

THE DIPLOMATIC SERVICE OF THE

UNITED STATES.

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THE DIPLOMATIC SERVICE OF THE UNITED STATES.

In the development of any nation, there naturally arises a system of negotiations between it and the foreign, generally known as the science or art of diplomacy.

Before the United States became free and independent, the form of our diplomacy was molded by the hand of Great Britian. Immediately after the declaration of independence, this business was taken into the charge of the United States. During the period of the Confederation these duties were placed upon a committee of congress. The management was carried on in this manner until July 27, 1789, when an act was passed for the establishment of an executive department, to be denominated the Department of Foreign Affairs". The following year an act was passed which changed the name to the Department of State, and provided its principal officer should be called the Secretary of State. Since that time there have been 34 secretaries of state, not including under-secretaries of the department who have filled the office temporarily.

EVOLUTION AND HISTORY.

The diplomatists of a few centuries ago, were quite different from these of the present day; they were then, only officials to the courts, their duties being to prepare diplomas, patents of nobility, charters, commission and other state papers. They were a sort of executive clerks to the king, and before mails, cables, and such modern methods, they were often sent to foreign countries with messages from their government. From these relations grew our title of diplomat. The term was first used in English by Burk, a noted statesman and writer of about 1750. The necessity of such persons have constantly increased, and most all countries have such officers. Every inde-

pendent nation has the right to send to, and receive representatives from, all other governments with which it has any relations.

The isolation of America made it quite easy to follow our Washington's advice, to keep out of the entanglements of the old world, for a number of years. Our one great interest which brought us into closer relations with foreign nations has been our commerce, which has constantly increased. The opening of our country, the advantages of our government, the prospect of wealth in lands and business, brought a flood of immigrants to this country thus causing a new and important relation with foreign countries which has developed with other progressive movements.

The controversies between nations have not always been settled by a few representatives in this civilized way. The results accomplished by such men as Metterich, Talleyrand, Cavour and Franklin have clearly demonstrated that there is a more just and humane way of settling difficulties than by so much war. The more civilized nations are using the new method, and it has become a part of their system of government, to have representatives of the different nations at all times. It is not difficult for a nation to see the advantage in having a representative in a foreign nation when a treaty is to be negotiated, the rights of the nation vindicated, or the justice for a citizen secured. But at other times an elaborate and expensive system seems, to most of the congressmen of the United States, to be superfluous, and as of no better purpose, than to serve as a reward to the supporters of a political policy. This idea has been a serious drawback to the organization of our diplomatic service. For it has caused congress to be less liberal in their appropriation, and consequently leaves the diplomats with less funds to accomplish their purpose.

We get our power to establish this system from the constitution, wherein "it authorizes the president by and with the advice and consent of the senate, to conduct the foreign policy of the government" and the president, by a provision of the statutes, intrusts these duties to the secretary of state. It is then the business of the secretary to direct the transactions of the diplomats and consuls who are stationed at the capitols and principal cities of the world. The senate has a committee on the foreign relations of the government, and the House of Representatives has a committee on foreign affairs and expenditures in the Department of State. These committees are to consider legislation that may be affecting the the intercourse of our government with foreign nations.

CLASSIFICATION OF DIPLOMATIC SERVICE.

So much difference arose as to the rank and dignity of the agents of the governments that at the congress of Vienna in 1815, rules were adopted for the classification of the service. The classification then made was adopted by all civilized nations. The following were the divisions which the congress made. "1st. Ambassadors who are sent by one sovereign to another; and legates or nuncios, who are sent by the pope alone. 2nd. Envoys extraordinary and ministers plenipotentiary, and ministers resident. 3rd. Charges de Affaires, who are accredited not to sovereigns, but to ministers of foreign affairs."

Ambassadors represent the sovereign, as well as the country from which they are sent. They have a right to communicate directly with the sovereign to whom they are sent. Diplomats of lower grade, communicate with the sovereign through their minister. The difference between envoys extraordinary and agent of lower grades is one of rank only; their duties and privileges are the same. Our representatives are divided into classes according to the importance of the nation to

which they are sent, and the amount paid them is according to this classification.

QUALIFICATIONS OF DIPLOMATIC OFFICERS.

In most countries the qualifications consist of a thorough education in international law, history, treaties and a knowledge of French, which is recognized as the diplomatic language, but in the United States no such qualifications are required. It would probably surprise an European to read some of the long arguments written by men of our country on questions which are axiomatic to him. For instance he would need no argument to see that an envoy should speak the language of the country to which he is sent, that he should be a gentleman and be personally acceptable to the court which is asked to receive him, and that he should not make himself offensive by his manners or costume. Here, where rotation in office is the accepted rule of government, and where the diplomat is expected to tender his resignation when there is a change in administration and return home as soon as his successor is appointed, it may seem like limiting the appointment to too few persons, to require them to be thoroughly educated in so many things and have certain social qualifications.

In other countries the diplomatic service is considered as a profession, and is entered after a special preparation in youth, and followed throughout life, advancing in rank by promotion, as his ability and proficiency increases. When by reason of old age or infirmity the members become incapable of performing their duty, they are retired upon a liberal pension. There is not very great prospect of this system being adopted soon by the United States.

APPOINTMENT OF FOREIGN MINISTERS.

The first officials appointed after the inauguration of the new President, and the installation of the cabinet, are the ministers

to the foreign nations. It is customary for those seeking such honors to present their applications endorsed by the senators and representatives from the state in which they live, and other persons who are supposed to have some influence with the executive. These papers are filed at the Department of State and when the President takes up the subject of appointments, the Secretary of State lays the papers before him, and the friends of the candidate, supplement the written statement by personal interview with the President and Secretary.

The important officers are selected in most cases from the personal acquaintances of the President, he not only considers their qualifications but also their geographical distribution, for it is an unwritten law that appointments shall be fairly distributed between the several states.

After the nominations are made by the President, they are sent to the Senate, who refers them to a committee whose duty it is to inquire into the character and qualifications of the appointees and report to their colleagues in the executive session. If the person appointed has been senator, his nomination is considered as confirmed without reference to the committee, as an act of senatorial courtesy. Nominations are sometimes rejected by the Senate upon political or personal reasons. When the appointment is confirmed by the Senate, the new minister takes his oath of office, receives his commission and is allowed thirty days to make preparation for his departure and receive his instructions. He is then furnished with credentials, a letter from the President to the ruler of the nation to which he is sent. The letter generally contains several complimentary remarks about the person and stating to what office he has been appointed, and that he hopes faith and credit will be given him when he speaks for the United States. Wishes for the welfare of the government and

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soverign is always a part of the letter. This letter is addressed to the ruler giving his full title, and beginning with a salutation, "Great and good Friend" and is signed, Your good friend A _____ B _____ President of the United States, and countersigned by the Secretary of State.

No allowance is made for the expense of the minister in traveling to his post, but his salary begins as soon as he takes his oath of office. He is given a certain number of days to reach his destination, varying from fifteen days to Mexico to seventy to China. Upon his arrival at his post, his predecessor and he call upon the Minister of Foreign Affairs. After his introduction he produces a certified copy of his credentials and a draft of the address which he intends to deliver when he is presented to the sovereign, and wishes that presentation to be at any time most convenient to the sovereign. The retiring minister presents his letter of recall and asks for an opportunity of taking leave of the ruler.

If it happens that the new minister is not a persona grata, the fact is made known to the Secretary of State by their representative at Washington and the commission is revoked. But usually the appointees are received very cordially and a time set for presentation, and a copy of the address which the sovereign intends to deliver on that occasion, given him. The object of this exchanging of addresses before delivery is to avoid anything which might be offensive to either government, but as these addresses are always formal and complimentary, there is seldom any correction suggested.

The "Introducer of Ambassadors" is an officer which the United States have not created as yet. It is considered as very necessary in the European courts. His duties are to communicate between the minister of Foreign Affairs and the diplomatic corps, act as master

of ceremonies on all festive occasions, attend the corps at public ceremonies, instruct ministers in etiquette, customs of the court and in the payment of social obligations. In Washington these duties are performed by the chief clerk of the Department of State, and the dean of the diplomatic corps.

MANNER OF PRESENTATION IN ENGLAND AS COMPARED WITH THOSE OF THE UNITED STATES.

When the appointed time for the presentation arrives, the introducer of ambassadors calls upon the new minister and escorts him to the sovereign, where he is met by the minister of foreign affairs and conducted to the throne room. The doors are opened and across the room he sees the sovereign seated upon his throne, the minister takes his place upon the right side of the new minister and the introducer upon the left and with a slow and dignified step advance to the center of the room where they halt, make a low bow and again move forward until they get within a respectable distance from the throne where they stop and the introducer gives the name and title of the minister in full. The minister then reads his address, and presents the original copy of his credentials to the minister of foreign affairs, who sends it to the sovereign. The sovereign then reads his address and sometimes descends from the throne and shakes hands with the new minister and introduces him to the queen and to several members of the court. An envoy extraordinary is received in "public audience", that is with full ceremonies and in presence of the court, while a resident minister, is received in private audience, by the sovereign alone.

After the ceremonies are over the minister with his escorts bow and retire backward to the center of the room, where they make another bow and continue their backward march until they reach the outer door,

where he can turn and walk naturally, Within twenty-four hours after the presentation the new minister should pay a visit to the minister of foreign affairs, and later to other members of the court and his colleagues. In their visits he is accompanied by the introducer of ambassadors.

The ceremony of presentation in the United States is according to Jeffersonian simplicity. At the appointed time the minister goes to the Department of State attended by his secretaries, and is escorted by the secretary of state to the White House. He is shown into the Red Room, and a messenger notifies the President, who leaves his desk and goes down to the Blue Room in his every day clothes. The new minister reads his address, and the President reads his reply, the parties shake hands all around and after a few moments of familiar conversation they retire.

DUTIES OF MINISTERS.

The duties of a minister somewhat depends upon the circumstances and relations his country bears to the country to which he is sent. He is expected to keep the Department of State informed as to the political events, public opinion, their significance, and especially should he give such information as may have any bearing upon the affairs of his own government. Through him the Secretary should learn all that is necessary to know about the affairs and policy of the nation to which he is sent.

The ministers communications are called dispatches and the official letters are numbered consecutively as a matter of convenience. The letters from the Secretary of State to the minister are called instructions. If the Secretary of State wishes to transact some business he may do it either through the minister at Washington representing that country or he can do it through our minister at the foreign

capitol. The practise is to confer with minister where the subject matter or discussion is taking place, as they should know most about subject.

When a minister of United States in a foreign nation, receives a message from the secretary of state, he immediately calls upon the minister of foreign affairs to deliver it. If it is something of considerable importance he prepares a note, either a letter in formal style or a mere statement of facts which is contained in the message. This he presents in person, with oval explanations. A prompt reply is expected to this note. If it is a matter of minor importance he simply confers with the minister of foreign affairs in conversation, making note of what has been said when he returns to his legation. The minister of foreign affairs often has a day to receive diplomats and they come in order of their rank. But if the business is very urgent the minister may call at the Foreign Office at any time or even at the house of the minister of foreign affairs. Should the minister be unable to talk fluently in the tongue of the court, he may bring his own interpreter.

SOCIAL DUTIES.

The ministers' social duties require considerable of his time, he is not only expected to mingle in society to a considerable extent and visit the courts, but he is expected to return the hospitality by entertaining frequently, giving banquets and dinners. Much of the diplomatic work is begun at the dinner table, and it is a great argument in favor of a man if he will spend his money and is able to entertain in this manner. If a minister practises economy he will never command any respect in a wealthy nation. Among some of the minor social duties, the minister is supposed to show some attention to the citizens of his country, who is visiting the country in which he re-

sides. Sometimes they want to be admitted to the court and public and private places of interest. They want the advice on a number of small details. These demands must be met as best they can, and much depends upon the way the minister acts, as he holds office only for a limited time. They must keep regular office hours and the transaction of their business must be done with considerable formality. Their dispatches must be prepared according to a certain form, and duplicate kept of them. All letters must be kept indexed and filed, and a daily journal should be kept of all the transaction of the legation.

PROTECTION OF THE RIGHTS OF HIS FELLOW-CITIZENS.

This protection is generally provided for by treaty. This is an important duty as there are so many immigrants who after becoming naturalized return to their homes and still claim the protection of the United States. Besides these and our good citizens abroad, there are many so-called American Colonies, which have the greater part of their number of the criminal class, who commit offence against the laws of the country in which they reside. They appeal to the minister when they are charged with crime, and the minister must see that justice is given him. In each legation a register is kept in which the citizen of the United States should write their names, profession, residence and business when he comes into that country. They should also have the minister endorse their passport or naturalization papers, then should any trouble arise he would be able to establish his citizenship immediately. Ministers are often called upon to perform marriage ceremonies, draw up wills, administer estates, and take charge of the property of the citizens of the United States who die within their jurisdiction.

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NEGOTIATION OF TREATIES.

The first steps usually taken, in the negotiation of a treaty by the minister, is to call upon the minister of foreign affairs and discuss it in full with him, in order that a general understanding may be reached. Then a note is prepared by the representative of the of the government who proposes the treaty containing all the provisions they desire to have adopted. This the minister submits with whatever explanation is necessary. The representative of the other government having given the subject due consideration prepares a reply and sends it to the first party and the correspondence is continued with frequent interviews, until the general terms of the agreement are reached. Both then prepares a memorandum giving their understanding of the agreement. These are called protocols, and are sent by the minister to his government for approval: The details are then agreed upon and two exact copies of the treaty are made and signed for the ratification of the governments interested. When the ratification of a treaty is completed it must be sent to the Senate which has a committee to review and report upon the treaty, and it must receive a two thirds vote of the Senate before it can be proclaimed by the President. The proclamation of the fact and the publication of the text is made simultaneously at the capitols of both nations.

SALARIES.

Our diplomatic officers are paid according to their rank or the importance of the nation to which they are sent. Our ambassadors to Great Britian, France, Germany, Russia and Mexico, each receive \$17,500. Ministers to the next six in importance, receive \$12,000 each, others receive sums varying from \$10,000 to \$500. Ministers are allowed a certain amount of money for their necessary general expenses. The entire expense of our service is about \$400,000 while of that of

Great Britian is four times as much.

The foreign Legations in Washington are much larger than those of the United States abroad, and the ministers and secretaries receive much larger salaries. The British minister, at Washington, is provided with a residence, owned and supported by the government, it is almost as large as the Executive Mansion. He has means for entertaining nearly as many guests as the President. A great part of his expense is kept up by the government and he is provided with five secretaries, a military and naval attache, besides several clerks. The provision of the United States compared with these are very insignificant. This lack of appropriation of funds has been a serious obstacle in the efficiency of our service. Enough money should be appropriated to our ministers to allow them to live in accordance with demands of their position without drawing upon their private income, at least enough to place them upon an equal standing in this respect with the greater nations of the world. It is well worth the expense if it does nothing more than maintain our prestige.

DRESS.

The United States is one of the few nations which has no court dress. In the foreign countries they have a diplomatic and also a rank dress. The representative of the United States appear in the simple evening dress. Something over twenty years ago congress passed an act, declaring that the American representatives should wear only the ordinary garments of the American citizen. This was practically saying that our representatives should not conform to the ordinary rules of good breeding, that is they should not wear the clothes that the court expected them to wear, and that some had been wearing. Our congressmen argued that it was not very necessary to wear any particular kind of costume, and that clothes made no strength

in argument. They pointed to our Benjamin Franklin who had captivated the French court in his homespun garments, by his brilliant thought. The historic facts show that he was invited to come to court in the costume he arrived in, and that it would delay business should he wait to change dress. The fact that they asked him to come before them in his ordinary clothes implied, that at other times they expected him to appear in different costume, on ordinary occasions.

Some of our ministers avoid the costume of the waiters, by wearing military suits if they ever served in the capacity of an officer of the regular army. It must be very embarrassing to a minister to have one of his fellow guests order him to bring a napkin or the finger bowl. There is not much good reason why we should not adopt a uniform for our ministers, or allow them to use any costume that would be most suitable to the fashions of the country and the dignity of the office. It is our duty to make just as favorable an impression upon the foreign countries as possible, and if we can do something in this way by dressing our ministers in royal style, we should not fail to take advantage of the opportunities. At least we should not lower ourselves in their estimation by compelling our ministers to appear before them in such costumes as are distasteful and repulsive to them, when they must receive them. Of course this would make more expense, but we could make provision for this and demand certain things of the ministers.

REFORMS WHICH MIGHT BE ADVANTAGEOUS TO THE DIPLOMATIC SERVICE.

There are no very good reasons why we should not have a Dress Reform, which would show the rank and distinction of our diplomatic officers.

An increase in the salaries would be a wonderful help to our diplomatic service, as it would enable the officers to do their duties more effectively without drawing on their private resources.

The custom of appointing naturalized persons to their native country, does not give the people a favorable impression of our citizens, and there is some question whether it should be practised or not. The person may be accustomed to their methods and manners of doing business, but he may not be so familiar with our ways, as our own citizens.

That a man should be qualified for this office he should be required, to understand the language of the country to which he is sent or the diplomatic language (French), to have a good knowledge of international law, history, negotiation of treaties and be personally acceptable to the court to which he is sent.

At every change of the administration thousands of offices are filled with new officers, whose appointments are not always due to their particular ability in that capacity, but as a reward for political service done. Because a man has particular ability and skill in a certain office, is no assurance that he will be retained. No particular advantage will be given a man because he has been diligent and faithful in his official duties. It is expected of him, and it is supposed that there many other men who will be as diligent and faithful, who also have ability and skill. Men who have had a position for a long time are supposed to be familiar with the duties of the office, but ministers often have a secretary who understand the

duties nearly as well, and will probably continue in the same position after the change is made. The President in making his selections from the numerous friends will consider their ability for the office they desire. In most offices of the United States, only a few weeks or months preparation is necessary, to become familiar with the business. In the diplomatic service it is usually a little more difficult to become thoroughly informed upon the subject so soon, but if rushing business is demanded a commission is usually sent, so it is not absolutely necessary for men to spend a life-time in preparation for these duties. Moreover in our representative form of government, it is still felt that the control of the government should not be left to a few, even though they might be better fitted for the duties.