

DEPARTMENT OF THE INTERIOR
BUREAU OF EDUCATION

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THE CONFERENCE ON TRAINING FOR
FOREIGN SERVICE

CALLLED BY THE COMMISSIONER OF EDUCATION
OF THE UNITED STATES AND HELD IN THE
CITY OF WASHINGTON, DECEMBER 31, 1915

By, GLEN LEVIN SWIGGETT

ORGANIZING SECRETARY, SPECIALIST IN COMMERCIAL EDUCATION
BUREAU OF EDUCATION



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LETTER OF TRANSMITTAL

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION,
Washington, August 1, 1917.

SIR: I am transmitting for publication as a bulletin of the Bureau of Education a condensed report of the proceedings of the Conference on Training for Foreign Service, held in Washington, December 31, 1915, on my invitation. Because of the timeliness of the matter this should have been printed earlier. The delay was caused by the fact that Dr. Glen Levin Swiggett, the organizing secretary of the conference, upon whom devolved the task of editing its proceedings, has until quite recently been fully occupied with editing and getting through the press the proceedings of the Second Pan American Scientific Congress. In transmitting this manuscript I wish to record my appreciation of Dr. Swiggett's valuable assistance, not only in editing the proceedings, but also in organizing the conference and in preparing its program.

Respectfully submitted,

P. P. CLAXTON,
Commissioner.

The SECRETARY OF THE INTERIOR.

CONFERENCE ON TRAINING FOR FOREIGN SERVICE.

INTRODUCTION.

Training for foreign service, adequate to achieve the end in view, must be based upon satisfactory courses in commercial education. This type of instruction should be established in all cities of present or potential foreign trade opportunities. It should be established with due cognizance on the part of business men of the proper emphasis to be placed upon the inherent educative value of certain studies, particularly for certain grades in the school life of the student. Due recognition should be given by educators to that cooperation with local industrial, mercantile, and manufacturing interests which is essential for the most effective and least wasteful instruction in commercial branches. A readjustment of courses within our traditional educational organization and of its administration is highly desirable in order to articulate and accredit the excellent instruction that is now given in extramural or nonacademic agencies as emergency preparation for specific careers in business, domestic or foreign. Commercial education is as fundamental and essential in preparing for a foreign career in the service of the Government. Industry, trade, and diplomacy are working conjointly in creating a new international policy for the nations of the world. The technique of commerce must be familiar to the consul and diplomat of the future. The social and religious welfare work of a nation in foreign fields, with or without the supervision or patronage of the Government, can not be efficient without training in foreign relations courses based on the fundamentals of commercial education.

Educational authorities are inclining more and more to the belief, common among business men, that educational opportunities in the established schools of the Nation have not responded to economic needs. A superficial study of the catalogues of our schools and colleges reveals at a glance a more widespread interest in this question and a desire to make such an adjustment of courses as the resources and character of these schools and colleges will permit. This is particularly true since 1914, due to the propaganda that has been carried on in the United States through the press and public forum in the interest of larger foreign commercial opportunities for the Nation. This interest has had a concrete expression in recent

Federal legislative enactments; in an extended service in certain executive departments; State, Treasury, and Commerce in particular; in the annual conferences of the National Foreign Trade Council, the Chamber of Commerce of the United States, the Southern Commercial Congress, and other organizations; in the appointment of foreign trade and foreign relations committees of many commercial bodies; and in the general quickening of academic curiosity.

One must not judge, however, the correlation of the Nation's economic needs and educational opportunities solely by this general and popular interest. The Nation was developing a foreign trade of considerable and enviable size prior to 1914. Our exports and imports increased as follows in the period of 10 years between 1904 and 1914: Exports, from \$1,460,827,271 to \$2,364,579,148; imports, from \$991,087,371 to \$1,893,925,657. It was, therefore, high time that there should be serious and sequential investigation of actual conditions by the enlightened business men of this country, with the desire of promoting and fostering foreign trade.

National Foreign Trade Council.—The National Foreign Trade Council, whose slogan is "Greater prosperity through greater foreign trade," had its beginning in this laudable desire. The council was formed in May, 1914, as a permanent body "to endeavor to coordinate the foreign trade activities of the Nation." Three annual conventions of the council have been held since the meeting in Washington—at St. Louis in 1915, at New Orleans in 1916, and at Pittsburgh in January, 1917. The work of this convention is carried on largely by means of group conferences on questions pertinent to the purposes of the council. Commercial education for foreign trade was one of the main topics for discussion at the St. Louis convention.

National Education Association.—In the field of education very little has been done thus far by committee work or by conferences designed to promote foreign service. The National Education Association has a department on business education and committees on vocational education and foreign relations. The association has not given, however, special attention to this type of education.

Doubtless a large number of educators throughout the United States have been interested, as individuals, in the problem of training for foreign service and have sensed the urgent need of some solution, or attempt at solution, which would permit the schools of this country to prepare and equip young men and young women for this service by a coordinated course of instruction, with proper correlation in respect to local needs. This interest, however, has been largely local and detached. It has shown itself only in the introduction of some new course of study or in a modification in the presentation of an older one, often out of relation to the end to be accomplished and failing, therefore, in its purpose.

A distinctive kind of training is necessary as preparation for service in the foreign field. Career intent with respect to a subject or a course of study plays nowhere a more important rôle than in the teaching of subjects, singly or in groups, that are considered to be of prime importance as preparation for a foreign career. I refer to the teaching of modern languages, geography, and history. The teaching of the latter in particular demands careful consideration with the view of such modification in study content and method of presentation as will make its pursuit of greater value to the student with a foreign career in view.

Educational conference on training for foreign service.—The first conference to be held in the United States for the specific purpose of discussing the problem from the standpoint of government, business, and education, in order to ascertain a modus operandi in the establishment of an adequate course of instruction through the cooperation of these three essential agencies, was called by the Commissioner of Education, of the United States. In the preliminary arrangements for this conference the Commissioner of Education had the cooperation of the Director General of the Pan American Union, the Director of the Consular Service, and the Chief of the Bureau of Foreign and Domestic Commerce.

Under date of April 10 and April 12, 1915, a letter with respect to the conference was sent by the organizing secretary to the presidents of certain universities, including the Universities of Alabama, California, Colorado, Illinois, Michigan, Minnesota, Missouri, North Carolina, Ohio, Pennsylvania, Texas, Virginia, Washington, and Wisconsin, Yale University, Georgia School of Technology, University of Chicago, Tulane University, Johns Hopkins University, Harvard University, Dartmouth College, and the University of Cincinnati. The following quoted paragraph sets forth the character of the conference as proposed at that time:

A small gathering of the presidents and interested faculty members of some 25 of our leading institutions will be asked to engage for not more than two sessions in a constructive discussion of a few specific questions bearing on educational opportunities in our country for proper instruction in diplomacy and trade.

The letter of invitation from the Commissioner of Education of the United States, under date of May 20, 1915, follows. This letter, in accordance with the expressed desire of the cooperating committee, was sent not only to the presidents of the above list of colleges, but to many others in all sections of the country. This list included all State and urban universities of public and private support.

DEAR SIR: Recent keen interest in the foreign field on the part of the larger business interests with foreign trade connections and of foreign service bureaus of the United States Government has given rise to and stimulated a corre-

sponding interest in the educational world, leading to an inquiry and study by certain bureaus, educational institutions, business associations, and individuals as to the desirability of this training, its content, and method of establishment.

In view of the above interest it has been suggested that an early conference of representatives from the larger universities should be called to discuss the present and future needs of Government and business for well-trained men to engage in service in the foreign field, and educational facilities for meeting these needs, the character of instruction for this specific training, and the means of its establishment in schools, colleges, and universities.

Acting in cooperation with the Director of the Consular Service, the Chief of the Bureau of Foreign and Domestic Commerce, the Director General of the Pan American Union, I have the pleasure, as Commissioner of Education of the United States, to invite your institution to be represented at the Preliminary Conference on Educational Preparation for Foreign Service, which will meet in Washington, D. C., October 4 and 5, 1915, at the Pan American Union Building. Dr. Glen Levin Swiggett, who has had under consideration for several years plans for the establishment of adequate educational preparation in our schools, colleges, and universities for foreign service training, has been invited to act as secretary of the conference.

Owing to the importance and purpose of this conference, it is highly desirable that your institution be represented by yourself or that member of your faculty who can best serve in the constructive discussion of the specific subject for which the conference is called. It is earnestly hoped, further, that you will appoint your representative immediately in order that details concerning and the program of the conference may be mailed to him before the close of the present scholastic year.

I have the honor to be, sir, on behalf of the committee.

Your obedient servant,

PHILANDER P. CLAXTON,
Commissioner of Education.

Cooperating committee:

Philander P. Claxton, Commissioner of Education.

John Barrett, Director General Pan American Union.

Wilbur J. Carr, Director of the Consular Service.

Edward Ewing Pratt, Chief of the Bureau of Foreign and Domestic Commerce.

Glen Levin Swiggett, assistant secretary general, Second Pan American Scientific Congress, organizing secretary.

Favorable replies were received in response to this invitation from most of the institutions to which it had been sent, and delegates were appointed to attend the conference. The tentative program included the names of men prominent in the affairs of the Nation and well known for their interest in questions bearing on foreign relations.

As the summer advanced, however, the cooperating committee found that it would be not only impossible to carry out the program as planned, but that many of the delegates to the conference, particularly those living at some distance from Washington, were doubtful whether they could attend the conference of October 4, coming as it did at the very beginning of the scholastic year. The con-

ference was, therefore, postponed until a later and more favorable time.

Conference of December 31, 1915.—It was finally decided that it would be opportune to hold the Conference on Training for Foreign Service in connection with the subsection on commercial education of the Second Pan American Scientific Congress, to be held in Washington, December 27, 1915, to January 8, 1916, and invitations to that effect were again mailed by the Commissioner of Education. December 31, 1915, was the date selected for the conference, which, through the courtesy of the governing board and director general, was to be held in the Pan American Union Building. In view of the fact that the sessions of the Scientific Congress were to be open to the public and that the program of the subsection on commercial education had emphasized training for foreign as well as domestic trade, it was decided finally to modify somewhat the character of the conference and revert to a procedure in accord with the earlier intention of the committee of organization of the conference. The Director of the Consular Service and the president of the National Foreign Trade Council were invited to discuss the subject of training for foreign service from the standpoint of government and business. No formal paper was presented at the conference from the standpoint of education. In lieu of this, the discussion of the points brought out in the papers of Mr. Carr and Mr. Farrell permitted an expression of opinion of wide range on the part of the many educators present and gave to the conference, as originally planned, the character of a symposium on educational preparation for foreign service.

MORNING SESSION.

The opening session of the conference was held in the Pan American Union Building. The Commissioner of Education of the United States presided at this session. Owing to the illness of the organizing secretary of the conference, Dr. F. E. Farrington, of the Bureau of Education, acted as secretary. The attendance of prominent men of business, education, and government testified to the importance and timeliness of the topic and justified fully the calling of the conference.

The presiding officer in calling the conference to order announced that the meeting would be informal, and expressed the hope that the discussion might lead to the appointment of a committee to continue the work of the conference and carry out its wishes. A steering committee was appointed, consisting of Dean David Kinley, of the University of Illinois; Prof. E. D. Adams, of Leland Stanford Jr. University; and Prof. G. W. Hoke, of Miami University.

INTRODUCTORY REMARKS BY THE CHAIRMAN.

Dr. Philander P. Claxton, the presiding officer, introduced the subject of the conference with the following remarks:

The CHAIRMAN. It was contemplated to hold a conference here in October of this year to discuss the question of training men for foreign service. It was found advisable for several reasons to postpone the meeting until this time. There would have been more time for it then, but we decided to call the meeting now in order that many who are in the city for the sessions of the Pan American Scientific Congress and of other associations and congresses might be present without additional cost of time and travel. The meeting is to be informal. Its purpose is to consider the means of preparation for a comparatively new kind of service, the consciousness of the need of which has come to us quite suddenly.

Until recently we were well out of the great current of world-wide politics; now we have been swept into this current and whatever happens anywhere in the world—even in the remotest parts of it—has a bearing upon our affairs. There is a general feeling that many of the men who have represented us in the past in the Diplomatic and Consular Services have not had the kind of preparation most needed. We are now becoming conscious of the fact that our diplomatic and consular representatives need a specific kind of knowledge and a definite sort of training.

There has recently been held here in Washington a Pan American financial congress. We have been considering the possibility of placing the world's finances upon a basis of dollars and cents, instead of continuing it on a basis of pounds, shillings, and pence. We are thinking about sending our products to every part of the civilized world. We are beginning to understand that there will soon be given to us the responsibility of industrial and commercial leadership to a degree in which it has never come to us before. Things that are happening on the other side of the water are changing the center of gravity of the world. Instead of coming to us gradually in a way that would have made it easier for us to respond, responsibility of leadership is coming upon us with a rush.

All over the country I find a great eagerness to do something. I find more interest in the study of foreign languages and of commercial subjects in schools than we have known before. Three or four times within the past few months there have called upon me representatives of the so-called business colleges of the United States with suggestions for conferences and for the organization of better and more adequate means of doing the work of preparing young men and women for their part in the larger domestic and foreign commerce in which we must engage in the immediate future. I hope there may grow out of this day's work a movement that will finally result in the means for whatever kind and degree and quantity of preparation may be needed.

With your approval and advice I propose to appoint a committee to consider this whole matter thoroughly and to lend to it, through the Bureau of Education, such assistance as I can in making all necessary inquiries and in making known its findings. On this committee, as on all other committees for the purpose of making fundamental investigations and determining purposes and policies of education, there will be need for two classes of men—men of affairs and of broad knowledge of conditions and needs and a comprehension of aims and purposes, and also men of professional knowledge of principles and methods of education and technical skill in their application. The former will help to set the problems of education for foreign service and for employment in commercial activities. The latter will help to work them out.

THE DIRECTOR GENERAL OF THE PAN AMERICAN UNION.

Mr. John Barrett, Director General of the Pan American Union and Secretary General of the Second Pan American Scientific Congress, addressed the conference as follows:

Mr. BARRETT. Ladies and gentlemen, I am not going to make an address, but shall just say a word to you in order to tie up, so to speak, this meeting with the Second Pan American Scientific Con-

gress. I am here this morning, in a sense, by the request of our executive committee, to make you feel that you are a part of this great international gathering, although your conference has its own program.

I think you will all be interested to know that there has never before been manifested in the history of the Western Hemisphere such common interest or common sympathy or such united purpose as has been shown by the delegates of all the countries represented at the Second Pan American Scientific Congress. It is a very interesting fact that all these delegates have come here with the sincere appreciation of their responsibilities.

The large number of delegates present and the dominant note of their conversations reveal a bond of sympathy and a common interest and testify to the need of action in the Western Hemisphere at a time when conditions across the waters make it necessary that all the Americas should unite to meet the ^{is} situation with which they are confronted. There is a feeling that the Western Hemisphere, intellectually as well as financially, must get ready for the conditions that will follow this conflict across the seas. I think I speak, however, the real sentiment of the congress when I tell you that withal there is nothing in this congress which is in the slightest degree antagonistic to Europe or antagonistic to the rest of the world outside of the Western Hemisphere. There is a feeling that this great struggle is so far-reaching in its possible results that the Western Hemisphere must be prepared for any contingencies, and that we must be one as sailors and soldiers, must be one in financial matters, and that there should run through the mind of every man, woman, and child throughout the Western Hemisphere the thought that the very life of the United States and of every one of these Republics may be determined by the attitude of all the American Republics on this question of Pan Americanism, following the conclusion of the war.

Many of the delegates have said to me that, no matter how extraordinarily regrettable it would be if there should be any possible conflict between Europe on the one hand and the United States on the other, whichever side is victorious in this war, there will be little or no love for the United States. The victors will say that they won in spite of the United States and of Pan America—for Pan America is absolutely one with the United States in its attitude of neutrality in this struggle—and whichever side loses will say that it has lost because of the attitude of Pan America.

Every delegate realizes that the power of Europe will be so extraordinary following this war in arms, that it will be backed so strongly by feeling, which often can not be controlled, that the Western Hemisphere must stand together for the protection of itself, of its culture as well as of its commerce and its trade, and

that there must be a bond of union that will allow of no question of division, for under division there is failure. There is a feeling that if, by any possible development of events, the sovereignty of the United States were to be successfully assaulted, it would inevitably follow that the sovereignty of all other American republics would suffer the same experience; and, similarly, it follows that if the Latin-American republics lost their sovereignty, ours would go also, because no foreign foe could achieve victory over them except by a victory over the United States.

You can not develop political unity unless you have the financial and intellectual forces of this country working along the same lines as the commercial and political.

And here we see the tremendous importance of this gathering this morning to discuss the question of preparation of our young men for foreign service. The very germ, the very seed, that is sown here may yet develop into one of the most powerful influences for the development of that American solidarity upon which the very permanency of the Western Hemisphere may depend. It will be a tremendous influence in making the Monroe doctrine a Pan American doctrine; and I can say to you here that, although this congress, not being political, can not write into its final act any declaration that makes the Monroe doctrine a Pan American doctrine, there is a manifest feeling among all the delegates, a sympathy on their part, interpreting the attitude of Latin America toward the great question which to-day brings us face to face. It is most interesting and gratifying to feel that this very hour, through the influence of this congress and those that have preceded it, and through the character of all Pan Americans, the Monroe doctrine is absolutely and completely a Pan American doctrine, which will mean, unless we misinterpret the significance of this meeting and the attitude of the Latin-American members, that every Latin-American country and every Latin-American citizen, intellectually, morally, and physically, would stand for the sovereignty and integrity of the United States, if it were attacked by a foreign foe, just as quickly and readily as the United States would stand for their sovereignty if they were attacked by a foreign foe.

So with that spirit pervading this mighty gathering of the Western Hemisphere, it is indeed fortunate that there can be this, as it were, parallel assemblage of men and women, having a cousinly relation with the Second Pan American Scientific Congress, to come together to-day to work out in a practical way this splendid spirit, this Pan American spirit, through a discussion of means for educating our young men for the foreign service.

I extend to you most sincere greetings and welcome and wish you the greatest success in your labors.

PREPARATION FOR THE CONSULAR SERVICE.

Following Mr. Barrett's remarks the presiding officer introduced Mr. Wilbur J. Carr, Director of the Consular Service of the United States, one of the principal speakers of the conference, and under whose direction this service is improving rapidly. The men engaged in it are trained to undertake and perform duties that increase in proportion to the complexity of foreign trade relations and the participation of the Government of the United States in the same. Mr. Carr spoke as follows:

Mr. Carr. In entering upon the consideration of educational training for the Consular Service, I presume we should first inquire what constitutes the duties of the Consular Service, and, second, what is the demand for men for that service. In discussing these points it should be borne clearly in mind that what I say does not apply to the diplomatic branch of the foreign service but only to the consular branch.

The principal functions of consuls of the United States are to promote the rightful interests of American citizens; to protect them in all of the privileges guaranteed by treaty or conceded by usage; to visé and when so authorized to issue passports; when permitted by treaty, to take charge of and settle the personal estates of American citizens who die abroad without legal or other representatives; to ship, discharge, and under certain conditions to maintain and send home American seamen; to settle disputes between masters and seamen of American vessels; to investigate charges of mutiny and insubordination on the high seas and to send mutineers to the United States for trial; to render assistance in the case of wrecked or stranded American vessels and under certain circumstances to take charge of the wrecks and cargoes; to certify to the correctness of the valuation of merchandise shipped from foreign countries to the United States; to act as official witnesses to marriages of American citizens abroad; to aid in the enforcement of the immigration laws; to enforce the sanitary laws of the United States in respect to vessels and cargoes and passengers; to take depositions and to perform all other acts which notaries public in the United States are required or authorized to perform; to promote American commerce by keeping the Government and through it the business men of the United States informed in regard to economic and industrial conditions abroad, aiding in marketing merchandise in foreign countries, and in making connections between American and foreign commercial houses. In the countries where the United States still possesses extraterritorial rights the consuls exercise judicial functions in respect to American citizens and their property.

For the discharge of these various functions in foreign countries the United States maintains a consular organization with a personnel of about 1,672 men made up of 5 consuls general at large, with salaries at \$5,000 a year plus expenses; 56 consuls general, with salaries of from \$4,500 to \$12,000; 233 consuls, with salaries of from \$2,000 to \$8,000; 635 subordinate officers, such as vice consuls, consular assistants, interpreters, and consular agents, with salaries of from nothing to \$2,600; 743 clerks and other employees with salaries of from \$100 to \$1,800; total, 1,672.

Of the 1,672 members of the Consular Service only about 385 are in the classified civil service, namely: Five consuls general at large, 56 consuls general, 233 consuls, 10 consular assistants, 26 student interpreters.

Entrance into these classified positions is by way of examination and appointment to a consulship of the eighth or ninth class, a consular assistantship, or a student interpretership. The regulations governing admission to the Consular Service by examination have been in force only a little over nine years. During that period the new appointments to the service from the eligible list certified by the board of examiners have averaged only a little more than 27 a year.

In nearly all the discussions that I have read in the past in regard to education for the Consular Service comparatively little attention has been given to the number of men who under the most favorable circumstances could expect to gain admission to the service in any one year; therefore I invite your special attention to the fact that the average annual number of new appointments to the classified positions in the Consular Service since 1906 has been 27. The actual problem before us is, therefore, the proper education of about 27 men each year for admission to classified positions in the Consular Service. This is not a large number certainly, but when we stop to consider not only the performance in a highly efficient manner of the functions which I have outlined, but the great influence which these 27 annual recruits to the service can have upon the relations of our business men with the business men of other countries, and particularly upon the relations which this Government shall have with the governments of other nations, I think you will agree with me that the subject is well worthy of the careful consideration of so important a body as this congress.

Prior to 1906 it was the practice of the Government of the United States to send abroad as its consular officers, men chosen from civil life on account of political or social influence, who were entirely inexperienced in actual consular work, and frequently in any vocation that would qualify them for useful service abroad. Even under

such a system, the Government was fortunate in obtaining a considerable number of very capable and representative men, who reflected credit upon their country and performed efficient service for it. But it was impossible to expect uniformly satisfactory results. In order to satisfy the rapidly growing needs of the Consular Service, due to the keener interest which our people were taking in foreign trade, Congress enacted legislation in 1906 which made possible the reorganization of the service and the promulgation of rules requiring that the qualifications of each candidate for appointment should be tested by a board of examiners.

When the United States prescribed the rules requiring candidates for the Consular Service to undergo examination to determine their fitness for appointment, it merely adopted in modified form a system which other older nations had long before found to be necessary to the efficiency and proper administration of their consular organizations. Nearly all the continental nations had for years required candidates for consular appointments to undergo some kind of examination to determine their fitness.

The rules prescribed by the President of the United States are silent on the subject of preliminary educational training of candidates, but place upon the board of examiners the duties of determining the qualifications of the candidates. In practice, however, and by way of consideration for the convenience of candidates, the President restricts designations for examinations to those candidates whose applications indicate sufficient education for consular work and the purposes of examination. A college or university education is not a requirement, although it is considered highly desirable, and a candidate not exceeding 30 years of age who has had only a high-school education may be designated for examination.

The examination is both written and oral. The written examination embraces the subjects of—

- I. International, maritime, and commercial law.
- II. Political and commercial geography.
- III. Arithmetic.
- IV. Modern languages (French, German, or Spanish, and in addition any others that the candidates desire to submit.)
- V. Natural, industrial, and commercial resources and commerce of the United States.
- VI. Political economy.
- VII. American history, government and institutions.
- VIII. Modern history (since 1850) of Europe, South America, and the Far East.

The oral examination is designed to determine the candidate's business ability, alertness, general contemporary information, and natural fitness for the service, including moral, mental, and physical qualifications, character, address, and general education and good

command of English. It also includes an examination in speaking modern foreign languages. In the oral examination the board considers the character and disposition of the candidate; his personality as revealed by his address, manners, personal appearance, and health; his intelligence as it may be indicated by his readiness and resourcefulness, the tact and judgment which he shows, his knowledge of the English language, and the accuracy of his replies to the questions asked of him. Then his business experience and ability are considered upon his own statements and other information before the board of examiners. The oral test corresponds to the examination which every business man makes of a prospective employee. Although very generally misunderstood, there is in reality nothing especially extraordinary about it, once its exact purpose is known.

The two examinations count equally, a total general average of 80 being required as the passing mark.

RESULTS OF EXAMINATIONS.

Since the reorganization of the Consular Service in 1906 and the restriction of admission to those candidates who had been declared eligible by the examining board, 1,956 persons have been designated for examination. Only 716, or 67.8 per cent. of these appeared for examination, of which number only 313, or 43.7 per cent. passed the examination and were certified as eligible for appointment; 248 have already received appointments, and 36 are still on the eligible list awaiting appointment.

Thus in nine years all but 29 men who passed the examinations have received appointments. Some of the 29 withdrew their names, some were from overrepresented States, and the eligibility of some expired.

The number of candidates certified by the board of examiners as eligible for appointment has as a rule only slightly exceeded the demand, but these candidates have not always been of the type which the board would have preferred to certify, or which the interests of a high-grade service require. There have been a number of reasons why our Consular Service has not uniformly attracted as high a type of men from the standpoint of educational attainments as some of the foreign consular services. Our system is still new, and it rests not upon acts of Congress but upon presidential orders. It has been oftentimes difficult to convince candidates that the service is free from politics and that the tenure is permanent. Young men, particularly, do not like to enter the service under these conditions. Another discouraging fact has been the inadequacy of remuneration in comparison with that offered by commercial and

professional pursuits. Young men in America have not yet acquired that high regard for public service as a career that is so apparent in Europe.

But these difficulties will gradually disappear as our Consular Service becomes better known, and the defects of organization and compensation are remedied. Indeed, they are already disappearing. It is proper to say that even though tenure is still at the pleasure of the President, and under our governmental system that condition is not easy to change, it is to-day practically permanent, and there is no reason to believe that any administration will hereafter undertake to change the system or render consular positions less permanent. There is no reason to doubt that a young man with proper qualifications who enters the service now may expect to continue so long as he is efficient and his conduct is satisfactory.

In order to correct the misapprehension that political influence is necessary to gain admission to examinations, I should say that none is necessary. There exists a practice, for the convenience of the department as well as of the candidate, of asking a candidate to place on file a letter from the Senators from his State, recommending or consenting to his appointment. This practice is due to the fact that under our Constitution appointments to the Consular Service are made by the President with the advice and consent of the Senate; hence, it is desirable to know, before submitting an appointment to the Senate, whether the Senators from the State from which the candidate comes are willing to recommend that the Senate give its consent to the appointment. This is as far as political influence extends to consular appointments, and I have yet to learn of any Senator of either party in recent years who has refused to give his consent to a candidate desiring to take the examinations, once he could be assured of the fitness of the candidate.

DESIRABILITY OF REQUIRING BUSINESS EXPERIENCE.

Some of our business men are fond of the view that the Consular Service should be made up of men who have had practical business experience, and this view exists not only to some extent in the United States but also in Germany and Great Britain, and presumably in France and other countries. It is based, however, upon the fact that the business men see only one phase of the activities of consuls, namely, that of direct promotion of commerce, and they overlook several other important duties of consuls included among those I have already mentioned. It is an interesting circumstance that of the men holding the two highest positions in the American Consular Service, gained strictly through promotion for merit, one was a newspaper publisher before he entered the Consular Service, and the other was trained as a naval officer and afterwards resigned

and went into business. The first had very little, if any, actual business experience. Few of the men in the second class of consuls general can be said to have had business training, although several among them have been newspaper editors and publishers. In the third class of consuls general two had business experience, one had been a lawyer, and one a newspaper correspondent prior to entrance into the Consular Service. In other classes many of the most efficient officers are men who have had no experience in business.

A careful examination of the records of the personnel of the American Consular Service fails to show that men who have had actual business experience make the best consular officers. Indeed, they do not show that any particular vocation or profession is superior to any other in training men for successful consular careers.

Another objection to the proposition that consuls should be trained business men is that the Government will never be able to induce a large number of men of a high order of ability to give up the independence and rewards of a successful private business for the meager compensation now or likely to be offered, and the unsuccessful or mediocre business man is not wanted.

Neither France, Germany, nor Great Britain now makes even as great an effort as the United States to encourage business men to enter the Consular Service. Great Britain tried to recruit men of some business experience, but failed. The royal commission on civil service which investigated the matter in 1914 said:

The object aimed at has not been attained. Young men in business who foresee success in that pursuit are not attracted by the prospects of a consular career; while of the rest, the majority are handicapped in the examination by the enforced neglect of their studies during their business life. The method we recommend is to recruit men with a good education at an age corresponding to a definite stage in the educational system of the country, and then to enable them, by study of business methods and contact with business life, to appreciate the interests and anticipate the requirements of British merchants.

Germany already trains her men after their selection for appointment.

Personally, I am more strongly convinced each year that building up an efficient service requires that admission be restricted to young men with proper educational equipment and that the greater part of the professional training should take place after entrance into the service. Business experience even for a few months is of the greatest value, but it would be a mistake to make it an absolute requirement for admission.

COMPARISON OF ENTRANCE REQUIREMENTS OF VARIOUS GOVERNMENTS.

The preliminary educational requirements for admission to the examinations are in France practically the equivalent of a master's

degree; in Germany none are prescribed, but the examination is almost a dead letter, and admission direct to the service is conditional upon what is equivalent with us to a university degree; in Great Britain none are actually prescribed, although preference is given to men who have at least the equivalent of a university degree; the United States requires no specified preliminary education, although in practice a candidate must have as a rule the equivalent of a course at high school.

An examination of the entrance requirements of Great Britain, Germany, France, and the United States shows that all include in their examinations for the consular service modern languages, usually general, geography and political economy; Germany, France, and the United States include international law; France and Germany include municipal law and commerce; Great Britain and the United States include commercial and maritime law and arithmetic; Germany and the United States include general history; Germany includes the subject of consular service; while France requires diplomatic history and private international law.

Therefore, the subjects which the larger nations regard as essential for candidates for the consular service to know are modern languages, particularly English, French, German, and Spanish; commercial and maritime law; geography; political economy; general history; arithmetic; international law; commerce. All of these subjects are included in the requirements for admission to the Consular Service of the United States, although much less stress is placed upon a knowledge of modern languages than is desirable. The reason for this is a very practical one, however. The study of modern languages in this country has not attained sufficient popularity or thoroughness to permit an attempt to raise our consular requirements to the standard of the European examinations.

While mentioning the subject of modern languages permit me to say that if the young men who come to us from the universities of the country exhibit correctly the results of the instruction usually given, there must be something radically wrong with the modern-language instruction, because few of them seem to be able to make practical use of the languages they have studied, either in conversation or in writing.

With the facts before you in regard to the requirements of the United States and other Governments for admission to the consular service, it seems hardly necessary for me to say more. But I should like to add a few thoughts upon the subject which you may wish to consider.

The George Washington University for some time carried on most useful work designed to prepare men for the Diplomatic and Consular Service. Other educational institutions have courses of

which you doubtless know, of more or less thoroughness; but, I think you will agree with me, from the statistics I have given, that it is very doubtful whether it is either necessary or wise to consider the establishment of a special institution in any wise corresponding to Annapolis or West Point in this country for preparation for the Diplomatic and Consular Service.

I think it may well justify serious consideration as to how many special courses you can maintain in your universities—that is, courses additional to the regular courses in the university—for preparation for this particular work; but there is a way in which I think our needs can be met, and very much greater needs be met, by taking advantage of and meeting the condition which is confronting us now with reference to the training of men for foreign service in connection with our export trade, due to increased business with other countries through private enterprise. So far as I know, the eligible men for that kind of work are very few, and in this connection the educational institutions of this country are confronted with a problem which they will have to meet. From what I have seen of the work at Harvard and in the school of commerce of the University of New York, it seems to me that it would be perfectly possible to combine a course of training for the American consular service with a course of training for service in export trade, and have sufficient demand for those courses to enable them to be maintained, or, at least, a reasonable part of them.

Mr. SMITH, of the Brazilian delegation. Could that be based upon the increase in the proportion of sale or possible sales, to be expected by reason of the expansion of trade?

Mr. CARR. You can not make a prediction as to that. There are two or three things we have in mind for the future, but the time is not opportune for the accomplishment of them. One is a paid vice consular service. That would at least double the classified personnel. It would double with the natural increase in the number of consulates due to the expansion of our people and trade all over the world. Every year we put in a new consulate or so in South America or the Far East. Last year we established two or three consulates in South America and a couple of new ones in China. Next year we shall add to these, and, as the time goes on, the personnel of the service will be considerably larger. What I mean is that we shall, I hope, reach the point where we must have a paid or professional vice consular service, made up, not of men we pick up here and there and send abroad without any particular educational training and who, as under the present system, have no permanency of tenure, but men who will enter the service just as our consuls now do. And we shall some day get to that; just how soon I do not know. The development of our Consular Service should keep pace with, if not in advance of, the development of our foreign interests and commerce.

Mr. McCORMICK, chancellor of the University of Pittsburgh. Would there be any overlapping of duties of the commercial attaché by those of the consul?

Mr. CARR. I think they are sufficiently independent. We have tried to make them so. We have tried to define the field of activity of each, so that there should not be any overlapping. You understand, of course, that the function of the commercial attaché is primarily diplomatic rather than consular, and that all the work which consuls formerly did before the commercial attaché was appointed they still do. The commercial attaché, according to our theory and that of the Department of Commerce, is to add to and not to duplicate the work that has been carried on by the Consular Service.

Mr. McCORMICK. But their responsibility is not coordinate, is it?

Mr. CARR. There will always be a divided responsibility. The Department of State is responsible for the diplomatic phase of the duties of the commercial attaché, and the Department of Commerce is responsible for his commercial work. I do not, however, think that we need worry over that question. I think it settles itself.

Mr. McCORMICK. There is, for example, a diplomatic side of the Consular Service.

Mr. CARR. Yes; a very large one.

Mr. McCORMICK. That is particularly true in Australia; Canada, and in Calcutta, where the consular officer is a quasi diplomatic officer.

Mr. CARR. Yes; he actually has no diplomatic position, but by force of circumstances and by his own ingenuity he sometimes has practically diplomatic functions.

Mr. McCORMICK. You said there were 27 appointments made annually. How many were appointments to the positions of consul?

Mr. CARR. I should think at least half.

Mr. McCORMICK. And the others were what?

Mr. CARR. Student interpreters and consular assistants.

Mr. McCORMICK. How much attention is paid to the distribution of these appointments among the several States?

Mr. CARR. They are distributed geographically by States, according to population. I prefer not to enter into that very far, beyond saying that it has been perhaps one of the penalties we have to pay to get the system established.

I am convinced that the university training you would give a man who is to be an export manager or an international banker, or who is even to be a salesman abroad, is essentially that which would meet the requirements of the Consular Service. I do not see why it would not furnish the foundation for the making of a good consul, plus some specialization in international law and in the history of

treaties and similar subjects. It seems to me we have there the basis of a work which can be done and will meet our needs and those of the new field of foreign commerce.

The small number of men who can hope to gain admission to the Consular Service seems to me to make impracticable a special institution for training men for that service. Indeed, it would seem hardly to justify the maintenance of many special courses in the universities if those courses were not a regular part of the work offered. But there is a way by which it seems to me the requirements of the Consular Service can be met, as I have already intimated, without undue difficulty, namely, by combining the work for the Consular Service with that for foreign commerce. The latter field is a comparatively new one and yet likely to be of great importance and to require many men with special training and knowledge of languages. The course I have indicated in outline, combined with the so-called laboratory method of instruction employed at Harvard and in some other institutions, would doubtless prove of the greatest advantage in preparing men for useful consular careers.

However, since I am speaking of men who are thinking of training for the foreign service, I want to point out one thing which has generally been overlooked. It is not sufficient to consider mere educational training for the Consular Service, and, I might say, also for the Diplomatic Service. Something more than mere educational training is needed, and that is careful attention to the personality of candidates. Too much emphasis can not be placed upon the importance of personality. A man may come to us with ever so good an education and prove to be utterly useless for our purposes. If I could apportion the weight of education to that of personality, I should almost be inclined to say that the proportion should be about two-thirds personality and one-third education. A large part of a consular officer's work brings him into direct contact with men, and his success depends in a large measure upon his ability, first, to maintain good relations with these men; and, second, to influence their minds. However, it is of far greater importance ultimately that consular officers should be able to build up among the people in their districts feelings of respect and regard for the United States and its people than that they should be expert in the analysis of trade statistics and in the collection of information, although it is essential that these duties be performed, and performed efficiently. Regardless of their educational attainments, only men of good personality and of character can hope to carry on successfully the larger missions of the Consular Service, and, while obtaining protection for American citizens and their interests, make progress in the cultivation of cordial and sympathetic relations between their fellow Americans at home and the foreign peoples among whom they live, and

through them strengthen the bonds of friendship and understanding between the United States and other nations. If composed of such men, our Consular Service may win the regard and respect of the South American, his sympathetic interest in us, and his willingness to come naturally and of his own free will to trade with us and have relations with us. That is very important. I think a tremendous influence can be exerted through our Diplomatic and Consular Service if proper attention is given to the personality of the men.

The CHAIRMAN. One very important function that the American consular officer has performed is that of serving as agent in collecting information for the Department of the Interior and the Bureau of Education. I was recently telling some educational group at the Bureau of Education that few men can write such readable reports of education as these consular agents give us. Just how accurate they are I do not know; but they are straightforward and unusually readable. Some of you probably know that at the last meeting of the National Education Association a resolution was passed asking Congress to provide for educational attachés at the various legations, showing the growing desire which the educators of this country have for accurate information about education in foreign countries.

I hope those who are connected with schools teaching modern languages will consider the needs of the Consular Service in respect to modern language instruction. What the Consular Service requires is that its candidates be taught not so much about languages, but that they be taught the languages themselves and their practical use. What is your idea about that, Mr. Carr?

MR. CARR. Well, Mr. Chairman, if the young men who come to us for the consular examinations exhibit correctly the results of instruction they receive in our educational institutions I think there must be something radically wrong with modern language instruction. The men may have a so-called literary knowledge of modern languages; they may be able to write books and translate accurately, but for the practical purposes of our consular service they do not either write or read the modern languages which they have been taught. A young man came into my office some days ago from one of the very well-known universities of this country. A very bright young man he was, too. He had completed his university course and wanted to go into the Consular Service, and was willing to go in as unclassified subordinate for the experience until he could take the required examinations. I asked him as to his qualifications and as to his education first. Then I asked him for his knowledge of foreign languages, and he said, "I had four years' work in French and German." I asked him "Where?" He told me the name of his university, and I said, "Then you don't speak or write the language?" His answer was, "No; I don't." That may be a some-

what exaggerated case, but it illustrates what the situation is in regard to the teaching of modern languages.

The CHAIRMAN. We shall not solve this question until we begin the teaching of languages much lower in the grades. There is now a growing movement to reorganize our system of 12 years of elementary and secondary education on the basis of 6 of one and 6 of the other. When that is done it will be possible to begin the teaching of modern languages at a time when children can still learn them with some degree of certainty and ease.

As Mr. Carr has pointed out, the demand for men in the Consular Service is not large enough to justify the establishment of courses in many institutions for the training which this service requires, and this is true also of the demand in other branches of education. President Goodnow, of Johns Hopkins University, tells me that three institutions in the United States teaching Semitic languages would be sufficient. I reminded him of a statement I had heard that at one time there were at Johns Hopkins four classes in Semitic languages, and one man made up three of those classes.

Hitherto we have been very busy developing the continent. Our attention has been turned inward, away from the seas to the inland. We have given comparatively little thought to the outside world. It is only within the past few years that we have begun to turn our attention to the world abroad and to foreign commerce, but now we have begun to manufacture for the markets of the world, and we feel the need of better means for international intercourse. The war in Europe has emphasized this need.

I think I reflect the true spirit of this Nation when I say that we do not desire to enter upon international commerce on a large scale in any spirit of narrow selfishness. We do not want to injure the commerce of any other country in the world. Our individual good is bound up with the common good of the world. It is our purpose to play our part unselfishly for our own good and for the good of all peoples. In this spirit we shall be able to accomplish most for ourselves and for the world as a whole.

I now take pleasure in introducing Mr. James W. Farrell, president of the United States Steel Corporation and of the National Foreign Trade Council of New York City.

PREPARATION FOR FOREIGN TRADE.

Mr. FARRELL. Mr. Chairman, ladies and gentlemen, I have been asked to read a paper on "Training for foreign trade." I naturally see it from the business man's point of view, since I am a business man.

Although foreign trade has always been a vital factor in the prosperity of the United States, the number of citizens directly

engaged in it has not, thus far, been so great as to lend national character to the question of training the young for its development. So long as our exports consisted chiefly of surplus natural products, the mechanism of sale and shipment was provided mainly by the oversea purchaser. The importation of large quantities of food products not produced in this country, manufactured merchandise, and raw materials for manufacture, has been conducted by a comparatively small number of individuals.

Mr. Edward N. Hurley, of the Federal Trade Commission, recently stated that there were 250,000 business corporations in this country, exclusive of banking, railroad, and public utility corporations. Only 60,000 of these earn more than \$5,000 per year. Reviewing the operations of these 60,000, he found that 20,000 have sales of less than \$100,000; 20,000 more sell from \$100,000 to \$250,000; 10,000 additional from \$250,000 to \$500,000; 5,000 corporations ship annually \$500,000 to \$1,000,000 worth of goods; 4,500 have total sales from \$1,000,000 to \$5,000,000; while only 462 industrial and mercantile corporations do an annual business of \$5,000,000 or more.

How many of these corporations are engaged in foreign trade is not stated, but from knowledge of those sufficiently interested to become affiliated with national organizations endeavoring to foster foreign trade, it is doubtful if the number is very considerable. It is doubtless true that the great bulk of the foreign commerce of the United States has been handled by a score of our largest corporations. This is because these companies were able to organize departments exclusively devoted to this branch of business and invest large sums of money in establishing agencies and branches in foreign countries. But the fact remains—and this, I take it, is the foundation on which we are building—that at least several thousand of the corporations referred to by Mr. Hurley are now becoming interested in the extension of their trade to foreign lands. No doubt many of them can, by sustained effort, develop oversea markets for their products and our foreign trade will gain through a greater diversification.

Those who are taking the initial steps by creating export departments in their organizations, and adjusting or changing their products to meet conditions prevailing in the markets they would reach, are, first of all, confronted by the problem of obtaining workmen, office men, salesmen, and executives trained to handle their business, a difficulty which, it is safe to say, but few companies find easy of solution. This condition prevails because the foreign trade of the United States is in its infancy and only recently has the question of special training been considered by public men, corporations, public schools, and universities.

We are only just realizing that this is one of the handicaps we have been under in the competition with our European commercial rivals, and this is why banking, shipping, exporting, and manufacturing offices are employing an ever-increasing number of foreign-born persons who acquire the requisite special training in schools, universities, and business offices in England, Germany, and France.

Few foreigners, however, become managers or salesmen for us, and among the brightest business men in the United States to-day are those Americans in our exporting offices, or out on the firing line, building a foreign trade. Abundant success has come to these men who have gone through the training mill and perfected themselves for the work. But I wish to impress upon you the fact that, if we need American ships and American banks for our foreign trade, the need for an army of specially trained American salesmen and employees is more acute.

It happens that since the war and while our exports have been increasing at an unusual rate, manufacturers and business houses of all kinds which never before handled a single order from a foreign land, have been receiving orders. To appreciate the need of trained men in this business, one should sit in the offices of the foreign-trade bureaus of the Government, or have an acquaintance among that large class of professional trade advisers, operating as commission brokers, bankers, or as secretaries of public commercial organizations.

Upon receipt of his first few orders, and for that matter his first few hundred orders, the merchant new to the exporting business finds himself in dire need of advice and help. He is willing to pay for the advice, but sometimes intelligent advice concerning the intricacies of foreign trade is not available; least of all can he readily obtain the service of men capable of handling foreign business properly. Perhaps many of our new exporters have not yet fully realized their interest in this matter, but it is apparent to those who have been familiar with these problems that as trade continues to expand and more and more business houses find themselves called into the foreign trade field our progress as a nation will be retarded unless steps are taken, and that speedily, to overcome this defect in our commercial system.

It may be expected that for many years a large part of our exports will consist of natural products and foodstuffs which will practically sell themselves, while manufactured goods must be adapted to the requirements of the foreign buyer and sold in competition with those who are already well entrenched and well informed as to the requirements of foreign markets. It will be readily seen that as the competition becomes more keen the necessity for salesmen well trained

and well equipped to cope with the complex problems of export trade becomes more acute.

Of equal importance to the training of men for export trade is the preparation of others for the intelligent handling of import trade. Our position in international commerce should rest upon a fair exchange of values. Imports of raw materials indispensable to manufacturing constitute an element of value in the finished product and are a factor, therefore, in determining the price at which it can be sold competitively in a foreign market.

Knowledge of conditions governing production in other countries is gained only by the closest study and by using the sources of information available in various trades, based upon fundamental principles of commerce. Little does the public generally realize the vast amount of knowledge of this special nature possessed by those now conducting our import trade, knowledge which, as is the case with export trade, has been largely acquired by experience.

The various activities of foreign trade, such as manufacturing, buying, selling, advertising, shipping, banking, and investing, call for a steadily increasing army of young men. Many institutions heretofore engaged solely in domestic business are organizing export branches. In case existing staffs can not be utilized for this new work, additional organizations will be required.

Through its committee on education for foreign trade the National Foreign Trade Council has conducted an interesting investigation as to the efficiency of our public school and college education as a preparation for foreign trade. A general outline of the results of this inquiry will be presented to you by Mr. W. D. Simmons, chairman of that committee, and I will not discuss it further than to say that it indicated that even a knowledge of the three Rs was not thoroughly acquired by many of the graduates of our public schools.

It must be apparent that a thorough knowledge of these rudimentary branches is necessary to any man who contemplates engaging in commercial or social intercourse, and that without this groundwork he can not successfully equip himself with higher education in college or other institutions. The lack of adequate preparation in the common-school branches can not be laid entirely at the door of either pupil or teacher, since it is known that business men seldom exert themselves to the extent of demanding improvement in methods of instruction or in courses of study, although they are frequently the sufferers because of the educational shortcomings of their employees.

Indeed, the praiseworthy efforts of teachers to adapt their methods to the needs of everyday life often meet with scant response, and it is not therefore strange that public-school courses are molded along lines which accord with the demand for cultural adjuncts, which.

while quite necessary, should not be allowed to absorb the time and effort required to acquire the first essentials of a common-school education.

Under the influence of sentiment aroused by construction of the Panama Canal and conspicuous expansion of our foreign trade commercial geography is now more extensively taught, and instruction in languages, particularly Spanish, is extending. The usefulness of this instruction will depend upon the cooperation of business men with educators, but knowledge of Spanish, German, or French is by no means the sole necessity in preparing to engage in export and import trade. English is the most extensively used of the commercial languages, and it is of prime importance that an American engaged in foreign trade should be able to employ his native tongue effectively and persuasively.

It is frequently the case that the clerk employed in a business office or store is unable to write an all-round good business letter. This shortcoming is often the reason for his failure to advance. This lack of knowledge is frankly deplored by educators. While occasional progress has been made in the public schools, and commercial subjects are taught with an appeal to the imagination of the pupil, there is still much room for improvement.

In the schools of Chattanooga, Tenn., commercial geography is taught by means of a map of the world bearing a flag at every point where Chattanooga goods are sold. When the Panama Canal is considered, the interest of the pupils is instantly aroused by the statement that the Panama Canal could not have been built without certain materials manufactured in Chattanooga. This method might readily be employed elsewhere, as every State and city exports or imports some product. Such methods bring the pupil close to the countries and the oceans which are touched upon and keeps his interest alive. The world's associations are so intimate as to readily appeal to every boy and girl where practical examples are given, and the vivid impressions so made will never be effaced.

The problem of training for foreign trade is inseparable, so far as concerns common school or secondary education, from that of training for domestic business. The public school should prepare its pupils for life, and life with us is business. In advanced education, certain institutions are doing pioneer work, developing advanced courses in the economics of trade and in close association with those occupied in export and import business.

In several of our great seaport cities educational institutions have provided late afternoon or evening lectures for those employed in foreign trading houses or the export departments of manufacturing corporations, shipping offices, etc., thus bringing within reach of the ambitious the opportunity to reinforce practical experience by study.

The result is an effective combination of theory and practice. The graduate schools of a number of universities offer interesting courses to those who have completed college courses, recognizing that the need of higher education for foreign trade occupies the same plane of importance as the learned professions. Business men should see that opportunities equally attractive to those of the home field are open to the young men who thus painstakingly equip themselves.

But there are possibilities offering for men not possessed of a college education, for it is a fact that academic culture, while helpful, avails little as compared with training in business acquired through attention to detail and general application to fundamentals.

Special training is particularly necessary in trade with growing countries requiring materials for construction of railways, tramways, port works, mines, lumber mills, and power plants, all necessary to the development of natural resources which, in turn, will sustain a population consuming other manufactures. These countries are dependent upon foreign investment.

Hitherto, Europe has been the source of loans. It is general knowledge in Latin America and the Far East that industrial enterprises, financed in Europe, give preference to European materials. Often the purchases and the investment are a part of a single operation inaccessible to American industry. Such a transaction involves close calculations and the establishment of helpful relationships in the country affected which, practically speaking, means the creation of a special sphere of influence and, needless to say, can be successfully undertaken only by those thoroughly familiar with the business.

It is to be hoped that American capital will be employed in similar enterprise abroad. The degree of success will depend not so much upon the existence in this country of capital susceptible to the attraction of foreign opportunity as upon the intelligence, foresight, and knowledge manifested in taking advantage of such opportunity.

It is noteworthy, in this connection, that American banking houses have, since the beginning of this war, given greater attention to our foreign trade and, through the operations of the Federal reserve act, have established, or are considering the establishment of, foreign branches. They have found it desirable to begin the systematic training of men whom they believe best fitted for foreign work in the essential elements of foreign exchange, investment, banking, and collateral lines of business. It has been realized that one of the prerequisites of success in such fields of endeavor is either securing men experienced in such work or developing them.

The first necessity for a young man engaged in foreign trade is a knowledge of the particular business in which he is employed. Nothing can take the place of this, for mistakes can be made in every

language and in every land. In many markets, the superiority, quality, finish, and adaptability of the American product are factors in its favor. No salesman can employ this fact to advantage unless he is technically familiar with the product and able to demonstrate it; nor can he quickly perceive new opportunities unless familiar with every possibility of his goods. Should his product not be quite adapted to the especial needs of a foreign market he should be able to recommend changes which will be acceptable alike to his customer and the factory.

Our schools and colleges are now turning out technically equipped young men for all industries, and these, together with others coming up from the ranks, are the material for an increasing army of foreign traders.

The second qualification is a knowledge of foreign languages, and this can be gained by any intelligent man. Linguistic ability, for business purposes, is very different from that taught in schools and colleges and by the average instructor, which is based on literature and reading, rather than on conversation and commerce. It is doubtful if public school and college instruction in languages ever will prepare the salesman to transact business in a given tongue. Personal contact with those in foreign countries is necessary, as the young trader will find after taking up his residence abroad.

The attention which a number of American firms are now giving to the equipment of their young men for both domestic and foreign trade is commendable. Their plans have been developed in the past few years, ranging in the case of some firms from a practical training under skilled instructors in all the phases of their foreign trade to classes in manufacturing, when the students visit the mills and workshops and are systematically taught (although, necessarily, in a comparatively brief time) the principles of manufacturing and the uses of the manufactured product. Others are training selected young men in their shops and mills, to later acquire an office experience preparatory to their use in foreign and domestic branches. Still others are either having classes in foreign languages conducted in their own offices or plants or are facilitating in commercial schools or colleges study of commercial law, transportation, languages, economics, or such other special topics as the employee destined for foreign or domestic service will require in his future career. Some have special manufacturing courses for beginners covering periods ranging from several months to several years; in the latter case, where considerable technical knowledge and experience are required to develop a satisfactory salesman or engineer.

The chief requisites, therefore, in the training of young men for a successful career in the foreign trade may be briefly summarized as follows:

1. A well-grounded knowledge of the English language, to permit clear and concise expression. A knowledge of one or more languages in addition to English.

2. A comprehensive knowledge of the fundamental rules of arithmetic, including percentage, merchandise and currency calculations, and short methods of accurate computation.

3. A practical knowledge of business-office routine, including the proper handling of mail, receipt and preparation of orders, invoicing, and accounting.

4. A practical working knowledge of the routine of manufacturing of any given line of products, including the elements of cost of production. If this can be arranged by actual experience in manufacture, the results are likely to be of greater benefit than the superficial, limited inspection of manufacturing processes frequently used as the basis of a salesman's equipment.

5. Sufficient acquaintance with commercial law and practice, particularly with respect to the negotiation of ordinary business contracts, to enable determination of ordinary questions relating to business without frequent recourse to legal assistance.

6. A knowledge of domestic and foreign markets, based upon a careful study of natural and manufactured products, and their application to the commerce of nations.

7. Systematic study of the ocean-borne transportation of the world to attain a degree of familiarity with the types of vessels suitable for the various cargoes adapted to respective trades, the loading of such vessels, the relation of freight rates to measurement and weight of cargo, and to the class of cargo, a general knowledge of the fundamentals of chartering, ocean bills of lading, consular requirements, marine and war-risk insurance, and similar subjects identified with ocean transportation. If the products to be sold come into competition with home manufactures or with materials on which there are discriminatory duties in favor of other nations, the study of the customs tariffs would ultimately be essential.

It is manifestly difficult, within the limitations of a brief paper, to set forth more than a general outline of the elementary training required by those who expect to make foreign trade their life work. That "experience is the best teacher" is a truism especially applicable to foreign commerce.

It is quite within the range of the capabilities of the average young man to acquire, through diligence and application, a practical training on the subjects enumerated, and the knowledge thus ac-

quired is an equipment which will undoubtedly form the basis of a successful business career.

Mr. BRAYDON, of Miami University. Mr. Chairman, I would like to call attention to one of the reasons why instruction in English about which business men complain so much is so often poor. It is so often the case that the teacher of English is overburdened. He has not only too many classes to teach, but these classes are entirely too large. Imagine a business man trying to instruct 30 or 40 clerks at the same time and to properly educate them in any particular line of work. We know that the horse breeder will get one man to devote all his time to taking care of and bringing out the fine qualities of one horse that may be eventually worth perhaps as much as \$50,000; but yet a man will let his son, for whom he would not take \$50,000,000, go into a large class in his mother tongue where the business man himself recognizes the fact that excellence in that tongue and the correct use of it is the foundation for all his future career, either business, social, or political.

Mr. CLINTON D. SMITH. Mr. Chairman, I want to say as a Brazilian that we demand in the men who propose to come to Brazil for business that they shall be men of affairs. We want them to speak French no matter what the issue of this war may be. French is the most important one language to know; and ill fares the concern in business that sends to Brazil representatives that do not speak French. And then I beg again to call attention to the importance of learning Portuguese and not Spanish.

Send us, if you can, men of character. I have seen many hundreds of business men in Santos go to ruin because they were not men of character. Send us men of good physique and good morals. As to their mental equipments, I do not propose to go into that to any extent. English is something I suppose that they should have, too. There is 10 per cent less English spoken in Montevideo to-day than there was 10 years ago. Why is that? Because the Germans, with their ordinary horse sense, have gone to work to win the commerce of Montevideo, and you can not take it away from them. Why, Mr. Chairman? Because they are trained in the essentials; because they have dedicated themselves from early youth to one specific line of work in one specific country and under one specific set of conditions. The German may not be mentally as broad as the American-trained business man, but he is sharper when it comes to special training.

But above everything the Brazilians appreciate a good, straight, upright, and honest salesman, and your American salesman of that type will beat out any tricky salesman from any other country, no matter how well prepared the other fellow may be. I have seen it done. I can cite you many instances in the sale of cultivators.

There is another thing I want to speak of in this connection. You ought to have a good survey of Brazil, and I am glad to learn that the Forestry Department has taken that up. We have an enormous amount of forest land there; nobody knows just how much there is of it. We have many things in Brazil that you need, and you have many things that Brazil needs. There are men from Brazil now making a survey of the markets of this country to see where they can best sell the goods that Brazil has to sell.

In conclusion, then, we beg and beseech you to send us good, strong men first—that is the most important—and then men who are trained for the business, who know French and Portuguese, and then know thoroughly some one specific line of work. If they are coming down there to sell woolen goods, if they are going to compete with the Germans, they must know the sources and markets of wool.

I thank you for this opportunity.

The CHAIRMAN. It is very well that we should have our attention called to the fact, which perhaps some of us do not fully realize, that Brazil occupies such an immense area, and that its language is Portuguese and not Spanish. It has as large a population as the United States had in 1850, and, as you have been told by Mr. Smith, Brazil is 300,000 square miles larger than the United States. I would like to ask whether one can get along with Spanish in Brazil?

Mr. SMITH. They don't like the language of the gaucho, or cowboy, as they call Spanish, but they do understand it. It is very similar to Portuguese.

The CHAIRMAN. In this connection I might state there are only three high schools in the United States, so far as I know, that teach Portuguese. We shall need more knowledge of this language in order to succeed well in our efforts to develop commerce with Brazil.

The meeting adjourned at 12.20 o'clock to reconvene at 2.30 o'clock in Carroll Hall, the use of which had been tendered by the rector of St. Patrick's Church.

AFTERNOON SESSION.

The meeting was resumed at 2.30 o'clock in Carroll Hall. Dr. P. P. Claxton presided as chairman of the conference.

UNIVERSITY PREPARATION FOR CONSULAR SERVICE.

The CHAIRMAN. Mr. Carr has promised to come here this afternoon if he possibly can. I think it may be well for us to take up this afternoon his paper and the questions that you may want to ask him, and then discuss more specifically the commercial educational purpose of the conference. Until Mr. Carr comes let us continue to consider the subject of his paper—that is, preparation for the Consular Service. Is Mr. Adams of the steering committee of this conference here?

Mr. ADAMS. Yes. I see here, however, another representative of Leland Stanford who is as fully qualified to speak as I am upon the interest that we have in training for the Consular Service, but I will first say a few words.

My own particular interest, and I judge that of most of the delegates from the American universities and colleges, is in trying to see what we as colleges or universities may do for this service. The problem that confronts us is one that confronts all university teachers, whether of history, economics, law, jurisprudence, or of languages, and it resolves itself into just what we can do. Now, in the paper presented this morning by Mr. Carr certain statements were made which seemed to qualify the usefulness of American universities. The statement that 27 men per year had been appointed in the service seemed to make it for most American universities not a very profitable thing to deal with in any large way.

In preparation for this meeting in which I am greatly interested (we have sent a few men from Leland Stanford University into the Consular Service), I examined the courses in the catalogues of 8 or 10 principal universities of America which they claim are serviceable for the Consular Service.

After hearing the paper which was read this morning I doubt whether more than one-half of those courses are of any use, and I feel that what we need most of all is direction from the head of the Consular Service in Washington to determine, if possible, the exact

nature of the courses we may give. We have recognized that we cannot by any possibility fully equip a man for the Consular Service. My own feeling about that side of the question this afternoon is that we shall make best progress if we can get specific answers from Mr. Carr in respect to these courses, which seem to be limited so far to courses in international law, in commercial law, maritime law, business administration, accounting, general history, and most of all, in actual spoken language work, which he quite wisely and rightly stated is very deficiently treated at present in our universities.

I really know very little about the subject treated in the second paper of the morning session. But in the matter of consular training for men of higher caliber, higher character, and higher recognition of what their duties are, I am intensely interested and am ready to answer questions in regard to what I have done in the preparation for this meeting. As I have said, I examined catalogues of a number of universities in order to see what instruction they give along this line. I have also conferred with Mr. Eli T. Sheppard, the founder of the Japanese consular service. He began, you know, his work in San Francisco in 1862.

The CHAIRMAN. Will you kindly tell us what you do?

Mr. ADAMS. We give courses only in history, economics, jurisprudence, etc., which in other universities are specified as fitting for the Consular Service. It so happens that four or five young men have taken work in economics, jurisprudence and history, and have entered the Consular Service. We have courses that cover nearly all that is covered in the other universities, but we make no special pretense of specially fitting a man for the Consular Service.

The CHAIRMAN. That would be practically a repetition of what Mr. Carr stated this morning to be the practice in other universities?

Mr. ADAMS. Yes. There are other courses, however, in other universities. I know Chicago University gives a course in ethics.

A VOICE. Would not that meet the requirements of our Brazilian friend who spoke this morning?

Mr. ADAMS. I think likely it would.

The CHAIRMAN. You spoke of Mr. Eli T. Sheppard and of what he thought was desirable.

Mr. ADAMS. Yes; will you permit me to read his statement?

The CHAIRMAN. We shall be glad to have you do so.

Mr. ADAMS. Permit me to offer, then, by way of preface, a personal statement in regard to Mr. Sheppard. He began his diplomatic and consular service during the Civil War in the Department of State of Washington, and afterwards served for a long time in China as consul and consul general. He is really the founder of the modern Japanese consular service.

If I may confine myself to the requisites, I think I can state briefly those which Mr. Sheppard says are of prime consideration in training for the consular service: First, an advanced degree of education and knowledge of special character, since no general college course is adequate; second, preparation in a broad college course into which is to be woven special training—a good consul, however, must have something more than a special education and training; third, a consul must always have the ability to speak the language of the country to which he is sent; fourth, good manners and good social standing; and fifth, to sum up, in addition to a liberal education, a highly specialized knowledge of international law, commercial law, political economy, consular and commercial treaties, commercial geography, and modern languages. This is a high standard that is set by Mr. Sheppard; and, as you see, he insists that no college education can qualify a man.

To return to the thing that interests us here, I want the Department of State, or Mr. Carr, to tell us what sort of curriculum we should offer in the colleges and how that may be supplemented later by further training.

DELEGATE OF CLARK UNIVERSITY. My experience in Europe has been that one of the great obstacles to the effective work of an American living abroad is the conceited contempt that the average American has for foreign countries, and I think that the same attitude will possibly be found in some of our official representatives in foreign lands. I should like to ask Mr. Adams whether in any university there are courses which try to inspire the men with a sympathetic appreciation of the Spanish or French or the people of any other country to which they may be sent?

MR. ADAMS. I answer that by saying that within the last 10 or 15 years most American universities have developed courses which are intended not only to give a knowledge of history, the externals of foreign countries, but something of the civilization, the culture, and the ideals of those countries. How far that can be accomplished it is impossible to say.

THE CHAIRMAN. In mentioning the qualifications necessary for a successful consul you stated as one of those requisites a definite and comprehensive knowledge of the country and the people to which the consul goes. Some time ago I talked with a man who stands high in the Consular Service. For many years he was in South America. He said the South Americans disliked us because of our ignorance of South American geography, history, literature, and life, and our air of contempt for things South American. We and our representatives need to have some real knowledge of South America, and our schools should undertake to give it. Until now we have used South America largely to practice map drawing on in the

schools—because it is so easy to draw—and the average high-school boy and average college man know practically nothing about South America, its geography, its history, its life, its culture, and the ideals of its people.

Mr. McCORMICK. I do not want to make a speech, but I do want to have this conference accomplish something, if possible. If the Consular Service is not an important matter for our universities—and it would appear so from what Mr. Carr told us this morning—then would it not be wiser for us to turn to that field which obviously is important? And no one can be in doubt after listening to Mr. Farrell this morning as to what that field is. If the universities can only train 27 men each year for consular positions, but can train 2,700 men for other positions in South America and elsewhere, should not this conference give itself over to the discussion of the latter rather than to the discussion of qualifications of the Consular Service?

Mr. BRANDON. I think it might be well if Mr. Martin, of Leland Stanford, to whom Mr. Adams referred, would give us a brief résumé of the course of study that he gives on Latin America.

Mr. MARTIN. The work at Leland Stanford University along the lines of Latin-American history is something that is comparatively new. The courses we are offering are still somewhat tentative in character. At the same time I think we are justified in feeling we have reached certain conclusions. It is my purpose in giving these courses, not only to give such students as have only, let us say, two or three hours per week throughout the year to devote to this subject as comprehensive an idea as possible of the historical facts of the Latin-American countries, but I attempt to give them as well some insight into the civilization and culture and the development of those countries.

Perhaps I can make my meaning more explicit by outlining briefly the topics that we give in this course. There is, first of all, the pre-Columbian civilization; then a brief account of the period of discovery and exploration; and then a more detailed treatment of what I call the transmission of European culture—in the case of Spanish America the culture of Spain and in the case of Portuguese America the culture of Portugal; in other words, a somewhat intensive treatment of the colonial period, for it was then that the society which is at the basis of the modern nations of South America was in process of formation. Then follows a treatment of the Spanish-American wars of independence, and then a somewhat more intensive discussion of the political and social evolution of the chief countries of Latin America, with especial emphasis on Argentina, Brazil, Chile, and Peru. In the case of each of these countries I endeavor not only to trace political development, emphasizing less the revolu-

tions that have taken place than certain political tendencies that we find in these countries, but offer as well a number of lectures dealing with the present-day civilization, discussing to a certain extent the economic and social problems in these countries and their progress along educational lines and the like; and, finally, for the end of the course I always plan to keep in reserve a number of lectures in which I treat of the relations between the United States and Latin America, as well as Pan Americanism, the Monroe doctrine, etc.

I have also other lectures of a more advanced character. These, however, fit in more strictly with the work of the historical department and have less general value to the students of the university as a whole.

Mr. MANNING, of Texas. Mr. Martin's outline of the work he is giving at Leland Stanford University in the history of the Latin-American countries has interested me greatly. My work is primarily history, and my primary interest in history is in the Latin-American countries. At the University of Texas I give a course, three hours a week, extending through the year. In the study of the history of Latin America I follow nearly the same plan described by Mr. Martin.

Last spring some of us at the University of Texas who are interested in Latin America and in the Spanish language got together and tried to formulate a list of the courses that we are now giving and hope to be able to give soon, which would fit our students for service in these Latin-American countries primarily along business lines; and incidentally we considered the question of the Consular Service. Our work resulted in a little pamphlet, "Facilities at the University of Texas for the Study of Latin-America," in which we have tried to set forth the rapidly increasing importance of a knowledge of these countries. And we begin by listing business men and other groups of men and women. In other words, everybody ought to study about Latin America. Some, of course, can study much more extensively, but all college students ought to know something, have an intelligent grasp of the civilization and of the history of those countries.

We have placed in the various departments, in the first place, the Spanish language; we do not give the Portuguese, although we announce that we expect to give the Portuguese as soon as there is a sufficient demand for it—and that demand is coming. In the field of history we outline the courses that we give in Latin-American history, and then indirectly other courses of history that will fit students for going into these foreign countries. In the course on government of our own country and the comparative government of other countries, we endeavor to give our students something of the knowledge of these Latin-American countries, and, of course, the

other foreign countries. The School of Business Training that has been recently organized at the University of Texas is giving courses on trade, commercial geography, commercial law, etc., that indirectly fit students for this foreign service.

Although we discussed it and considered it for a time, we do not include in our pamphlet any announcement of the fact that we are trying to fit men for the Consular or Diplomatic Service, partly because of the fact that so few from any one State could hope to get into the service, since admission, as pointed out and as stated by Mr. Carr this morning, is a difficult matter and is based on the population of the various States. The question which I asked Mr. Carr this morning presents a serious obstacle; that is, the necessity for a geographical distribution of appointments in the Consular Service. We have at the University of Texas a great many young men, and if we are going to invite them to take courses on any particular line we have to be able to tell them why they should take such a particular line of study; and in this case we have less than one chance each year for a man to get appointed from Texas—not a very inviting field. We can not hope to induce very many students to take a course which can lead to not more than one place a year. So we are emphasizing this commercial phase and the general need for increasing our knowledge of Latin-American countries, in order to overcome the snobbishness that is said to be characteristic of the American when he travels in those countries.

Mr. Carr, Director of the Consular Service, arrived at this juncture. The presiding officer asked whether the members of the conference now wished to divide into two sections or symposia for the purpose of separate and more intimate discussion of training for the Consular Service and foreign trade. The conference expressed the wish to continue its discussion as a single body. It was so ordered.

Dean DAVID KINLEY, of the University of Illinois. The difficulty of finding places has been referred to as a great objection to courses in our universities and colleges in preparation for the Consular Service. Every boy who is looking forward to that kind of work asks the question, "Can I get a job?" That is sometimes difficult to answer. On my advice we abolished our special course for the Consular Service some five years ago because we found that when we prepared men they could not be placed without the exercise of a political pull, and I was not willing to attempt that. I speak plainly because unless we understand exactly what our experiences and our difficulties have been, we shall not accomplish anything.

A general course of study for consular service is very fine but unless we can assure a man that he will have the chance of advancement if he proves his ability, it will not be an attractive field for our

young men to enter. We can not give any such assurance now; and that is why I have advised uniformly for the last five years against going into Government service.

I want simply to stress that point without saying anything about the course of study we used to give, the distinguishing feature of which, however—if it was distinguished at all—was this: That as the finishing touch we undertook in each case to secure some one who would give the student in the last part of his senior year training which would have specific reference to the field the student wanted to enter. I would be glad if Mr. Carr can meet the practical point.

Mr. CLINTON D. SMITH. I have a final question which I wish to ask. I translated during the noon hour the proceedings of this morning to the Brazilian delegates, and they were very much interested. They say their consuls are not efficient, and they want you to see whether it is best to try to train consuls in universities already fairly equipped in a general way, or to concentrate the education for consuls in one single university at Rio. Which would be the most economic, in your opinion?

Mr. CARR. The latter, of course. I wish it were true that in this country you could concentrate all your training for the foreign service in a large institution—not an institution, however, which does nothing but prepare for the foreign service, but a university like Harvard, Yale, Northwestern, or Princeton. It is perfectly obvious you can not. Probably they can in Argentina. If they can, I think it would be a good thing.

Mr. SMITH. Or in Brazil.

Mr. CARR. In Argentina they can do it still better, because they have that great university at La Plata.

The CHAIRMAN. Would it be advisable, or would it be practicable, if advisable, Mr. Carr, to send young men who expect to be consuls in South America to one of the South American universities for a year or two, where they have work of this kind, or could courses be given there that would equip men for the service of this country in other countries?

Mr. CARR. They might be, but I should prefer to have the training done here.

Mr. DAVID SNEDDEN. You said nothing this morning about the language used in Japan and Russia.

Mr. CARR. We take care of that as well as we can ourselves, simply because those languages are different from other languages. Most Governments have found it necessary to select young men at an early age and put them out under a tutor and have them study the language there, and that is what we are doing. We select our young men and appoint them as student interpreters and send them to their location to study under a tutor. At the end of two years

they have their examination and get a promotion to the grade of interpreter if they are qualified. They have other examinations two years apart, and finally reach the grade of consul, and then go on up in the Consular Corps. Their service is limited, however, to that country in the language of which they are proficient.

Mr. ADAMS. Before you came in I outlined what I wanted to ask you, and I am going to repeat the question. I stated that our difficulties were that there were not sufficient opportunities, but that as universities, without any specific schools for consular training, we should like to have direction from you or your office as to the courses included in your examination, or in addition to your examination, in which you want men trained in the universities. Would you be prepared to draw up a curriculum of essential studies which could be given to American universities, so that when a chance student comes in and says "I want to train for the Consular Service," we should know exactly what to do?

Mr. CARR. I should be very glad to help, but I thought that a part of the purpose of this conference is to standardize the course for the Consular Service for all American universities.

Mr. ADAMS. The difficulty is that if we try to get the universities to make up that curriculum, we shall all express our fads and fancies. If we get from the Department of State a suggested list of courses, definitely desired for men going into the Consular Service, we can then say to the young man who comes to us, "Here are the courses advised by the Department of State which will be of help in preparing for preliminary examination."

Mr. CARR. It seems to me the proper channel to accomplish the end you have in mind is through the United States Commissioner of Education, Mr. Claxton.

The CHAIRMAN. We shall be glad to cooperate with the committee to be appointed, and give them your ideas so that they might be embodied in the report of this meeting. Would that be satisfactory?

Mr. ADAMS. Some such step as that would be very useful.

Mr. CARR. I should be glad to help the committee in any way I can.

Mr. ADAMS. I should like to ask one other question. You spoke this morning of the inadvisability of a central university here in Washington training for Consular Service.

Mr. CARR. For that service alone.

Mr. ADAMS. Alone, yes; and, of course, we all agree that the young man must have a broad, general education, anyway. Would it be feasible, in your opinion, to have under the Department of Education or the Department of State, or under whatever other arrangement might be found best, a one-year graduate training school here in Washington for young men who have pursued in universities the courses fitting them for that examination?

Mr. CARR. Why, yes; provided you are able to support the institution. That was one of the elements in my mind this morning when I was talking. I simply tried to make clear that the demand for men is so small, so limited at present at least, that I did not see how a university or a number of universities could afford to do special training for that particular service. Now, if you can find in some way to establish in Washington a graduate school that will do that and perhaps do graduate work for other branches of the public service—

Mr. ADAMS. I suppose Mr. Claxton would find funds for that—

The CHAIRMAN. Your Congressmen will furnish any funds that you demand—

Mr. CARR. Then, I think you would be accomplishing a very great step.

Mr. ADAMS. The reason I asked that is this: That with some experience with consuls in various countries, with some experience with young men who have been appointed by your department whom I have known and have helped to teach, I thought that we are far behind other countries in that intimate contact with the department which you represent in Washington. That is the essential thing, the essential connecting link between their service and what they get.

Mr. SANTANDER, of the University of Washington. It seems to me, Mr. Chairman, that the Consular Service demands a certain knowledge of commercial branches. The Consular Service is entirely different from the Diplomatic Service and is dedicated to the development of the trade between the country where the consul is stationed and his home country.

Chile follows or imitates Germany so far as the Consular Service is concerned. Before the man is appointed Chile must be assured that he is thoroughly acquainted with the commercial situation and the history of the country to which he is sent; he must be thoroughly acquainted with the history and geography of all the world; and he must have a knowledge of international law and commercial trades between his own country and the country to which he is sent. I think you will admit that in the United States there is still a great lack of men who have an adequate knowledge of foreign trade. Very few, it seems to me, are properly acquainted with the geography, physical, political, and economic, of South America. I think one of the reasons why this is so is that the United States is a very large country with wonderful opportunities at home, and the people have been largely occupied in local industry. But to-day, as a consequence of the building of the Panama Canal, and on account of the European war, the United States is beginning to take her po-

sition in the world and to obtain her share of the trade of South America.

In conclusion, a person who desires to enter the Consular Service should first study commercial branches in a high school or university and should then study for a year or so subjects bearing directly on the Consular Service in some university where they have established that line of training.

Mr. CARR. Then, I understand that you agree with the proposition that I made this morning for a combination of the preparation for the Consular Service and for commercial service?

Mr. SANTANDER. Yes; I think that would be very successful.

Mr. CARR. I think that would accomplish precisely what you have in your mind.

Mr. HOKE. If you train for both the Consular Service and for commercial business or trade, how are you going to pry the man loose from the business line that he enters, if he is successful in it, in order to get him into the Consular Service? I do not think that you can do it.

Mr. CARR. That may be so in some cases, but at least you would be better off under that situation than you would under the present one, because there would always be some men who would prefer Consular Service to foreign trade. I think that some men would prefer Consular Service even for a selfish reason, namely, the experience which they might get in that service for possible future commercial work in a private capacity; but, at least, you would have a foundation, a grounding in the essentials necessary to good consular work or good commercial work, which you do not have now.

Mr. MANNING. Is there any possibility of an American consul being permitted to engage in business in a foreign country or in a profession, as our friend Mr. Santander is engaged here in this country?

Mr. CARR. No. Our consuls are paid a salary and are prohibited from engaging in any other line of business or receiving any perquisites whatever. They are limited to their salaries and are bonded to keep that obligation.

Mr. MANNING. That does not apply to consular agents, however, does it?

Mr. CARR. No; it does not apply to consular agents in any country so far as I am aware.

Mr. MILLER. In view of the limited number of people appointed to the Consular Service, and in view of the general agreement that these men who are appointed should have a comprehensive understanding of the conditions and language of the country to which they are to be sent as consuls, would it be feasible to make preliminary selection and send these men to the country to which they are to be appointed for further training in the field—a training of a practical kind?

Mr. Carr. That is being done now in a way. The newly appointed men, especially since last February when Congress passed a law which permits it, are not appointed or assigned to posts of their own, but are, as a rule, sent on detail to the office of consuls general or consuls, who are understood to possess ability to impart instruction to young officers and are kept there for a time for the very purpose that you have described, learning the work by doing it, and also learning something about the country in which they are to be stationed. That accomplishes, I think, exactly what you have in mind.

A DELEGATE. In connection with your statement about combining foreign service training, commercial and consular, I want to ask this question: The two trainings would not be just the same, would they?

Mr. Carr. No; I said this morning that it would be necessary, of course, for the consul to specialize in certain things in addition to the main features of the commercial training.

The DELEGATE. Then, here is the question which I wanted to ask: Would that involve more than one or two extra courses?

Mr. Carr. I think not.

The DELEGATE. In that case the problem would be comparatively simple.

Mr. Carr. That is exactly my purpose, to make the proposition as simple as possible for the university, and as practical as possible.

Mr. Wildman. I have two or three questions, perhaps I can ask them all in one, for they lead back to this matter of a graduate course. In the first place, who would give the instruction in this graduate course; second, what would it cost, say, a year; and third, could such a course, under the direction of the Department of Education or the Department of State, be opened to both commercial and consular aspirants?

The CHAIRMAN. This really means, I think, Mr. Carr, have you any power to run a university?

Mr. Carr. I am afraid I am unable to answer that question because, in the first place, I am not a practical university man and I have no idea of what universities cost; in the second place, I do not know whether you could get a consular school established here as a Government institution.

Mr. Wildman. I had this in mind when I asked the question. I thought I would get that answer. Would it not be possible to have for students, who had finished such a course as universities are able to give, a course of lectures here in Washington, given either by your office or by persons associated with your work, the lectures to be supplemented by courses of reading prescribed by your office? That would cost practically nothing as compared to cost in universities. There would be no need of the complicated machinery of the university in such a case.

Mr. CARR. I do not think you would find that that would work very satisfactorily, because every one who is capable of giving such instruction already has his hands more than full and he would not have the time to devote to that work. George Washington University not only had a university course, but some graduate work of that kind, and drew upon the Government departments for its instructors, and it had a great deal of difficulty in getting the men it wanted, because those men were otherwise occupied. They can not, as a rule, give the time to it that is necessary; and when they do, they require fairly generous remuneration.

Mr. VON KLEIN SMID. Mr. Chairman, in a good many of our departments we draw upon men specifically trained to give to our students certain short courses, not necessarily for a week or for two weeks, but perhaps for half of a semester, or something of that sort; and we have not been particular, so long as a man is of large caliber, whether he be a university-trained man or not. We get him for the work he can do, and the knowledge he has on a particular subject. Now, is it not possible for us, in the States, to draw upon men who have had consular experience, to come in and give short courses to our students? We do not have to come to Washington, but can not we get men to come to our universities?

Mr. CARR. That would be almost impossible. You are speaking now of getting men from the Diplomatic and Consular Service?

Mr. VON KLEIN SMID. Yes.

Mr. CARR. It is almost impossible, because those men are back in this country for a very short time only, and when they do come back it is usually on a leave of absence that is well deserved. When consuls are here and have any time they are likely to be detailed to talk to chambers of commerce and business men on trade conditions, and they really have not time for university work. So you could not count on that with any certainty at all.

A GENTLEMAN. Are there not some consuls retired from service who might be used?

Mr. CARR. Yes; I think you could find a number.

The CHAIRMAN. Could you keep them in the service and detail them to this particular work, as they detail retired Army officers for some kinds of service?

Mr. CARR. We could not; because we have all we can do to man our service now.

Mr. EGGERT, of Columbia University. I should like to ask Mr. Carr whether he thinks it is wise for the universities to encourage young men in this direction on account of the small number of appointments and the difficulty of securing positions? Would it not be wiser for us first of all to try to place this whole matter on a different plane so far as the Consular Service is concerned? I think it is doubtful

whether we ought to encourage these young men and run the risk of leading them to bitter disappointment.

Mr. CARR. I am glad you asked that question, because it gives me an opportunity to say this: The reason I called special attention this morning to the small number of men who can hope to get into the service was in part reply to just the question you have asked, because I knew it was going to be asked. I think I ought to explain the whole system and let you get it clearly before your minds, going back to the enactment of the civil-service law, applying civil-service rules to the Governmental departments, not at first to the Consular Service but to the departmental service. You will recall that there was provision in that law for a distribution of the appointments among the States in accordance with their population, and that rule has been followed ever since, except when the States were unable to fill the requirements, when I believe it may be ignored. Now, when the President changed the way of entering the Consular Service, and put consuls in the classified service, he followed exactly the same practice that exists in the general departmental service, namely, the apportionment of appointments among the States, in proportion to their population. You can learn any time by inquiry how many appointments a given State is entitled to, so that you will know what chance there probably is of getting into the service; but whenever a State fails to furnish enough candidates to fill the vacant places in the service, State lines are ignored and candidates are appointed from the eligible list in the order of their standing.

Sometimes for a number of years the so-called under-represented States have been unable to furnish a sufficient number of candidates for the places to which they are entitled, such as student interpreters. State lines have been ignored in regard to those appointments for some time past. Men have come in whether they came from the District of Columbia or Arizona or New York, regardless of the rule of apportionment, because we must continue the service, and if we can not get the men under the apportionment rule we must get them anyway.

That is a perfectly frank statement of how the system operates. I see your position as educators, and I see your difficulty in not being able to advise your students as to whether or not they can get into the service. But it is not for me to say whether you can get rid of this rule or not.

Mr. KINLEY. I am aware of the fact that there are universities that would be willing to establish a university in Washington if there were any encouragement. Even beyond the question of State assignment there is a question in the State itself. I do not know of anything we could do here this afternoon that would be more re-

markable than to have a definite understanding that our work would influence those who have control of such matters, to appoint to the Consular Service men without regard to State, without regard to politics. The problem would be simple. We can train men, as Mr. McCormick has said, for foreign trade.

Mr. CARR. The apportionment rule is a drawback, but there is a way of getting around it in the way I have mentioned; that is to say, if the demands of the service are greater, then the apportionment rule is not followed. If your State is underrepresented and a student in your university files his application for designation or examination and complies with the departmental requirements that I mentioned this morning in respect to filing a recommendation or letter of consent of his Senator, and assuming that this application shows that he is probably a man qualified for the admission to the examination, he will be designated and will take his chance along with other people.

The CHAIRMAN. We thank you. If I understand what we have gained so far, it is this: That there is a stronger demand than ever before for trained men with some kind of special education and training for the Consular Service; and that the demand is not large—not large enough to justify one university, for instance, in each State or any large number in the whole country in undertaking it. It is desirable to find some means, however, by which the work can be done somewhere. I am sure Mr. Carr would be glad to answer any questions of your committee when the committee is appointed. It seems to me the best thing to be done is to appoint the committee to take this matter up with the Department of State and with the colleges themselves and to find just what is done at the colleges and how it is done and, in so far as it can, to offer some constructive recommendations. In this way only shall we be able to make definite progress.

Now, we come to the other questions in which Dr. McCormick is interested: What are the demands for preparation for foreign trade here at home and in the foreign field? How can the demands then be met? Probably each one of these may divide into two questions, i. e., what is necessary for the university or college course, and what can be done in secondary schools?

Mr. McCORMICK. I represent, I am sure, a large number of persons and institutions which are anxious to do something in this present situation and to cooperate in every possible way in the solution of these problems; and at the same time all of us are practically at a standstill because we do not know what must be done. For instance, we have established in the University of Pittsburgh a school for training young men in every line of business. We examine 200 students who are candidates for degrees and have a very large num-

her who are studying in the evenings the Spanish language and other languages which may be of use to them; and yet we proceed vaguely, except in so far as our own business in this country is concerned.

Now, we want to do something not only to extend the trade of America to all other countries—Europe, Asia, Africa, and South America—but also to do something to cement the friendship with all these countries, and particularly at this time the Latin-American countries to the south of us. It seems to me that if we hope to make any progress in this we ought to establish a relationship between our business establishments and our universities, so that the business establishments will tell us what they want and the universities will supply that need. And thus far there does not seem to be any particular relationship between the two.

In addition to my own personal work in the university I am one of the directors of our chamber of commerce, the chairman of our education committee, and a member of the foreign relations committee, and in that department of civic activity I am bringing up these questions, trying to get them discussed, and we are getting them discussed almost every week; and yet in this respect we have no definite aims, and we are making no definite progress even in that marvelous commercial and industrial city which is to-day running to 125 per cent of its capacity and paying in wages more than a million dollars a day.

The one thing I think we ought to work out here this afternoon, or at least we ought to provide some agency whereby it may be worked out, is how we may learn what is needed in our relationships with the foreign countries, and then how we may supply the need so far as universities can supply it. We want to do our part, I am sure, commercially, and we want to do our part, I am sure, internationally; for America has a tremendous problem upon her hands at this particular time, and in order that we may make effective what we are trying to do we ought to have the lines laid out just as definitely as possible, so we may know the way in which to walk in order to arrive at the destination. I visited some 35 universities on the Continent of Europe last year, and I tried to look a little under the surface. I went not only to Europe, but to Egypt and Syria. There were certain things that emerged very clearly to me. One thing, for instance, in regard to France. France is the only popular country in the world to-day. I suppose we betray no secrets if we say that men hate Germany, dislike England, and tolerate America. I don't know whether that is the exact grade, but it is various degrees of dislike. Why is it that France is popular? What was the reason way back in 1763 that Pontiac got up that conspiracy in order to throw things in the western part of our country into the hands of France as against England? What was the rea-

son? There were a good many reasons, but I am quite sure that France even then treated courteously every kind of a man. It is necessary to learn how to deal with people as France has dealt with them.

This is only one of the illustrations of what we must do in this country if we intend to train our men for service of the right kind in the accomplishment of a world movement, which is not a local thing and not a commercial thing. It is a great world movement, it is a matter of international interest, and our young men must understand it, every part of it, if we are going to accomplish anything. We can not go to South America and say, let there be trade between this country and South America—command it into existence. We must learn many things before we establish these relationships. We must learn how to understand the Latin mind; we must learn how to understand other nations besides the Latin nations, and to realize that in many things they are in advance of ourselves. They are not in advance in all things, for I am sure that we are more altruistic than any other nation; but there are a great many things in which we are behind the others.

All this is a part of the work of our schools of commerce, for their graduates are to take a large part in the great movement which America must in the largest measure help to solve. We stand ready to do all we can. Now let us work out a plan by which we can do what has to be done, as effectively and as swiftly as possible, for we are now in an emergency. We must have a combination of the business establishments and the university or all of the educational institutions that are to help solve the problem. It should be easy to effect the combination, for, as Mr. Farrell told us this morning, there are not many business establishments.

A DELEGATE. In line with what Mr. McCormick said, I wish to bring to your attention an experiment I have undertaken in the Cambridge High School. We have 900 students there. At present I am teaching them Spanish and foreign opportunities. I have tried to find out what the high-school graduate ought to know about foreign trade and Spanish and what possibilities there may be for them. I expected to get some help from this meeting to-day. I went to the Pan American Union this morning and tried to get a list of firms in the United States engaged or interested in foreign trade, so that I might extend this survey to cover the country and get as much as I could out of it, but I did not succeed in getting the list that I wanted. I find that they have such a list, but they do not wish to give it out. I am going to New York next week to endeavor to get it from some bank. I think the only practical way to proceed is to consult the business men who are interested in this work, get their recommendations, and then teach along the lines they recommend.

The CHAIRMAN. May I make the suggestion that for the next half hour we confine our discussion to the university side of this question, which means leadership in trade, and then take up the secondary education side, and especially the languages?

Mr. HOKE. We have here Mr. Kochenderfer, who has served as vice consul general in Beirut, Turkey, and is now at Cornell. I should like to introduce him and ask him this question: What, in his opinion, ought a man know who is going into the Consular Service or foreign trade?

Mr. CLARENCE C. KOCHENDERFER. I found my most serious handicap in the Consular Service, as I entered it, a lack of knowledge of the export trade. It seems to me that we have too much teaching from books in our American universities in training for the foreign service. It seems to me that it should involve laboratory work—that is to say, a study of commercial geography—and that it should take up in connection with commercial geography the daily consular reports. There are a great many problems which the daily consular reports would be valuable in solving, more valuable perhaps than any other textbook for commercial geography. It seems to me that the most serious obstacle to foreign-trade promotion in foreign countries is the fact that American exporters depend too much upon selling goods through samples. The thing we need most to encourage is the development of trained commercial travelers. I found it true in Turkey, and I think that it is true of almost all countries of that portion of the world, that you can sell goods only by having those goods represented and their merits described personally to the prospective purchasers.

From my observations and from conferences with men connected with the export trade, I believe that the training necessary to fit men for foreign trade and for the Consular Service is not essentially different; that is to say, that the study involved might be of one and the same character, a knowledge of commercial geography and of foreign export trade. These subjects might be taught by American universities in such a fashion as to develop a department which would train men not only for the Consular Service but would train men as well to take part in the development of export trade. I regret to say that at Cornell we have not yet established a school of commerce, but we hope soon to do so—in the course of a year or two, probably.

A VOICE. Are there any positions open along that line?

Mr. KOCHENDERFER. There are a number of positions open in the foreign export trade, and some \$5,000 positions go begging at the present moment. Dr. Pratt tells me that he can not find the men to fill such positions. There are scores of openings in the foreign ex-

port trade to every opening at the present time in the Consular Service.

Mr. CLINTON SMITH. I ask you to divide the instruction into two parts; first, let the universities train the major general who shall understand general conditions; and, second, let us have a great army of splendidly trained men on the firing line who have not time to go into the general questions, but who must know how and where to go to bed to-night and when and where to get up to-morrow morning in that particular country and where to get business in their particular line. The university can not do that work, but your special industries must do it as they are doing it.

I know of a big industry that sent a man down to Brazil, and for the first six months he did nothing but stay there and study Portuguese. After that preliminary training he began his real work. He was not a university man, but he went down there on the firing line to sell woolen goods. The university can not deal with that class of men. It can do an enormous service to Brazil by training the men of broader vision, who are to control these men on the firing line, and by leaving to the special industries the training of the men in the details that you can not bother with.

Mr. ELWELL. I would like to ask a question which was suggested by Mr. Farrell. To what extent is it necessary to train for a particular kind of business?

Mr. KINLEY. Although not representing a special business, I think I might be able to answer the question in this way. If you will ask a man who is on the outlook for students to send to South America, "Do you want boys who will go down there? and if so, what must they know?" The answer will be first, Spanish; second, Spanish; and third, Spanish. We will give them the details of our particular business if, in addition to their ability to speak the language and get on with the people, they have general notions of business practice. For a beginner I think you will find that to be the answer. The same answer will, I think, be given by the president of any big concern like a railroad or an automobile company. That in general you will find to be the answer. They are not anxious that we should try to teach them the details of their business.

The CHAIRMAN. Then there is such a thing as general commercial education.

Mr. KINLEY. There is.

The CHAIRMAN. May I ask this question? South America happens to be in our minds, but I believe still the larger part of our trade with other countries is with people who do not speak Spanish or Portuguese. We have an important trade with Russia, China, and Japan. Is it desirable that we should require in our secondary

schools a larger amount of the study of foreign modern languages than we now do? Is that desirable from the commercial standpoint?

Mr. KINLEY. I should say decidedly, no; they can not get enough of it to be masters of it. When you write or speak a language for a business purpose, a misplaced comma will sometimes make a great difference, and commercial houses can not afford to trust to an imperfect knowledge of the language of the country with which they are dealing.

The CHAIRMAN. How, then, may the necessary knowledge of foreign languages be had?

Mr. KINLEY. By long practice and living among the people. If we are reduced to the necessity of one language we ought to teach French and not Spanish, because French is the most universal language. With French you could do business with China and Japan and South America.

The CHAIRMAN. Dr. KleinSmid, what do you do in training for Spanish-American countries? You come from a State in which there are many Spanish Americans. It has been suggested to me that there ought to be down there somewhere a kind of international university for the training of commercial agents for Spanish-American countries.

Mr. VON KLEINSMID. Perhaps, Mr. Commissioner, our part of the country might be a good location for a Pan American university. I believe very heartily that the gentleman from Brazil was right when he told us that the universities should train for leadership. A university can not go down into the rudiments of arithmetic and language. I myself am so much of a stickler for the university degree that I do not know that we have room in the universities for taking care of the lower grades.

They ought to be taken care of years before, and that we can not do. A university trains leaders, and that is all. Here in America only one out of a hundred is a university man, and it will be a long time before the proportion increases very perceptibly. The great body of men must come from men who have not had university training, and who can take direction, which is almost as great an accomplishment as to be a leader. We are training professional men. I believe a great deal of our trade must come through the work of professional men, primarily engineers. Our engineers, both civil and mining engineers, are going into many South American countries every year. We send into Mexico great armies of engineers, not all graduates but many as companions and helpers, who come back in a few years to continue their work before graduation. American engineers are going down to these countries and are exploring and taking charge of mines, and they insist upon the use of goods

of their country in the development of those mines. You will find that is the case in Mexico. Our engineers are insisting on American goods. Then, further down the coast we are sending engineers and professional men who are trained leaders, and they will open the ways of trade more largely than those ways will be opened by the men who go in for trade alone. Our men in civil engineering in the past few years have been drafted very heavily for Mexico and Central America. Our men in mining engineering go down by the score. We do not train medical men in our university, but I can see how they would go to the Latin-American countries in the same way. Literary Spanish is very different from commercial Spanish. The majority of our students speak Spanish; yet we have not a single Mexican in the university, which is a curious thing. They do not get that far along.

The CHAIRMAN. Do you mean to say that you have not a single man of Mexican extraction?

Mr. VON KLEINSMID. We have no Mexicans in our university at the present time. We have had them. Last year we had a postgraduate. But they are looking to the American students to go down and blaze the way for the inhabitants of those countries. The mines are filled with Mexicans, but they are not in the positions of leadership.

Mr. HOKE. I move that a committee be appointed to sift the material and arrive at some definite conclusion.

The CHAIRMAN. The motion is put. The conclusion of this discussion is that there is a much larger demand for some kind of training for foreign trade, and that the training for the present, in our mind, is largely connected with South American countries; that the chief interest just now is in the training of men who shall have directing ability in our South American commerce; that there is a growing interest in preparation for foreign trade; that we should pay more attention to it in our secondary schools and our commercial high schools.

As a student of education, I have found that all questions of education are now international. As Commissioner of Education, I do not feel that I am able to advise on any phase of educational work until I know what is done elsewhere. Therefore, I entertain the motion that a committee be appointed to study this question of preparation for foreign service, probably large enough to subdivide itself into two sections, i. e., for the Consular Service and for foreign trade. Is there a second to the motion?

The motion was seconded.

A VOICE. Is that to include secondary education?

The CHAIRMAN. Yes; the whole problem of commercial education in secondary schools, in colleges, and in universities.

The motion was adopted.

The CHAIRMAN. Of how many do you think the committee should consist?

Mr. ADAMS. I understand you intend making two sections of the committee.

The CHAIRMAN. I think it may have to be divided into two sections, but perhaps one committee may suffice.

Mr. KINLEY. To test the sense of the meeting I suggest that the number be 15.

The CHAIRMAN. I will put that question.

The question was put, and Mr. Kinley's motion was adopted.

The CHAIRMAN. With your advice, I will attempt to make up the committee. I believe the committee appointed should endeavor to make a study of commercial education, education for foreign trade and Consular Service in all important commercial countries of the world. The committee should find out what is done in those countries and then study our own possibilities of meeting the demands; and, above all, should submit as a result of their investigation some constructive suggestions. Do you think that it would be well that we should meet again, say a year from now? Would it be possible to have a conference when this work is about to be completed to discuss the findings?

A LADY. Will the business houses be able to confer with you?

The CHAIRMAN. I think the committee certainly would want to be able to confer with business houses to see what it is they think ought to be done.

The LADY. Would those business houses be advised so that they might communicate in order to know what this committee was doing?

The CHAIRMAN. They could find out through the Bureau of Education or through the chairman of the committee when it is organized. That last point might be left to the committee.

Let me thank you for your coming at my request to this conference. Many of you of course are acting for some one else, and you have come to consider, so far as I know, for the first time in our history, this particular form of education. The outline of this has been suggested, and may be helpful in the development of what must for all time be an important phase of our education, preparing for what is to this country very largely in the nature of a profession.

The conference then adjourned sine die.

THE COMMITTEE OF FIFTEEN ON EDUCATIONAL PREPARATION FOR FOREIGN SERVICE.

Subsequent to the adjournment of the Conference on Training for Foreign Service and subject to the wishes of this conference, the Commissioner of Education of the United States issued the following invitation to membership on this committee:

DEAR SIR: I take great pleasure in extending to you an invitation to serve as a member of a committee of fifteen, the appointment of which was recommended in an approved motion in the second and final session of the Educational Conference on Training for Foreign Service, which was convoked by me in Washington, Friday, December 31, 1915. I have asked Dr. Glen Levin Swiggett, assistant secretary-general of the Second Pan American Scientific Congress, to serve as the chairman of this committee.

The present widespread interest of our country in foreign trade and foreign relations generally has called attention to the fact that our schools and colleges do not equip our young men to engage in a career of foreign service, consular or commercial. It is my hope that this committee appointed by me as the Commissioner of Education of the United States will undertake an investigation of the educational means for foreign service training as above defined, not only of the United States but of the leading commercial nations of the world; that it will from this investigation recommend courses of study for the different grades and types of education as established in the United States and will make such recommendations as may enable the more effective carrying out of its suggested improved courses of study.

It is important that this committee should have an early meeting to determine upon and coordinate the immediate labors to be undertaken by it. The chairman of the committee will communicate with you shortly in regard to time and place of meeting.

Begging to express the hope that your well-known interest in and the importance of the work to be undertaken by the committee will lead you to accept this invitation, I am,

Very faithfully, yours,

P. P. CLAXTON,
Commissioner of Education.

In the appointment of the members to constitute this committee due consideration was given to the necessity that it be fully representative of all interests involved. The following persons were finally selected to serve on the committee:

E. D. Adams, professor of history, Leland Stanford University.
Morton A. Aldrich, dean college of commerce and business administration, Tulane University.
John Clausen, manager foreign department, Crocker National Bank, San Francisco.

James C. Egbert, director school of business Columbia University, New York City.
William Fairley, principal Commercial High School, Brooklyn, N. Y.
J. F. Fish, president Northwestern Business College, Chicago, Ill.
Frederick C. Hicks, dean college of commerce, University of Cincinnati.
Lincoln Hutchinson, professor of commerce, University of California, and former American commercial attaché, Rio de Janeiro.
Jeremiah W. Jenks, professor of government, New York University.
Samuel MacClintock, director La Salle Extension University, Chicago, Ill.
Samuel B. McCormick, chancellor University of Pittsburgh.
Leo S. Rowe, head professor of political science, University of Pennsylvania.
Charles H. Sherrill, counsellor at law and chairman committee of foreign relations, United States Chamber of Commerce, New York City.
Glen Levin Swiggett, Bureau of Education, chairman of the committee.
John E. Treleven, chairman school of business training, University of Texas.

Shortly after the committee was appointed the following letter was sent by the chairman to the several members of the same:

DEAR SIR: I am requested by the Commissioner of Education to thank you for your acceptance to serve as a member of the committee of fifteen appointed by him to investigate the opportunities and needs for educational preparation for foreign service, not only in the United States but in the other commercial nations.

This committee, with representatives from the various grades of education interested, and selected with due regard to geographical position, will shortly perfect its organization in order to begin its work. This committee can subdivide (1) according to the five divisions recognized by the Bureau of Education, or (2) according to the specific interests of the members of the committee. I incline personally to the belief that a subdivision at first according to suggestion (1) would be better. Later on the report of the committee of the whole could be supervised according to suggestion (2). I take the liberty of suggesting to the members of the committee that each prepare and send to me as chairman a suggested practicable plan or outline of instruction for such types and grades of schools in the United States as are now giving instruction leading to a career in foreign commerce or the Diplomatic and Consular Service. These plans will be submitted then to the members of the committee in writing or at a conference which may be called for that purpose. From these various submitted plans a questionnaire will be prepared and submitted to interested institutions and corporations. If the committee should subdivide as suggested above according to plan (1), it might be well for each subcommittee to appoint a chairman and proceed under his direction to carry on its investigation in the section assigned that subcommittee.

With kind regards, I am,

Very faithfully, yours,

GLEN LEVIN SWIGGETT.

The work of the committee is conducted at present through the chairman at the Bureau of Education. There is no special fund to defray the expense incurred by the individual members of the committee. The labors to be performed, however, can not be fully effective until some way is found whereby the members may be reimbursed for expenditure of money and time. In the meantime, owing to the importance of the question under investigation, the work of the committee has not suffered, and much has been accom-

plished through correspondence in respect to the preparatory labors essential to its organization.

The following approved letter was mailed in September, 1916, to colleges, public and private secondary schools, and private business colleges:

CIRCULAR LETTER TO SCHOOLS AND COLLEGES, NO. 1, OF THE COMMITTEE OF FIFTEEN ON EDUCATIONAL PREPARATION FOR FOREIGN SERVICE

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION.

Attention of the Faculty.

Prominent men of business, education, and Government in the United States have been discussing for the past two years at public gatherings and in the press the question of preparedness on the part of this country for service in the foreign field. Such agencies as the National Foreign Trade Council and the United States Chamber of Commerce have appointed committees to investigate the needs and opportunities in preparation for this service—consular and commercial. The Bureau of Foreign and Domestic Commerce of the Department of Commerce has been deeply interested for some time in this matter. The program of the subsection on commercial education of the Second Pan American Scientific Congress was prepared with this phase of training largely in view.

The Commissioner of Education of the United States called a conference in Washington for December 31, 1915, during the sessions of this congress, to discuss the matter from every angle. Following this conference a committee of 15, composed of representatives of institutions, educational and commercial, interested in foreign service was appointed by the Commissioner of Education to investigate fully this question. To ascertain the needs on the part of business and Government and the present opportunities in the schools for meeting these needs; to study plans, methods, and results of commercial education of the leading commercial nations; and to recommend to the Bureau of Education adequate courses of study for the different types and grades of schools in the United States, and to make suggestions for the introduction and adoption of the same.

This committee is now at work. In view, however, that it may be some time before the committee will be able to recommend a course of study, your attention is respectfully called to the following list of subjects given by the Director of the Consular Service in his address at the conference of December 31, in which the candidates for appointment in the Consular Service of the United States must take a written examination:

- I. International, maritime, and commercial law.
- II. Political and commercial geography.
- III. Arithmetic.
- IV. Modern languages (French, German, or Spanish, and in addition any others that the candidates desire to submit).
- V. Natural, industrial, and commercial resources and commerce of the United States.
- VI. Political economy.
- VII. American history, government, and institutions.
- VIII. Modern history (since 1850) of Europe, South America, and the Far East.

The organizing secretary of the educational conference of December 31 has prepared a full report of this conference. This report has been advanced for printing as a bulletin of the Bureau of Education. Mr. Carr's address, printed in full therein, gives a statement concerning the present organization of the Consular Service, its functions and opportunities, and should be carefully studied by all educators interested in this phase of foreign-service training.

Respectfully submitted,

GLEN LEVIN SWIGGETT,

Chairman of the Committee, Bureau of Education.

By order of the Commissioner of Education.

The first meeting of the committee of 15 on training for foreign service was held in New York City, October 16, 1916. The committee met with Dr. James C. Egbert, director, school of business, at Columbia University. At this meeting the character of the committee was more specifically defined, and the scope of its work determined upon. Certain measures were also favorably passed, and the chairman authorized to make the same effective as speedily as possible.

APPENDIX.

REPORT OF THE COMMITTEE¹ ON COMMERCIAL EDUCATION FOR FOREIGN TRADE OF THE NATIONAL FOREIGN TRADE COUNCIL.

PRESENTED BY

WALLACE D. SIMMONS, *Chairman.*

Before making constructive suggestions for the improvement of the training of those employed in foreign trade your committee has endeavored to obtain, through an extensive circularization, the opinions of those American business men who have had experience in sending commercial agents abroad or in employing clerical labor in the foreign department of the home office. The large number of replies which have been received from representative concerns in all parts of the country is evidence of the interest and importance of the inquiry. This cooperation is of great value and is highly appreciated.

It is the object of this report to give the substance of the information thus gathered and to draw some conclusions from a careful reading of all the replies, from some few of which quotations will be given illustrative of the sentiments expressed.

DIFFICULTY OF OBTAINING YOUNG AMERICANS.

1. There is general agreement as to the difficulty of obtaining young Americans for export work. The demand for men trained for foreign trade has heretofore not been large and it is not surprising, therefore, that the recent development of a wider demand has found no available native supply of trained men. Many have employed foreigners who would have preferred Americans had they been obtainable. A large export house in New York says:

American firms are compelled to employ foreigners very largely, which is un-American, undesirable, and often unsatisfactory, as foreigners are brought up with different viewpoints from ours regarding business ways and methods. If firms here could obtain the caliber of men they need of American birth, they unquestionably would employ them.

An employer in St. Louis reports regarding his practice of employing well-educated Mexicans and Cubans who have been trained in American schools:

These nearly always make ideal clerks and correspondents, although Americans would generally be preferred, if capable, on account of far greater capacity for work and celerity in doing it.

¹ Committee on education for foreign trade of the National Foreign Trade Council:

Wallace D. Simmons, Simmons Hardware Co., St. Louis, Mo., chairman,
Edwin F. Gay, dean Harvard Graduate School of Business Administration, Cambridge, Mass.

J. W. Jenks, professor New York University, New York, N. Y.

G. L. Swiggett, assistant secretary general Second Pan American Scientific Congress, Washington, D. C.

Walter L. Clark, New England Westinghouse Co.

Stewart K. Taylor, Mobile, Ala.

John F. Fitzgerald, former mayor of Boston, Mass.

² Permission to reprint through the courtesy of the secretary, Mr. Robert H. Patchin.

This experience is confirmed by a Chicago concern which has imported "good material" to train.

These men which we bring in from other countries have to be trained quite a little longer than those who have already had American experience. Among foreigners can be found people with the necessary knowledge and attainments to enable us to make out of them good salesmen of our specialty, but it is rare to find in combination with this the knowledge and understanding of doing steady and continual work and going at business for its own sake instead of bearing with it as a necessary evil. This and resourcefulness and initiative are probably the hardest things to find in a foreigner, and especially in the Latin American countries.

AMERICANS ADAPTABLE TO NEEDS OF TRADE.

In order to do no injustice to the many foreigners who have given and are giving faithful service to American exporters, it is better to emphasize, as the ground of preference for Americans, their ready adaptability to the peculiar needs of our trade. This has been well stated by a New York merchant, who writes as follows:

To one who has been in charge of an American business abroad the reasons for having at least the important positions held by Americans are almost self-evident.

Enthusiastic presentation of American products seldom is, or can be, given by people who have not been brought up in an American atmosphere. This is not alone that salesmen who are of European nationality naturally favor goods made in their own countries, but that such men are bound by the traditions and beliefs of the manufacturers and merchants of their native lands. As an example, men of European training are apt to put facility of operation, neatness of design, increase of output, low cost of power, and reduced space for installation of a piece of machinery secondary to weight and strength of material. The American believes that true economy lies in the use of a machine which can be run with large output and low cost, and that even a more frequent replacement may be an economy, as permitting the inclusion of improvements as they appear. An American is able to state these facts with convincing force, and to inspire similar beliefs in the native salesmen under his direction.

It is obvious that, as American foreign business expands and comes into closer competition with foreign concerns, it will be increasingly desirable to train Americans for the responsible positions abroad and for the conduct of the foreign work at the home office. In a number of instances, in default of specially equipped men, representatives have been chosen primarily and wisely with reference to their knowledge of the business and sent abroad to acquire the necessary foreign experience. A St. Louis house describes this practice as follows:

We find it only fairly difficult to obtain bright men willing to attempt export business. Few of them, however, have any knowledge of the language of the countries. This means two or three years in the country before they are fairly equipped to meet competition. The greatest trouble is, however, that we have not a class of young men who are willing to go to these countries and live as the Germans and English do, but before they start they plan for a return within two or three years. This is the time that they are just beginning to pay their way. I see little hope for successful salesmen in foreign countries until such time as they are willing to go there with the idea of making it their home, if successful.

EXPATRIATION MILITATES AGAINST SECURING BEST MEN.

The unwillingness of Americans "to make a career of such work because this would imply permanent, or long, expatriation," is a serious factor in the situation. It has been well analyzed by the export manager of a New York house. He says:

The greatest difficulty that I have felt or noticed in the development of foreign branches of American companies has been that of holding Americans

abroad for periods of more than three years, however well satisfied they may have been with their business success or connection.

This arises primarily because few American young men who go abroad have ever seriously considered finding a life work in any other country than the United States, or take positions in foreign countries as the consummation of long-existing desires. On this account they do not become interested in or identified with the life of the country, and when the novelty of the new land wears off, they have few ties or associations that have become permanently attractive.

A second cause is that they fear to lose their business standing and acquaintance in America, if they remain away from their home country for a longer period.

A third: the lack of American society. This will disappear as Americans go abroad with the intention of permanent residence and with the expectation of establishing American homes.

Another, and perhaps a more important: that few American companies recognize any particular responsibility to reserve positions in their home offices, by which they can continue to make use of the knowledge and experience of men who have put the best years of their lives into the firm's foreign trade—a plan widely followed by European companies.

HOME EMPLOYMENT PREFERRED TO FOREIGN TRAINING.

Testimony as to this fundamental difficulty, the reluctance of the young American to choose the foreign field in preference to home employment, comes from many sources, from commercial and manufacturing centers near the coast as well as from inland cities. The experience of a commercial house in New York, just quoted, may be paralleled with that of a manufacturing concern in Ohio. The export manager of the Ohio firm remarks on this point:

This condition is very hard to overcome. Going to the root of it, training for an export job does not appeal to the average young American from the very start. Neither he himself, nor his parents, attaches any value to the experience and education which go with the initial job secured along the export line. Their salary demands are not commensurate with their practical value and efficiency.

Young Americans endowed with the basic qualifications of resourcefulness and initiative are, as a rule, loath to go abroad to work; they are sure to find more lucrative employment and more rapid advancement at home. Now, let America become essentially an exporting country and there will be no lack of first-class men and the school curricula will naturally adjust themselves to the new levels. Indeed, the drift is quite marked already.

As this writer observes, there are already signs of adaptation to meet the condition. Some American enterprises, still few in number, however, to which a permanent foreign market has become a vital necessity, are beginning a systematic effort to attract American recruits to the foreign service by the offer of adequate pay and prospects of promotion to those young men who show the aptitude and persistence to undergo the necessary training. The creation of a recognized career in foreign work, leading ultimately to positions of responsibility in the home office where the experience of the most capable of those who have spent long years abroad will be valued, will take time, but ultimately will be successful. Naturally, the number of such higher positions will be relatively small, as in any business, but the knowledge that the prizes are attainable will stimulate endeavor all along the line.

As the indisposition to take up foreign residence, now the "biggest stumbling block," is gradually overcome, there will be an increased and effective demand for improved educational facilities.

LACK OF SPECIFIC TRAINING FOR FOREIGN TRADE.

There is a growing complaint of the lack of specific training for foreign trade, and this complaint is directed against both high school and college. A

large number of business houses employ the product of the high school and many are using college graduates. The majority report that in the main the material furnished from these sources is of good quality, though lacking in thorough training in the fundamentals which are used in the daily conduct of business—namely, arithmetic, commercial geography, and the ability to express one's self in good clear English.

Many prefer college graduates because they make "the broadest men," but only "after several years of office training." It seems to be generally held that high-school or college education, even as now given, is desirable, but the training "is more valuable as foundation than as immediate equipment for work." A usual experience is well expressed in the statement from a New York export firm:

High-school graduates have been largely employed by us for clerical work, and many of them are bright and in time become efficient.

The college graduate should come better prepared so as to secure at once a somewhat higher position.

FAILURE OF FOREIGN-LANGUAGE TEACHING.

The lack of specific equipment for foreign trade is seen especially in the failure of the foreign-language teaching and in the absence of commercial geography. On these heads there is no disagreement. It is realized that, as compared with European countries, the United States has been more isolated and that there has not been the same strong incentive to learn foreign languages as a necessary tool. A man of exceptional foreign experience writes on this point:

Our American people are not in the environment of foreign-trade intercourse, nor do we require the necessity of languages for the majority, as in continental Europe. The majority of our people do not need more than one language to get along in their daily work or in the conduct of their business. In continental Europe, where the people of the different countries are thrown so closely together in their business relations, it is an absolute necessity to know at least one language other than their own. There it is not the exception for a student to have a very good knowledge of two additional languages by the time he is ready to enter college or take up a business course.

But, whatever the reason, the fact remains that in general the present education in modern languages is defective. One writer goes so far as to say:

The present education in modern languages in American high schools is rather worse than none at all. It seems to be nipping in the bud any latent inclinations for independent study of languages, for reading. Everybody I ever talked to feels the same way about it.

Another is almost equally emphatic—

A two-year course does not amount to anything, especially when taking into consideration that pupils do not even know how to read and write English properly. Four years is the very least that should be recommended, and even then our education in foreign languages would not come up to the standard of Germany, France, and other European countries.

BETTER FOUNDATIONS NECESSARY THROUGH SCHOOL STUDY.

While real proficiency in the use of a foreign language calls for the further study and practice which residence abroad can supply better than any high school or college classes, it is nevertheless important that a better foundation be laid in the school study. Thorough teaching of at least one foreign tongue as a living spoken language is strongly demanded. Emphasis should be laid upon learning to speak and then to write, rather than merely to read as a grammatical exercise. The schools are in some places beginning to remedy this defect, and all such efforts at putting the modern language training on a

sounder basis of method and object should be warmly encouraged by business men.

There is similar strongly expressed opinion concerning the lack of teaching of geography, a subject usually very inadequately taught and only in the grammar school. The foreign-department manager of a Chicago bank sums up the general view when he insists:

First and foremost, our young men and young women should have a comprehensive knowledge of geography—not a mere superficial knowledge of the location of individual points upon the maps, but an intimate knowledge of the people, products, customs, and means of communication of the world; and should also have a general knowledge of the subject of telegrams and cables. This would be a departure from the usual curriculum, but it ought to be part of school training.

AMERICAN PROVINCIALISM A HINDRANCE.

A more vitalized teaching of geography is important and not merely because of the definite and useable information imparted, but also because it may be made to touch the imagination, to widen the horizon, and thus to assist in breaking down the narrow provincialism which many deplore as a hindrance in our foreign relations. It is felt that Americans generally lack the ability to grasp the point of view of the foreigner. As one writer vigorously puts it: "The native American is too bullheaded, bulldozing, and blustering; * * * he can not eliminate the 'God's only country' attitude and manners which militate against our trade expansion."

There is less unanimity in the suggestions abundantly offered as to other subjects which should be taught or better taught in high school and college as a part of the training for foreign trade. Modern history and politics are asked by some; political economy, commercial law, and commercial training in general are emphasized by others. More highly specialized courses in banking, foreign exchange, marine traffic, and the like are by some thought suitable for the high school. There is a divergence in regard to the precise character of the foreign-language courses; the larger number gives Spanish first place; some suggest that it be given to French, and one even suggests Chinese.

Disagreement is also apparent as to the place of the specialized training in or associated with the school curriculum. Usually the full burden is placed upon the professional educator, but there are those who advocate the corporation school, or export clubs with lectures by business men. Several suggest the idea of placing clerks in foreign houses for training, like the Germans and English, or, following the example of Sweden, by giving government subventions to picked students for foreign business experience. Commercial evening courses are praised, as are also special commercial colleges and the part-time plan.

ADEQUATE TRAINING DEMANDED OF SCHOOLS.

In this confusion of plans and suggestions one thing is clear. American business men are asking their school authorities for training that will more adequately prepare their students for the work they are to be called upon to do. There is a clear distinction drawn between an attempt to teach students how to do business as compared to the importance of teaching them thoroughly those things which they can and should learn before they enter upon a business career and will be valuable to them in it. In their opinion our schools must be adapted more closely to the needs of our modern commercial and industrial life. But the formulation of an educational program in which the demands of foreign trade shall find a proper place is a difficult task which requires

thorough investigation and the cooperation of progressive educators and hard-headed business men.

Various educational experiments are now in progress which are seeking to make the necessary readjustments between the school traditions and the new needs. These experiments should be carefully studied, and it is the desire of your committee to seek information and to cooperate with other organizations similarly interested with a view to making additional specific recommendations with the hope that they may be helpful.

FUNDAMENTAL TRAINING BY SCHOOLS AT FAULT.

3. Such cooperation is the more advisable and necessary, since the inquiry instituted by your committee reveals a widespread dissatisfaction not merely with the special training for foreign trade but with the fundamental teaching in our schools, both elementary and secondary. This point was brought out more frequently than any other. One significant opinion from the very many of similar character will illustrate this general attitude of criticism. Mr. James J. Hill writes:

As hearing on the general study in which your committee is engaged, I may say that the greatest difficulty this company experiences in securing competent employees is the radical deficiency in thorough education in the elementary branches. High-school graduates who come to us with a good record and recommendations are unable frequently to write a letter in fair English, to spell correctly, or to make simple arithmetical computations either quickly or accurately. From this experience two conclusions as to the efficiency of current educational methods may be drawn. First, pupils know a little of many things but no one thing thoroughly. Second, too much thought appears to be given to the best subjects for study and not enough to the training of the mind in accuracy. The boy who has learned to do any one thing perfectly and completely is better fitted to enter business than one with loose thought and slipshod methods of work. It is upon the correction of these defects, especially in elementary education, that attention should be concentrated.

This voices the general opinion that the education in such fundamental subjects as English, arithmetic, and geography is imperfect and that the product of our school system is lacking in earnestness, accuracy, and discipline. If this criticism is as fully justified as so many seem to feel, it is obviously of the greatest importance and must be thoroughly considered in any program of education which shall equip our coming generation to appear to advantage in competition with the representatives of other nations in which such work has been thoroughly done for many years.