*(November 24, 1913.)*

# The British Consular Service and its Relation to Canada.

By Mr. J. Joyce-Broderick.*

AT a regular luncheon of the Club held on the 24th November, Mr. Joyce-Broderick said:

*Mr. President and Gentlemen,*—I assure you that it gives me very great pleasure indeed, and that I esteem it a high honor as well, to have the opportunity of appearing before this magnificent gathering and of telling you something about the Imperial Service to which I belong. If it be agreed, and I believe it will be, that the subject upon which I propose to speak to you to-day, namely, the British Consular Service, is one which has a practical interest for industrial Canada, then I count it an advantage as well that I should be able to appear before a representative audience in the city of Toronto, which has taken a leading part in the industrial development of this Dominion.

I understand that at the present time you have over one thousand factories working in this city; the capital you have invested here is close to $150,000,000. It is, therefore, an exceptional advantage that I should be able to speak to you on this practical subject.

I only wish that all that the Chairman has said about me were true, not alone for your sakes at this present moment, but for my own sake permanently. Usually Irishmen are supposed to have the gift of facility of expression and fluency of language—a gift which has unfortunately been denied me. I told a story which took so well, and especially tickled the fancy, as it seemed, of the representatives of the press, that I think, since it has succeeded in Hamilton (laughter) and elsewhere, I will tell it here. (Laughter.) I believe that it is now ripe for presentation in Toronto—not because of its subject, however. It tells of two criminals (laughter), inhabitants of the city of New York, of unknown nationality. One of them had inside knowledge of the conditions in the New York State prison at Sing Sing, and the other lived in the happy anticipation that his unconventional mode of life and the force of circumstances and the vigilance of the New York Police force,

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which is most renowned (laughter) would finally result in his being compelled to make an extended stay in that same institution. And he desired to have some information concerning the daily routine of the place, so he asked his companion to describe to him what was done there every day. And his companion out of the fulness of his knowledge told him every detail of the routine—what time the bell rang for them to get up in the morning, when breakfast was served, and so on. The other said, "I think now I have a very good idea of what happens in Sing Sing, and what to do when I go there; but I wish you would tell me how they put people to death." The other man had not yet had actual experience in this respect, so what he replied was from hearsay: "Oh, they just sits them comfortably in chairs and they turns on the elocution." (Laughter.) I guessed it would succeed in Toronto too. (Hear, hear.) Now, incidentally, I believe Sir Edmund Walker will agree with me—that is really an abominable libel on New York elocution—it is not quite so deadly. At present you are all comfortably seated in chairs and would like a speedy release, but unfortunately there is no supply of elocution to be turned on. (Laughter.)

I have been nearly five years as Consular Representative of the British Government in New York City. During that period I have been greatly struck with the fact that the inquiries for commercial information, and for other assistance to commerce, received from Canada came at very rare intervals. And it occurred to myself and to a number of my colleagues that possibly for some reason or another Canadians might have the notion that the British Consular Service, so far as its commercial activities were concerned, existed exclusively and entirely for the benefit and advantage of manufacturers and exporters of the United Kingdom. Some short time since, I had the good fortune to meet the distinguished founder of Canadian Clubs, Mr. C. R. McCullough, of Hamilton, and he suggested to me that, if that notion really existed, it might be very largely dispelled if one of His Majesty's consular representatives in your immediate neighbourhood should visit the Dominion and explain to as many people as possible who would be interested, not only that no barrier existed which would prevent the British consular service from giving its services to Canada, but that the British Government and the consuls themselves were eager and anxious that they should have very frequent opportunities of doing so.

About a year ago, the desire of the British Government in this respect was repeated and emphasized in a circular despatch which was issued by the Foreign Office to British



consuls all over the world, in which they were enjoined to neglect no opportunity of corresponding with the Canadian Government and Canadian firms with a view to furnishing to Canadian firms information on commercial matters whenever the need arose. I believe that this circular was the immediate result of correspondence and conversation between the Canadian Government and Sir Edward Grey. On many occasions the Consul-General at New York and I myself have had the pleasure of making the position as clear as we could to Canadian audiences in New York City. And some of you may remember that towards the close of last August I was invited to speak before the Association of Canadian Clubs at their annual meeting at Niagara Falls, and that I there briefly covered the ground over which I would like to go just now. Shortly after that meeting it was very gratifying to me to receive from Canadian sources several inquiries which, according to the writers, were the immediate result of the observations I had the pleasure of making on that occasion.

Now at the present I am here with the object of placing that same message before a wider public, and of endeavoring to arouse in Canadians, and especially Canadian business people, greater interest than they have hitherto evinced in the possible service which the British consular service may be able to render to the trade and commerce of the Dominion.

I am well aware that, as the chairman has just said, the main reason why you do not more frequently look to the foreign field for an outlet for your goods is that your domestic demand for manufactured goods greatly exceeds your domestic production. There are many who have made a close study of the subject who claim that it will be a long time before your factories and mills will be in a position to cope with home requirements and overtake home demand, a demand which is rendered annually more voluminous and more varied by the rapid development of the West and Northwest, and by increasing population devoting its labor and energy to the extraction of wealth from your forests, your mines and your rivers.

At the same time the Department of Trade and Commerce at Ottawa has issued statistics which show rather another side of the picture, and indicate an absolutely unexampled rapidity of industrial growth. For example: I find that the output of manufactured products of the Dominion last year reached a value of almost $1,165,000,000. During the past ten years the capital invested in your industries has increased by 180 per cent. approximately. And in the same period, as a result

of the application of that capital, the value of your industrial production has increased by about 144 per cent. Within the short space of ten years, the total volume of your commerce has almost doubled itself. Since 1868 your population has doubled itself: in 1868 it stood at about 4,000,000; to-day I believe it stands at about 8,000,000. And the immigrants who flock constantly to your shores are being drawn from the most alert and progressive and thrifty element of the populations of the Old World and the New. Incidentally I may be permitted to congratulate you on the care with which you filter this inrushing stream of immigration, and, if I may say so, it might be desirable to increase your caution and thus save yourselves in the future from many problems of assimilation which are being keenly felt in your immediate neighbourhood. The value of your exports of manufactured goods, which was only a little over $2,000,000 in 1868 and which had reached $16,000,000 in 1901, more than doubled itself in the succeeding ten years and reached a total of almost $42,000,000 in 1912. The vast water power at Niagara and elsewhere all over the Dominion is being rapidly chained, and is being made the handmaiden of your industry by transformation into electrical energy to drive your mills.

It is perhaps unnecessary for me to give so many figures in illustration of a progress and a growth with which you yourselves are more familiar than I; but I do so in order to base upon them this claim, that they are significant enough to justify, certainly in the more sanguine amongst us, the expectation that in the near future Canada, while not losing her eminence as an agricultural country, will be mainly a manufacturing country. They show, I think, that even at the present time Canada is not, and cannot be, indifferent to foreign markets; and that she will probably outrun the cautious predictions of experts, and shortly enter the arena with the other great industrial countries of the world and compete with them in the struggle for the world's trade.

Now when she does so, when the time comes for her to enter into this competition, she will find other countries equipped with the most efficient and most up-to-date weapons: if they did not have these weapons they would be forced out of the race, for the keenness of modern competition, as you know, is such as to give swift victory to the best equipped machinery. And amongst the weapons that they will use will be the Consular Services, which I might describe as the antennae or feelers of their commerce, very sensitive and keenly alert to discover outlets for their surplus products. And



when that time comes, I believe it will be a fortunate circumstance for Canada that the rivalry between British and foreign trade will have served to develop the British Consular Service, that that Service will have been engaged in the struggle and in the thick of the fight from the outset, and that, without any period of preliminary training or initial mistakes, it will be ready to place any powers and facilities it possesses at the disposal of Canada to help her material expansion. (Applause)

The question now naturally arises as to what the British Consular Service is, what its duties and equipments are, and what is the exact nature of the information and assistance it can afford you as you enter more and more into the foreign field. To answer these questions even cursorily it will be useful to take a brief glance at the history of Consular establishments in general, to see what role they have hitherto played in the economy of nations, what their traditions are, and how these traditions affect their standing and influence at the present time.

The office of Consul, although not the name, is coeval with commerce itself. In ancient times just as much as to-day —but perhaps I should put it in the reverse way—men were anxious to obtain as much of their neighbour's goods as they could at the sacrifice of as few as possible of their own. (Laughter.) Some amongst them who had reduced this process to a fine art and who were unwise enough to operate on a retail basis, have always been dubbed as thieves and placed in penitentiaries; others with greater prudence operate on a wholesale basis and are hailed as financial geniuses and placed on pedestals. (Laughter.) From the very beginning barter and exchange of any kind have been attended by all sorts of disputes and quarrels, which rendered it necessary for some person to be appointed abroad, who would be fortified by the authority of a powerful nation and whose decisions would be accepted without question by the parties to the dispute.

Demosthenes tells us of certain functionaries called "Proxeni," appointed by the Grecian cities who held court on board foreign vessels and decided differences between sailors and merchants according to their own confessions and to the testimony of witnesses. That is exactly what I try to do every other day. The ancient Egyptians had special high priests consecrated for the peculiar purpose of settling mercantile disputes, and they also had special temples solemnly dedicated to the Gods in which these high priests held court

and in which they handed down their decisions; the object probably being to take advantage of the religious feeling of the people and thus to make the decision all the more binding. I fear that, with the exception of Toronto, religion has not such a tight hold on the world to-day as would make people chary of criticising an adverse decision even if it were handed down in the church (laughter); and from the rather extensive knowledge which I possess of the character of seamen I feel quite convinced that it would render them distinctly uncomfortable if the holy nature of their surroundings should deprive them of that wonderful vocabulary which assists them so marvellously to accept compromise. (Laughter.)

These functionaries of Greece and Egypt to whom I have referred, appear to be the earliest consuls recorded in history. I am not convinced, however, that they were the earliest in fact, although it is quite plain that had a consul been on the spot to intervene between Cain and Abel the latter would not have suffered so sad a fate whatever might have been the fate of the Consul. These Grecian and Egyptian functionaries you will notice were citizens of the countries in which the disputes arose, and the system was consequently liable to many abuses. Their power was derived from laws which were alien to the merchants and seamen between whom they intervened, and I presume that they were not exactly moderate in their charges. (Laughter.) Maritime nations such as the Rhodians and Phoenicians—the Rhodians were the most famous maritime people of antiquity and possessed a wonderful nautical code, some of the principles of which derived through fragments of Roman law are embodied in the maritime statutes of modern nations—were quick to see that if they were to provide adequate protection to their commerce against injury and forfeiture, they would be obliged to appoint at the foreign ports frequented by their vessels men of their own race, of upright and moral character, whose decisions would be impartial, and who would act for their country and government not merely in matters relating to the trifling disputes of seamen, but also in larger questions upon which might depend the friendship or hostility of nations.

In a form somewhat similar to the present Consular establishments began after the decay of the Eastern Empire, when the Venetians and other Italian cities commenced their trade with the East. From the East the institution came back to the mercantile cities of Southern Europe whose merchants early adopted the practice of appointing one of their own number to act as arbitrator in their disputes, the principal



object of this being—and I hope there are not too many lawyers present—to avoid the tedious formalities of the regular courts of law. (Laughter.) These functionaries were called "Juges Consuls," consular judges, the object being to endow them and their tribunals with dignity and inspire a respect for them in others, by bestowing upon them the name borne by the Chief Magistrates of the Roman Empire.

England was slow to follow the lead of the Italian cities and the towns of the Hanseatic League in appointing Consuls, probably owing to the late development of her trade. And it was only in 1485 that the first British Consul was appointed. The first British Consul was an Italian. (Laughter.) His name was Lorenzo Strozzi, and he was appointed by King Richard III a few months before the king was slain at the battle of Bosworth Field. He was appointed English Consul at Pisa in Italy, where English merchants were at that time intending to trade. His commission is still preserved in the archives of the Foreign Office in London and is a most interesting old document: it is the oldest original copy of a consular commission in existence; it does not differ very seriously from the commission which I hold myself, although it is much more prolix. There is one rather striking passage in it, of which I take the liberty of giving you a modern version. We read that the king observing "that whereas certain merchants and others from England intend to frequent foreign ports and chiefly Italy with their ships and merchandise and being desirous to consult their peace and advantage as much as possible and observing from the practice of other nations the necessity of their having a *peculiar magistrate* amongst them for determining of all disputes between merchants and others, natives of England; moreover we, understanding that the city of Pisa is a very proper place for the residence of our merchants, and being assured of the fidelity and probity of Lorenzo Strozzi, a merchant of Florence, have and do appoint him to be *Consul and President* of all our merchants at Pisa and parts adjacent allowing him for his trouble herein the fourth of one per cent. of all goods of Englishmen either imported to or exported from thence." I have many times lamented that this excellent system of remuneration is not in vogue at the present time. (Laughter.) The consuls appointed for some time after Strozzi were also foreigners: the first Englishman to be appointed consul was sent abroad about the year 1530 as Consul for Canada. His name was Dionysius Harris—no relation of the lady of the same name since he did actually exist. (Laughter.) After him con-

suls were appointed more rapidly as the expansion of English trade demanded. In 1825 the service was reorganized and at the present time we have consular representatives of the British Empire at every place of importance on the habitable globe, and at some places of absolutely no importance at all. (Laughter.)

After the capture of Constantinople by the Turks in the year 1453 the Turkish rulers were so entirely ignorant of Christian usage that they found it convenient to give to their newly-acquired Christian subjects certain rights and privileges of self-government. Genoa and other mercantile cities of Italy who had at that period establishments on the Bosphorus, succeeded in obtaining similar privileges for themselves and their representatives from the Sultan, and other maritime nations followed their example in due course. The treaties under which these privileges were accorded by the Sultan were known as "capitulations"—not in the modern sense of the term, but rather as heads or articles of a treaty—and they gave the official representatives of the nations concerned civil and criminal jurisdiction within Turkish territory in matters affecting their nationalities. The practice extended to other non-Christian countries which include China, and—until recently—Japan. The treaty upon which our British rights in Turkey are based was entered into between Charles II. and the then Sultan of Turkey, and gives to our consuls the civil and criminal jurisdiction of which I have spoken.

During recent years commercial nations have more and more encouraged their trade interests to seek active aid from consuls in protecting and extending their foreign commerce, and this watchfulness now forms one of the chief duties of our consuls in Christian countries. By international law and special treaties they are granted certain peculiar privileges—such, for instance, as freedom from arrest—a most useful thing, (laughter), inviolability of consular archives, exemption from taxation, exemption from the performance of military service, and from the obligation to appear as witness. When the testimony of a consul is desired the usual procedure is for the court to appoint a commissioner to go to his office and take his evidence, which is subsequently read in court. Usually, however, the consul prefers to appear in court and I think that this privilege will soon become obsolete since it is so unbusinesslike.

The duties of consuls are of a public character and they enjoy the special protection of the law of nations. Owing to this protection and to the dignity and importance of their



calling, as well as to their quasi-representative character, they enjoy a prestige which enables them to procure information on trade matters which would be afforded with reluctance—or not afforded at all—to private representatives of individual firms or even to government representatives who go abroad under any other title. Other countries take every advantage of these special facilities possessed by their consuls and British business men all over the Empire cannot afford to neglect them if they are to obtain and retain a firm footing in the markets of the world.

From Canada you export vast quantities of raw materials and food stuffs. Now raw materials and food stuffs as you are aware practically compel their own market. The foreign purchaser comes in search of them because upon them depends his subsistence and his ability to create wealth for himself. But producers of manufactured goods are obliged to use every resource at their disposal to find markets for their surplus. Consuls cannot take the place of individual representatives of private firms. A consul cannot, of course, bring negotiations to a conclusion. He has no definite proposal to make; he has no bargain to offer, and you are well aware that no sale is ever made unless a bargain is offered. A consul cannot *create* trade, but he can indicate the manner in which trade might be created. He can give invaluable information, especially in remote countries regarding local styles and prejudices. To give you a trifling example, he could tell you, for instance, that it would be wise to place a dragon on the trade-marks of goods exported to China since dragons are popular in that country. For the same reason a rampant leopard should be placed on goods sent to India, the Star of Bethlehem on goods sent to Uruguay. He could tell you that it would be useless to export washtubs to Singapore, because they wash their clothes there in mid stream. (Laughter.) I remember a story of a very energetic citizen of the U.S. who went abroad to represent a certain firm of clock manufacturers—Waterbury. He went to South Africa with the object of extending the trade of his firm in that country, and in his journeyings found that nearly all the Kaffirs possessed clocks. He got a sample clock and discovered that it was made in Birmingham, but that it was of such inferior quality that his firm could easily place upon the market a better article at a lower price. He reported this to his firm and a special rush order was put through and the consignment of clocks came to South Africa for the Kaffirs. To the vast astonishment of himself and his firm the Kaffirs would have

nothing to do with them, and the firm sent a special man to find out why the natives were so stupid as to refuse the purchase of a better article at a smaller price. The investigator very soon discovered that amongst the Kaffirs the possession of a clock indicated a certain standard of prestige, and the reason the English clocks were preferred was because they had a louder tick. (Laughter.)

A famous German anthropologist went to South Africa also to do some research work amongst the Zulus and found that they possessed a great variety of assegais or spears. He made a collection of these, packed them up in a bag and took them up to Cape Town to take them home to Germany; and as he went on board the steamer at Capetown, preceded by a small boy stumbling under the weight of the bag, the Captain, who was standing by the gangway, asked him what the bag contained. He replied that it was a most interesting collection of spearheads which he had made among the Zulus and upon which he intended to write a most interesting pamphlet concerning the artisitc development of the Zulus as indicated by the work on the spearheads. When the Captain saw the collection he said to the very much disgusted scientist, "Why, God bless you! Professor! They're made in Birmingham." (Laughter.) Most of you know, I suppose, that a considerable population of that same city of Birmingham make a living by the manufacture of Gods for the Hindus to worship.

A consul can furnish you with reports; for example, on shortage of crops, general difficulties of trade, harbour improvements and the extension abroad of railroad facilities and other means of transportation which open up new districts for commerce. He can give you information on movements of trade, the increasing or declining demand for certain kinds of goods, changes in taste or habits of life as affecting demand for imported articles.

Mr. Whelpley, an American writer, tells a story of an American who, when travelling in Central America, went into the dark shop of the principal or perhaps the only general merchant in the place; and there he was astonished to find a number of young women busily engaged in taking candles out of yellow wrappers and wrapping them up in blue ones. He enquired what was the cause of this waste of energy and time, and the merchant dolefully informed him that formerly he did a roaring trade in candles wrapped in blue paper. His people in the U.S. had sent his last consignment wrapped in yellow paper, and to his disgust his customers refused to accept them; he was therefore obliged to have them wrapped



in blue wrappers, after which they sold like hot cakes. The American firm of candlemakers are to this day at a loss to understand what is the difference between the same candle wrapped in yellow paper and wrapped in blue paper. This and the others which I have given are simply trifling examples of this important fact: that you must pander to the prejudices of your customers, however absurd they may be, or else surrender the trade to firms who will do so.

Consuls can and constantly do save their merchants from exasperating exactions and delays by giving them full information regarding local regulations governing the import of goods especially in countries where tariffs often change. The U.S. Customs have been credited with classifying a mare's colt as household furniture, and frogs' legs as poultry! And in England snails imported from France for the purpose of educating the taste of the English people, were classified by a bright Customs Officer as "wild animals unenumerated." (Laughter.) I myself had a lady friend who had a pet dog which she desired to bring with her to England for a short time. She found, however, that under the very strict regulations of the Board of Agriculture that she would have to have a special permit signed by the Secretary of the Board, and that this permit would only be issued on condition that her pet should remain in quarantine for six months. It would have broken her heart to part with it for so long, and he would probably not survive the experience; so to my certain knowledge she fraudulently entered that harmless little animal as a wolf. (Laughter.) I have many times tried in vain to convince her that she will not go straight to heaven when she dies. (Laughter.)

I might go on for a long time enumerating the services—some small, some great, all important,—which a vigilant consul can and does daily give. His duties are endless and indefinable, and are as manifold as your legitimate interests are manifold. I might sum up his duties by saying that he is the ambassador of trade, to see that its way is made as smooth and easy as possible.

To repeat what I said before, the victory in the struggle for the world's markets will be to the strong and well-equipped. Canada has been described by one of her statesmen as "The Land of the Twentieth Century"; her development will proceed, I think, with greater acceleration than that of the U.S. The development of the U.S. has been the marvel of the nineteenth century. Canada's will be the greater marvel of the twentieth. It will proceed with greater acceleration be-

cause it comes at a later time when mechanical invention has made greater progress. Canada will be able (and she ought) to take advantage not only of the successes, but of the mistakes made in the course of the industrial development of the Republic to the South. She has vast water powers which the U.S. did not possess, and I am convinced that her advancement will be more rapid. This is a century in which all progress proceeds at an astounding pace; I think it was Gladstone who compiled figures showing that the wealth accumulated in the first half of the nineteenth century was equal to the total amount of wealth accumulated in the eighteen hundred years which preceded it; and the wealth amassed in the twenty years between 1850 and 1870 was equal again to that amassed in the preceding fifty years. What does this mean? It means that in the short space of seventy years—the lifetime of one man—in an age of applied invention the energy of man has extracted from the earth more wealth—one hundred per cent. more wealth—than was amassed in all the centuries which have rolled by since the coins of the world bore the image and the superscription of Caesar. I think that this example strikingly shows the rapidity of development in modern times; and of this Canada will be an outstanding instance.

Here Canadian business men have in their hands the threads of a vast organization, extending all over the world, improving yearly in quality and capacity, for notwithstanding certain criticisms which are only very occasionally justified, I think that I may fairly claim that the British Consular Service is at least equal in efficiency to that of any of the great industrial rivals of the British Empire. Of course in every large organization you must expect to find inequalities in the personnel. Which of you who has a large business does not find it so? Which of you can claim that his business organization is absolutely without flaw? Some men are good and others are bad; some are vigilant and others negligent; some are careless and others keen; but the greater and closer direction given in recent years to consular activity has greatly increased its efficiency, and I think it is also true to say that since the negotiations of about a year ago between the Canadian Government and the British Foreign Office, British Consuls have evinced greater interest in matters relating to Canada.

A consul cannot, of course, be a specialist in every line. If he were a specialist in any line it is highly probable that he would devote himself to it and amass great riches thereby. What is needed is that the Service should be recruited from



men of versatility and common sense who can readily grasp the essentials of any given subject. If this is done, and I believe it is done, their efficiency will be enhanced in proportion as they are bombarded with letters and requests for information of all kinds by Canadian and British firms; the consular system is a machine which will work with greater efficiency the higher the speed at which it is driven.

But in order that you should not be under any false impression I should hasten to add that the great majority of British Consuls need no outside stimulation at all to render eager and useful service to Canada. (Applause.) And I am authorized to state to you to-day, not only on behalf of the British Government, but also on behalf of everyone of my colleagues with whom I have come in contact in recent times, that you should make use of us and all our resources and facilities whenever and wherever you think it would be to your advantage to do so. (Applause.)

For my own part, let me assure you that I consider there is no higher service I could render to the British Service, and no greater work I could do, than to contribute, in however slight a degree, to the wonderful expansion which is now beginning in this great Dominion. And I hope that in whatever part of the world I may be, whether in civilization or as a consular Crusoe in some far-off island to be discovered only on the map, you will recall something of what I have told you to-day, and that you will not fail to give me the opportunity of rendering you whatever service it may be in my personal power to give. (Applause.)