INTERNATIONAL POLITICS

VOLUME TWO

EUROPE AND THE EAST

BY NORMAN DWIGHT HARRIS

Professor of Diplomacy and International Law Northwestern University

"If a man take no thought about what is distant, he will find sorrow near."

Confucian Analects, XV, XI.



HOUGHTON MIFFLIN COMPANY

BOSTON NEW YORK CHICAGO SAN FRANCISCO
The Riverside Press Cambridge

THIS WORK IS AFFECTIONATELY AND RESPECTFULLY DEDICATED TO MY BROTHER ALBERT WADSWORTH HARRIS

PREFACE

As originally planned, this work was to have been a study of the relations of Western powers with Eastern states and of Asiatic politics and development during a definite historical period, that is, from 1850 to 1910. The World War and its aftermath, including the awakening of the whole Orient and the beginning of new and important developments in Asia, has necessitated bringing the text up to date. In narrating events connected with the movements in the different sections of the great field covered here, an attempt has been made to tell, as far as possible, a complete story. some instances — particularly in the case of Persia and of China, where affairs are still in a state of transition — this could not be done. Nevertheless, in spite of drawbacks, it has been deemed worth while to relate the story of European expansion and intervention in Asia and the Pacific Ocean in one concise and readable volume, so that the entire movement may be seen in its proper perspective, and so that the main facts will be available to students of international politics and to intelligent readers who desire to understand present-day movements and conditions in the East.

The difficulties involved in handling the enormous mass of material relating to Asiatic political and commercial activities through a period of eighty years and in dealing properly with the multitudinous historical events of the present time and year have not been underestimated. The task of elimination has been greater than that of composition; and the liability to error in matters both of fact and of judgment has been higher than is usual in historical writing. Yet if the story has been accurately and justly told, if he who runs

may see and comprehend, and if some assistance has been given in enabling Occidentals to understand the East and in bringing the Occident and the Orient into closer association and coöperation in the noble labor of creating the great civilization of the future, this work will not have been in vain.

The author wishes to acknowledge his indebtedness to Dr. Benjamin B. Wallace for reading the entire manuscript and for many valuable suggestions, to Professor E. T. Williams for a critical review of the chapters dealing with the Far East, and to his colleague, Professor Kenneth W. Colegrove, for assistance in the collection of material for the chapters on India and Japan.

CONTENTS

Opening of intercourse between the West and the East—Character of early relations—Legacy to modern states—Effect of the development of world trade and imperialism—Rise of world politics—Four spheres of international activity—Extent of European expansion in the East—Causes of the general breakdown of the movement—The problem of Asia—Failure of European states to grasp its true significance—Difficulties in the way—Some suggestions as to a successful solution of the problem—The new spirit of the East—Effect of the Russo-Japanese conflict and of the Great War—Present needs.	1
THE NEAR EAST	
II. THE NEAR-EASTERN QUESTION: 1. FALL OF THE OTTOMAN EMPIRE Definition of the so-called "Near-Eastern Question" — Importance of the land and water routes between Europe and the East — Question of the Straits — Problem of the subject Christian and Moslem peoples of the Near East — The conflict of forces — Character and rule of the Sultans — Policy of Abdul Hamid and of the party of Union and Progress — Ambitions and policies of the leading European powers — Rise of the Balkan States — Revolution of 1908 and the failure of the constitutional reform movement in Turkey — Effect of the Balkan Wars on Europe and the Sublime Porte — The Bagdad Railway and international competition in Asia Minor — Extent of European concessions and interests in Asiatic Turkey — Economic partition of the Ottoman domains — Collapse of the old Turkish régime — The Great War and the fall of the Ottoman Empire — The Near-Eastern Question unsolved.	23
III. THE NEAR-EASTERN QUESTION: 2. THE LEGACY Turkey-in-Asia — The tragedy of its people — Effect of Ottoman rule — Situation in the twentieth century — Area — Population — Chief subdivisions and races — Anatolia — Kurdistan — Armenia — Mesopotamia — Syria and Palestine — Arabia — El Hedjaz — Asir — Yemen — Nejd and El Hasa — Jebel Shammar — Koweit — Oman — National organization in Ar-	4 5

menia, Syria, Iraq, and the Lebanon — The Arab independence movement — Other nationalities in Asia Minor — Ambitions of the Italians and Greeks — Pan-Islam and Pan-Turanian movements — Position of the Turkish nation — Attitude of Great Britain and France at the end of the Great War.

68

Origin of the plan of partition - London Pact of 1915 - Saxonby-Paléologue Treaty of 1916 - Sykes-Picot Agreement -Three years of "conversations" - Difficulties in economic partition - Secret conventions of April, August 18, and December 23, 1920 — Syria occupied by the French — Treaty of Sèvres — Its weakness — Effect of delay between armistice and treaty — Nationalist movement in Anatolia — Policy and alliances of the Kemalist Government — Fall of the Caucasus Republics — Intrigues by all parties and governments — Failure of policy of Allies — Success of the Nationalist movement — Breakdown of first Greek invasion — British change of front — Feisal in Mesopotamia — French in Syria — Palestine and its problems — General movement to settle the Near-Eastern Question - London Conference of the Supreme Council, February 21 to March 12, 1921 — Defection of France and Italy — Second Greek campaigns in spring and summer of 1921 - Missions of Franklin-Bouillon — Franco-Angora and Italo-Angora Treaties of October 20 and November 25, 1921 — Franco-British correspondence and the conferences of London, Cannes, and Boulogne - Paris Council of Ministers, March 22-26, 1922 - Attitude of the Greek and Angora Governments — Resumption of hostilities — Turkish victories — The Mudania Conference — Peace Convention at Lausanne - More delays and correspondence -The Treaty of Lausanne - Its significance - The future of Turkey.

THE MIDDLE EAST

The Russian expansion in Asia — Its character and direction — Its objects — Reasons for its success — Summary of progress in Siberia — Conquest of the Caucasus — Physical character and division of Turkestan — Its inhabitants — Early boundary between Russia and Turkestan — The Russian advance — Its causes and threefold direction — Conquest of northern Turkes-

tan - Occupation of Turkestan (city), Tashkent, and Sarmarkand — Conquest of Khiva and Bokhara — Controversies with Great Britain - The race for Herat - The marking of the boundaries of Persia, Afghanistan, and the Pamirs — Railwaybuilding — Extent of Russian annexations in Central Asia — Methods employed to further expansion - Importance of the Russian advance to the borders of India - Russian colonial administration - Attitude of Home Government toward the subject peoples — Weaknesses of the system — Effect of the abdication of the Czar on the peoples of the Caucasus and Turkestan - Reaction against Bolshevism after the Revolution of November, 1917 — Rise of the Republics of Georgia, Azerbaijan, and Armenia — Their unhappy career and fall — Creation of the Transcaucasian Federated Socialist Soviet Republics — Incorporation in the Alliance of Socialist Soviet Republics - Character and powers of the Alliance - Future of Soviet rule in Central Asia.

The country — Resources — Climate — Inhabitants — The monarchy and the causes of its decline - National bankruptcy - Situation in 1890 - Nasiru'd-Din Shah and the first foreign concessions — Jamalu'd-Din — The tobacco boycott — Anglo-Persian relations before 1896 — Russo-Persian relations prior to 1896 — Anglo-Russian competition till 1907 — The beginnings of constitutional reform - Muzaffaru'd-Din Shah - New constitution and fundamental laws of August and September, 1906 - Program of Nationalists - Accession of Mohammed Ali -Contest with the National Assembly - Coup d'état of June 23, 1907 — Appeal to force (June, 1907, to July, 1908) — Abdication of Mohammed Ali — Triumph of the Nationalists — The new government - Anglo-Russian Treaty of 1907 - Its significance and weaknesses - Failure of new loan - Diplomatic changes in 1910 - Rule of the Second Mediliss - Morgan Shuster, Treasurer-General - Reforms - Intervention of Russia and Great Britain - The Stokes and Shuau's Saltana episodes -Russian ultimatums — Dissolution of the Mediliss — Resignation of Shuster - Supremacy of Russia - Anglo-Russian reforms, loans, and concessions - Objects and results of foreign intervention in Persia - Britain's fatal errors - Effect on Persia and on her own position in the Middle East - Her tardy change of front - Work of Sir Percy Sykes and Sir Percy Cox - Anglo-Persian Treaty of 1919 — British motives — Attitude of Persian leaders - Bolshevik intrigues - The new revolution - Rise of Reza Khan — The new Radical Party — The outlook.

$\mathbf{v}\mathbf{n}$. THE RULE OF INDIA	214
	Beginning of British relations with India — British East India Company — Its powers and activities — Franco-British conflict — British successes in the Seven Years' War — Development of British India and the native states — Area — Peoples — Languages — Religions — Caste system — Warren Hastings — Lord Wellesley — William — Bentinck — Ellenborough — Dalhousie and his reforms — Sepoy Mutiny — British Parliament assumes control — New Government of India — Creation of the Indian Civil Service — Employment of natives — Local government — Legislative assemblies — Municipal administration — Limit of Indian participation in the government.	
VII	Administration of Lord Curzon — Educational problem — Indian Universities Bill of 1904 — Partition of Bengal — Swadeshi movement — Swaraj or Home Rule movement — National Indian Congress — Agitation in Bengal — Repressive measures — Morley-Minto reforms — India Councils Act of 1909 — Renewed agitation — Home Rule leaders — Bal Gangadhar Tilak — Annie Besant — Arabinda Gosh — Effect of the Great War — Contribution of India — Hindu-Moslem approchement — Insufficiency of the Morley-Minto reforms — The Duke Memorandum — Montagu-Chelmsford Report — Government of India Act of 1919 — Dyarchy system — Organization of the new central and provincial governments — Indianization of the Indian Civil Service — Growth of self-government — Effect of the Montagu-Chelmsford reforms — Swaraj movement of 1919 — Rise of Gandhi — Passive resistance movement — Elections of 1920 — Organization of the new legislative councils in the provinces — Non-coöperative movement — Civil disobedience — Failure of new Home Rule movement — Arrest and imprisonment of Gandhi — The Chamber of Princes — Reforms still needed — Reduction of army and military expenses — Repeal of salt tax — Protective tariff — Importance of agriculture — Fiscal independence essential — Relation of India to the British Empire — Representation in Imperial Conferences.	243
IX.	THE DEFENSE OF INDIA Geographical position of India — British Policy in the Middle East — Protection of Indian Frontier — Control of communications from Europe to the Middle and Far East — Preservation of peace in Central Asia — Method of extending British control and influence — Baluchistan — Afghanistan — Kashmir — North-West Frontier Province — Nepal — Bhutan — Sikkim — North-	284

	Shan States — Reformation of the military system and methods of defense in India proper — Extension of British influence to the Malay Peninsula — Acquisition of the Straits Settlements — Inauguration of the British Resident system — Protection for Perak, Selangor, and Sungei Ujong — Creation of the Federated Malay States — Extension of protection to Johore, Kelantan, Trengganu, Kedah, and Perlis — Future of the Malay States.	
X.	TIBET AND THE TIBETAN MARCHES The Country—The People—Religion—Government—British-Tibetan-Chinese relations—The Chinese-Tibetan conflict—Establishment of Tibetan autonomy—The Simla Conference—Recent developments—The boundary question—The twofold problem of Chino-Tibetan relations—Some suggestions toward its solution.	326
	THE FAR EAST	
XI.	The Golden Peninsula — Annam or the Grand Empire of the South — First treaty with France — Decline of the Empire — French intervention — Reasons for French colonial expansion — Character of the Annamites — Conquest of Cochin-China — Acquisition of Cambodia — Tongking — Early history — Work of Garnier and Rivière — Annam under French protection — Franco-Chinese War of 1884—85 — Establishment of peace and order in Annam and Tongking — Appointment of a Governor-General — Union of Annam, Cochin-China, Cambodia, and Tongking — The territory of Laos — Early conflict between Siam and Annam — Siamese penetration of Laos — Franco-Siamese competition — Treaties of Bangkok, 1904 and 1907 — Organization of the central government of French Indo-China — Provincial and local administrations — Progress under the French rule — Errors of the French — Attitude of the natives toward the new régime — Outlook and needs.	347
XI	I. The Opening of China	376

cent policy under Davis, Robinson, and Captain Elliot — British attempt to secure recognition of their officials — Opium trade — Elliot and the opium dispute — British exodus from Canton — Resort to force and the Chinese War, 1839 to 1841 — Treaty of Nanking, 1842 — Significance of the treaty — Non-enforcement by Chinese — Violations by foreigners — Conflicts renewed — Arrow incident — Second Chinese War, 1858-60 — The Tientsin-Peking Treaties — Opening of more treaty ports — Effect of Russian pressure on the north and French in the south — The Margary incident — Beginning of international intercourse — Increase of Chinese trade - Violation of Tientsin Treaties - Dissatisfaction of Chinese - Failure of foreign governments to secure Chinese coöperation - Inauguration of the movement for "spheres of influence" and economic exploitation - The "forward movement" by European states - Foreign cessions and concessions — Anger and suspicion of Chinese — Hay's "Open-Door" policy — Its failure — "Boxer rising" — Siege of Peking Legations - Treaty of 1901 - Situation at end of nineteenth century.

Position of the Manchu Government, 1900-10 - Russia in Manchuria — Extent of her expansion and its failure — Russo-Japanese competition — Russo-Japanese War — Effect of the Treaty of Shimonoseki — Failure of the "Open-Door" policy — Laissez-faire policy of the United States - Japan as the leading factor in the Far East - Race for concessions and commercial rights - Expansion of Japan - Root-Takahira Agreement -"Dollar diplomacy" - Railway concessions and the Knox Plan - Japanese and Russian intrigues - Russo-Japanese Treaty of 1910 — Four Power Loan — Effect of loans and railway concessions on position of Manchus - Weakness of Manchu régime -Kwang Hsu and the one hundred days' reform — Coup d'état of the Empress Dowager — Ineffectiveness of Manchu reform program, 1902 to 1910 — Death of Hsu Tsi — Rise of republicanism - Stupidity of Manchu leaders - Revolt of Szechwan and the rising of the Republicans — Conflict between North and South — Recall of Yuan Shih-kai — Peace Conference of Shanghai — Abdication of the Manchus — Organization of the Republic — Election of Yuan - Political parties - Conflict between Yuan and the Assembly - New Constitution - Dissolution of Parliament — Effect of the Great War on policy of powers in East — Fall of Kiaochow — Forward movement of Japan — The Twenty-One Demands - Successes of Nippon - Effect on Yuan's administration — Move for a monarchy — Its failure — Death of Yuan — Administration of General Li — General Chang Hsün and the abortive attempt at monarchy — Rule of Tuan Chi-jui and the Anfu Club — Intrigues with Japan — Lansing-Ishii Notes — Fall of the Anfu régime — Establishment of the Republic of Canton — Political division and the rise of the Super-Tuchuns — Fengtien-Chihli War — Triumph of the Chihli group — Election of Tsao Kun — Overthrow of the Chihli régime — Supremacy of Chang Tso-lin — Effect of the Washington Conference — Present situation — Legacy of the Republic — Stepping-stones to reform — Agencies and methods — Motive power — Basis of a successful solution of the Chinese problem — The future.

Location and extent of the Empire of the Rising Sun — Economic resources and needs — Early government — Seclusion policy — Opening of Japan — Fall of the Shogunate — Abolition of feudalism — Restoration of the monarchical power — National progress under the Meiji régime — Establishment of the imperial constitutional government — Emperor worship — The Genro — Development of political institutions — The Constitution of 1889 — Competition of political leaders and ideals — Political parties — Work of reconstruction and reform — Struggle for national recognition — Treaties of 1894–96 and 1911 — A member of the family of nations — Preservation of national individuality — Success of the revolution — One of the great powers.

The Korean Peninsula — Character — Area — Strategic position - Early devastation - Opening of the Hermit State -Chino-Japanese rivalry — Russo-Japanese competition — Character of the Korean people — The Korean monarchy — Beginning of Japanese intervention — Importance of the Portsmouth Treaty and the Anglo-Japanese Alliance — Reasons for the establishment of the Japanese Resident-General — Main principles of Japanese foreign policy from 1890 to 1921 — Attitude of Japanese leaders toward Korea - Progress of reform under the Resident-General — Weakness of the Japanese colonial methods and policy — Need for annexation or union with Japan — Real purpose of the Governor-General — Treaty of annexation — Policy of Terauchi — Progress under the Governor-General, 1910-19 — Defects of the new régime - Measures of repression - Rise of the spirit of democracy - Independence movement of 1919 -Effect on public opinion — Appointment of Baron Saito — Liberal reform program - Significance - Recent developments -

Need for conciliation and local autonomy — Basis for a successful colonial administration — The solution of the tangle. XVI. The Outlying Provinces of Manchuria, Mongolia, Sinkiang, and Chinghai										542					
XVII. THE NEW PACIFIC										577					
SELECT	ED]	Віві	JOGI	RAPI	ΙΥ	•	•			•	•	•	•	•	621
Index		•	•	•	•	•	•	•	•	•	•	•	•	•	651

LIST OF MAPS

									Between pages
ASIA MINOR, ARAB	BIA, A	ND T	не М	IDDL	е Еа	ST	٠		46 - 47
RUSSIAN EXPANSIO	N IN	CEN	TRAL	Asia		٠	•	ě	132 - 133
India and Indo-C	HINA								218 - 219
TIBET, OR BOD	,) • 1	•	٠	•	•		330 - 331
CHINA AND JAPAN	•		(*)	٠	٠	•	٠	٠	406 - 407
Mongolia .				•	•				546 - 547
THE PACIFIC .									590 - 591

EUROPE AND THE EAST

CHAPTER I

WORLD POLITICS IN THE EAST

The relations of Europe and Asia, although more or less continuous for several centuries, have assumed the proportions of a real and intimate intercourse only in recent The actual transformation of Asia, with its isolation, its superstition, its inertia, and its indifference to the life, the trade, and the politics of the outside world, into a continent of modern communities, dates from that day in January, eighty years ago, when the British frigates bombarded the Bogue forts, and opened a door in China to international trade. Since then, Asiatic states have become members of the family of nations, exchanged ambassadors with all their sister communities, and participated in the great political, economic, commercial, educational, and even religious movements of the times; while the little stream of trade which was borne by caravans and sailing vessels to the distant East has swelled into a tremendous current flowing continuously over land and sea. And the locomotive, the ocean greyhound, the telegraph, the telephone, and the wireless have brought Europe and Asia into such close touch that they have to-day more than a speaking acquaintance.

Meanwhile, the best — and alas! the worst — elements of European Christian civilization were being carried to the Orient, and an ill-advised attempt to Europeanize Asiatic peoples and countries was inaugurated. This movement,

however, outside of the private enterprise of Christian individuals and institutions, was far from being philanthropic and disinterested, even in its inception. From the days when Marco Polo, Vasco da Gama, and their confrères crossed the deserts of Asia and ploughed the Indian and Pacific Oceans in search of adventure and profit, it had been largely a selfish and commercial affair. And, for upwards of three centuries, intercourse between the West and the East had been left to the uncontrolled initiative or caprice of the individual trader, or of commercial corporations such as the British and Dutch East India Companies. The traders were, in the main, well-intentioned; and the action and ambition of many an agent and leader were thoroughly honorable and disinterested. A few, such as Sir Stamford Raffles at Singapore, the Count of Lally-Tollendal in India, and Lord Napier at Canton, sacrificed their careers, ambitions, and even lives, to promote the interests of their home countries and to establish honorable relations with the natives of Eastern lands. often the trading companies and their representatives proved as soulless and as unscrupulous as some of our modern corporations; and the methods and means employed to promote their interests aroused the suspicion and enmity of Orientals. And the unthinking, brutal acts of halfdrunken European sailors and soldiers, when ashore or on duty in Eastern lands, and the deceitful, illegal proceedings of European merchants, who showed frequently a haughty disdain of all things Oriental and an open disrespect for those things held sacred by the natives of the East, created a hostility to Westerners in many quarters which has survived to the present day.

Such a legacy was not a happy one for the European governments, when they began to take over the supervision

and control of foreign intercourse in the East, along toward the middle of the nineteenth century. Nor were the circumstances attending this movement auspicious in other particulars. The Peking Government and the Chinese provincial officials opposed strenuously all attempts of the British to open official trade relations with China; and the so-called "Opium War" resulted. In India, the administration of the British East India Company was nearly overthrown by the Sepoy Rebellion before the English Government took over the direction of affairs. And, in the Near East, when intervention by foreign powers in Turkish affairs was first proposed, a conflict of interests led Great Britain and France to take sides with the Ottoman Empire against Russia in that stupid conflict known as the Crimean War.

Even after the European governments had assumed direct control of their own colonial activities, and of the forward movement in Africa and the East, little improvement was noticeable for many years in the conduct of relations between European and Asiatic states. For, with the growth of Western states in wealth and power, national ambition and avarice soon eclipsed all sense of justice and honor. An unscrupulous competition for commercial privileges, trade monopolies, markets, and economic concessions ensued, in which diplomatic intrigues, intimidation, bribery, and force were universally employed, on the basis that the end justifies the means. And all the European powers of the first class, and some other states, joined in a movement to preëmpt for themselves important strategic places and trade centers, to mark out certain districts as "spheres of influence," and to seize territory, with the purpose of providing for their future commercial and industrial needs, and of promoting their expansion into world empires. Such activities marked the progress of Great Britain in India and its vicinity, of Russia in Turkestan and Manchuria, of Germany in Shantung, of France in Indo-China, and of Japan in Korea and Manchuria. And this stupendous race for world trade and national expansion gave rise to the infamous Imperialism, and later, to its saner and broader-minded relative — the New Internationalism; while, out of this whirlpool of international conflict and competition, there arose a world intercourse and a world politics, as we have them to-day.

The enlargement of intercourse between the West and the East took place in four great divisions of the East, although there has been of necessity some overlapping of These four regions may be activities here and there. concisely designated by the terms: Near East, Middle East, Far East, and Oceanica or the Pacific Islands. is with the first three of these, in the main, that the present volume proposes to deal. By the Near East, we mean those portions of Europe and Asia which touch upon the five great waterways — the trunk-lines of traffic lying at the back door of Europe - namely: the eastern Mediterranean and the Dardanelles, the Black Sea and the Bosphorus, the Red Sea and the Suez Canal, and the Persian Gulf. In this region, the Ottoman Empire in Asia has been the storm center, with the outlying districts of the Balkans, the Caucasus, Arabia, and Egypt playing important side rôles and contributing considerably to the general trend of events. From the days of Napoleon, who wrote to the French Directory in 1797, "To destroy England, we must take possession of Egypt," to the age of William II with his "Drang nach Osten," there has been a constant struggle "to have and to hold" the route to the East and the trade of the Near East.

In the Middle East, India has held the center of the stage