.

Mr. Southard was sent out to represent the Department of State at the convention and was one of the principal speakers on the program. The activities of the diplomatic and consular services in the promotion and protection of American foreign trade provided the subject of his address. He stressed the exceptional facilities afforded by the consular trade letter service, and you all will doubtless have opportunity for increased activity in this highly important and ever-increasing branch of commercial work. The business men of the coast were much interested in the facilities afforded by the representatives abroad of the Department, and we conclude that you and your work are all much better known out there today than before this convention occurred.

The Pacific Foreign Trade Council is a young but decidedly live organization, and its members expect to develop much closer contact with the consular service than heretofore. Among the resolutions which the convention adopted was one heartily endorsing increased appropriations by Congress for extension of the Department's foreign service.

We are informed by Mr. Southard that his address was much enhanced in effectiveness by illustrations of concrete results of trade promotion work (see G. I. C. 896), and that quite a number of offices came in for special mention on this occasion as having brought about contacts resulting in the sale of lumber, flour, and other particular Pacific Coast products or services.

Alfred W. Kliefoth, Consul of Class VI, on detail in the Department, was assigned to duty as Assistant Chief of the Division of Eastern European Affairs, on November 30, 1923.

SERVICE WEDDING

Drain-Van den Arend. Miss Gertrude Drain and Vice Consul Frederick van den Arend were united in marriage on November 24, 1923, at Washington, D. C.

NECROLOGY

Mr. Wallace J. Young, Consul of Class IV, died, after a brief illness, on December 4, 1923, at Washington, while en route from Bradford, England, to his new post at Regina, Canada.

Mr. Young was born in West Chester, Pennsylvania, on August 21, 1880, and was educated in the high schools of Washington and in the Georgetown University Law School. He was a Fellow of the Royal Geographical Society. In his early life he acted as private secretary of several Members of Congress in the Fifty-eighth and Fifty-ninth Congresses. In 1900 he was appointed clerk in the Census Office, in 1903 clerk in the Civil Service Commission and in 1907 was transferred to the Department of State where he served until 1909 as clerk to the Third Assistant Secretary. On May 17, 1909, he was made secretary of the Board of Examiners of the Diplomatic and Consular Services where he served until 1910 when he was attached to the Agency of the United States in the North Atlantic Coast Fisheries Arbitration before the Permanent Court of The Hague. On October 14, 1911, he was appointed special disbursement officer of the Department of State and assigned as assistant secretary of the American Delegation to the Opium Conference at The Hague, returning to the Department on February 7, 1912, when after two years he entered the Consular Service, being appointed Consul at Carlsbad on July 24, 1914, and to Consul Class VII by the Act of February 5, 1915.

His subsequent assignments were at Goteborg, June 5, 1917; Prague, March 15, 1919; Class V, September 5, 1919; Class IV, June 4, 1920; Bradford, July 1, 1920; and Regina, August 3, 1923.

The Consular Association sent a wreath and the funeral was attended by several officials and consular officers from the Department.

Mr. William Dulany Hunter, formerly Consul of Class VIII, who resigned from the Service in December, 1920 because of his health, died at Washington, D. C., on December 11, 1923, and was buried in the family plot in Oak Hill Cemetery, Washington.

Mr. Hunter was born in Georgetown, D. C., on August 29, 1866, and received his education at Georgetown University. He was appointed Consular Clerk on December 13, 1888, and served at Liverpool in 1889-1890; at Paris, 1891-1892, and at Shanghai as Vice and Deputy Consul General, 1893-1895, when he resigned and was appointed Vice Consul to establish a Consulate at Harput, Turkey, in June, 1895. He was attached to the Legation at Constantinople from December, 1895, to January, 1896, and was later designated to inspect consulates in the West Indies and certain consulates in South America in November, 1896. On June 1, 1898, he was appointed Deputy Consul General at Cairo but retired on July 10, 1902. He was appointed Consul at Nice, France, on March 30, 1907, and to Class VIII by the Act approved February 5, 1915. He remained at Nice until his retirement from the service.

Mr. Hunter is survived by his wife, two sons and a daughter.

Mr. Hunter Sharp, American Consul at Edinburgh, Scotland, died at his post on December 17, 1923.

Mr. Sharp was born in Hertford County, North Carolina, on October 5, 1861. He was educated by private tuition at St. Michael's Home School for Boys, Reisterstown, Maryland; at Trinity College, Durham, North Carolina; at Bingham's Military Academy, Asheville, North Carolina; special course at the University of North Carolina, and attended one course of medical lectures at the University of Maryland.

Mr. Sharp entered the Consular Service as Marshal at Osaka and Hiogo, Japan, May 10, 1886; Vice Consul at Osaka and Hiogo, March 12, 1891. He retired as Vice Consul, October 1, 1898, and as Marshal, July 17, 1899. He was appointed Vice and Deputy Consul at Osaka and Hiogo, April 25, 1900. He retired as Interpreter and Vice and Deputy Consul, July 1, 1902. Mr. Sharp returned to the Service as Vice and Deputy Consul at Kobe, August 1, 1902; as Interpreter, August 1, 1902; Consul at Kobe, March 10, 1905; Consul General at Moscow, June 10, 1908; Consul at Lyons, May 31, 1909; Consul at Belfast, December 14, 1910; was appointed Consul of Class III by Act approved February 5, 1915, and was assigned Consul at Edinburgh, Scotland, April 16, 1920.

Mr. Sharp is survived by his wife, two daughters and a son.

The infant son, John Randall Erhardt, of Consul and Mrs. John G. Erhardt, died on October 29, 1923, and was buried in the Protestant Cemetery in Athens, Greece.

Mr. Claude E. Clifton, father of Mrs. James B. Young, died December 6, 1923.

INDEX OF ARTICLES AND ILLUSTRATIONS

In Volumes 1, 2, 3 and 4 of the Consular Bulletin

There is published below for convenience in reference an index of the first four volumes of the BULLETIN. The preparation was painstakingly done by James B. Stewart, Consul at Tampico, Mexico, to whom the BULLETIN feels deeply grateful. It is felt that the index will be found valuable to all readers of the BULLETIN, and it is the intention of the editors to publish an annual index—that is, for each volume—from this time on.

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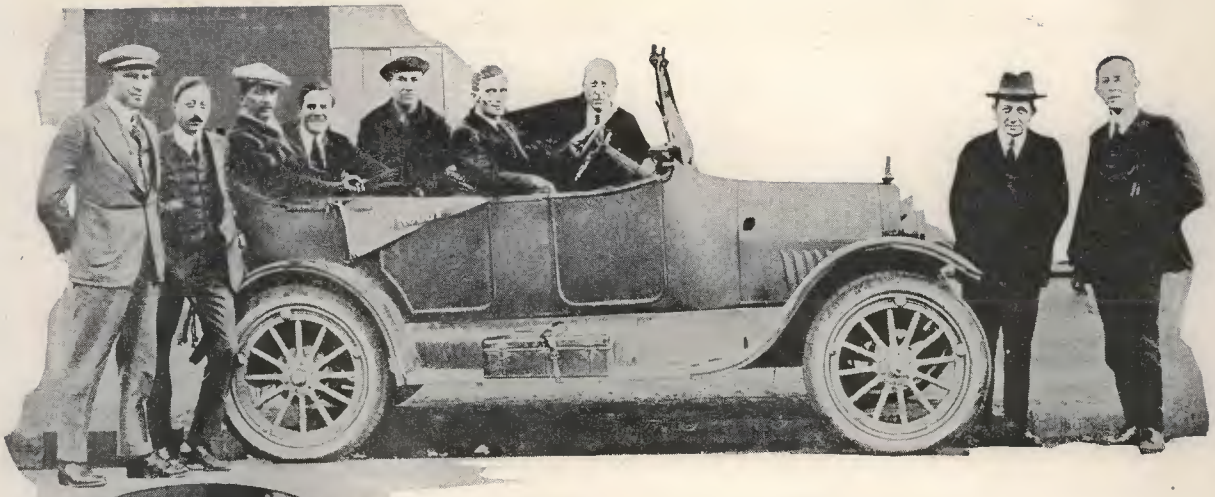

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Prepared October, 1923, by James B. Stewart, American Consul.

THE UNITED STATES TARIFF COMMISSION

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and for making adjustments between basic materials and the products derived from them.

The information gathered, coordinated and published in these surveys comes from a variety of sources; from field trips and inspections made by the Commission's experts; from letters and schedules addressed to importers and producers; from publications, private and governmental, domestic and foreign; and from the pertinent departments and services of the government.

As a typical case illustrating the kind of information secured by the Tariff Commission from other government agencies, I quote the following statement from one of the ten divisions of the Commission's staff, the Agricultural Division,

prepared in reply to my request for information concerning assistance received from the consular service:

"Consular reports, especially those which come to us in manuscript form, have been of appreciable service to the Division, both in its survey work and in its work on applications arising under Section 315 of the Act of 1922. In addition to the confidential reports which are forwarded by the State Department, the Division has found very helpful the reports from consuls, which have been classified by commodities in files of the Bureau of Foreign and Domestic Commerce. In one or two instances the consular service has made special reports at our request; consuls on leave in the United States were consulted concerning industries located in their districts.

"Among the subjects regarding which the Consular Reports have been consulted are tomato paste, canned tomatoes, cotton seed and lemons. The information obtained on these commodities has included foreign market conditions, prices, labor costs, et cetera. Of particular value have been the up-to-date statistics which we have obtained from the Consular Reports on such commodities as olive oil, olives, spices, desiccated cocoanuts, raisins, coffee, and fish. The convenient form in which the Bureau of Foreign and Domestic Commerce has made this information available has saved the Commission much statistical work.

"The Consular Reports also make available statistics of imports and exports, and of production, of more recent date than can be obtained from the official reports of some foreign countries whose publications have been much delayed.

"A number of instances have been brought to our attention in which the Consular Reports have corrected erroneous figures reported in the official publications of foreign governments and in semi-official publications. In one such instance an American Consul showed that the official statistics of the value of exports of a particular country were 50 per cent, at least, too low. In another instance our Consul General has warned against the use of the statistics published in a certain commercial periodical which is usually rated as the official publication of the Treasury Department of the country to which he is accredited."

The Commission's staff is organized under four offices: (1) the Office of the Chief Economist, (2) the Office of the Chief Investigator, (3) the Legal Division, (4) the Secretary's Office.

Under the direction of the chief economist and chief investigator are ten divisions, each with a chief and other experts, as follows: chemicals, pottery and glass, metals, wood and paper, sugar,

agricultural products, textiles, sundries, preferential tariffs and commercial treaties, accounting.

The work of the Commission's staff is coordinated in an advisory board composed of the chief economist as chairman, the chief investigator, the chief of the legal division, and several economists and technical experts having immediate charge of the problems under consideration.

The functions of the different divisions of the Commission's organization may be illustrated by reviewing briefly the course of procedure followed in the preparation of the Commission's report. Assume that a manufacturer has made application under Section 315 for an increase of duty upon his product and has presented data showing that the existing duty is not sufficient to equalize the difference in the cost of production at home and in the principal competing foreign country. The application is received and noted by the secretary, the chairman of the Commission and the chief economist, and then goes to the chief investigator, who refers the application with instructions to the proper commodity division. The chief of this commodity division supervises the preparation of a preliminary report covering all the available information, and submits this report through the chief investigator to the advisory board. The advisory board (which consists of commodity experts, accountants, economists and a representative of the legal division) after sifting and examining the facts in this preliminary report

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and considering the case from all points of view, submits a report of its conclusions and recommendations, together with the preliminary report, to the Tariff Commission for its consideration and action. At this stage in the proceedings the Commission either denies the application or orders an investigation.

If an investigation is ordered, every precaution is exercised in preparing schedules, in drawing definite specifications and plans for the investigation work. These preliminary plans must be clear and consistent and must embrace such data, and only such, as will enable the Commission to arrive at a definite conclusion in its report to the President. If error creeps into the preliminary plans, the result will be fumbling and floundering in the conduct of the investigation. A good start conserves time, effort and expense, and has a telling effect when finally the results are summarized into a report as required by the Act.

After the plans and schedules have been prepared and approved, the Commission's experts are sent into the field, under the direction of the chief investigator, to secure at first hand the data from which the chief expert (with the guidance of the chief investigator and the assistance of an economist) prepares his report. This report covering the field investigation is brought before the advisory board for constructive criticism and for possible revision if needed. This field report then goes to the Commission where it is again given a critical review.

At this stage the Commission announces a date for a public hearing at which interested parties may appear and give testimony. Prior to the hearing the parties interested may have a copy of the expert's report, but from which all trade secrets or processes have been deleted.

The report of the hearings, the briefs prepared by attorneys for interested parties, and the report of the Commission's experts are then brought together; the essential data and pertinent information are selected and formulated by the economic division into a report which, after approval by the advisory board, is submitted to the Tariff Commission. The Commission now has before it all the facts available for reaching conclusions and passing its final judgment in the case, and its duties are completed when it reports its findings to the President.

GEOGRAPHIC FACTORS IN THE DEVELOPMENT OF TRANS-ANDEAN COMMUNICATIONS

(*Continued from page 8*)

of the nitrates, these trails were used more frequently to drive the herds of cattle into northern Chile, the latter being gathered even from the Gran Chaco and fattened near Salta.

The railway project has recently been agreed upon by the Chilean and Argentine Governments. The exact route is not yet decided upon. The line will be a continuation of the present branch from Guemes (on the railroad to Jujuy and La Quiaca) to Salta and Rosario de Lerma. This part has been finished. From Rosario de Lerma the railroad will climb to the Chorrillos Pass, at an elevation of 14,665 feet (4,471 meters). Beyond this there are two proposed routes—one via Huaytiquina to San Pedro de Atacama and the Antofagasta-Bolivia Railroad at Sierra Gorda; the other via Socompa, farther south. The latter line would serve an important nitrate field and would be shorter, while the former would serve an important mining district, as well as the small oases of San Pedro de Atacama. The longer line is preferred, at least by the Chileans.

Probably an agreement on this line could not have been reached as easily if Argentine exports alone would have been stimulated. In 1921 Argentine exports to Chile were more than double in value those of Chile to Argentina. Chile probably would not have agreed to this project, if there had been no compensating stimulation of her own exports; and it must be remembered that the extensive agriculture of Argentina creates no demand there for the nitrate as a fertilizer. As a part of the same agreement the two Governments have authorized the completion of the "Transandino por Neuquen" from Pua, on the Red Central, by way of the Pino Hachado Pass (5,983 feet or 1,824 meters) to Neuquen. This will give an outlet for the coal fields around Lebu and Concepcion, and also for Chilean timber. Thus the import of Argentine foodstuffs in the north will be paid for by the export of Chilean coal and timber in the south. The almost complete lack of coal in Argentina insures a steady demand.

Another line duplicates the "Transandino por

Neuquen" 93 miles (150 kilometers) farther south. It is projected to connect Valdivia, at least, with steamboats on Lake Nahuel Huapi. On the Argentine side of the railroad from San Antonio is being built toward Nahuel Huapi. At present such a line would be of chief value as a tourist route, for the region can boast of the characteristic scenery of a mountain area sculptured by glaciers. If manufacturing cities ever grow up along the piedmont north of Nahuel Huapi, this railroad might become an important line of transportation.

Thus, as the economic development of the country progresses, and as natural resources are discovered and exploited, geographic factors which were long dormant and only potential in their influence begin to exert a pressure. With a happy balance of exports and imports, transportation routes are beginning to develop in the north and in the south. Yet persistently since colonial times and apparently as far as we can predict in the future, the middle route by way of Uspallata must be content with a political and sentimental value, and with a limited economic need.

A SKETCH OF EARLY MANCHESTER

(*Continued from page* 11)

would but come over to England, bringing their mystery which would provide them welcome in all places! Here they should feed on fat beef and mutton till nothing but their fullness should stint their stomach: their beds should be good, and their bedfellows better; seeing that the richest yeomen in England would not disdain to marry their daughters unto them."

At a later date, sixteenth and seventeenth centuries, the intolerance of the Catholic Powers of Europe drove many Protestant artisans from the most flourishing seats of continental manufactures to this land of liberty.

In 1538 Manchester was described as "the fairest, best builded, quickhest, and most populous towne in al Lancastreshire." "The said towne of Manchester" wrote another chronicler, "is and hath of long tyme been a towne well inhabited, and the inhabitances of the same towne are well set a worke in the makinge of clothes, as well of linnen as of woollen, whereby the inhabitauntes of the saide towne have obtayned gotten and come

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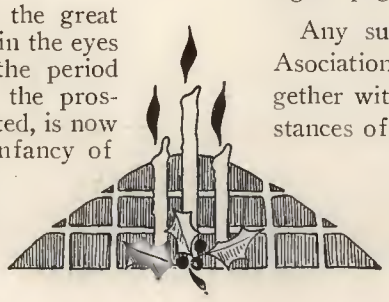
unto riches and have kepte and set manye artificers and poor folkes to work within the saide towne."

In 1641 the first undoubted mention is made of the cotton manufacture of Britain which shows that Manchester then retained its linen manufacture and had added that of cotton: "the town of Manchester buy the yarne of the Irish in great quantity, and weaving it, return the same again into Ireland to sell; neither doth their industry rest here, for they buy COTTON wool in London, that comes first from Cyprus and Smyrna, and at home worke the same, and perfect it into fustians, dimities, and other such stuffes and then return it to London." * * *

In a rapidly advancing world the great things of one age are insignificant in the eyes of the succeeding ages. Thus the period which opened with Edward III the prosperity of which was so much vaunted, is now looked upon as the mere feeble infancy of cotton manufacture, a trickling rill, compared with the mighty river to which that manufacture has since grown.



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Protection of interests so far as laws and regulations permit
Welfare and whereabouts

American Consuls serve practically every branch of our Government, every business man and, either directly or indirectly, every private citizen. This chart shows how information gathered by them is concentrated in the Department of State and then distributed to the various governmental agencies and to private concerns and individuals.

A Consul's more important duties are shown, but by no means all of them.