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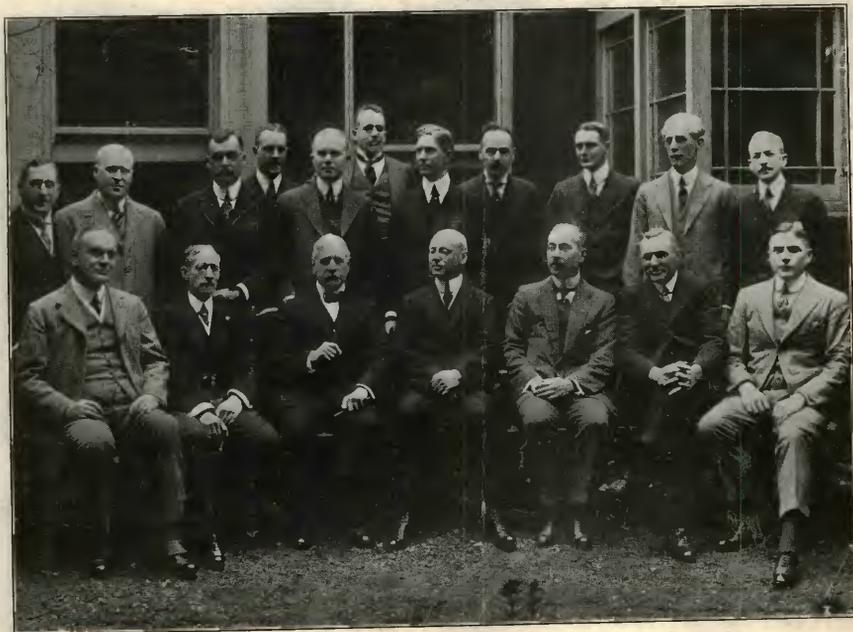
AMERICAN
CONSULAR BULLETIN

PUBLISHED MONTHLY WITH THE COOPERATION OF THE AMERICAN CONSULAR ASSOCIATION
TO FURTHER AMERICAN INTERESTS IN FOREIGN LANDS THROUGH THE CONSULAR SERVICE

VOL. 2

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No. 12



GATHERING OF AMERICAN CONSULS IN ENGLAND

Top row (left to right): William F. Doty, William J. Grace, John M. Savage, Leslie E. Reed, Calvin M. Hitch, W. Stanley Hollis, Irving N. Linnell, Keith Merrill, Wilbur T. Gracey, Adam B. Cooke, John H. E. McAndrews.

Bottom row: Robertson Honey, John H. Grout, Percival Gassett, Robert P. Skinner, Augustus E. Ingram, Fred C. Slater, Charles E. Asbury.

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

Hearings on the Appropriations

Testimony before the House Committee Concerning the Diplomatic and Consular Appropriations for 1922 Brings Out Facts and Statements of Policy of Extraordinary Interest

The hearings on the Diplomatic and Consular Appropriation Bill for 1922 before the Sub-Committee of the House Committee on Appropriations were the most searching which have occurred in many years and brought out information of the greatest interest respecting the foreign service. The Sub-Committee consisted of Representatives 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. The hearings extended from December 23, 1920, to January 15, 1921.

The general situation with respect to appropriations, and particularly those for the Diplomatic and Consular Service, was disclosed in a statement by the chairman of the Committee, Mr. Rogers, January 3rd, when the Acting Secretary of State, Norman H. Davis, and the Director of the Consular Service, Wilbur J. Carr, appeared to answer the Committee's questions. According to the published record, Mr. Rogers said:

Mr. Davis, our problem in this committee is to cut estimates about in two. The sundry civil bill which carried the estimates from the various departments aggregated something like \$800,000,000, as I remember, and when it was reported out on the floor of the House, there was something like \$390,000,000 less. As we approach the Diplomatic and Consular bill, of course, we realize no comparable cut can be made because this sort of bill is not capable of that degree of elimination; but here we have estimates of substantially \$12,000,000 proposed by you as compared with appropriations a year ago of \$9,000,000. There is an increase of very nearly \$3,000,000, when we have been assured during the past years that as the war ended and as more nearly normal times presumably came upon the world, we should be able to see a reduction in the Diplomatic and Consular bill to something approaching the peace-time scale. For example, for 1913 the total appropriations were \$3,860,000 and as late as 1916, with the European war well on, they were only \$4,500,000. Our problem, of course, is this subcommittee as in all the other subcommittees, is to try to approximate a return to normal.

Mr. Davis. I understand that.

Mr. Rogers. And what we want from you and from Mr. Carr—and, of course, we shall go into it in more detail with Mr. Carr than we shall ask of you—is to get help in getting these estimates as near as possible to the peace-time scale. Can you now make a

general explanation as to why, in your judgment, it is necessary for the department to even estimate \$12,000,000 at this time?

Mr. Davis. In the first place, I will say that the department has infinitely more work than it has ever had in its history. A great part of the world has been recast; many new States have been set up, and we need very much more representation than we have ever had before. Along with other developments resulting from the war there has been an economic development along with diplomacy, and I, myself, am a very strong advocate of having at every legation and embassy a real expert on economic questions; and we have had to increase the clerk hire in some of the most important embassies and legations, and even with that, they are working harder than they ever have in the history of this country. In the department itself here—I have not been in the department myself so very long, but I know that all of the heads of bureaus work from about 9 in the morning until 7.30 and 8 o'clock at night, and sometimes even later at night, trying to get the work done.

Mr. Rogers. This bill, of course, has nothing to do with the appropriations for Washington.

Mr. Davis. No; but we have the reflex action here. The men here are trying to look after and answer the inquiries from all over the world. Our personnel is working overtime, and they are working under a strain they can not keep up indefinitely. If you will notice, these increases are made only where we have felt a serious necessity exists. We went over them very carefully at the department. If you will notice, there is an increase of \$100,000 for clerks at embassies and legations. That is in response to an absolute necessity.

Revenue from Consular Fees

The hearing proceeded with matters of detail relating more especially to the Diplomatic Service. The question of the net cost of the foreign service then coming up, Mr. Elston asked:

Mr. Davis, have you a statement showing the receipts of the department from all sources?

Mr. Davis. Yes. Our appropriation for everything for 1921 is \$10,483,697 and the estimate for 1922 is \$13,592,000 and our estimated receipts will be \$9,805,000, which would mean that the net cost to the United States next year of running the State Depart-



ment and foreign service would be something over \$3,000,000.

Mr. Rogers. The estimate for the visé work, as shown in the letter and as shown on this table, amounts to \$7,000,000. (Note: This estimate later increased to \$11,000,000.)

Mr. Elston. I think that is a rather remarkable showing, and I think it very pertinent to have that in the record, together with any suggestion of any new schedule that may be made looking to an increase of the fees, if possible, if you have made a survey of that.

Mr. Davis. If you will notice, we are asking, in order to collect this extra \$7,000,000 for visés, \$600,000 for additional machinery.

Mr. Small. \$750,000 above the current appropriation.

Mr. Carr. We had \$150,000 left over from the other bill, which gives us a working appropriation this year of \$400,000, and therefore we are asking for an increase of \$600,000.

Comparative statement.

| | Appropriation, 1921 | Estimate, 1922 | Increase |
|---|------------------------|------------------------|-----------------------|
| Dept. of State..... | \$1,100,160.00 | \$1,593,660.00 | \$493,500.00 |
| For n. Intercourse | 1,154,287.00 | 1,910,798.94 | 756,511.94 |
| Dip. Service..... | 3,091,475.00 | 3,594,425.00 | 502,950.00 |
| Con. Service..... | 5,137,775.00 | 6,493,625.00 | 1,355,850.00 |
| Total cost..... | \$10,483,697.00 | \$13,592,508.94 | \$3,108,811.94 |
| Estimated receipts, -1922: passports..... | | | |
| \$1,000,000; visés..... | | | |
| \$7,000,000; invoices | | | |
| \$1,500,000; landing, certificates \$40,000, 000; bills of health, \$65,000; other fees, \$200,000..... | 9,805,000.00 | | |
| Net cost, 1922..... | | 3,787,508.94 | |

Report of fees collected by United States consulates for year ended June 30, 1920.

| | |
|---|-----------------------|
| Invoices..... | \$1,448,178.31 |
| Landing certificates..... | 41,182.83 |
| Bills of health..... | 67,716.65 |
| Miscellaneous fees, notarial, including visés | 1,235,395.33 |
| Total..... | \$2,792,473.12 |

Commercial Work of Diplomatic Service

In connection with the question of rents for embassies and legations, Mr. Rogers said: "The question that is going to be thrust at us at every turn is whether, on the whole, the United States is going to be better off by a retention of the war-time scale of representation abroad?" To this Mr. Carr replied:

Is not the answer to that something like this: Has not the United States got to do for its people abroad substantially what the other nations are doing for theirs? Is not foreign trade, foreign investment, and foreign enterprise a matter of competition among the

nations? If one nation has, in behalf of its nationals, the active support of a large and well-maintained diplomatic and consular service, is not the United States practically bound to give its people equal protection and equal support? Will the people of this country look kindly upon a retrenchment which denies them abroad the diplomatic support and protection that their British, French, and Japanese competitors enjoy?

Mr. Rogers. I think we could make a better case for the consular service to the average layman, we will say, than we can for the diplomatic side of the service, because he will see that the consular service is the business end of the service and there is a direct connection with the business welfare of the Nation, but how many men would say that the retention at this time of 50-odd men in the Paris embassy and a larger number, perhaps, in the London embassy, having nothing to do with the consular service at all, as I understand it, would be justified by the interests of the Nation?

Mr. Carr. Suppose we analyze that a bit, starting off, in the first place, with the fact that the British Government has immensely strengthened its diplomatic service since 1914, has raised salaries all along the line; it has added to the personnel very largely; it has converted its diplomatic service into what you might call a commercial service instead of the old-time routine political diplomatic service. On the commercial side they have a commercial counsellor, with a total income of \$10,000 or \$12,000 a year. He has two assistants, with salaries and allowances of \$4,000 or \$5,000 each, which is something they never had before the war. Those men are devoting their entire time to the commercial end of the work, working in co-operation with their consulates, who are assigned to various parts of the country. They are not only doing that here, but they are doing it everywhere.

They have 50 commercial diplomatic posts in different parts of the world. They have put into those posts men selected from private business life or selected from the consular service. I think of the 44 personnel appointed altogether that about 25 are old consular service men and the others have been taken from private business life; in other words, they are commercializing their diplomatic service for the benefit of their trade. It seems to me that we can scarcely do less than that and that we have to follow them pretty closely if we give our people the proper support in foreign countries. Carrying this a bit further, every American ship that goes to a foreign port has to have the services of the consul; it is almost a daily thing for difficulties to arise with relation to vessels that have to be referred by the



consul to the ambassador or minister. If some governmental action has to be taken, somebody released from prison, a vessel in difficulty through transgression of port rules, or something of that sort, the embassy or the legation is likely to be called upon for assistance. The increase in the merchant marine, for instance, means an increase in the practical commercial business of the embassies and legations.

The consortium which we worked so hard for in the Far East, struggled months and months for the sake of American business and American prestige in the Far East, occupied hours and hours and weeks of time of the embassies and legations in Peking, Japan, France, and Great Britain. But American business men will derive profits from it for years hence. So, I might say, it goes all over the world. Unfortunately because the diplomatic service deals with governments rather than the individuals it is erroneously thought by many to have little to do with commerce, whereas the diplomacy of to-day is almost entirely concerned with commercial questions. One of the declared objects of the British Government, which is pertinent to this discussion, is the extension of the subordinate personnel at their embassies and consulates, to relieve the officers from performing routine work, thus enabling them to devote their time to gathering information and dealing with questions of importance.

Foreign Clerks in Consulates

In reply to an inquiry on the subject by Mr. Rogers, Mr. Carr made the following statement concerning the employment of clerks of foreign nationality in consular offices:

I think a certain number of foreign employees absolutely necessary to the proper running of a consular office, and it may be that even in the diplomatic office it is very advisable to employ foreigners in certain positions such as messengerships. Indeed, I should think it practically imperative. In a consular office I find that it is through a person classed as a foreign clerk in a very great many cases that the consul gets his insight into the commercial conditions of the place, and gets things done which the average American clerk is unable to do, because of his lack of familiarity with the foreign country, his lack of connections and contacts in the locality. I have advocated the employment of Americans almost exclusively until last year, and I am now convinced that complete Americanization of the service under existing conditions means inefficiency. There must be a reasonable number of foreigners employed because of their knowledge of languages and their familiarity with local conditions and people. I do not mean by that to give commissions of vice consul

to foreigners. A foreigner may be employed as a clerk or messenger, or in a similar capacity, and he may be utilized to excellent advantage in a consular office, whereas it would be undesirable to give him a commission. I think we ought to hold our position on that point, but I do believe we ought to permit the employment of a certain number of foreign clerks.

Mr. Rogers. Subordinate and low-paid positions, I suppose?

Mr. Carr. Low-paid positions. For instance, I believe that with the current exchange conditions, the cost of living, and that sort of thing, our minimum of \$1,000 for foreign clerks in the consular service is too low. I think our service would be improved by raising that minimum, or by finding a way by which a limited number of foreigners could be employed.

Coming to the item, clerk hire at consulates, Mr. Rogers said: "You ask for an increase of \$600,000, from \$1,200,000 which has been carried in the last two acts to \$1,800,000. What is the justification for that?" Mr. Carr replied:

I realize, Mr. Chairman, that this is a very large estimate, but it is based upon this principle: That as the service now stands it is running to its full capacity. We are utilizing our full \$1,200,000 clerk hire fund. We are still getting complaints from the offices now operating that have not enough clerk hire, and we are getting complaints from the Department of Commerce that we are not furnishing enough information.

We are receiving complaints from shipmasters and ship operators that the Consular Service is not furnishing sufficient service to them. These complaints are for the most part traceable to insufficient personnel to carry on the routine of the offices and give our consuls and vice consuls an opportunity to make trade investigations and do other things not now possible. We shall have soon to face a resumption of normal activities of the service in all parts of the world. Presumably we are going to have a state of peace shortly. In that event we shall have to establish at least 30 consulates in Germany; we shall have to establish consulates in Austria, in Hungary, in the Balkans, and in Turkey, in none of which are consulates functioning at the present moment. We shall have to supplement some of the seaport offices which are now functioning with additional clerks to keep the service up to a point where it can avoid complaints and criticism. That, in a rough outline, is the situation.

Mr. Rogers. How many clerks have you now?

Mr. Carr. We have at present 986 clerks.

(Continued on page 10)

Consular Conferences Abroad

The American Consular Officers Stationed in the United Kingdom and in Switzerland Foregather to Talk over Their Work and Their Problems

The past year was marked by two consular conferences. The American consular officers in the United Kingdom foregathered May 18th and 19th at the Consulate General in London; the second annual conference

of consular officers stationed in Switzerland was held July 4th and 5th at the Grand Hotel Victoria at Interlaken. The illustrations in this issue of the Bulletin record the attendance at each. At the Swiss conference the American Minister was represented by Louis Sussdorff, Jr., Secretary of Legation. It was hoped that Ralph J. Totten, Consul General at Large, would be present, as he had recently arrived in Switzerland, but pressing business called him elsewhere.

The agenda of the London conference included the following subjects: (1) method of accounting for official receipts and expenditures, with particular regard to the depreciated currency of Great Britain; (2) consular book-keeping methods, system of accounts kept in such manner as to show the position day to day; (3) methods of keeping in order and disposing of original copies of consular invoices; (4) questions relating to mercantile marine: discharge of seamen in the United Kingdom, attitude of Home Office and Ministry of Health, petty expenses in visiting vessels; (5) relative value of different forms of commercial reporting, reports of the departure of business men to the United States; (6) passport control: working of files, investigations of individual cases, rights and duties of consuls with respect to the immigration laws; (7) post allowances: expediency of converting post allowances into system of renting residence for principal officers and cash allowances for subordinates, proportionate to rent payable on behalf of principal officers; (8) supplies for consulates; (9) American Consular Association, present form of Consular Bulletin, shall it be continued?; (10) \$1,000 salary limit in the case of alien clerks, should this be increased?

The discussions under these several heads and the resolutions adopted were recorded and forwarded to the Department, where they have had the careful consideration of the appropriate bureaus and offices.

On the first day of the conference the attending consular officers and their wives were entertained at a reception at the American Embassy by Mrs. Davis, the wife of the Ambassador. Mrs. Skinner received them on the second afternoon, and in the evening there was a dinner at Claridge's Hotel, at which the Ambassador, the Counselor of the Embassy and Mrs. J. Butler Wright, the Commercial Attache, Mr. Lincoln Hutchinson, and Mr. Armstrong, the

Special Agent of the Treasury Department, were guests. The Ambassador and Mr. Wright both spoke of the importance of the weekly reports made by the Consuls and assured them that they were the subject of careful study at the Embassy.

Of the consular conference in Switzerland the following account is kindly contributed by Mr. Hasell Dick:

"The conference, under the presiding officer, Mr. Keena, discussed at length, and with profit to all, the various problems confronting consular and diplomatic officers in the commercial and industrial readjustment following the war. Special attention was given to alien visa work and the complaints of American citizens regarding passport difficulties. An outline, arranged by Consul General Keena, for a "Handbook of Switzerland," was minutely examined and approved. It is proposed to embody in condensed form commercial and economic data relative to each consular district in particular and the country in general, to serve as a ready reference book for consular officers in Switzerland in connection with their trade activities. It was agreed that work in collecting the data would begin at once and be completed at the earliest moment consistent with accuracy."

Continued on page 7



AMERICAN CONSULS IN SWITZERLAND

Front row (left to right): Lewis W. Haskell, Consul, Geneva; Louis Sussdorff, Jr., Secretary of Legation, Berne; Philip Holland, Consul, Basel; Leo J. Keena, Consul General, Zurich.

Standing: J. J. Melly, Consul assigned to Berne; R. E. Schoenfeld, Vice Consul, Berne; H. H. Dick, Consul assigned to Geneva; J. H. Lord, Vice Consul, Basel; J. H. L. Lorentzen, Vice Consul, Zurich.



The following appointments, transfers and resignations have occurred among principal officers in the Consular Service since December 22d last:

Reginald S. Castleman, now assigned Vice Consul Madrid, assigned Vice Consul Lisbon; Hamilton C. Claiborne, now detailed London, detailed Havre; James C. Finley, now Vice Consul Marseilles, transferred to be Vice Consul at Lille, temporarily; Peter H. A. Flood, now assigned Vice Consul Southampton, assigned Vice Consul Quenstown; James H. Goodier, ordered to close Palma de Mallorca office and granted leave of absence, temporarily unassigned pending expiration of leave of absence; H. Gilbert King, now Vice Consul and Student Interpreter at Antung, transferred to be Vice Consul and Student Interpreter at Tientsin; Dellard B. Lasseter, now Vice Consul and Interpreter Tientsin, transferred to be Vice Consul and Interpreter Antung; Alphonse J. Lespinasse, now Consul Cete, resigned effective December 31, 1920; Carl C. Lumry, now assigned Vice Consul Brussels, assigned Vice Consul Naples; S. Pinckney Tuck, now detailed Samsoun, detailed to the American High Commission Constantinople; James V. Whitfield, formerly Vice Consul and Clerk Bahia Blanca, appointed a Vice Consul de carriere of Class 3 and assigned Vice Consul Habana.

The following changes are noted among subordinate officers:

William Herriman, now Vice Consul and clerk Genoa, transferred to be Vice Consul and clerk Turin; George S. R. Cornick, appointed Acting Consular Agent at Puntarenas, Costa Rica (first appointed); Thomas Dickinson, now Vice Consul and clerk Agua Prieta, transferred to be Vice Consul and clerk Santiago de Cuba; Einar W. Dieserud, now Vice Consul and clerk Christiania, transferred to be Vice Consul and clerk Paris; Edward C. Greenlaw, now clerk Glasgow, appointed Vice Consul there; Arthur A. Guning, now clerk Nottingham, appointed Vice Consul there; Richard B. Haven, now Vice Consul and clerk Turin, transferred to be Vice Consul and clerk Genoa; William A. Hickey, now clerk Port Limon, appointed Vice Consul there; Patrick Houston, now clerk Chihuahua, appointed Vice Consul there; J. A. Marquis, appointed Vice Consul and clerk Antwerp (first appointment); Robert T. Oliver, now Vice Consul and clerk Port au Prince, Haiti, transferred to be Vice Consul and clerk Bluefields; George R. Phelan, now Vice Consul and clerk La Cuaira, transferred to be Vice Consul and clerk Puerto Cabello; John Saxe, resigned as American

Consular Agent at Puntarenas, Costa Rica; James M. Taylor, now clerk Warsaw, appointed Vice Consul there; Carlton W. Tuck, now Vice Consul and clerk Beirut, transferred to be Vice Consul and clerk Malta; Jay Walker, now clerk Riga, appointed Vice Consul there; Joseph Welles, now clerk Antilla, appointed Vice Consul there; Stanley L. Wilkinson, now Vice Consul and clerk Matamoros, transferred to be Vice Consul and clerk Tela, Honduras; George J. Williams, now clerk Milan, appointed Vice Consul there.

Officers calling recently at the Department include North Winship, Consul at Milan, Italy; C. F. Thompson, Consular Assistant at Belfast, Ireland; John R. Barry, Vice Consul at Montreal, Canada; J. A. McOsker, Vice Consul at Montreal, Canada; T. W. Campbell, former Vice Consul at Newcastle-on-Tyne; I. D. Farquhra, former Vice Consul at Barcelona; S. J. Fletcher, Vice Consul at Cartagena, Columbia.

The Secretary of State, Mr. Colby, returned from his South American tour and resumed charge of the Department January 27th.

The *New York Times* has recently started, in its financial section, a new column entitled "Gleanings in Foreign Fields." The "gleanings" first to be published (issue of January 23, 1921) include extracts from reports by Consul Cornelius Ferris of Mexico City, Consul General Alfred A. Winslow of Auckland, New Zealand, Consul General D. I. Murphy of Stockholm, and Consul Horace J. Dickinson of Singapore.

The Eighth Convention of the National Foreign Trade Council will be held at Cleveland, Ohio, May 4-7, 1921.

The "Here and There" column is indebted to Damon C. Woods, Consul at Marseille, for a consular "bouquet" which appears in a letter to the Editor of the Paris edition of the *New York Herald*, printed in the issue of January 20th, signed by Gordon Southworth and dated at Strasburg, Alsace, January 13, 1921. Mr. Southworth replies vigorously to an editorial published by the *Herald* on the 11th preceding, in which it is put forth that "Americans traveling or living abroad chafe under the needless difficulties raised against them by the State Department representatives, whenever they have need of a passport or a passport visa."

"As an American who has lived abroad and who has been obliged to have recourse to the services of our Consular officers," Mr. Southworth writes, "I cannot permit a slur of this sweeping character to go unchallenged."

Speaking then in some detail of the commendable work of Consuls, Mr. Southworth concludes:

"I have known of instances where American consular officials have gone far out of their paths to help Americans in stranded or difficult circumstances. I have known them to have visited prisons, and even to have pleaded in foreign courts, although such an action violated international agreements. No account has as yet been written of the unselfish, unostentatious devotion which our consular and diplomatic officials have rendered to their countrymen during the war; a page of silent glory remains yet to be added to the accounts of American achievements in the belligerent countries. American consuls have rendered aid to their compatriots without distinction as to social or business standing, and frequently without inquiring whether the American seeking assistance was of good reputation or merely an adventurer in search of new fields of activity abroad. American commercial men with whom I have talked have nothing but praise for the consular officials to whom they went for information."

Public attention in the United States is being drawn in greater measure than ever before to the need for reorganizing and enlarging that portion of the machinery of the Government which has to do with foreign affairs. There is an unprecedented amount of discussion in the newspapers of the need for reconstruction in the State Department and the development and improvement of the Diplomatic and Consular Service. In an editorial entitled "Competent Diplomats and Useful Consuls," published December 28, 1920, the *New York Times* says:

"Senator Harding received so tremendous a popular vote that he will not be obliged to liquidate debts by distributing Ambassadorships or posts in the Diplomatic and Consular Services. Congress must heed him if he recommends reorganization and salaries commensurate with responsibility. It is of good omen that two former Republican Secretaries of State, Mr. Root and Mr. Knox, who were sagacious and active in raising the Diplomatic Service to a higher plane of usefulness and dignity, will be among President Harding's most trusted advisers.

Reorganization of the Diplomatic Service, of course, includes the State Department."

"Every man who takes a post in or under the State Department," the *Times* continues, "should have an opportunity to rise and to prove his qualifications for foreign service. . . . The service should always offer a career to the deserving; never should it be degraded by sordid political appointments. Furthermore, it should be dignified by providing legations with permanent offices and residences owned by the Government. The cost to the United States would be a very profitable investment in the end. So poorly paid is the Consular Service that only loyalty accounts for an able man remaining in it. If the scale of compensation, which has not been advanced since 1906, is not increased, our foreign trade is bound to suffer."

The Service will welcome a helpful document which the Department has had prepared as a result of a suggestion from a Consular officer in South America. It is an alphabetical list of consular forms. Great care has been expended in its compilation and it is believed that officers will hereafter experience no delay in putting their finger on any desired form, provided they have the forms conveniently put away by number. The new list has been mimeographed and a copy will be sent out with each shipment of requisitioned supplies.

To the statement on page 5, concerning the more serious work of the consular conference in Switzerland last summer, Hasell Dick adds this account of its lighter aspects:

"The official meetings were punctuated with appropriate social festivities, the chief of which was a bounteous dinner served by the Hotel National to celebrate the Glorious Fourth. Mesdames Keena, Susdorf, Haskell and Meily, accompanying their husbands, charmed the occasion with their presence and led the vigorous applause brought on, during the period following all banquets set aside for toasts, cigars and coffee, by the witty remarks of Toastmaster Keena and the inimitable speakers, Haskell, Phil Holland and Schoenfeld.

"The next conference, as each year the place is changed, will be held on July 3 and 4, 1921, in the Geneva district, at Zermatt, whose lofty pinnacle can but inspire high ideals. Visiting consular officers will be heartily welcomed and their words of wisdom gladly accepted."





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The American Consular Bulletin is published in cooperation with the American Consular Association, which is an unofficial and voluntary association embracing most of the members of the Consular Service of the United States. The Association distributes the Bulletin to its members, and it is also open to private subscription in the United States at the rate of \$1.50 a year, or 15 cents a copy, payable to the publisher.

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 tendentious 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.

MESSAGE FROM NEW PRESIDENT

Consul General Charles C. Eberhardt, the newly-elected President of the American Consular Association, has sent the following cablegram to the Chairman of the Executive Committee. The cablegram is dated at Shanghai, February 1, 1921.

Your cable advises my election President Consular Association. Kindly convey through *Bulletin* my appreciation and thanks to men in the Service for this flattering testimonial.—EBERHARDT.

NECROLOGY

Luther K. Zabriskie

Luther K. Zabriskie, Consul of Class VII, died at his post, Aguascalientes, Mexico, of small pox, January 17, 1921. Mr. Zabriskie was married, and his wife was with him at the time of his death. The body has been interred temporarily at Aguascalientes and will be brought later to the home of his parents at Norwich, Connecticut.

Mr. Zabriskie was 41 years of age, having been born October 10, 1879, at Preston, Connecticut. He was a graduate of Yale and studied for one year at the University of Edinburgh. During 1907-08 he was a member

of the State Legislature of Connecticut; and from 1907 to 1909 a member of the Connecticut Special School Commission. From 1907 to 1911 he was on the editorial staff of the *Norwich Bulletin*. His first consular experience was as clerk and Deputy Consul at Callao, 1911-12. He was appointed Vice and Deputy Consul General there July 5, 1913; Vice Consul at Moscow March 23, 1915; Vice Consul at St. Thomas, January 18, 1916; Vice Consul at Mexico City May 16, 1917; and Vice Consul at Aguascalientes August 8, 1918. After taking the examination he was appointed Consul of Class VIII October 24, 1918, and assigned to Aguascalientes the following month. On September 5, 1919, he was promoted to Consul, Class VII.

Baldwin Verne Points

J. Frank Points, Vice Consul at Toronto, lost his eldest son, Baldwin Verne Points, January 24th last. The death occurred at the Western Hospital, Toronto, as a result of rheumatic fever and pneumonia. The *Bulletin* has received the following obituary notice:

Baldwin was born in New York City, June 25th, 1905, when Mr. Points was residing in New York, being in charge of the Southern Railway Passenger Department at Broadway and Chambers Street.

When Baldwin was 25 months old, he knew all his A, B, C's and figures. During his school period in Vancouver, he always stood second or third in his class, and since January, 1920, in Toronto he attended the Harbord Collegiate, at the age of 15 in the third year high school, leading his class on examinations, just before Christmas, in all studies but Canadian history and chemistry.

He was a boy of unusual promise, of the highest character in every way, and one that was loved by everyone with whom he came in contact. He leaves a father and small brother of twelve years, with whom he was inseparable, the two boys being together at all times everywhere when not in school.

His death is a great shock to his father and brother, and words cannot express how the two still suffer and feel their loss. It was such a great pleasure and with high pride that his father always spoke of him, and what a promising man he was.

The History of Guayaquil

Consul General Goding Publishes in Pamphlet Form the History of Our Consulate General in Ecuador, which Began in 1824

Consul General Frederic Webster Goding has published a neatly-bound, 24-page brochure entitled *A Brief History of the American Consulate General at Guayaquil, Ecuador*. It contains, besides a poem, a complete account, officer by officer, of the Guayaquil office since the President appointed William Wheelwright, June 9, 1824, to be the first American consular representative in the Andean republic.

Mr. Wheelwright received recognition from the local authorities, we read in the pamphlet, in the following communication addressed to him July 5, 1825, by General Juan Paz Castillo, Intendente of the Department of Guayaquil:

I have had the honor to receive your note on the 2nd instant, over whose contents I have meditated carefully before giving you the following answer: Until the Government of this Republic orders that you be placed in possession of the position which the Government of the United States has given to you, there is wanting an indispensable formality for the discharge of the duties of your office in the fullness of its dignity. But that will not hinder this intendencia from recognizing you as a public agent of the United States for all classes of business that should occur with that nation. It is very pleasing that the wise election of a Consul in Guayaquil by the Government of the United States has fallen on a person who, like you, is well known and highly esteemed by its inhabitants.

When Mr. Wheelwright left, he appointed Robert Scot Vice Consul and the United States Naval Commander for the Pacific then named Scot Acting Consul. The narrative goes from person to person until we come to Mathew Palmer Game, early filibuster and later merchant of wealth. He was Consul from 1849, though he signed as "in charge of the Consulate" as early as 1845, until his death in 1888. La Nacion of Guayaquil paid him this tribute:

"As a mariner and soldier of the great war, he was loyal, punctilious and valiant; as a merchant, active and honorable in every sense; as a father of a family, loving and solicitous with his children; as a friend, noble and sincere; as a man, highly humanitarian and philanthropic."

Another distinguished officer was the famous political cartoonist, Thomas Nast, to whose pictorial efforts, published mostly in Harper's Weekly, Theodore Roosevelt said that he owed his political education. Roosevelt appointed him Consul General at Guayaquil May 15, 1902. "After performing the duties in an acceptable manner for nearly six months," Mr. Goding recounts, "during which time he exercised his wonderful skill with the pencil in answering letters and invitations with caricatures greatly prized by the recipients, he was stricken with that curse of humanity—yellow fever; and, after a week's illness, he died December 7, 1902. He was buried in the local Protestant Cemetery, his remains at a later date being transferred to the United States. Thus sadly ended the career of a wonderful man."

The last two Consuls General at Guayaquil have been Herman R. Dietrich, 1903-1912, and the present incumbent, Mr. Goding. The former succeeded a man who left Guayaquil the day after qualifying in office. While Consul General Mr. Dietrich assisted in the arbitration between Ecuador and the Guayaquil and Quito Railway Company. During 1909 he was temporarily in charge of the Legation. Associated with the other foreign consuls, he assisted, early in 1912, in arranging the peace terms between General Plaza and the revolutionary chiefs, Alfaro and Mantaro.

Consul General Goding assumed charge in November, 1913. He was then in the fifteenth year of his consular career, having been appointed, after examination, Consul at Newcastle, New South Wales, February 11, 1898. He became Consul at Montevideo in 1907, whence he was promoted to Guayaquil.

The pamphlet also contains an account of Surgeons of the United States Public Health Service, who have been stationed at Guayaquil, of Consular Agencies which have been under the Consulate General and of Consuls General at Large who have inspected the office.

There will be much appreciation among Consul General Goding's colleagues of his contribution to consular history and especially of the poem which goes with it. It is hoped that space may be found in a subsequent issue of the *Bulletin* in which to perpetuate this last-mentioned metrical essay.



HEARINGS ON THE APPROPRIATIONS

(Continued from page 4)

Mr. Rogers. Is the proposed increase of 50 per cent based upon the desire to increase that number or the desire to increase the salaries of a portion of that number?

Mr. Carr. We want to bring that number up to approximately 1,340 clerks, at various compensations ranging in the main from \$3,000 down to below \$500. Of that total number which we now have, 400 are American citizens drawing salaries of from \$400 to \$3,000—there is one as high as \$4,500, one at \$3,600, one at \$3,200 and one at \$3,120—these four cases where salaries above \$3,000 are paid are special and temporary.

Mr. Rogers. About half, then, are American citizens?

Mr. Carr. Yes, sir. A little less than half are American citizens.

Mr. Rogers. And are receiving \$1,000 and upwards?

Mr. Carr. Yes, sir. Our plan is to utilize the increase in the main for American citizens.

Mr. Rogers. The other half, which is not American, in every case receives less than \$1,000?

Mr. Carr. In every instance the foreigners receive less than \$1,000, with the exception of 10 persons who were in the service prior to the act of 1906. They are 10 very useful and experienced officials and are receiving more than \$1,000.

Mr. Rogers. In the case of this estimate, as in the case of the corresponding item at embassies and legations on page 6, there is a provision that the clerks whenever hereafter appointed shall so far as practicable be appointed under civil service rules and regulations. I assume from your statement under this item that you have not had the opportunity—

Mr. Carr (interposing). That statement applies to this item. The only reason that arrangement has not been put in operation is that those of us who have been expected to discuss the matter with the Civil Service Commission have been too pressed with other duties and have not been able to do it. We have a tentative plan ready for discussion and an arrangement with the commission to apply civil-service rules to it.

Salaries and Allowances of the British commercial, Diplomatic, and Consular Service

| Rank | Salary | Representation allowances | House rent allowances | Total |
|---|-------------------|---------------------------|-----------------------|--------------------|
| Commercial counsellors | \$8,273.00 | \$1,459.95 | \$1,216.62 | \$10,949.57 |
| Commercial secretaries, Grade I. | 5,839.80—7,299.75 | 1,459.95 | 1,216.62 | 8,516.27— 9,976.22 |
| Inspectors general of consulates. | | 1,946.60 | 1,216.62 | 9,003.02—10,462.97 |
| Consuls general | | 1,459.95 | 1,216.62 | 8,516.37— 9,976.22 |
| Commercial secretaries, Grade II. | 3,893.20—4,866.50 | 1,216.62 | 973.30 | 6,083.12— 7,056.42 |
| Consuls | | 486.65 | 486.65—973.30 | 3,893.20— 5,353.15 |
| Commercial secretaries, Grade III | 2,919.90—3,893.20 | 486.65—729.97 | 486.65—973.30 | 2,433.25— 4,623.17 |
| Vice consuls | 1,459.95—2,919.90 | | | |

Greater Duties of American Service

Later on, Mr. Elston asked if information was available to show what sized consular staffs other governments are maintaining at given places as compared with the American consular staffs at the same places doing the same kind of work. The record follows:

Mr. Carr. Mr. Elston, in the first place we have not the information in detail which would enable us to answer a question of that sort. I can say, however, in a general way that mere statistics would afford no adequate means of comparison between the work of the British consular service and the work of our consular service, for this reason: There is no country on the globe which has to deal with the alien problem, the emigrant problem, the alien relative problem, the welfare problem, to anywhere near the extent that the United States consular service has to deal with those problems. Great Britain has no such problems as these.

Mr. Rogers. In other words, the problem of immigration is very largely an American problem?

Mr. Carr. It is an American problem.

Consular Salary Increases

On the subject of consular salaries, the record quotes Mr. Carr as follows:

The Secretary of State has made no recommendation for increases in salaries for the Consular Service, not because he felt that increases were not desirable and even important but because he wanted to follow the general policy of the administration not to ask for increased salaries except where absolutely imperative. In this relation I think it is proper to say here that the British Government, I think the French Government, and perhaps the Italian Government, have shown a disposition to very considerably increase the pay of their foreign service officers, especially members of the consular service, the British Government having very greatly raised the pay and allowances of its officers. Its changes have been quite revolutionary. I would like to insert here a schedule showing the present compensation of the British consular service, with your permission, which I think you will note shows the British Government to have been very generous indeed in comparison with the schedules which we have.

We have reason to possess a very much larger consular service than that of any other Nation because of the difference in the use to which we put our consular service. We have, for example, a very large number of offices in British possessions which in any superficial comparison places us at a disadvantage with the British, who do not need consuls in their own dominions. We have need for a large number of offices in the various industrial districts abroad because of the fact that our laws require consular certified invoices for all shipments coming to this country, whereas the other Governments do not have, as a rule, that sort of consular function to perform. Therefore we must have offices located in all the different industrial districts as compared with the absence of necessity for them on the part of Great Britain, Germany, France and some other countries. Then again, we have acquired a very large mercantile marine which, as I said the other day, according to the Shipping Board estimate, has increased in dead-weight tonnage, from 1,000,000 dead-weight tons in 1910 to about 15,000,000 dead-weight tons in 1920. We have vessels calling at our consulates at the rate of a considerable number every day. For instance, at Habana something like 2,200 a year call there. At Tampico something like 1,400 vessels call in a year. At Rotterdam more than a vessel a day clears from there for the United States and requires the services of consular officers.

The seamen's work alone is one of the heaviest drains upon the time of the consular offices that we have to-day in the entire service. I am mentioning these things merely to point out reasons why the United States should have such a large consular service and why the need now is several times greater than the need which existed in 1914, or even in 1919. We have not only, as you will see by the statements which I have inserted in the record, a larger consular service than we had in 1914, but we have some officers which we did not have in 1914—for instances, vice consuls of career.

Mr. Rogers. A couple of years ago I put in the record a tabulation, showing year by year from 1906 to 1918 the cost of the consular service, the first column showing invoice fees, the second showing total consular fees, the third showing the gross cost, the fourth the net cost. I should like to have that brought up to date and the whole table put in the record up to date since 1918. I am quite sure that is accurate. You will have another column, I take it, for the last two years showing in some way—perhaps two other columns—the visé situation.

Mr. Carr. Yes, sir.

Mr. Rogers. I will give you that and you can bring it up to date with any elaborations you may think best.

Cost of Consular Service

| Year | Invoice fees | Total consular fees | Gross cost of Consular Service | Net cost of Consular Service | Gain |
|------|----------------|---------------------|--------------------------------|------------------------------|-------------|
| 1906 | \$1,262,060.76 | \$1,404,940.10 | \$1,385,217.47 | ..... | \$19,722.63 |
| 1907 | 1,384,319.50 | 1,672,802.15 | 1,777,635.72 | \$104,833.57 | ..... |
| 1908 | 1,251,637.12 | 1,517,304.65 | 1,808,661.26 | 296,356.61 | ..... |
| 1909 | 1,330,514.24 | 1,586,047.14 | 1,835,078.06 | 249,030.42 | ..... |
| 1910 | 1,484,653.65 | 1,762,133.72 | 1,928,561.77 | 166,428.05 | ..... |
| 1911 | 1,434,264.00 | 1,712,345.87 | 2,017,042.35 | 304,696.48 | ..... |
| 1912 | 1,502,621.93 | 1,793,166.00 | 2,053,256.21 | 260,090.21 | ..... |
| 1913 | 1,561,327.23 | 1,852,535.99 | 1,972,604.39 | 120,068.40 | ..... |
| 1914 | 1,735,247.30 | 2,040,234.42 | 2,083,908.42 | 43,674.00 | ..... |
| 1915 | 1,236,810.91 | 1,498,029.80 | 2,073,642.57 | 575,612.77 | ..... |
| 1916 | 1,208,391.29 | 1,501,210.58 | 1,971,575.91 | 470,365.33 | ..... |
| 1917 | 1,180,057.66 | 1,477,936.86 | 2,177,597.83 | 699,660.97 | ..... |
| 1918 | 1,067,299.71 | 1,364,300.87 | 2,903,375.00 | 1,539,074.13 | ..... |
| 1919 | 819,283.79 | 1,319,135.86 | 3,637,655.79 | 2,318,519.93 | ..... |
| 1920 | 1,448,178.31 | 2,792,473.12 | 3,803,649.55 | *1,011,176.43 | ..... |

*Note.—This includes expenditures of \$59,806.88 for passport visé control work during the year 1919-20. Expenditures for this purpose during the current year 1921 will be as follows:

| | |
|---------------------|-----------|
| Year 1920-21: | |
| Clerk hire | \$360,398 |
| Transportation | 20,402 |
| Contingent expenses | 19,200 |
| | \$400,000 |



Now, there is another question. The foreign trade of the United States, as a matter of dollars and, to a considerable extent, although not to so great an extent, as a matter of quantity, has enormously increased during the last eight years. The exports for the year ended last June reached a perfectly staggering total. I think it was something like five and a quarter billion dollars, and the imports I think were the largest in our history. To what extent, directly or indirectly, does the export business as distinguished from import business add to the burdens of the Consular Service?

Mr. Carr. It adds very greatly to the burdens of the Consular Service in that it calls upon the consuls for reports, for no end of letters from business men, personal interviews, and all that sort of thing, in addition to controversies which result from difficulties which the ships which carry this great amount of exports encounter in foreign ports. For instance, take the matter of correspondence alone. An office like London numbers its letters annually at nearly 45,000; Paris, 30,000; Warsaw, 15,000; Shanghai, 15,000; Liverpool, 8,000; Sydney, Australia, 8,200; Calcutta, India, 6,300; Hangkow, China, 5,700; Yokohama, Japan, 5,600. That will indicate to a certain extent the amount of the correspondence in the consulates. Now, the major part of that correspondence is made up of answers to business men who seek directly information from the consuls in relation to the things that they are interested in, markets, prices, etc.

Consular Traveling in United States

Mr. Carr made the following statement in connection with the discussion of the allowance for contingent expenses:

Now, there is one other item you mentioned, the item for traveling expenses. The purpose of the estimated increase is to cover the traveling expenses for officers when they come to this country and are sent out to appear before commercial organizations or chambers of commerce, or to confer with business men, or to place themselves at the disposal of the branch offices of the Department of Commerce in the various cities where those branch offices are maintained. There has been an increasing demand from the Department of Commerce, from business men, and business organizations to have our consuls, when they come to this country, to visit them for conferences. We can only at the present time suggest to a consul that he should go. We can not expect him to pay his expenses around the country when he is here on leave of absence, which, as a rule, he does not take too frequently in any event. He has to come home at his own expense, and at very great expense at the present time, in order to take advan-

tage of it. It does not seem fair that the department should order him to spend more than his income going about and meeting the demands of commercial organizations. We think the Government ought to pay for it. I think the general business community and the commercial organizations feel that the Government ought to pay for it. We have estimated an exceedingly small amount for that purpose, when the cost of transportation is considered, for a year's travel for that purpose. I feel also that the value of those visits and those conferences, first, to the business men who want them; and, second, to the Consular Service in the practical knowledge of American business affairs and conditions which those conferences would give our officers, and it would be worth many times the amount which is estimated to be expended. It will be of interest to you to know that the British Government send not only their consuls but their diplomatic officers to confer with business men.

The Need for Furniture

Continuing on the subject of contingent expenses, *Mr. Carr* explained that no adequate quantity of furniture was supplied to consulates during the war, because it could not be purchased and it could not be shipped. "We have added," he said, "very greatly to our number of men in the service and we have made no adequate allowance for furniture for them. We have at present insufficient typewriters, insufficient chairs, insufficient desks, and so on all the way through. . . . We have also to think of a lot of offices which are not yet open, but which will be open once we reach a state of peace. . . . You can look with certainty to a very large expense in the reestablishment of those consular offices there (Germany) owing to the conditions in the offices in the interim when we have been out of the country. There will be a very insistent demand, once our consulates are reestablished, that they be reestablished upon a pretty good working basis, because anybody who has had any question pending in those countries for the last five or six years will want that question taken up. Everybody who has any friends over there, or who has had any friends over there, will be coming to the consuls for assistance. Anybody who has any disposition to want to open up trade of any sort will be seeking the help of the consuls, and we shall find our consulates there vastly more active than they ever were during peace times in 1914, and therefore necessitating a very considerable larger expense."

Mr. Carr continued:

Now, I have here some extracts from dispatches in regard to the condition of the furniture in various offices. The inspector, in reporting on the office at Sydney, Australia, one of the most active offices in the service, one which has an enormous number of



duties to perform, both in relation to our commerce and in relation to our merchant marine, states that the appearance of this office is shabby, the furniture is ill matched, the tattered rugs on the floor do not add to the effect. The consul general is using his own personal rugs on the floor in his private office to cover an old oilcloth sofa. There never were enough chairs in the office to seat the public waiting, who stand up in the small space available like sardines in a tin, and often so crowded that it is hard to open the door. There is not a table in the office or a desk that could be used for the public to write on, all being needed by the clerks. The furniture is shabby and cheap in appearance, inappropriate for an office, and is of very little use. The stained pine table and stained pine pigeonhole cases are cheap affairs and not appropriate for a modern consular office. Almost all the chairs are shabby enough, but the two wooden kitchen chairs in the reception room are not suited for anything better than the woodpile.

The inspector for Europe reporting upon the consulate general at Christiania says that some of the furniture is old and should be disposed of and replaced by modern office furniture. He then gives a list of articles of furniture that should be added to the office, including two desks, three bookcases, three vertical files, a table, a settee, three revolving chairs, five other chairs, some carpets and linoleum.

The report of the inspector for the Far East on the office of Canton, China, describes the furniture as poor, one cabinet falling to pieces, another of old painted pine in a disgraceful condition, and lists a number of articles which should be in the office, including a 4-drawer vertical steel file cabinet, some sectional bookcases, a few rugs, a new desk and chair, a standard file cabinet for stationery.

Another inspector reporting on the Tientsin office says that the rugs are worn out and need to be replaced, that 4 new typewriters are needed, 3 new flat-top desks, 6 new side chairs, 3 new typewriter desks, 12 bookcase sections, 3 file cases, 2 safe cabinets to hold the records and protect them against fire and other dangers.

Misery at Rotterdam

The inspector reporting on the Rotterdam office states that the furniture of the office is of the old type, of half a dozen different patterns, and some of it in a disreputable condition; that the forms are filed away in a miserable old cupboard where nothing can be protected from dust or found when wanted. He also gives a list of 12 pieces of furniture which the office needs—desks, chairs, typewriter desks, and other articles.

In regard to the office at Berne, the inspector reports that it is poorly and unsuitably furnished. The furniture is cheaply upholstered in red imitation leather, lavishly trimmed with cow horns, which makes a miserable impression, the furniture having come down from the old days when the service was maintained under the old, long-discontinued conditions.

The inspection report on Apia, Samoa, says that the only desk in the office, an old roll-top desk, is so worm-eaten and decayed that the officer in charge hesitated to move it for fear it would drop to pieces. There is no typewriter desk in the office. The stenographer uses one corner of a dilapidated and shaky 10-foot table. A vertical file with lock for correspondence is absolutely necessary to preserve the correspondence. At present folders are bundled up and moved from the table to the steel-safe cabinet, which is without a lock, as occasion requires. There is no place in the consulate for keeping files required by the department, invoices and other papers being filed without lock. To find an old invoice one must pull out everything in the cabinet. He says that rats destroy more forms than are used in the office, and that a steel document file would not only save time but preserve forms. In making this request, to which a number of other items are added, the consul reports that there is not one serviceable piece of furniture in the consulate except for two steel tables. The consul general at large, after inspecting the office in 1916, condemned the furniture now in use and recommended that the department furnish a number of new articles, but it was not possible, both on account of shipping conditions and the lack of appropriations.

The officer reporting on the consulate at Trieste, under date of October 20, 1920, states that the consulate has the aspect of a museum of antiquities, and that having come from an office in Italy which is recognized as one of the best appointed in that country, from the standpoint of modernity in furniture and fixtures, this office is distressing in the heterogeneous collection of furniture, with styles of different periods crowded together, some of it falling to pieces.

Trieste is a fine modern city and the consulate is located in one of the representative buildings on a principal thoroughfare. The arrangement of the office for practical purposes might be better, but the interior fittings are anything but the smart American business-like style for which America is recognized and which consulates, as forerunners of American business, should typify. For example, a fine flat-topped desk is sandwiched in between an ancient decrepit armchair, with tassels half worn out and



springs sagging through on the floor of the office, on one side, and an old bookcase of the vintage of 1836 filled with bound volumes of books, on the other side, which does not create a very favorable impression upon either American business men or local residents. Compared with the Italian office in this district, the American consulate makes a sad contrast. He gives a list of the articles of furniture which are necessary to give that office the right sort of appearance, and enable it to do its work in a proper way. He says in addition, in setting forth his ideas about the furniture of the outer office, that it is to the outer office that the emigrant comes, that he is a believer in planting the first seed of good Americanism before he starts, and that he will never form any idea of modern America nor of the world that lies before him, from the ancient Austrian hangovers that lumber the office.

Complaints Uninspired

Mr. Rogers. May I ask you whether these letters are written to you out of a full heart or whether there has been an inquiry from the State Department to all consuls as to what they need?

Mr. Carr. These letters were picked out of the letters that come in the ordinary routine course of business accompanying requests for additional supplies and describing conditions there, except such of the remarks as come from our inspectors, whose duty it is to report on those matters as they see them.

Mr. Rogers. The State Department has inaugurated no propaganda to encourage consuls to ask for the things they need?

Mr. Carr. Unfortunately, the State Department is not skilled in the art of carrying on propaganda. All of this data is quite voluntary and none of it is solicited or inspired.

The inspection report of the consul general at Rome criticizes the furnishings of the office and says that from a physical standpoint it is the poorest in Italy; that the impression is not the fault of the staff but of the quarters and furnishings. He says that the office should be completely outfitted.

The consul general at Tientsin reports, under date of December 4, 1920, in a request for a new safe, says they have one old cast-iron strong box which is certainly not less than 60 year old and which locks with a key. It is very small and affords little or no protection against fire, and that a muscular man with a sledge hammer could effect an entrance without serious difficulty. They have one safe cabinet of the size usually sent to small consulates, with the doors badly sprung and the combination refusing to work. It might protect its contents against fire, provided nothing should fall on it, and anybody in ten minutes could affect an entrance with a crowbar. None of

the records are kept in that safe, while the bulk of the valuable archives and records affecting the title of at least \$2,000,000 worth of property must be kept in flimsy wooden cases. As explanatory of that remark I might say that it is the custom in the consulates in China for the title records to American property to be deposited in what is known as the land office of the consulate.

Mr. Rogers. How many missions and consulates of the United States throughout the world are not equipped with reasonably satisfactory safes?

Mr. Carr. There are 24 consular offices without any kind of safes whatsoever. There are 75 consular offices which have only safe cabinets, sent out in 1911, of light construction, not burglar proof or fireproof.

Mr. Rogers. Of what material are they?

Mr. Carr. They are steel, but they were sent out before steel construction of safes had reached its present state of perfection. That at once indicates 100 offices in the consular service which have no adequate safe protection, out of about 270 offices.

Policy Respecting Visa Work

The following interesting statement of policy was made by Mr. Carr with respect to visa work by consuls: "I have been in the past against the granting of immigrant-exclusion functions to the consuls, because I have felt that with that duty our consuls, instead of efficiently performing their regular functions, which we all admit are useful and necessary, would become simply immigration officers and the consulates would be converted into immigration stations. I have also felt that we would inevitably encounter objection from other Governments. I am not at all sure that if we require our consuls to perform the exclusion functions that we will not have to couple with that grant of authority power to open negotiations with other Governments for permission to conduct examinations of intending emigrants in foreign territory or exclude immigrants absolutely by law and then make regulations which consuls could execute which would permit such foreigners as are desired to come in under a consular visé. That is a very important matter; and, while I am not prepared to outline a comprehensive scheme of control, I do think the existing visé system should be extended and made permanent and that the consuls should have power to refuse visés to all persons who are clearly excludable under our immigration laws."

The following will interest Consular Assistants:

Mr. Rogers. This consular assistant always struck me as an anomaly. If your service at present can get along with only 14 of these men, can it get along without them altogether?

Mr. Carr. I had hoped that you could continue the consular assistant corps until possibly the bill which



you have introduced should pass Congress, when they could be converted into consular pupils.

Mr. Rogers. But your development of the vice consul career really took the vitals out of the consular assistant force.

Mr. Carr. It leaves the consular assistant force appealing only to much younger men.

Mr. Rogers. If at the peak of your burden, which I assume the current year perhaps is, in the volume of international trade, visé work, and so on, you find yourself possessed with only 14 consular assistants; I do not see why we should appropriate for 40.

Mr. Carr. The particular situation to which you refer is one of comparatively recent origin. It is due to the fact that most of these men were comparatively recently promoted to vice consulships, depleting the consular assistant corps, and since that time few candidates have appeared. So that it does not show a disinclination to fill that corps or an ability to get along without it.

I think it serves a very useful purpose as it stands, and when you consider that the British Government starts their vice consuls at \$1,500, the consular assistant corps gives us almost what the British Government has just established for itself, and enables very young men to go in at \$1,500 and work their way up, and more mature men to come in at \$2,500, and still more mature men to come in at \$3,000 as full consuls.

Mr. Rogers. You think, then, that the present small number is a temporary condition and not a permanent one?

Mr. Carr. I do, and I think it will be found, now that the war is over and people are becoming readjusted and more young men are turning their attention to Government civil service, that we shall be able to fill up that corps, and once filled up we will again develop some valuable men for the service. Some of the most valuable men we have to-day are men who started in this corps.

Few Vacancies in Upper Grades

Mr. Rogers. How many vacancies are there in the other posts of the Consular Service?

Mr. Carr. Altogether I should say we have nearly 100 vacancies. That is due to the fact that the personnel has not been kept up to the maximum, owing to the fact that we have not gotten back on a peace basis and reestablished our service in all parts of the world, and we felt it unnecessary to bring it up to a maximum and keep it at a maximum at a time when it was, perhaps, not needed.

Mr. Rogers. Where are the vacancies in that you refer? In what branches are they found?

Mr. Carr. They are in the lower classes, in the vice consuls of career mainly. We appointed all

those who have qualified for that grade.

Mr. Rogers. Your consuls general and your consuls are pretty well filled up?

Mr. Carr. Yes, sir. There are very few vacancies in the consul general and consul classes. Most of the vacancies are, however, in the vice consuls of career class, which is a new class which was established during the last couple of years and now numbers over 80 people.

Consul Harry A. McBride appeared before the Committee and furnished extensive information respecting the visa work now being done by the Consular Service, and Consul General N. B. Stewart made a very complete statement respecting the adjustment of accounts with respect to the rate of exchange. Concerning the latter question, Mr. Carr made this special comment before the Committee:

To Adjust Exchange Question

Mr. Chairman, there is one point which I think will appeal to you as it does to us, which is involved in this question, and that is that for a foreign service to run successfully and accurately we must have legislation or regulations or regulations founded upon legislation which shall enable you, if you were an officer in the field, to know at all times just about what you may count upon in the settlement of your accounts and in the handling of your finances, and especially so now when the service is handling Government receipts up to a total amount this year of close on to \$9,000,000—it may conceivably be \$9,000,000 or even \$10,000,000. Men who have no private means, who have moderate salaries, can not properly be expected to shoulder such tremendous responsibilities as would devolve upon them under such legislation and wide authority in the accounting officers as now exists. They must have something definite with which to measure the responsibility in advance, or as proposed in this draft, which would leave them in a more uncertain state than they are at the present moment.

With a view to securing an adjustment of consular accounts on the basis of actual rates of exchange, the following has been introduced in the House of Representatives:

Be it enacted, etc. That in adjusting the accounts of any diplomatic or consular officer from and after August 1, 1914, the accounting officers of the Treasury are authorized and directed to allow credit, upon such evidence as they may require, for the pecuniary loss suffered by such diplomatic or consular officer in connection with his official receipts and disbursements by reason of the depreciation of the money current in any country as compared with the standard money of that country.

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*The Hotel
of Convenience
and Comfort*

MR. CONSUL:

Naturally you are interested in the comfort and welfare of any foreigners you may know who are coming to New York.

We, too, realize the special attention requisite to their comfort and stand ready to co-operate with you by giving special care and consideration to foreign guests you may send us.

A letter of introduction to either of our hotels will be all that is necessary; or, if you wish, you may cable us collect making reservation and giving name of steamer so that we may meet guests upon their arrival.

It is our sincere desire to be of helpful service and we hope to have your co-operation.

We maintain two European offices and reading rooms in the American Express Company building, 6 Haymarket, London, and 11 Rue Scribe, Paris. Any of your friends traveling via these cities may perhaps find these offices a convenience.

New York

Under the Direction of L. M. Boomer.