Mr. Welles:

For a number of reasons, which we have gone into orally, it is now desirable that some definite action should be taken indicating that the President and the Departments of State, Commerce and Agriculture recognize the importance of the consolidation of the Foreign Services into one Foreign Service of the Department of State. The principal trade and other organizations in the country which are interested in this matter have made it clear that, if such consolidation is proposed by the President and has the approval of the three Departments concerned, they will not raise any obstacles and that they consider it likely that such legislation will receive very general approval in the Congress.

The consolidation of the Foreign Services of Commerce and Agriculture into that of State will require either general legislation, such as the reorganization bill, or a specific act of Congress. After very careful consideration, I am of the opinion that a specific act providing for the consolidation is the less desirable form of procedure and that it would be better to carry through
through the consolidation under the more general provisions of the reorganization bill. If, with the approval of the President, a separate measure were introduced providing for consolidation, this might be used as an argument by those opposed to the reorganization bill. There are those in the Congress who profess to be in general in favor of reorganization measures but who say that they wish every separate step to be taken with the specific approval of the Congress. As I understand it is the intention to press the reorganization bill for passage, it would, I believe, be strategically undesirable to present this particular consolidation measure as a separate one.

I therefore venture to suggest the following procedure. There is appended hereto a draft bill which is an amendment of the so-called Moses-Linthicum Act of 1931 and which is so drawn that the President has the authority under appropriate executive orders to consolidate the Foreign Services of Commerce and Agriculture into that of State and thus establish one Foreign Service of our Government under the control and direction of the Department of State. This amendment it is hoped may be given the President's immediate approval and, after its approval, it is desirable that the President should inform the Departments
Departments of State, Commerce and Agriculture that he desires this consolidation carried through as an Administration measure and that he wishes the three Departments to give the measure their approval. As the President, I understand, is in principle in favor of this consolidation, I hope that you will be able to recommend to him in the next day or two that he give this draft his approval. In order that the attitude of the Departments concerned will be uniform and that there will be no misunderstandings, I venture to suggest that the President have you and the Acting Secretary of Commerce and the Secretary of Agriculture meet at the White House when the President can briefly inform them of his desires and intentions. This will stop certain quiet sabotaging of this measure which appears to have been engaged in. This procedure, I believe, to be most important at this moment.

The further procedure would be to await action on the reorganization bill. If the reorganization bill is passed, the President can by executive order put into effect the consolidation of the Foreign Services and the appended draft legislation can be changed into the form of appropriate executive orders. If it should appear that the reorganization measure will meet real difficulties in the Congress and may fail of enactment, then the

President
President could authorize the introduction of the appended draft legislation which would accomplish the purpose. If introduced under those circumstances as a separate measure, I feel confident of its passage by the Congress.

If the President gives his approval to this measure and informs the three Departments concerned as above suggested, I see no reason why the memorandums which I have prepared setting forth the historical and legislative background of the present statutory Foreign Services and the reasons for consolidation should not be given limited circulation among members of the Congress and certain others who may be interested in this matter as it will, I believe, forestall any criticism or adverse agitation against this consolidation.

G. S. Messersmith.