

International Law Studies—Volume 18

International Law Documents

The thoughts and opinions expressed are those of the authors and not necessarily of the U.S. Government,
the U.S. Department of the Navy or the Naval War College.

16. Surrender of all garrisons in Hedjaz, Assir, Yemen, Syria, and Mesopotamia to the nearest allied commander, and the withdrawal of troops from Cilicia, except those necessary to maintain order, as will be determined under clause 5.

17. Surrender of all Turkish officers in Tripolitania and Cyrenaica to the nearest Italian garrison. Turkey guarantees to stop supplies and communications with those officers if they do not obey the order to surrender.

18. Surrender of all ports occupied in Tripolitania and Cyrenaica, including Misurata, to the nearest allied garrison.

19. All Germans and Austrians, naval, military, and civilian, to be evacuated within one month from Turkish dominions, those in remote districts as soon after as may be possible.

20. Compliance with such orders as may be conveyed for the disposal of the equipment, arms, and ammunition, including transport of that portion of the Turkish army which is demobilized under clause 5.

21. An allied representative to be attached to the Turkish ministry of supplies in order to safeguard allied interests. This representative to be furnished with all information necessary for this purpose.

22. Turkish prisoners are to be kept at the disposal of the allied powers. The release of Turkish civilian prisoners and prisoners over military age to be considered.

23. Obligation on the part of Turkey to cease all relations with the Central Powers.

24. In case of disorder in the six Armenian vilayets the Allies reserve to themselves the right to occupy any part of them.

25. Hostilities between the Allies and Turkey shall cease from noon, local time, on Thursday, 31st October, 1918.

Signed in duplicate on board His Britannic Majesty's Ship *Agamemnon*, at Port Mudros, Lemnos, the 30th October, 1918.

ARTHUR CALTHORPE.
HUSSEIN RAOUF.
RECHAD HIKMET.
SAADULLAH.

UNITED STATES.

WAR MEASURES.

Act relating to the violation of regulations for defensive sea areas, March 4, 1917.

[Naval appropriation act, 1917, 39 Stat., 1194.]

That section forty-four of the act entitled "An act to codify, revise, and amend the penal laws of the United States," approved March fourth, nineteen hundred and nine, be, and the same is hereby, amended to read as follows:

"SEC. 44. Whoever shall willfully trespass upon, injure, or destroy any of the works or property or material of any submarine mine or

torpedo or fortification or harbor-defense system owned or constructed or in process of construction by the United States, or shall willfully interfere with the operation or use of any such submarine mine, torpedo, fortification, or harbor-defense system, or shall knowingly, willfully, or wantonly violate any duly authorized and promulgated order or regulation of the President governing persons or vessels within the limits of defensive sea areas, which defensive sea areas are hereby authorized to be established by order of the President from time to time as may be necessary in his discretion for purposes of national defense, shall be punished, on conviction thereof in a district or circuit court of appeals of the United States for the district or circuit in which the offense was committed, or into which the offender is first brought, by a fine of not more than \$5,000, or by imprisonment for a term not exceeding five years, or by both, in the discretion of the court."

Act defining the application of the neutrality laws to subjects of co-belligerents with the United States, May 7, 1917.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section ten of chapter two of an act entitled "An act to codify, revise, and amend the penal laws of the United States," approved March fourth, nineteen hundred and nine, be amended so as to read as follows:

"SEC. 10. Whoever, within the territory or jurisdiction of the United States, enlists or enters himself, or hires or retains another person to enlist or enter himself, or to go beyond the limits of jurisdiction of the United States with intent to be enlisted or entered in the service of any foreign prince, State, colony, district, or people as a soldier or as a marine or seaman on board of any vessel of war, letter of marque, or privateer shall be fined not more than \$1,000 and imprisoned not more than three years: *Provided*, That this section shall not apply to citizens or subjects of any country engaged in war with a country with which the United States is at war, unless such citizen or subject of such foreign country shall hire or solicit a citizen of the United States to enlist or go beyond the jurisdiction of the United States with intent to enlist or enter the service of a foreign country. Enlistments under this provision shall be under regulations prescribed by the Secretary of War."

Approved, May 7, 1917.

Regulation relating to anchorage and navigation of vessels in waters of United States, February 25, 1918.

[Official United States Bulletin, No. 245, p. 3.]

FEBRUARY 25, 1918.

To collectors of customs and others concerned:

In accordance with Title II, section 1, of the so-called espionage act approved June 15, 1917, entitled, "An act to punish acts of interference with the foreign relations, the neutrality, and the foreign commerce of

the United States, to punish espionage, and to better enforce the criminal laws of the United States, and for other purposes," and with the Executive order dated December 3, 1917, the following rules and regulations are promulgated:

1. All existing rules and regulations governing anchorages and movements of vessels in the navigable waters of the United States established by lawful authority are hereby reaffirmed and continued in force during the period of the present war, under the authority vested in the Secretary of the Treasury by the aforesaid act and Executive order.

2. The following persons are hereby authorized to enforce the rules and regulations governing the anchorage of vessels herein reaffirmed or promulgated:

(a) For the port and harbor of New York and vicinity, the officer designated by the Secretary of the Treasury as captain of the port.

(b) For the port of Norfolk, Hampton Roads, and vicinity the officer designated by the Secretary of the Treasury as captain of the port.

(c) For all other ports and territorial waters of the United States, the collectors of customs for the district in which such port and waters are located, or the captain of the port when such officer has been designated by the Secretary of the Treasury.

INSPECTION OF VESSELS.

3. The collector of customs, through the captain of the port, or other agency acting for the collector, is hereby authorized to inspect and search at any time any vessel, foreign or domestic, or any person or package thereon, within the territorial waters of the United States, to place guards upon such vessels, and to remove therefrom any or all persons not specially authorized by him to go or to remain on board thereof.

4. The collector of customs, through the captain of the port, or other agency acting for the collector, is hereby authorized to take full possession and control of any vessel, foreign or domestic, in the territorial waters of the United States, whenever, in his judgment, such action is necessary in order to secure such vessel from damage or injury, or to prevent damage or injury to any harbor or waters of the United States or to secure the observance of the rights and obligations of the United States.

5. The collector of customs shall refuse clearance to any vessel having on board inflammable and explosive articles so laden or stowed as to render the same unnecessarily dangerous to navigation, and may also refuse clearance to any vessel bound for a foreign port with any person on board, either as officer, member of the crew, or passenger, whose departure from the United States on such vessel has been determined by the action of the proper Federal authorities to be inimical to the interests of the United States in the conduct of the war.

6. The Secretary of the Treasury may require all lighters, barges, tugs, motor boats, sailboats, and similar craft operating in the harbor

or waters of any port of entry, to be especially licensed by the collector of customs for such purpose, and may revoke any license so granted for any failure to comply with the anchorage or harbor regulations for such port, or to obey the orders of the captain of the port in such regard, or for any act inimical to the interests of the United States in the conduct of the war.

W. G. McADOO,
Secretary of the Treasury.

Approved:

WOODROW WILSON,
President.

26 FEBRUARY, 1918.

Executive order establishing defensive sea area, June 29, 1918.

[Official United States Bulletin, No. 350, p. 1.]

In accordance with the authority vested in me by section forty-four¹ of the act entitled "An act to codify, revise, and amend the penal laws of the United States," approved March fourth, nineteen hundred and nine, as amended by the act "Making appropriations for the naval service for the fiscal year ending June thirtieth, nineteen hundred and eighteen, and for other purposes," approved March fourth, nineteen hundred and seventeen, I Woodrow Wilson, President of the United States, do order that the defensive sea area at Chesapeake entrance and the defensive sea area at Hampton Roads, established by Executive order under date of April fifth, nineteen hundred and seventeen,² be hereby abolished.

And further, I do order established, subject to the same disclaimer of responsibility for damage inflicted as proclaimed in said order of April fifth, nineteen hundred and seventeen, a defensive sea area, to be maintained until further notification, at the place and within the limits described as follows—that is to say:

Lower Chesapeake:

Outer limit.—Line parallel to that joining Cape Henry Light and Cape Charles Light and 4 nautical miles to eastward thereof, and the lines from Cape Charles Light and from Cape Henry Light perpendicular to this line.

Inner limits.—Line tangent to end of wharf on west side of Old Point Comfort and Fort Wool, and a line running from Back River Light through the Light Vessel marking the southern end of the 35-foot cut known as the Baltimore Channel, thence to the eastern shore of Virginia.

And I do further order that the "Regulations for Carrying into Effect the Executive Order of the President Establishing Defensive Sea Areas," approved by me April 5, 1917,² duly promulgated and published, are and shall be considered as of full effect and binding on all

¹ *Supra*, p. 161.

² Naval War College International Law Documents, 1917, p. 233, 237.

persons and vessels within the limits of the defensive sea area hereby established.

The designated points for ships entering and leaving the defensive sea area herein established shall be as follows:

Eastern limit.—Chesapeake Bay main ship channel entrance buoy.

Western limit.—In channel to northwestward of entrance buoy of dredged channel, Elizabeth River.

Northern limit.—Light vessel marking the southern end of the 35-foot cut known as the Baltimore Channel, thence to the eastern shore of Virginia.

WOODROW WILSON.

THE WHITE HOUSE, June 29, 1918.

Proclamation putting into effect law to prevent the acquisition of national ships or yards by foreign interests, August 7, 1918.

(Official U. S. Bulletin, No. 336, p. 2.)

By the President of the United States of America:

A PROCLAMATION.

Whereas, an act of Congress, entitled "Shipping act, 1916," approved September 7, 1916, as amended by an act of Congress entitled "An act to amend the act approved September 7, 1916, entitled, 'An act to establish a United States Shipping Board for the purpose of encouraging, developing, and creating a naval auxiliary and naval reserve and a merchant marine to meet the requirements of the commerce of the United States with its territories and possessions and with foreign countries; to regulate carriers by water in the foreign and interstate commerce of the United States; and for other purposes,'" approved July 15, 1918, contains the following provisions:

SEC. 37. That when the United States is at war or during any national emergency, the existence of which is declared by proclamation of the President, it shall be unlawful, without first obtaining the approval of the board:

(a) To transfer or to place under any foreign registry or flag any vessel owned in whole or in part by any person a citizen of the United States or by a corporation organized under the laws of the United States, or of any State, Territory, District, or possession thereof; or

(b) To sell, mortgage, lease, charter, deliver, or in any manner transfer, or agree to sell, mortgage, lease, charter, deliver, or in any manner transfer, to any person not a citizen of the United States (1) any such vessel or any interest therein, or (2) any vessel documented under the laws of the United States, or any interest therein, or (3) any shipyard, dry dock, shipbuilding or ship-repairing plant or facilities, or any interest therein; or

(c) To enter into any contract, agreement, or understanding to construct a vessel within the United States for or to be delivered to any person not a citizen of the United States, without expressly stipulating that such construction shall not begin until after the war or emergency proclaimed by the President has ended; or

(d) To make any agreement, or effect any understanding whereby there is vested in or for the benefit of any person not a citizen of the United States, the controlling interest or a majority of the voting power in a corporation which is organized under the laws of the United States, or of any State, Territory, District, or possession thereof, and which owns any vessel, shipyard, dry dock, or ship-building or ship-repairing plant or facilities; or

(e) To cause or procure any vessel constructed in whole or in part within the United States, which has never cleared for any foreign port, to depart from a port of the United States before it has been documented under the laws of the United States.

And whereas the destruction of maritime tonnage during the present war has rendered it imperative that the American merchant marine be retained under American control and free from alien influence;

Now, therefore, I, Woodrow Wilson, President of the United States of America, acting under authority conferred in me by said act, do hereby proclaim that a state of war and a national emergency within the meaning of said act do now exist, and I do hereby enjoin all persons from doing of the things in said act declared to be unlawful.

For the purposes of said act of Congress, the national emergency herein proclaimed shall be deemed to continue until its termination has been evidenced by a proclamation of the President.

In witness whereof I have hereunto set my hand and caused the seal of the United States to be affixed.

Done in the District of Columbia this 7th day of August, in the year of our Lord 1918, and of the Independence of the United States of America the one hundred and forty-third.

[SEAL.]

WOODROW WILSON.

By the President:

FRANK L. POLK,

Acting Secretary of State.

REQUISITION OF FOREIGN VESSELS.

*Proclamation taking over Dutch vessels, March 20, 1918.*¹

(Official United States Bulletin, No. 263, p. 1.)

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA.

A PROCLAMATION.

Whereas the law and practice of nations accords to a belligerent power the right in times of military exigency and for purposes essential to the prosecution of war to take over and utilize neutral vessels lying within its jurisdiction;

And whereas the act of Congress of June 15, 1917, entitled "An act making appropriations to supply urgent deficiencies in appropriations for the Military and Naval Establishments on account of war expenses for the fiscal year ending June thirtieth, nineteen hundred and seventeen, and for the other purposes," confers upon the President power to take over the possession of any vessel within the jurisdiction of the United States for use or operation by the United States:

Now therefore, I, Woodrow Wilson, President of the United States of America, in accordance with international law and practice, and

¹ See also correspondence with the Netherlands Government respecting the requisitioning of ships by the associated governments, British Parl. Pap., Misc. No. 11 (1918); correspondence with the Netherlands Government regarding the requisitioning by His Majesty's Government of British owned or chiefly British owned ships under neutral flags, British Parl. Pap., Misc. No. 5 (1918).

by virtue of the act of Congress aforesaid, and as Commander in Chief of the Army and Navy of the United States, do hereby find and proclaim that the imperative military needs of the United States require the immediate utilization of vessels of Netherlands registry, now lying within the territorial waters of the United States; and I do therefore authorize and empower the Secretary of the Navy to take over on behalf of the United States the possession of and to employ all such vessels of Netherlands registry as may be necessary for essential purposes connected with the prosecution of the war against the Imperial German Government. The vessels shall be manned, equipped, and operated by the Navy Department and the United States Shipping Board, as may be deemed expedient; and the United States Shipping Board shall make to the owners thereof full compensation, in accordance with the principles of international law.

In testimony whereof, I have hereunto set my hand and caused the seal of the United States to be affixed.

Done in the District of Columbia, this twentieth day of March, in the year of our Lord one thousand nine hundred and eighteen, and of the independence of the United States of America the one hundred and forty-second.

WOODROW WILSON.

By the President:

ROBERT LANSING,
Secretary of State.

*Statement by the President with reference to taking over Dutch vessels,
March 20, 1918.*

(Official United States Bulletin, No. 263, p. 1.)

For some months the United States and the Entente Allies have been conducting negotiations with the Dutch Government with the object of concluding a general commercial agreement.

A very clear statement of the character of these negotiations was made on March 12 to the Dutch Parliament by his excellency the minister of foreign affairs of Holland.¹ As appears from the statement, the discussion proceeded upon the basis of two fundamental propositions, namely, that the United States and the Allies should facilitate the importation into Holland of foodstuffs and other commodities required to maintain her economic life, and that Holland should restore her merchant marine to a normal condition of activity.

It was the task of the negotiators to develop a specific application of these propositions which would be acceptable to the Governments concerned.

Early in January, 1918, the negotiators came to an understanding which was embodied in a tentative agreement, which was submitted to

¹ Official United States Bulletin, No. 259, p. 1. For statement issued by Netherlands Government in *Staats Courant*, Mar. 30, 1918, *ibid.* No. 283, p. 2, and answer by United States Department of State, Apr. 13, 1918, *ibid.*, No. 283, p. 1.

the Governments concerned in order that if acceptable it might be ratified, or if unacceptable a counter proposal might be made.

The negotiations becoming prolonged, the Dutch delegates proposed, in order that their ships might sooner be put into remunerative service, that Dutch tonnage lying idle in American waters should, with certain exceptions, be immediately chartered to the United States for periods not exceeding 90 days.

This proposal was accepted by the United States Government, and on January 25, 1918, the Dutch minister at Washington handed to the Secretary of State of the United States a note expressing the terms of the temporary chartering agreement and his Government's acceptance thereof. This agreement provided, among other things, that 150,000 tons of Dutch shipping should, at the discretion of the United States, be employed partly in the service of Belgian relief and partly for Switzerland on safe conduct to Cete, France, and that for each ship sent to Holland in the service of Belgian relief a corresponding vessel should leave Holland for the United States. Two Dutch ships in the United States ports with cargoes of foodstuffs were to proceed to Holland, similar tonnage being sent in exchange from Holland to the United States for charter as in the case of other Dutch ships lying in the United States ports.

The agreement was explicitly temporary in character and, being designed to meet an immediate situation, prompt performance was of the essence. The Dutch Government at once disclosed, however, that it was unwilling or unable to carry out this chartering agreement which it had itself proposed. The first desire of the United States was to secure at once shipping, as contemplated by the agreement, to transport to Switzerland foodstuffs much needed by the State. One difficulty after another was, however, raised to postpone the chartering of Dutch ships for Swiss relief, and, although the reason was never formally expressed, it was generally known that the Dutch shipowners feared lest their ships should be destroyed by German submarines, even though on an errand of mercy, and though not traversing any of the so-called "danger zones" proclaimed by the German Government. That this fear was not wholly unjustified has, unhappily, been shown by the recent act of the German Government in sinking the Spanish ship *Sardinero* outside the "danger zone" when carrying a cargo of grain for Switzerland, and after the submarine commander had ascertained this fact by an inspection of the ship's papers.

In respect of Belgian relief, the Dutch Government expressed its present inability to comply with the agreement on the ground that the German Government had given Holland to understand that it would forcibly prevent the departure from Holland of the corresponding ships, which under the agreement were to leave coincidentally for the United States. The Dutch Government even felt itself unable to secure the two cargoes of foodstuffs, which under the agreement it was permitted to secure, since here again the German Government intervened and

threatened to destroy the equivalent Dutch tonnage which under the agreement was to leave Holland for the United States.

Nearly two months have elapsed since the making of the temporary chartering agreement, and the proposed general agreement has lain even longer without reply on the part of Holland. Meanwhile German threats have grown more violent, with a view to preventing any permanent agreement and of forcing Holland to violate any temporary agreement.

On March 7, through Great Britain, a final proposal, expiring on the 18th, was submitted to Holland. A reply has been received which, while in itself unacceptable, might under other conditions have served as a basis for further negotiations. But the events to which I have alluded had served to demonstrate conclusively that we have been attempting to negotiate where the essential basis for an agreement, namely, the meeting of free wills, is absent. Even were an agreement concluded, there is lacking that power of independent action which alone can assure performance. I say this not in criticism of the Dutch Government. I profoundly sympathize with the difficulty of her position under the menace of a military power which has in every way demonstrated its disdain of neutral rights. But, since coercion does in fact exist, no alternative is left to us but to accomplish, through the exercise of our indisputable rights as a sovereign, that which is so reasonable that in other circumstances we could be confident of accomplishing it by agreement.

Steps are accordingly being taken to put into our service Dutch shipping lying within our territorial jurisdiction. This action on our part and the similar action which is being taken by Governments associated with us leaves to Holland ample tonnage for her domestic and colonial needs. We have informed the Dutch Government that her colonial trade will be facilitated and that she may at once send ships from Holland to secure the bread serials which her people require. These ships will be freely bunkered and will be immune from detention on our part. The liner *New Amsterdam*, which came within our jurisdiction under an agreement for her return, will, of course, be permitted at once to return to Holland. Not only so, but she will be authorized to carry back with her the two cargoes of foodstuffs which Holland would have secured under the temporary chartering agreement had not Germany prevented. Ample compensation will be paid to the Dutch owners of the ships which will be put into our service, and suitable provision will be made to meet the possibility of ships being lost through enemy action.

It is our earnest desire to safeguard to the fullest extent the interests of Holland and of her nationals. By exercising in this crisis our admitted right to control all property within our territory, we do no wrong to Holland. The manner in which we proposed to exercise this right and our proposals made to Holland concurrently therewith can not, I believe, fail to evidence to Holland the sincerity of our friendship toward her.

WOODROW WILSON.

170 *United States, Requisition of Dutch Ships.*

Statement of the Navy Department with reference to taking over of Dutch vessels, March 20, 1918.

(Official United States Bulletin, No. 263, p. 1.)

The following statement was given out by Secretary Daniels:

In compliance with a proclamation of the President and in accordance with the rules of international law which gives to belligerent powers the right in time of military exigency and for purposes essential to the prosecution of war the authority to take over and utilize neutral vessels lying within its jurisdiction, orders were given to take over and man by the Navy all the Dutch ships now lying within the territorial waters of the United States. These vessels will be taken over immediately and manned by the Navy and will be operated as may be necessary for essential purposes connected with the prosecution of the war. The services to which they will be placed will be jointly determined between the Navy Department and the United States Shipping Board. Later on it may become advisable to man some of these vessels with merchant crews supplied by the Shipping Board, dependent upon the special service on which they will be employed.

Executive order authorizing taking over of materials on Dutch ships, March 28, 1918.

[Official United States Bulletin, No. 273, p. 1.]

EXECUTIVE ORDER.

In pursuance of the authority conferred upon the President of the United States by the act approved June 15, 1917, entitled "An act making appropriations to supply urgent deficiencies for the fiscal year ending June 30, 1917, and for other purposes," the Secretary of the Navy is hereby authorized and directed to take over, on behalf of the United States, possession of all tackle, apparel, furniture, and equipment, and all stores, including bunker fuel, aboard each of the vessels of Netherlands registry now lying within the territorial jurisdiction of the United States, possession of which was taken in accordance with the proclamation of the President of the United States promulgated March 20, 1918; and in every instance in which such possession has heretofore been taken of such tackle, apparel, furniture, equipment, and stores, such taking is hereby adopted and made of the same force and effect as if it had been made subsequent to the signing of this Executive order.

The United States Shipping Board shall make to the owners of any tackle, apparel, furniture, equipment, and stores taken under the authority of this order full compensation in accordance with the principles of international law.

WOODROW WILSON.

THE WHITE HOUSE, *March 28, 1918.*

United States, Requisition of Austrian Vessel. 171

Executive order requisitioning Austro-Hungarian merchant vessel, May 11, 1918.

[Official United States Bulletin, No. 328, p. 10.]

Whereas the following joint resolution adopted by Congress was approved by the President May 12, 1917:

Joint resolution authorizing the President to take over for the United States the possession and title of any vessel within its jurisdiction which at the time of coming therein was owned in whole or in part by any corporation, citizen, or subject of any nation with which the United States may be at war, or was under register of any such nation, and for other purposes.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the President be, and he is hereby, authorized to take over to the United States the immediate possession and title of any vessel within the jurisdiction thereof, including the Canal Zone and all territories and insular possessions of the United States except the American Virgin Islands, which at the time of coming into such jurisdiction was owned in whole or in part by any corporation, citizen, or subject of any nation with which the United States may be at war when such vessel shall be taken, or was flying the flag of or was under register of any such nation or any political subdivision or municipality thereof; and, through the United States Shipping Board, or any department or agency of the Government, to operate, lease, charter, and equip such vessel in any service of the United States, or in any commerce, foreign or coastwise.

SEC. 2. That the Secretary of the Navy be, and he is hereby, authorized and directed to appoint, subject to the approval of the President, a board of survey, whose duty it shall be to ascertain the actual value of the vessel, its equipment, appurtenances, and all property contained therein, at the time of its taking, and to make a written report of their findings to the Secretary of the Navy, who shall preserve such report with the records of his department. These findings shall be considered as competent evidence in all proceedings on any claim for compensation.

And whereas the following vessel was, at the time of coming into the jurisdiction of the United States, owned in whole or in part by a corporation, citizen, or subject of the Empire of Austria-Hungary, a nation with which the United States is now at war, or was flying the flag of or under the register of the Empire of Austria-Hungary, or of a political subdivision or municipality thereof:

Passenger steamship *Martha Washington*, now lying at the port of New York:

It is therefore ordered: That through the United States Shipping Board there be taken over to the United States the possession and title of the aforementioned vessel. The United States Shipping Board is further hereby authorized to repair, equip, and man said vessel; to operate, lease, or charter the same in any service of the United States, or in any commerce, foreign or coastwise; and to do and perform any and all things that may be necessary to accomplish the purposes of the joint resolution above set forth.

WOODROW WILSON.

THE WHITE HOUSE,
11 May, 1918.

CENSORSHIP REGULATIONS.

Executive order relating to censorship of telegraph, telephone, and cable lines, April 28, 1917.

(Official United States Bulletin, No. 1, p. 8.)

EXECUTIVE ORDER.¹**CENSORSHIP OF SUBMARINE CABLES, TELEGRAPH AND TELEPHONE LINES.**

Whereas the existence of a state of war between the United States and the Imperial German Government makes it essential to the public safety that no communication of a character which would aid the enemy or its allies shall be had.

Therefore, by virtue of the power vested in me under the Constitution and by the joint resolution passed by Congress on April 6, 1917, declaring the existence of a state of war, it is ordered that all companies or other persons owning, controlling, or operating telegraph and telephone lines or submarine cables are hereby prohibited from transmitting messages to points without the United States, and from delivering messages received from such points, except those permitted under rules and regulations to be established by the Secretary of War for telegraph and telephone lines and by the Secretary of the Navy for submarine cables.

To these departments, respectively, is delegated the duty of preparing and enforcing rules and regulations under this order to accomplish the purpose mentioned.

This order shall take effect from date.

WOODROW WILSON.

THE WHITE HOUSE,
April 28, 1917.

¹ OBJECTS OF CENSORSHIP.

The Committee on Public Information announces that arrangements have been made to put the Executive order into instant effect. Conference with the heads of the cable, telephone, and telegraph companies have been held in Washington during the week and all plans have been worked out in detail. An expert personnel, previously selected, and the generous and complete cooperation of the various companies combine to assure expedition and efficiency from the outset. The objects of the censorship are these:

(1) To deny the enemy information of military value or any information prejudicial to the interests of the United States or to the interests of other enemies of the Imperial German Government.

(2) To obtain information of value to the several departments of the United States Government.

(3) To prevent the spreading of false reports or reports likely to interfere directly or indirectly with the successes of the naval or military operations of the United States or likely to prejudice relations with foreign powers or the security, training, discipline, or administration of the naval and military forces of the United States.

Secretary Daniels has assigned Commander D. W. Todd, Director of Naval Communications, to have charge of the cable censorship, and Commander Arthur B. Hoff will be in control of the New York division. Brig. Gen. McIntyre has been selected by Secretary Baker to direct the telephone and telegraph supervision on the border. The censorship of telephones and telegraphs will affect the Mexican border only.

The Committee on Public Information will provide the clearing house necessary to relate the activities of the naval and military censorship to every department of Government.—(Official United States Bulletin, No. 1, p. 8.)

Regulations for cable censorship, May 1, 1917.

[Official United States Bulletin, No. 1, p. 8.]

These cable censorship regulations are issued for the guidance of the public.

CABLE CENSORSHIP REGULATIONS.

Codes.—The following authorized codes may be used, conditioned upon their acceptability under the censorship regulations in effect in the foreign countries concerned. The name of the code shall be written in the check and be signaled free:

A. B. C.; 5th.

Scott's, 10th edition.

Western Union (not including five-letter edition.)

Lieber's (not including five-letter edition).

Bentley's Complete Phrase Code (not including the oil and mining supplements).

• Broomhall's Imperial Combination Code.

Broomhall's Imperial Combination Code, rubber edition.

Meyer's Atlantic Cotton Code, 39th edition.

Riverside Code, 5th edition.

A. Z.

Addresses.—Must be complete, but properly registered addresses may be used where permitted by the censorship abroad. However, code addresses registered subsequent to December 31, 1916, may not be used in messages to and from Central South America, Cuba, Porto Rico, Virgin Islands, Haiti, San Domingo, Curacao, or in messages transiting over the Commercial Pacific cable or via Trans-Pacific wireless.

Text.—Cablegrams without text will not be passed.

Signatures.—All cablegrams must be signed by the name of the firm, or, in case of an individual, by at least the surname. Code addresses as signatures are not permitted.

Decoding and translation of cablegrams.—All code cablegrams and cablegrams written in the approved foreign languages will be decoded or translated by censors.

Suppressions, delays, etc.—All cablegrams are accepted at the sender's risk and may be stopped, delayed, or otherwise dealt with at the discretion of the censor, and without notice to the senders. No information respecting the transmission, delivery, or other disposal of any cablegram shall be given by paid service, and requests made by mail must be addressed to the telegraph or cable companies and must be passed upon by the censor. Telegraphic and post acknowledgements of receipt (P. C. and P. C. P. services) are suspended in all countries.

Information to senders.—Any explanation of a text word or words, etc., required by the censor from the sender in the United States shall be obtained by a collect message from the censor to the sender and by a paid reply from the sender of the cablegram.

Coded cablegrams filed directly at cable offices where a cable censor is stationed, as at New York, Key West, Galveston, and San Francisco, should be accompanied by a translation. This will expedite the works of the censor and thereby greatly reduce delay.

Regulations for cable censorship, No. 2, May 31, 1917.

[Official United States Bulletin, No. 22, p. 5.]

The Office of the Director of Naval Communications and Chief Cable Censor has issued Cable Censorship Regulations No. 2, effective May 31, superseding and amending No. 1, issued May 1.

The regulations follow:

Language.—Cablegrams to Central and South America, to the West Indies, and to points reached by the Pacific routes, may be written in plain English, French, or Spanish.

Codes.—The following authorized codes may be used, conditioned on their acceptability under the censorship regulations in effect in the foreign countries concerned. The name of the code shall be written in the check and will be signaled free:

1. A, B, C, fifth.
2. Scott's tenth edition.
3. Western Union (not including five-letter edition).
4. Lieber's (not including five-letter edition).
5. Bentley's Complete Phrase Code (not including the oil and mining supplements).
6. Broomhall's Imperial Combination Code.
7. Broomhall's Imperial Combination Code, rubber edition.
8. Meyer's Atlantic Cotton Code, thirty-ninth edition.
9. Riverside Code, fifth edition.
10. A, Z.

CODE ADDRESSES.

Address must be complete; but properly registered code addresses may be used, where permitted by the censorship abroad. However, code addresses registered subsequent to December 31, 1916, may not be used in messages to and from Central and South America, Cuba, Porto Rico, Virgin Islands, Haiti, San Domingo, Curacao, or in messages transmitted over the Commercial Pacific cable, or via trans-Pacific wireless.

Cablegrams without text or with only single-word text will not be passed.

*Signatures.*¹—All cablegrams must be signed; in the case of individuals by the surname at least; in the case of a firm or organization, by the

¹ The Naval Communication Service authorizes the following:

Recent orders to cable censors have interpreted and altered the paragraphs on "Addresses" and "Signatures" in Cable Censorship Regulations No. 2.

Heretofore it has been required only that "the full name of the sender must appear on space provided in blank." The following order has been issued:

"Every sender of a cablegram must place his full name and address on the face of the cablegram, and likewise the full name and address of the addressee. This will not be considered a part of the cablegram, but is for the information of censorship."

In addition to limiting, as, at present, signatures on cablegrams to the surname of an individual or in the case of firms or organizations to the surname of a responsible member or officer thereof, when satisfactory information regarding him is on file with the censor, censors are now instructed to pass organization signatures of two or more words when understandable. Examples: "Pacific Mail" for the Pacific Mail Steamship Co.; "Second National" for the Second National Bank of Boston; "Studebaker Corporation" for the Studebaker Corporation of America.—(Official United States Bulletin No. 35, p. 4.)

surname of a responsible member of the firm or officer of the organization, when satisfactory information regarding him is on file with the censor. The full name of sender must appear on space provided on blank. Code addresses as signatures are not permitted.

SUPPRESSIONS, DELAYS, ETC.

Suppressions, delays, etc.—All cablegrams are accepted at senders' risk, and may be stopped, delayed, or otherwise dealt with at the discretion of the censor and without notice to the senders. No information respecting the transmission, delivery, or other disposal of any cablegrams shall be given by paid service, and requests made by mail must be addressed to the telegraph or cable companies and must be passed upon by the censor. Telegraphic or post acknowledgments of the receipt (P. C. or P. C. P. services) are suspended to all countries.

Information to senders.—The cable company will notify the station of origin by free service when a message does not conform to the censorship regulations. Any explanation of a test word or words, etc., required by the censor from the sender in the United States or Canada shall be obtained by a collect message from the censor to the sender and by a paid reply from the sender of the cablegram.

Coded cablegrams filed directly at cable offices where a cable censor is stationed, as at New York, Key West, Galveston, and San Francisco, should be accompanied by a translation, and if it is certified by some responsible member of a firm it will tend to expedite the transmission of the message.

Figures.—Unrelated numbers or code words which translate into unrelated numbers prohibited.

Serial numbers.—The serial numbering of cablegrams will be permitted when the following conditions are complied with: Four figures will be used. The first two figures will be the daily serial number of the cablegram. The second two will be the day of the month. In the first nine messages of each day the first figure will be "0." On the first nine days of the month the third figure will be "0." The serial number will be the last word in the message and will immediately precede the signature.

USE OF TEST WORDS.

Test words.—Test words are permitted when senders comply with regulations which will be furnished on application to the censor or telegraph and cable companies.

To relieve individuals and organizations transmitting money by cable of the necessity for furnishing copies of their systems of test words, affidavits will be accepted to cover the use of such test words.

Organizations and individuals desiring to use test words to authenticate their messages and to act as a check on the amount of money transmitted, must furnish an affidavit to cover the following:

"The test word will be the first word in the body of the message. Such test word will have no other meaning or use than that of authenti-

cating the amount of money transmitted or that of preventing fraud by unauthorized payments of money.”

The letter transmitting the affidavit should state the cable landing point or points through which the use of a test word is desired—that is, a bank sending messages from New York, Galveston, and San Francisco should so state in their letter transmitting the affidavit. If the bank handles cable business through one cable landing point only such as the New York cable origin, the letter of transmittal should state this point only.

Affidavits should be mailed to the Chief Cable Censor, Room 209, Southern Building, Washington, D. C.

Prohibited.—Military information, aid to the enemy, information of movements of all vessels to submarine zone, private codes, cablegrams not understandable to the censor.

It is the constant study and effort of the cable censorship to ease the situation of the American trader and correspondent, consistent with the objects of military censorship. Among the significant changes above from Regulations No. 1 are:

1. Instead of requiring the signature in full of a firm, corporation, or other organization the signature of the surname of a responsible member of the firm, corporation, or other organization is accepted when satisfactory information regarding him is on file with the censor.

2. When translations and decoded copies of cablegrams are certified by some responsible member of a firm or organization they will be expedited in transmission.

3. When the context in which figures appear is clear they will be allowed, but unrelated numbers, or code words which translate into unrelated numbers, are prohibited.

4. The serial numbering of cablegrams will be permitted when the following conditions are complied with: Four figures will be used. The first two figures will be the daily serial number of the cablegram. The second two will be the day of the month. In the first nine messages of each day the first figure will be “0.” On the first nine days of the month the third figure will be “0.” The serial number will be the last word in the message and will immediately precede the signature.

5. Test words are allowed when senders comply with the above regulations.

General Order relating to divulging Naval information of value to the enemy, June 11, 1917.

(Official United States Bulletin, No. 27, p. 2.)

Secretary of the Navy Daniels has made public the following general order:

1. The department has reason to believe that information of a character most valuable to the enemy, and which might prove most disastrous to the Navy, has in some way reached the enemy. In view of the strenuous efforts that have been made to prevent the dissemination of such information, the department believes that in practically every instance this has resulted from certain information being given in confidence to or spoken in the presence of, a close relative or a friend who, failing to appreciate the

gravity of the offense, inadvertently transmitted it into the hands of those who most desired to obtain it.

2. The department has on previous occasions endeavored to impress upon everyone in the naval service the urgent necessity for carefully guarding against the dissemination of any military information which could possibly be of advantage to an enemy. The situation at this time is entirely too grave to permit of a continuance of present practice in this regard. Officers, enlisted personnel, and civilian employees are therefore directed not to discuss any question relating to the disposition, movements, or proposed movements of naval or military forces (including personnel) at any time, except officially, either among themselves or with any persons outside the naval service. It should be clearly understood that families and relatives are to be considered as "outside the naval service."

3. All persons who attempt to obtain prohibited information from persons in the naval service should be regarded with suspicion and reported without delay to the proper authorities.

4. Those to whom a knowledge of a violation of this order comes shall consider it a serious official duty to report the matter immediately to the Navy Department for disciplinary action.

5. This order shall be read to the crews of all naval vessels and shall be posted in conspicuous places on board all ships of the Navy. Chiefs of bureaus and commandants of navy yards and stations will see that it is brought to the attention of all persons, civil and military, under their orders.

Regulations for cable censorship, No. 5, June 26, 1917.

[Official United States Bulletin, No. 38, p. 7.]

The Office of Naval Cable Censorship has issued Cable Censorship Regulations No. 5, to be effective June 26, 1917, and supersede all previous regulations. They are published below and will be found to contain few changes from former issues.

The significant new material will be found in paragraphs 12 and 14, which are wholly new, and in paragraphs 4, 5, 7, 11, and 13, which are new in part.

Paragraph 12 puts into effect a new form of serial numbering. There have been many requests from the small exporter and importer who did not find the former allowed serial number plan helped them over days when no message was sent. It is to help the small trader that this new order has been issued.

The greater latitude allowed by paragraphs 4, 7, and 13 is in conformity with the constant effort of cable censorship to ease, as far as possible, the necessary restrictions of this military expedient made necessary by our state of war.

The regulations, revised, follow:

1. *Language.*—Cablegrams to Central and South America, to the West Indies, and to points reached by the Pacific routes, may be written in plain, English, French, or Spanish.

2. *Codes.*—The following authorized codes may be used, conditioned on their acceptability under the censorship regulations in effect in the foreign countries concerned. The name of the code shall be written in the check and will be signaled free:

- (1) A. B. C., fifth.
- (2) Scott's tenth edition.
- (3) Western Union (not including five-letter edition).

- (4) Lieber's (not including five-letter edition).
- (5) Bentley's Complete Phrase Code (not including the oil and mining supplements).
- (6) Broomhall's Imperial Combination Code.
- (7) Broomhall's Imperial Combination Code, rubber edition.
- (8) Meyer's Atlantic Cotton Code, thirty-ninth edition.
- (9) Riverside Code, fifth edition.
- (10) A. Z.

3. *Addresses.*—Must be complete, but properly registered code addresses may be used, where permitted by the censorship abroad. However, code addresses registered subsequent to December 31, 1916, may not be used in messages to and from Central and South America, Cuba, Porto Rico, Virgin Island, Haiti, San Domingo, Curacao, or in messages transmitted over the Commercial Pacific cable, or via trans-Pacific wireless.

4. *Signatures.*—All cablegrams must be signed, in the case of an individual, by the surname at least; in the case of a firm or organization, by the surname of a responsible member of the firm or officer of the organization, when satisfactory information regarding him is on file with the censor, or by an abbreviated signature of two or more words from the incorporated title when understandable (examples, "Pacific Mail" for the Pacific Mail Steamship Co., "Second National" for the Second National Bank, or "Studebaker Corporation" for the Studebaker Corporation of America). The full name of sender must appear on space provided on blank. Code addresses as signatures are not permitted.

5. *Address and signature in full.*—Every sender of a cablegram must place his full name and address on the face of the cablegram, and likewise the full name and address of the addressee. This will not be considered a part of the cablegram, but is for the information of censorship.

6. Cablegrams without text will not be passed.

7. Single-word cablegrams will be passed when censor is satisfied of plain English word or when a single code word translates into two or more words understandable to the censor.

8. *Suppressions, delays, etc.*—All cablegrams are accepted at sender's risk and may be stopped, delayed, or otherwise dealt with, at the discretion of the censor and without notice to the senders. No information respecting the transmission, delivery, or other disposal of any cablegrams shall be given by paid service, and requests made by mail must be addressed to the telegraph or cable companies and must be passed upon by the censor. Telegraphic or post acknowledgments of the receipt (P. C. or P. C. P. services) are suspended to all countries.

9. *Information to senders.*—The cable company will notify the station of origin by free service when a message does not conform to the censorship regulations. Any explanation of a test word or words, etc., required by the censor from the sender in the United States or

Canada shall be obtained by a collect message from the censor to the sender and by a paid reply from the sender of the cablegram.

10. Coded cablegrams filed directly at cable offices where a cable censor is stationed, as at New York, Key West, Galveston, and San Francisco, should be accompanied by a translation, and if it is certified by some responsible member of a firm it will tend to expedite the transmission of the message.

11. *Figures.*—Unrelated numbers or code words which translate into unrelated numbers are prohibited, except as set out in paragraph 12.

12. Serial numbering of cablegrams will be permitted under the following conditions: Cablegrams may be numbered from 1 to 100, inclusive, in plain figures or authorized code translating into plain figures. At option of the sender two additional figures may be added to serial number, indicating the day of the month, and these figures may be in plain figures or in authorized code translating into figures, but on the first nine days of the month the numeral shall be preceded by a zero. The serial number, when used, shall be the last word in the message preceding the signature. Nothing herein requires any cablegram to have a serial number.

13.¹ *Test words.*—(a) Test words are permitted when senders comply with regulations as already issued, which will be furnished on application to the censor or telegraph and cable companies.

(b) Cablegrams with test word to addressee who has qualified for use of test words will be passed.

(c) Foreign branches of American firms, banks, or other organizations which have qualified for use of test word need not make additional affidavit, but are privileged to use test word under affidavit of parent organization.

(d) Foreign firms, banks, or other organizations will be privileged to use test word only after making affidavits as required by censorship test word regulation.

14. *Commodity.*—As a general rule the commodity should be included in the message. It may be omitted at the discretion of the censor if it appears in the translation filed by the sender in a manner satisfactory to the censor. If it is omitted in a message arriving from

¹ The Naval Communication Service has issued the following notice:

For present paragraph 32 in cable censorship circular No. 5, and for paragraph 13 in cable censorship regulations No. 5, substitute the following:

(a) A test word is permitted in any cablegram addressed to or sent by a bank, firm, or other organization which has qualified by complying with the regulations already issued. Regulations as to qualifying will be furnished on application to cable censors or to telegraph or cable companies.

(b) Foreign firms are privileged to qualify if they so desire, but may use test words when addressing qualified banks, firms, or other organizations.

(c) Qualification of American firm, bank, or other organization will include its foreign branches.

(d) Where a test word is used it will be the first word of the message.—(Official United States Bulletin, No. 43, p. 4.)

a foreign source, the censor, if he thinks expedient, may demand the commodity from the addressee.

15. *Prohibits.*—In addition to the other above regulations, the following are prohibited:

- (a) Military information.
- (b) Aid to the enemy.
- (c) Information of all transoceans movements of vessels.
- (d) Private codes.
- (e) Cablegrams obscure and not understandable to the censor.

Regulations for cable censorship No. 6, July 25, 1917.

(Official United States Bulletin No. 64, p. 3.)

The Naval Communication Service has issued cable censorship regulations No. 6, effective on the date censorship of Atlantic cables is made effective.¹ These regulations supersede all previous cable censorship regulations:

1. No cablegrams will be accepted for transmission to Germany or to any country assisting Germany in the prosecution of the war.

2. *Language.*—(a) Trans-Atlantic cablegrams must be in plain English or French, or in Italian in the case of telegrams originating in or destined to Italian territory (whether originating in the United States or in transit through), except that authorized codes (see par. 3) may be used in cablegrams to countries cooperating with the United States in the prosecution of the war.

(b) Cablegrams to Central and South America, to the West Indies, and to points reached by the Pacific routes, must be written in plain English, French, or Spanish, or in one of these languages translated into one of the codes enumerated in paragraph 3.

3. *Codes.*—The following authorized codes may be used, conditioned on their acceptibility under the censorship regulations in effect in the foreign countries concerned. The name of the code shall be written in the check and will be signaled free:

1. A, B, C., fifth.
2. Scott's tenth edition.
3. Western Union (not including five-letter edition).
4. Lieber's (not including five-letter edition).

¹ Secretary of the Navy Daniels signed the formal order this morning (July 18, 1917) for the extension of the cable censorship of all trans-Atlantic undersea communication.

"Since May 4," said Secretary Daniels, "a cable censorship has been in effect with respect to South and Central America, Mexico, and the Orient. Trans-Atlantic cables were exempted temporarily out of our desire to learn the workings of the French and British censorships in order to assure effective cooperation without duplication.

"Mr. George Creel, chairman of the Committee on Public Information, has been conducting this study, and his recommendation, made as the result of investigation and conference, carries with it an effective plan of procedure.

"Commander David W. Todd, director naval communications, will continue his executive direction of the cable censorship, and the New York office is in charge of Commander Arthur B. Hoff"—(Official United States Bulletin, No. 50, p. 1.)

5. Bentley's complete phrase code (not including the oil and mining supplements).

6. Broomhall's imperial combination code.

7. Broomhall's imperial combination code, rubber edition.

8. Meyer's Atlantic cotton code, thirty-ninth edition.

9. Riverside code, fifth edition.

10. A. Z. (not authorized on cablegrams to British possessions).

4. *Addresses.*—The address must be complete, but code addresses properly registered before July 1, 1914, may be used on trans-Atlantic cablegrams, and code addresses properly registered before January 1, 1917, may be used on all cablegrams not passing over trans-Atlantic cables.

5. *Signatures.*—All cablegrams must be signed; in the case of an individual, by the surname at least; in the case of a firm or organization, by the surname of a responsible member of the firm or officer of the organization, when satisfactory information regarding him is on file with the censor: or by an abbreviated signature of two or more words from the incorporated title when understandable (examples: "Pacific Mail" for the Pacific Mail Steamship Co., "Second National" for the Second National Bank, or "Studebaker Corporation" for the Studebaker Corporation of America). The full name of sender must appear on space provided on blank. Code addresses as signatures are not permitted.

6. *Address and signature in full.*—Every sender of a cablegram must place his full name and address on the face of the cablegram, and likewise the full name and address of the addressee. In so far as it relates to authorized code addresses and to signatures, this information will not be considered a part of the cablegram, but is for the information of censorship.

7. *Vessel's name required.*—If the message refers to a shipment or to a voyage, the name of the vessel concerned must appear on the message, but will not be considered a part of the cablegram.

8. Cablegrams without text will not be passed.

9. Single-word cablegrams will be passed when censor is satisfied of plain English word or when a single code word translates into two or more words understandable to the censor.

10. *Suppressions, delays, etc.*—All cablegrams are accepted at sender's risk, and may be stopped, delayed, or otherwise dealt with at the discretion of the censor and without notice to the senders. No information respecting the transmission, delivery, or other disposal of any cablegram shall be given by paid service, and requests made by mail must be addressed to the telegraph or cable companies and must be passed upon by the censor. Telegraphic or post acknowledgments of the receipt (P. C. or P. C. P. services) are suspended to all countries.

11. *Information to senders.*—The cable company will notify the station of origin by free service when a message does not conform to the censorship regulations. Any explanation of a test word or words, etc..

required by the censor from the sender in the United States or Canada shall be obtained by a collect message from the censor to the sender and by a paid reply from the sender of the cablegram.

12. Coded cablegrams filed directly at cable offices where a cable censor is stationed, as at New York, Key West, Galveston, and San Francisco, should be accompanied by a translation, and if it is certified by some responsible member of a firm it will tend to expedite the transmission of the message.

13. *Figures.*—Unrelated numbers or code words which translate into unrelated numbers are prohibited, except as set out in paragraph 14.

14. Serial numbering of cablegrams will be permitted under the following conditions: Cablegrams may be numbered from 1 to 999, inclusive, in plain figures or authorized code translating into plain figures, but the serial number must begin with number 1 on the first day of each month. At option of the sender, two additional figures may be added to serial number, indicating the day of the month, and these figures may be in plain figures or in authorized code translating into figures, but on the first nine days of the month the numeral shall be preceded by a zero. The serial number when used shall be the last word in the message preceding the signature. Nothing herein requires any cablegrams to have a serial number.

15. *Test word.*—(a) In order to safeguard the interests of responsible individuals and organizations transmitting money by cable, the use of test words will be permitted, and to relieve them of the necessity for furnishing copies of their systems of test words affidavit will be accepted to cover use of such test words.

(b) Organizations and individuals desiring to use test words to authenticate their messages and to act as a check on the amount of money transmitted must furnish to the chief cable censor, Navy Department, Washington, an affidavit sworn to before a properly constituted authority covering substantially the following allegations:

“The test word will be the first word in the body of the message. Such test word will have no other meaning or use than that of authenticating the amount of money transmitted or that of preventing fraud by unauthorized payments of money.”

(c) A test word is permitted in any cablegram addressed to or sent by a bank, firm, or other organization which has qualified by complying with the regulations herein prescribed.

(d) Foreign firms are privileged to qualify if they so desire, but even though not qualified they may use test words when addressing qualified banks, firms, or other organizations.

(e) Qualification of an American firm, bank, or other organization will include its foreign branches.

16. *Commodity.*—As a general rule the commodity should be included in the message. It may be omitted at the discretion of the censor if it appears in the translation filed by the sender in a manner satisfactory to the censor. If it is omitted in a message arriving from a foreign

source, then the censor, if he thinks it expedient, may demand the commodity from the addressee, as proposed in paragraph 11.

17. *Prohibits.*—In addition to the other above regulations, the following are prohibited:

- (a) Military information.
- (b) Aid to the enemy.
- (c) Information of all transocean movements of vessels.
- (d) Private codes.
- (e) Cablegrams obscure and not understandable to the censor.

18. Strict conformity with the above instructions is required by United States censorship, but will not insure the passage of messages by foreign censorship.

1. In the above regulations the following are the significant changes and additions:

Paragraphs 1, 7, and 18 are new or based on orders issued since the issue of regulations No. 5.

Paragraph 2, subparagraph (a) is new.

Paragraph 4 is new and relates to trans-Atlantic cablegrams.

Paragraph 6, line 4, is new and relates back to first part of paragraph 4.

Paragraph 14 permits serial numbering up to 999, inclusive, to conform to British censorship. The latter half of sentence 2 this paragraph 14 is new, though in general use previously.

Regulations for cable censorship, May 21, 1918.

[Official United States Bulletin, No. 315, p. 10.]

FOREWORD.

1. Cablegrams will not be passed unless the identity of the addressee and sender is satisfactorily established and the text is clear.

2. It can not be assumed that because a message is clear to the sender, who is familiar with all the surrounding circumstances, it will be equally understandable to the censor, who is unfamiliar with the circumstances.

3. Careful observance of these regulations is required.

4. The trading with the enemy act of October 6, 1917, provides as follows:

“Any person who willfully evades or attempts to evade the submission of any such communication (mail, cable, radio, etc.) to such censorship or willfully uses or attempts to use any code or other device for the purpose of concealing from such censorship the intended meaning of such communication, shall be punished as provided in section 16 of this act” (10 years or \$10,000 or both).

1. FOREIGN CENSORSHIP.

Strict compliance with these regulations, while required, will not insure the passage of any cablegram either by United States or foreign censorship. The British and French censorships are largely coordinated with the United States censorship, but these and other foreign

censorships from time to time promulgate rules of which senders of cablegrams should keep themselves informed through the cable and telegraph companies.

2. SENDER'S RISK.

All cablegrams are accepted at the sender's risk and may be stopped, delayed or otherwise dealt with at the discretion of the censor, without notice to the sender.

3. COMMUNICATION WITH THE ENEMY.

No cablegrams will be accepted for transmission to Germany or her allies or to territory under her control.

4. NO INFORMATION REGARDING TRANSMISSION.

No information regarding the transmission of cablegrams is permitted to be given. Cable service involving notification by the company to the sender as to whether the cablegram has been delivered is suspended.

5. PLAIN LANGUAGE ADDRESS.

(a) A complete address is required in every cablegram, that is, an address which will clearly identify the person or organization the cablegram is intended for.

(b) Except where a code address is permitted under these regulations, the address must be in plain language. The use of an abbreviation of the entire postal address, provided such abbreviation is sufficient in itself to insure the identification of the addressee by the censors through whose hands the cablegram will pass, is not prohibited; but all abbreviations of address are used at the risk of the senders, and censorship gives no assurance that any specific abbreviation will in all cases suffice to insure identification of the addressee or ready delivery of the cablegram.

6. CODE ADDRESS.

(a) Registration of code addresses during the war is not permitted.

(b) Code addresses are not permitted in cablegrams to or from neutral European countries or their possessions.

(c) Code addresses to Central and South America, while not prohibited in cablegrams from United States territory, are discouraged. If a code address is used, the censor will require a full identification of the addressee, which will often impose on the sender a considerable delay and a greater expense than would have been occasioned by the use of a plain language address in the first instance.

(d) Great Britain and France upon entering the war refused to recognize code addresses registered on or after July 1, 1914. The United States upon entering the war refused to recognize code addresses registered on or after January 1, 1917. Therefore a cablegram to United States territory via British or French censorship must not be addressed to a code address not registered before July 1, 1914; but

code addresses registered up to January 1, 1917, may be used on cablegrams between the United States, Cuba, Curaçao, Haiti, Porto Rico, San Domingo, the Virgin Islands, Central and South America (except British, Dutch, and French Guiana and British Honduras), and points reached by the Commercial Pacific cable; that is, Hawaiian Islands, Guam, Philippine Islands, Japan, and China (except Hongkong).

(e) Only one code address for incoming messages may be used by one person or organization; but where there are independent branches of one organization a code address may, with the permission of the chief cable censor, be retained for each branch.

(f) A code address as signature is not permitted.

7. INFORMATION CONCERNING ADDRESSEE ON CABLE BLANK.

(a) When a code address or any abbreviation of a plain language address is used in a cablegram the full name and full address of the addressee must also be recorded on the blank on which such cablegram is filed. This full address will not be transmitted as a part of the cablegram.

(b) If a cablegram is addressed to an individual acting in behalf of a firm or other organization, the full name and full address of this organization and the addressee's connection with it must appear on the blank, as well as the full name and address of the addressee.

NOTE.—Full name and full address as used in 7 and 9 shall be understood to mean given name, initials, and surname; street and number, name of office or other building, if any, and room number therein.

8. SIGNATURE.

(a) All cablegrams must be signed.

(b) The signature transmitted should, when considered in connection with the text and the addressee, be such as to identify clearly the sender and distinguish him from any other individual, firm, or organization with a similar name.

(c) The transmitted signature of an individual must consist of the surname at least.

(d) The transmitted signature of a firm or organization must be sufficiently complete to identify it clearly. The surname of a responsible member of the firm or officer of the organization may be used, provided satisfactory information regarding him is on file with the censor.

(e) A code address as signature is not permitted.

9. INFORMATION CONCERNING SENDER ON CABLE BLANK.

(a) In addition to the signature required in the cablegram, the full name and full address of the sender must be recorded, as supplementary information, on the blank on which each cablegram is filed.

(b) If the cablegram is signed by an individual acting in behalf of a firm or other organization, or by an abbreviated form of the name of

that organization, the full name and full address of that organization and the individual's connection with it must also be given on the blank. (See note under 7.)

10. TEXT.

Cablegrams that include only address and signature with no text are not permitted, and single word cablegrams will be passed only when their meaning is clear to the censor.

11. LANGUAGE.

All cablegrams must be in plain language, either English or French, or in one of the 10 codes authorized in paragraph 12 below, except as follows:

(a) Italian is permitted for cablegrams originating in or destined for Italy, Libya (Tripoli), and Italian possessions in East Africa.

(b) Spanish is permitted between the United States, Central and South America (except British Honduras and British Guiana), Cuba, Haiti, San Domingo, Porto Rico, the Virgin Islands, Curaçao, Hawaiian Islands, Guam, the Philippine Islands, Japan, and China (except Hongkong); and also between Spain and Portugal on the one hand and Cuba, Porto Rico, and Central and South America (except British Honduras and British Guiana) on the other hand.

12. CODES.

(a) The use of code to or from neutral European countries and their possessions is not permitted.

(b) With this exception, United States cable censorship permits the use, conditioned on their acceptability under the regulations in effect in the foreign censorships concerned, of the following authorized codes:

1. A. B. C. Fifth Edition (not including five-letter edition).
2. Scott's Tenth Edition.
3. Western Union (not including five-letter edition).
4. Lieber's (not including five-letter edition).
5. Bentley's (not including Oil and Mining Supplements).
6. Broomhall's Imperial Combination Code.
7. Broomhall's Imperial Combination Code, Rubber Edition.
8. Meyer's Atlantic Cotton Code, Thirty-ninth Edition.
9. Riverside Code, Fifth Edition.
10. A. Z.

(c) Not more than one code is permitted in any one cablegram.

(d) The name of the code used shall be written on the face of the cablegram, but will not be charged for.

(e) The use of private codes is prohibited.

13. INFORMATION REQUIRED BY CENSOR IN REGARD TO SPECIFIC CABLEGRAMS.

(c) Information required by the censor from a cable user in the United States or Canada in regard to a specific cablegram will be obtained when necessary by a collect telegram from the censor to the cable user and by a paid reply from the cable user.

(b) Cablegrams filed at station of censorship:

When a cablegram is filed directly at a cable office where a station of censorship is located (as in New York, San Francisco, Galveston, or San Juan), the censor's action will be facilitated if the cablegram is filed in duplicate and a full written explanation of the message is given, particularly in the case of cablegrams containing numbers.

This explanation, it must be understood, is not available to foreign censors, and difficulty will more certainly be avoided if the text of the cablegram is clear in itself.

If the cablegram so filed at the cable office is in authorized code or foreign language, it will tend to minimize delay if a translation, also in duplicate and certified as to its correctness by the sender, accompanies it.

14. SHIPPING.

Shipping cablegrams concerning neutral vessels (not chartered to Allied firms) should always contain the name of the vessel. In no case will a shipping cablegram be passed where the identity of the vessel is not made clear to the censor.

15. COMMODITY.

The action of both United States and foreign censors on a trade cablegram will be facilitated and delay minimized if the name and quantity of the commodity involved may readily be determined from the text. Cable users would do well to inform their foreign correspondents of this fact.

16. NUMBERS.

Numbers that are unrelated to the text or not easily understandable to the censor are not permitted, whether expressed in plain figures or by code words translating into plain figures.

17. SERIAL NUMBERS.

Cablegrams may, if desired, be numbered serially from 1 to 999, inclusive, in plain figures or authorized code translating into plain figures. The serial number, when used, must be the first word following the address. At the option of the sender, the series may begin afresh with number 1 on the 1st day of each month. At the option of the sender, also two additional figures may be added to the serial number, indicating the day of the month, in which case the figure indicating each of the first nine days of the month shall be preceded by a zero. For example: The 25th cablegram of the series, sent on the 4th day of the month, would be indicated as 2504; the 25th cablegram, on the 12th day of the month, as 2512; the 205th, on the 18th, as 20518.

18. TEST WORDS.

An American banking institution or the American branch of a foreign institution that wishes permission to use a test word in remittance cablegrams will apply to the Chief Cable Censor. A correspondent of a

banking institution that is entitled to use a test word does not require specific permission to use a test word in a remittance cablegram to the institution so privileged.

19. CABLEGRAMS TO PERSONS ON ENEMY TRADING LIST.

Cablegrams to or from persons on the enemy trading list will not be permitted unless a license has first been obtained from the War Trade Board. The number of the license preceded by "ETL"—for example, "ETL 4075"—must be the last words of the cablegram, except that the word "patent" or a test word may follow the "ETL" number. Even when licensed, such cablegrams are subject to all censorship regulations.

20. ADDRESS FOR CABLEGRAMS TO UNITED STATES OVERSEA FORCES.

Cablegrams to and from members of the oversea forces are subject to censorship and must conform to all censorship regulations. Special forms of address, however, have been provided as follows:

(a) Cablegrams for members of the United States Naval Forces abroad should be addressed "Usnavforce, London," and should have as the first words of the text the name of the addressee (given name spelled out and such initials as are necessary), followed by the name of the ship or unit to which he is attached ("U. S. S." before the ship's name being unnecessary).

The following is a sample cablegram:

(Address) "USNAVFORCE, LONDON.
 (Text) "FRANK B. HOWARD, *Charleston*. Informed
 examinations successfully passed.
 (Signature) "HAMMOND."

(b) Cablegrams for members of the United States Military Forces abroad, including Marines at present serving with the Army, should be addressed "Amexforce, London," and should have as the first words of the text the name of the addressee and the official designation of the unit to which he belongs.

The following is a sample cablegram:

(Address) "AMEXFORCE, LONDON.
 (Text) "H. K. SAUNDERS, *Company K, Forty-seventh*
Infantry. Will not change address.
 (Signature) "JANE SAUNDERS."

(c) When there is a probability that two men in the service have identical surnames and initials, the name should be given in full, as "Frank Barrett Smith," or the rank or rating should be given, as, for example: "Captain Frank B. Smith," or "Frank B. Smith, Ordinary Seaman."

NOTE.—Cablegrams coming from members of the United States Over-Sea Forces addressed "Censor, New York," and having as the first word of the text a code word already registered with the Chief Cable Censor under the provisions of Cable Censorship Circular No. 7, will be forwarded by the censor as provided in that circular, but no new registrations will be made.

D. W. TODD,
Captain, U. S. Navy,
Director Naval Communications and Chief Cable Censor.

Regulations relating to censorship of cablegrams, June 6, 1918.

(Official United States Bulletin, No. 328, p. 10.)

The chief cable censor issues the following:

Arrangements have been completed by the chief cable censor with the telegraph companies whereby full information concerning the identity and address of the sender and addressee of a cablegram may be forwarded to the station of the first cable censor through whom the cablegram will pass.

INFORMATION FOR CENSOR.

Under the present regulations each cablegram must have a satisfactory address and signature. Under the arrangements completed the sender may, if he desires, add to the cablegram any information as to addressee and sender which may be thought to be helpful to the censor. The information so forwarded will be paid for by the sender at rates arranged by the telegraph companies. Inquiries on this point should be addressed to the telegraph companies.

The method whereby this information may be forwarded to the station of the first cable censor should not induce cable users to send cablegrams which are not regular in form and inherently clear.

Cablegrams will be censored on their merits and any additional information forwarded as far as the station of the first cable censor and will stop at that point. At a further station of cable censorship the cablegram will be acted upon without having the benefit of the added explanation.

PURPOSE OF THE ARRANGEMENT.

The effect and purpose of this arrangement is to make it possible for all cable users, no matter where located, to supply the censor with information concerning the addressee and sender, which should be written on the cable blank in all instances and which thus comes to the attention of the censor in cases in which the original cable blank as filed comes into his hands, as in the case where the cable blank is filed at a cable office immediately adjacent to a station of cable censorship.

Proclamation taking over marine cable systems, November 2, 1918.

(Official United States Bulletin, No. 465, p. 4.)

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA.

A PROCLAMATION.

Whereas the Congress of the United States, in the exercise of the constitutional authority vested in them, by joint resolution of the Senate and House of Representatives, bearing date July 16, 1918, resolved:

That the President, during the continuance of the present war, is authorized and empowered, whenever he shall deem it necessary for the national security or defense, to supervise or take possession and assume control of any telegraph, telephone, marine cable, or radio system or systems, or any part thereof, and to operate the same in such manner as may be needful or desirable for the duration of the war, which supervision, possession, control, or operation shall not extend beyond the date of the proclamation by the President of the exchange of ratifications of the treaty of peace: *Provided*, That just compensation shall be made for such supervision, possession, control, or operation, to be determined by the President; and if the amount thereof, so determined by the President, is unsatisfactory to the person entitled to receive the same, such person shall be paid 75 per cent of the amount so determined by the President and shall be entitled to sue the United States to recover such further sum as, added to said 75 per cent, will make up such amount as will be just compensation therefor, in the manner provided for by section 24, paragraph 20, and section 145 of the Judicial Code: *Provided further*, That nothing in this act shall be construed to amend, repeal, impair, or affect existing laws or powers of the several States in relation to taxation or the lawful police regulations of the several States, except wherein such laws, powers, or regulations may affect the transmission of Government communications or the issue of stocks and bonds by such system or systems.

And whereas it is deemed necessary for the national security and defense to supervise and to take possession and assume control of all marine cable systems and to operate the same in such manner as may be needful or desirable:

Now, therefore, I, Woodrow Wilson, President of the United States, under and by virtue of the powers vested in me by the foregoing resolution, and by virtue of all other powers thereto me enabling, do hereby take possession and assume control and supervision of each and every marine cable system and every part thereof owned or controlled and operated by any company or companies organized and existing under the laws of the United States, or any State thereof, including all equipment thereof and appurtenances thereto, whatsoever, and all materials and supplies.

It is hereby directed that the supervision, possession, control, and operation of such marine cable systems hereby by me undertaken shall be exercised by and through the Postmaster General, Albert S. Burleson. Said Postmaster General may perform the duties hereby and hereunder imposed upon him, so long and to such extent and in such manner as he shall determine, through the owners, managers, boards of directors, receivers, officers, and employees of said marine cable systems.

Until and except so far as said Postmaster General shall from time to time by general or special orders otherwise provide, the owners, managers, boards of directors, receivers, officers, and employees of the various marine cable systems shall continue the operation thereof in the usual and ordinary course of the business of said systems, in the names of their respective companies, associations, organizations, owners, or managers, as the case may be.

Regular dividends hitherto declared and maturing interest upon bonds, debentures, and other obligations may be paid in due course, and such regular dividends and interest may continue to be paid until and unless the said Postmaster General shall from time to time otherwise by general or special orders determine; and, subject to the approval of said Postmaster General, the various marine cable systems may determine upon and arrange for the renewal and extension of maturing obligations.

From and after 12 o'clock midnight on the 2d day of November, 1918, all marine cable systems included in this order and proclamation shall conclusively be deemed within the possession and control and under the supervision of said Postmaster General without further act or notice.

In witness whereof, I have hereunto set my hand and caused the seal of the United States to be affixed.

Done by the President, in the District of Columbia, this 2d day of November in the year of our Lord one thousand nine hundred and eighteen and of the independence of the United States the one hundred and forty-third.

[SEAL]

WOODROW WILSON.

By the President:

ROBERT LANSING,
Secretary of State.

Order of Postmaster General with reference to operation of cables, November 20, 1918.

(Official United States Bulletin, No. 468, p. 2.)

Postmaster General Burleson has issued the following order relative to the marine-cable service:

Pursuant to the proclamation of the President of the United States, dated the 2d day of November, 1918, I have assumed possession, control, and supervision of the marine-cable systems of the United States. This proclamation has already been published and the officers and operating officials of the cable companies are acquainted with its terms.

Until further notice the marine-cable companies shall continue operation in the ordinary course of business through regular channels. Regular dividends heretofore declared and maturing interest on bonds, debentures, and other obligations may be paid in due course, and the companies may renew or extend their maturing obligations unless otherwise ordered by the Postmaster General. All officers, operators, and employees of the marine-cable companies will continue in the performance of their present duties, report-

ing to the same officers as heretofore and on the same terms of employment. Should any officer, operator, or employee desire to leave the service, he should give notice as heretofore to the proper officer, so that there may be no interruption or impairment of the service to the public.

I earnestly request the loyal cooperation of all officers, operators, and employees, and the public, in order that the service rendered shall not only be maintained at a high standard, but improved wherever possible. It is the purpose to coordinate and unify these services so that they may be operated as a national system with due regard to the interests of the public and the owners of the properties.

No changes will be made until after the most careful consideration of all the facts. When deemed advisable to make changes, due announcement will be made.

Nothing contained in this order shall be construed to affect in any way the censorship of marine cables now conducted under the direction of the Secretary of the Navy under Executive order of September 26, 1918.

TRADE RESTRICTIONS.

Executive order creating Exports Council, June 22, 1917.

[Official Bulletin, No. 40, p. 4; War Trade Board, Rules and Regulations, No. 1, p. 5.]

EXECUTIVE ORDER.

By virtue of authority vested in me by Title VII of the act approved June 15, 1917, entitled, "An act to punish acts of interference with the foreign relations, the neutrality, and the foreign commerce of the United States, to punish espionage and better to enforce the criminal laws of the United States, and for other purposes," I hereby vest in the Secretary of Commerce the executive administration of all instructions issued by the President under said Title VII and of the proclamations thereunder, and the said Secretary is hereby authorized and directed to take such measures as may be necessary to administer and execute the same and to grant or refuse export licenses thereunder in accordance with those instructions.¹

I hereby establish an Exports Council, to be composed of the Secretary of State, the Secretary of Agriculture, the Secretary of Commerce, and the Food Administrator, and I hereby authorize and direct the said Exports Council, thus constituted, to formulate, for the consideration and approval of the President, policies and make the recommendations necessary to carry out the purposes of this act.²

(Signed) WOODROW WILSON.

THE WHITE HOUSE, 22 June, 1917.

¹ This authority was superseded by that of the Exports Administration Board, created by Executive order, August 21, 1917 (W. T. B. Rules and Reg., No. 1, p. 11), which in turn was superseded by the War Trade Board, created by Executive order, October 12 1917 (Ibid., No. 1, p. 42).

² Superseded by the War Trade Council, similarly constituted, with addition of the chairman of the Shipping Board, created by Executive order, October 12, 1917 (W. T. B., Rules and Reg., No. 1, p. 43).

General policies of the War Trade Board as set forth in the first annual report, dated December 31, 1917.¹

[Journal W. T. B., 7: 15.]

The War Trade Board on February 25 issued the following statement:

The general policies followed by the War Trade Board and an outline of the board's labors for 1917 in the control of export and import trade are indicated in the first annual report to the President, which the board now makes public.

The mobilization of the economic arm of the United States and the effective use of trade restraints upon the central powers is here revealed in action. The language of the report shows a desire to proceed by agreement and negotiation with other countries and to avoid even the appearance of coercion or retaliation in the board's relations with neutrals.²

With German traders and German comforters in neutral countries, however, there is no compromise indicated, but relentless isolation. The language of the report gives these intimations of policies and results:

"The activities of the board are roughly divisible into three spheres—those relating to the control of exports,³ those relating to the control of imports,⁴ and those relating to enemy trade.⁵

"The board has sought, first, to conserve for ourselves and for those associated with us in the war such commodities as are required to maintain adequately the economic life of the several nations and to carry out their war programs. Other objects sought have been to prevent our commodities reaching the enemy directly or indirectly, as by releasing like goods for the enemy, and to prevent commercial transactions between persons within the United States and an enemy or an ally of the enemy."

In undertaking to supply the food and other vital wants of neutral peoples, under carefully considered agreements, the board has desired "to prevent acute suffering in those countries and to prevent them from falling under the economic power of the enemy."

These trade agreements the board has regarded as being particularly important in the case of those European neutrals which are in trade relations with the enemy. Against these European neutrals, the report goes on to say, "temporary embargoes have been enforced pending the securing of information indispensable to permit the board to issue licenses."

An agreement has been concluded with Switzerland, assuring to the Swiss the periodic receipt of a stipulated grain ration and of other articles required to maintain the economic existence of the people of Switzerland. "The Swiss Government, on the other hand, gives satisfactory assurances against exportation to our enemies of imported commodities and agrees to limit, in certain other respects, her trading with the enemy."⁶

¹ British Report on same subject, *supra*, p. 91.

² Regulations requisitioning Netherland's ships, *supra*, p. 166; Bunker Coal Regulations, *supra*, p. 202.

³ *Infra*, p. 195.

⁴ *Infra*, p. 199.

⁵ Trading with the Enemy Act, October 6, 1917. W. T. B., Rules and Reg., No. 1, p. 31), section 2, c, gives the President power to declare persons wherever resident who are "natives, citizens, or subjects" of enemy countries, and not citizens of the United States, "enemies." Proclamations of February 5, 1918, and May 31, 1918, declared several classes of such persons "enemies," the latter including those who might be "included in a publication issued by the War Trade Board of the United States of America, entitled 'Enemy Trading List.'" (Sec. 4.)

Enemy trading List, No. 1, with names and addresses of some 1,600 firms, classified alphabetically under 20 countries, mostly neutral, was published October 6, 1917. A supplement of November 15, 1918, removed some 200 names and added some 1,400.

Enemy Trading List, No. 2, with some 4,500 names, classified under 29 countries, was issued March 15, 1918, and was followed by fortnightly cumulative supplements of removals and additions.

Enemy Trading List, No. 3; with some 5,000 names classified under 30 countries, was issued December 13, 1918.

⁶ Agreement with Switzerland, Procedure for obtaining licenses, W. T. B. Rules and Reg., No. 2, p. 42.

A still more definite achievement is discoverable in the board's references to the northern European neutrals, where temporary embargoes are in force pending the conclusion of comprehensive agreements.¹ The report continues:

"Their exports of foodstuffs to the central powers have declined from last year's corresponding exports in amounts estimated at from 65 to 85 per cent, depending on the neutral, and there has been a decrease in the export of many other important commodities.

"In November, 1917, we became party to Great Britain's tentative agreement with Norway, as a result of which action on our part 1,400,000 tons dead-weight of Norwegian shipping were chartered into the service of the United States and Great Britain for the period of the war. Shortly following, temporary agreements were concluded with Holland and with Sweden. That with Holland gives us the use for periods up to 90 days, of 450,000 tons dead-weight of her shipping which had heretofore, for a long period, lain idle. The agreement with Sweden gives us the use for three months of tonnage estimated at 250,000 tons dead-weight which had not theretofore been employed in services useful to us.

"Specific accomplishments of this character are, however, far from constituting a full measure of the results achieved by the War Trade Board. The elimination of enemy advantage from our trade and, to a considerable extent, from that of the world, the securing and conserving of commodities essential to ourselves and those associated with us in the war, the bringing of shipping generally into the services most useful to us—these results can not be accurately stated or appraised at the present time, nor have they been accomplished by any single act or agreement."

The report explains the use of bunker coal licenses² as being intended to assure the utilization of America's restricted supply of fuel primarily by ships performing services useful to the United States and its associates in the war.

Abolition of calls at Halifax for ships sailing between United States and European neutral ports which is foreshadowed in a paragraph dealing with the endeavors of the board to reduce the necessary control machinery over sailings has since been accomplished; "letters of assurance," heretofore issued by the British Embassy, are also no longer required.

The extent of the business under the control of the board may be gathered from the fact that the Bureau of Exports has handled approximately 425,000 applications for licenses to export and was, at the date of the report, passing upon between four and five thousand applications per day.

The Bureau of Imports, of more recent formation, has received, to January 1, 5,279 applications for licenses to import, upon which 4,719 licenses, covering commodities of an aggregate value of \$237,810,949, had actually been issued.

In order to guide merchants in their transactions with foreigners, there was published in October an "Enemy Trading List," containing the names of individuals and associations in neutral countries who were enemies or allies of enemies. This list is not a fixed and unchanged classification, but is subject to constant revision, and the board has been able to remove from the original list many firms who have cleared themselves of the taint of enemy character.

The personnel of the War Trade Board amounts to 1,526, the report shows. The total financial obligation incurred up to December 31 is \$541,498.80. The board is now housed in a number of detached buildings, but a new two-story building is nearing completion, which, with its 204,552 feet of floor space, will presently house all the bureaus at a great advantage in time and labor.

The membership of the War Trade Board at present is as follows:

Vance C. McCormick, chairman, representative of the Secretary of State.

Albert Strauss, representative of the Secretary of the Treasury.

Alonzo E. Taylor, representative of the Secretary of Agriculture.

Clarence M. Woolley, representative of the Secretary of Commerce.

Beaver White, representative of the Food Administrator.

Frank C. Munson and Edwin F. Gay, representatives of the United States Shipping Board.

Thomas L. Chadbourne, counselor, and representative of the Secretary of State.

¹ Agreement with Norway, April 13, 1918 (Official Bulletin, May 27, 1918, Am. Journ. Int. Law, Supp. 12: 246); Denmark, Sept. 18, 1918 (W. T. B. Journ., 14: 6); Spain, March 7, 1918 (W. T. B. Journ. 8: 3); Procedure for obtaining licenses for export to Netherlands, March 15, 1918, and for Sweden, March 23, 1918 (W. T. B., Rules and Reg., No. 2, pp. 33, 34).

² *Infra*, p. 202.

*Proclamation prohibiting export of coal, food, grains, meats, steel, and other commodities, except by license, July 9, 1917.*¹

[Official Bulletin, No. 50, p. 3; War Trade Board, Rules and Regulations, No. 1, p. 6.]

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA. A PROCLAMATION.²

Whereas Congress has enacted, and the President has on the 15th day of June, 1917, approved, a law which contains the following provisions:

Whenever during the present war the President shall find that the public safety shall so require, and shall make proclamation thereof, it shall be unlawful to export from or ship from or take out of the United States to any country named in such proclamation any article or articles mentioned in such proclamation, except at such time

¹ Lists of commodities requiring export licenses under the proclamation were published July 9, 1917, August 6, 1917, October 22, 1917. (W. T. B., Rules and Reg. No. 1, pp. 9, 10, 52.)

A Proclamation of August 27, 1917, prohibited the export of specified commodities held to include every article of commerce, (Ibid. No. 1, p. 26) to certain countries neighboring Germany and of other specified commodities to the remaining countries. (Ibid. No. 1, p. 12.) This "conservation list" was published September 18, 1917, and amended October 22, 1917. (Ibid. No. 1, pp. 26, 50.) The list as published May 17, 1918, contained some 1,500 commodities, alphabetically arranged. (Ibid. No. 2, p. 13.)

A Proclamation of September 7, 1917, prohibited the export of coin, bullion, and currency to certain countries except with the consent of the Federal Reserve Board subject to the approval of the Secretary of the Treasury. (Ibid. No. 1, p. 22.)

A Proclamation of November 28, 1917, extended the "conservation" list. (W. T. B. Journ., 2:4.)

A Proclamation of February 14, 1918 extended the "license" requirement to include all commodities (infra, p. 197).

Special license regulations have been frequently issued with reference to particular commodities, such as wool, cotton, silk, coin, bullion, coal, etc. or with reference to particular countries such as Switzerland, Netherlands, Norway, Sweden, Greece, The Allies, Canada, etc. These latter special regulations have sometimes resulted from the conclusion of international agreements.

² Immediately after issuing the embargo proclamation, President Wilson made the following statement:

In controlling by license the export of certain indispensable commodities from the United States, the Government has first and chiefly in view the amelioration of the food conditions which have arisen or are likely to arise in our own country before new crops are harvested. Not only is the conservation of our prime food and fodder supplies a matter which vitally concerns our own people, but the retention of an adequate supply of raw materials is essential to our program of military and naval construction and the continuance of our necessary domestic activities. We shall, therefore, similarly safeguard all our fundamental supplies.

It is obviously the duty of the United States in liberating any surplus products over and above our own domestic needs to consider first the necessities of all the nations engaged in war against the Central Empires. As to neutral nations, however, we also recognize our duty. The Government does not wish to hamper them. On the contrary, it wishes and intends, by all fair and equitable means, to cooperate with them in their difficult task of adding from our available surpluses to their own domestic supply and of meeting their pressing necessities or deficits. In considering the deficits of food supplies, the Government means only to fulfill its obvious obligation to assure itself that neutrals are husbanding their own resources and that our supplies will not become available, either directly or indirectly, to feed the enemy.

WOODROW WILSON.

(Official Bulletin, No. 50, p. 3, W. T. B., Rules and Reg., No. 1, p. 7.)

or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another.

Any person who shall export, ship, or take out, or deliver or attempt to deliver for export, shipment, or taking out, any article in violation of this title, or of any regulation or order made hereunder, shall be fined not more than \$10,000, or, if a natural person, imprisoned for not more than two years, or both; and any article so delivered or exported, shipped, or taken out, or so attempted to be delivered or exported, shipped, or taken out, shall be seized and forfeited to the United States; and any officer, director, or agent of a corporation who participates in any such violation shall be liable to like fine or imprisonment, or both.

Whenever there is a reasonable cause to believe that any vessel, domestic or foreign, is about to carry out of the United States any article or articles in violation of the provisions of this title, the collector of customs for the district in which such vessel is located is hereby authorized and empowered, subject to review by the Secretary of Commerce, to refuse clearance to any such vessel, domestic or foreign, for which clearance is required by law, and by formal notice served upon the owners, master, or person or persons in command or charge of any domestic vessel for which clearance is not required by law, to forbid the departure of such vessel from the port, and it shall thereupon be unlawful for such vessel to depart. Whoever, in violation of any of the provisions of this section, shall take, or attempt to take, or authorize the taking of any such vessel out of port or from the jurisdiction of the United States, shall be fined not more than \$10,000 or imprisoned not more than two years, or both; and, in addition, such vessel, her tackle, apparel, furniture, equipment, and her forbidden cargo shall be forfeited to the United States.

And whereas the public safety requires that succor shall be prevented from reaching the enemy;

Now, therefore, I, Woodrow Wilson, President of the United States of America, do hereby proclaim to all whom it may concern that, except at such time or times and under such regulations and orders and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress, the following articles, namely, coal, coke, fuel oils, kerosene and gasoline, including bunkers; food grains, flour and meal therefrom, fodder and feeds, meat and fats; pig iron, steel billets, ship plates and structural shapes, scrap iron and scrap steel; ferromanganese; fertilizers; arms, ammunition and explosives, shall not, on and after the 15th day of July, 1917, be carried out of or exported from the United States or its territorial possessions to Abyssinia, Afghanistan, Albania, Argentina, Austria-Hungary, Belgium, her colonies, possessions, or protectorates; Bolivia, Brazil, Bulgaria, China, Chile, Colombia, Costa Rica, Cuba, Denmark, her colonies, possessions, or protectorates; Dominican Republic, Ecuador, Egypt, France, her colonies, possessions, or protectorates; Germany, her colonies, possessions, or protectorates; Great Britain, her colonies, possessions or protectorates; Greece, Guatemala, Haiti, Honduras, Italy, her colonies, possessions, or protectorates; Japan, Liberia, Leichtenstein, Luxemburg, Mexico, Monaco, Montenegro, Morocco, Nepal, Nicaragua, the Netherlands, her colonies, possessions, or protectorates; Norway, Oman, Panama, Paraguay, Persia, Peru, Portugal, her colonies, possessions, or protectorates; Roumania, Russia, Salvador,

San Marino, Serbia, Siam, Spain, her colonies, possessions, or protectorates; Sweden, Switzerland, Uruguay, Venezuela, or Turkey.

The orders and regulations from time to time prescribed will be administered by and under the authority of the Secretary of Commerce, from whom licenses, in conformity with the said orders and regulations, will issue.¹

In witness whereof I have hereunto set my hand and caused the seal of the United States to be affixed.

Done at the city of Washington this 9th day of July, in the year of our Lord 1917 and of the independence of the United States of America the one hundred and forty-first.

[SEAL.]

WOODROW WILSON.

By the President:

FRANK L. POLK.

Proclamation prohibiting export of all articles, February 14, 1918.

[Official Bulletin, No. 235, p. 2; W. T. B. Journ. 7: 4.]

EXPORTS PROCLAMATION.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA, A PROCLAMATION.

Whereas Congress has enacted and the President has, on the 15th day of June, 1917, approved a law which contains the following provisions:

Whenever during the present war the President shall find that the public safety shall so require, and shall make proclamation thereof, it shall be unlawful to export from or ship from or take out of the United States to any country named in such proclamation,

¹ Procedure in applying for licenses:

The Secretary of Commerce, William C. Redfield, made the following announcement with reference to the procedure to be adopted by exporters in the United States in applying for export license.

First, applications for license may be made by the Bureau of Foreign and Domestic Commerce, Division of Export Licenses, 1435 K Street, Washington, D. C., or to any of the branches of the Bureau of Foreign and Domestic Commerce—New York, Boston, Chicago, St. Louis, New Orleans, San Francisco, and Seattle.

Second, in applying for a license to export any of the commodities covered by the President's proclamation, applicants should give the following information in triplicate form:

- a. Quantity.
- b. Description of goods.
- c. Name and address of consignee.
- d. Name and address of consignor.

Third, the license will be good for only 60 days and at the expiration of that time must be renewed, and if not shipped within that time a new application must be made.

Fourth, the various branch offices of the Bureau of Foreign and Domestic Commerce have been given full instructions as to the disposition of all applications for licenses.

It is the desire of the Bureau of Foreign and Domestic Commerce to minimize the exporter's difficulties as much as possible, and therefore wherever practicable the district offices will be authorized to issue the licenses. It is thought, however, that many of the applications may have to be forwarded to Washington for decision.

In case exporters desire they may telegraph their applications direct to the Bureau of Foreign and Domestic Commerce, Division of Export Licenses, 1435 K Street, Washington, D. C.

(Official Bulletin, No. 50, p. 3, W. T. B., Rules and Reg., No. 1, p. 7.)

any article or articles mentioned in such proclamation, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another.

And whereas the President has heretofore by proclamations dated July 9, 1917, August 27, 1917, September 7, 1917, and November 28, 1917, declared certain exports in time of war unlawful, and the President now finds that the public safety requires that such proclamations be amended and supplemented in respect to the articles and countries hereinafter mentioned:

Now, therefore, I, Woodrow Wilson, President of the United States of America, do hereby proclaim to all whom it may concern that the public safety requires that the following articles, namely: All kinds of arms, guns, ammunition, and explosives, machines for their manufacture or repair, component parts thereof, materials or ingredients used in their manufacture, and all articles necessary or convenient for their use; all contrivances for or means of transportation on land or in the water or air, machines used in their manufacture or repair, component parts thereof, materials or ingredients used in their manufacture, and all instruments, articles, and animals necessary or convenient for their use; all means of communication, tools, implements, instruments, equipment, maps, pictures, papers, and other articles, machines, and documents necessary or convenient for carrying on hostile operations; all kinds of fuel, food, foodstuffs, feed, forage, and clothing, and all articles and materials used in their manufacture; all chemicals, drugs, dyestuffs, and tanning materials; cotton, wool, silk, flax, hemp, jute, sisal and other fibers and manufactures thereof; all earths, clay, glass, sand, stone, and their products; animals of every kind, their products and derivatives; hides, skins, and manufactures thereof; all nonedible animal and vegetable products; all machinery, tools, dies, plates, and apparatus, and materials necessary or convenient for their manufacture; medical, surgical, laboratory, and sanitary supplies and equipment; all metals, minerals, mineral oils, ores, and all derivatives and manufactures thereof; paper pulp, books, and all printed matter and material necessary or convenient for their manufacture; rubber, gums, rosins, tars, and waxes, their products, derivatives, and substitutes, and all articles containing them; wood and wood manufactures; coffee, cocoa, tea, and spices; wines, spirits, mineral waters, and beverages; and all other articles of any kind whatsoever shall not, on and after the 16th day of February, in the year 1918, be exported from, or shipped from, or taken out of the United States or its Territorial possessions to Abyssinia, Afghanistan, Albania, Argentina, Austria-Hungary, Belgium, her colonies, possessions, and protectorates, Bolivia, Brazil, Bulgaria, China, Chile, Colombia, Costa Rica, Cuba, Denmark, her colonies, possessions, and protectorates, Dominican Republic, Ecuador, Egypt, France, her colonies, possessions, and protectorates, Germany, her colonies, possessions, and protectorates, Great Britain, her colonies, possessions, and

protectorates, Greece, Guatemala, Haiti, Honduras, Italy, her colonies, possessions, and protectorates, Japan, Liechtenstein, Liberia, Luxembourg, Mexico, Monaco, Montenegro, Morocco, Nepal, The Netherlands, her colonies, possessions, and protectorates, Nicaragua, Norway, Oman, Panama, Paraguay, Persia, Peru, Portugal, her colonies, possessions, and protectorates, Roumania, Russia, Salvador, San Marino, Serbia, Siam, Spain, her colonies, possessions, and protectorates, Sweden, Switzerland, Turkey, Uruguay, or Venezuela, except under license granted in accordance with regulations or orders and subject to such limitations and exceptions as have heretofore been, or shall hereafter be prescribed in pursuance of the powers conferred by said act of June 15, 1917. The said proclamations of July 9, 1917, August 27, 1917, September 7, 1917, and November 28, 1917, and paragraph II of the Executive order of October 12, 1917, are hereby confirmed and continued and all rules and regulations heretofore made in connection therewith or in pursuance thereof are likewise hereby confirmed and continued and made applicable to this proclamation.

In witness whereof, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

Done in the District of Columbia, this 14th day of February in the year of our Lord One Thousand Nine Hundred and Eighteen and of the Independence of the United States of America the One Hundred and Forty-Second.

WOODROW WILSON.

By the President:

ROBERT LANSING,
Secretary of State.

Proclamation prohibiting import of all articles, February 14, 1918.¹

(Official Bulletin, No. 235, p. 2; W. T. B., Journ. 7: 10.)

IMPORTS PROCLAMATION.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA—A PROCLAMATION.

Whereas Congress has enacted, and the President has, on the sixth day of October, 1917, approved a law which contains the following provisions:

Whenever during the present war the President shall find that the public safety so requires and shall make proclamation thereof it shall be unlawful to import into the United States from any country named in such proclamation any article or articles mentioned in such proclamation except at such time or times, and under such regulations or orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another.

¹A proclamation of November 28, 1917, prohibited the import of certain commodities unless licensed by the War Trade Board. (W. T. B., Journ. 2:1.) Regulations for the importation of specified materials, and for importation from specified countries have been published, W. T. B., Rules and Reg., No. 2, pp. 67, 69.

And, whereas, the President has heretofore by proclamation dated November 28, 1917, declared certain imports in time of war unlawful, and the President now finds that the public safety requires that such proclamation be amended and supplemented in respect to the articles and countries hereinafter mentioned:

Now, therefore, I, Woodrow Wilson, President of the United States of America, do hereby proclaim to all whom it may concern that the public safety requires that the following articles, namely: All kinds of arms, guns, ammunition, and explosives, machines for their manufacture or repair, component parts thereof, materials, or ingredients used in their manufacture, and all articles necessary or convenient for their use; all contrivances for or means of transportation on land or in the water or air, machines used in their manufacture or repair, component parts thereof, materials or ingredients used in their manufacture, and all instruments, articles, and animals necessary or convenient for their use; all means of communication, tools, implements, instruments, equipment, maps, pictures, papers, and other articles, machines, and documents necessary or convenient for carrying on hostile operations; all kinds of fuel, food, foodstuffs, feed, forage, and clothing, and all articles and materials used in their manufacture; all chemicals, drugs, dyestuffs, and tanning materials; cotton, wool, silk, flax, hemp, jute, sisal, and other fibers and manufactures thereof; all earths, clay, glass, sand, stone, and their products; animals of every kind, their products and derivatives; hides, skins, and manufactures thereof; all nonedible animal and vegetable products; all machinery, tools, dies, plates, and apparatus, and materials, necessary or convenient for their manufacture; medical, surgical, laboratory, and sanitary supplies and equipment; all metals, minerals, mineral oils, ores, and all derivatives and manufactures thereof; paper pulp, books, and all printed matter, and materials necessary and convenient for their manufacture; rubber, gums, rosins, tars, and waxes, their products, derivatives, and substitutes, and all articles containing them; wood and wood manufactures; coffee, cocoa, tea, and spices; wines, spirits, mineral waters, and beverages; and all other articles of any kind whatsoever, shall not, on and after the 16th day of February, in the year 1918, be imported into the United States or its territorial possessions from Abyssinia, Afghanistan, Albania, Argentina, Austria-Hungary, Belgium, her colonies, possessions, and protectorates; Bolivia, Brazil, Bulgaria, China, Chile, Colombia, Costa Rica, Cuba, Denmark, her colonies, possessions, and protectorates; Dominican Republic, Ecuador, Egypt, France, her colonies, possessions, and protectorates; Germany, her colonies, possessions, and protectorates; Great Britain, her colonies, possessions, and protectorates; Greece, Guatemala, Haiti, Honduras, Italy, her colonies, possessions, and protectorates; Japan, Liechtenstein, Liberia, Luxembourg, Mexico, Monaco, Montenegro, Morocco, Nepal, The Netherlands, her colonies, possessions, and protectorates; Nicaragua, Norway, Oman, Panama, Paraguay, Persia, Peru, Portugal, her colonies, pos-

sessions, and protectorates; Roumania, Russia, Salvador, San Marino, Serbia, Siam, Spain, her colonies, possessions, and protectorates; Sweden, Switzerland, Turkey, Uruguay, or Venezuela, except under license granted in accordance with regulations or orders and subject to such limitations and exceptions as have heretofore been, or shall hereafter be, prescribed in pursuance of the powers conferred by said act of October 6, 1917. The said proclamation of November 28, 1917, and paragraph 111 of the Executive order of October 12, 1917, are hereby confirmed and continued and all rules and regulations heretofore made in connection therewith or in pursuance thereof are likewise hereby confirmed and continued and made applicable to this proclamation.

In witness whereof, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

Done in the District of Columbia this 14th day of February, in the year of our Lord one thousand nine hundred and eighteen and of the independence of the United States of America the one hundred and forty-second.

WOODROW WILSON.

By the President:

ROBERT LANSING,
Secretary of State.

NAVIGATION REGULATIONS.

*Regulation refusing license to sailing vessel in war zone, September 29, 1917.*¹

[W. T. B., Journ. 1:7; Rules and Reg. No. 2, p. 45.]

The War Trade Board, in accordance with request made by the United States Shipping Board and by the Navy Department, has instructed the Director of the Bureau of Export Licenses not to grant licenses for any proposed shipments by sailing vessel going through the war zone. It is, of course, obvious that steamers can navigate the war zone with less danger than slow sailing craft, and sailing ships, if used in safer waters, would to an extent release steam vessels now used in such waters.

The attention of shippers is therefore called to the fact that clearance will be refused sailing vessels destined to proceed through the war zone,

¹ In view of the cessation of hostilities, the War Trade Board on Nov. 21, 1918, announced that previous restrictions upon the voyages of sailing vessels and auxiliary motor vessels in the so-called "submarine danger zone" have been modified so as to include in the prohibited area only the waters north of the Bay of Biscay, or, in other words, all waters north of 43 degrees 40 minutes north latitude and east 12 degrees west longitude. Additional modifications will be announced from time to time as the waters included within the above-defined area are reported as having been cleared of mines.

It will be observed that the prohibitions hitherto applicable against sailing vessels and auxiliary motor vessels proceeding into the Mediterranean and ports south of the Bay of Biscay are hereby removed. (W. T. B. R. 336. Journ. 16:29.)

regardless of the fact that the goods themselves may have already been licensed. Licenses will be granted in the future for shipments to European countries only on condition that the goods are to be shipped by some vessel other than a sailing vessel. The Board will revoke licenses covering goods to be shipped through the war zone if any shippers attempt to ship them by sailing vessel.—Announcement made September 29, 1917.

*Regulations for bunker coal and ship's supplies licenses, Feb. 1, 1918.*¹

[Journal of War Trade Board, 5:11.]

WAR TRADE BOARD,
BUREAU OF TRANSPORTATION,
Washington, D. C.

GENERAL RULES NO. 1 GOVERNING GRANTING LICENSES FOR BUNKER FUEL, PORT, SEA, AND SHIP'S STORES AND SUPPLIES.

No vessel shall be allowed to clear from any port of the United States, or any United States possession, without having secured a license or licenses from the War Trade Board, through its Bureau of Transportation, covering all the bunker fuel aboard the vessel at the time of sailing (including coal, coke, oil, kerosene, and gasoline) and port, sea, and ship's stores and supplies. Stores and supplies are for convenience hereafter included with bunker fuel under the general designation of "bunkers." Before the loading of any "bunkers" on any vessel at any port of the United States or its possessions shall be permitted, the license for "bunkers" must be obtained. All applications for licenses for "bunkers" must be made upon Application Form B-1, or such other form as may hereafter be adopted by this Board. Applications for such licenses shall be approved only in accordance with the following and such other rules as may from time to time be adopted:

I. No application for "bunkers" by a sailing vessel for a voyage into the submarine war zone shall be approved. Sailing vessels equipped with auxiliary motive power shall in the application of these rules be classified as sailing vessels. A motor ship having no sailing power whatsoever shall be deemed to be in the same class as a steamship.

II. No application for "bunkers" by any vessel which has disobeyed any order of the United States Navy or of the United States Shipping Board, hereinafter called "Shipping Board," shall be approved.

III. No application for "bunkers" by any vessel of American registry not requisitioned by the "Shipping Board" shall be approved, except for a voyage and in a trade approved by the War Trade Board, and, if under charter, unless the charterer and the terms and conditions of the charter are approved by the War Trade Board.

¹ The Exports Administrative Board issued a statement of policy on Bunkers to Neutrals, Oct. 5, 1917. (W. T. B., Rules and Reg., No. 1, p. 30.)

IV.¹ No application for "bunkers" by any neutral vessel shall be approved unless the person or persons managing, owning, chartering, or controlling such vessel shall have reported to and filed in duplicate, with the War Trade Board, the name of all the vessels and the masters, and any changes that may from time to time have occurred respecting said vessels and masters, managed, owned, chartered, or controlled by him or them.

V.¹ No application for "bunkers" by any neutral ship shall be approved unless the person or persons owning, managing, chartering, or controlling such vessel shall enter into an agreement in a form to be approved by the War Trade Board, agreeing to comply with and be bound by each and all of the following regulations. Failure to comply with any of these regulations in the case of any one vessel may involve the refusal of "bunkers" to all of the vessels of the particular person firm, or corporation managing, owning, chartering, or controlling the vessel in question:

(a) No vessel shall be chartered to a subject (including a person, firm, or corporation) of Germany or its possessions, or of any power allied with Germany, or to any person, firm, or corporation who or which shall not be acceptable to the War Trade Board.

(b) No vessel shall trade with, or be bound to, any port in Germany or its possessions, or to any country allied with Germany, nor shall a vessel aid any vessel employed by or for Germany or any country allied with Germany.

(c) No vessel shall, without the consent of the State Department, carry any subject of Germany or its possessions, or of any country allied with Germany.

(d) No vessel shall carry any cargo which comes from or through or is destined to Germany or its possessions, or to any country allied with Germany.

(e) Every vessel which proceeds from or to the United States, to or from Norway, Sweden, Denmark (including Iceland and the Faroe Islands), Holland, Spain, or to or from any neutral port in the Medi-

¹ The War Trade Board announces that the rules governing the issuance of licenses for bunker fuel and ship's stores have been amended so that American vessels not requisitioned by the Shipping Board are brought within the regulations prescribed for neutral vessels in Paragraphs IV and V of the "General Rules No. 1," which were published on Jan. 19 to go into effect Feb. 1, 1918. Paragraphs IV and V as amended read as follows:

IV. No application for "bunkers" by any neutral vessel or by any vessel of American registry not requisitioned by the U. S. Shipping Board shall be approved unless the person or persons managing, owning, chartering, or controlling such vessel shall have reported to and filed, in duplicate, with the War Trade Board the names of all the vessels and masters, and any changes that may from time to time have occurred respecting said vessels and masters, managed, owned, chartered, or controlled by him or them.

V. No application for "bunkers" by any neutral ship or by any vessel of American registry not requisitioned by the U. S. Shipping Board shall be approved unless the person or persons owning, managing, chartering, or controlling such vessel shall enter into an agreement in a form to be approved by the War Trade Board, agreeing to comply with and be bound by each and all of the following regulations. Failure to comply with any of these regulations in the case of any one vessel may involve the refusal of "bunkers" to all of the vessels of the particular person, firm, or corporation managing, owning, chartering, or controlling the vessel in question. (Feb. 5, 1918, Journ. W. T. B. 6:11.)

terranean Sea, shall call for examination as may be directed by the War Trade Board.

(f) No vessel shall carry from a port outside the United States to any European port cargo which has been previously approved by the War Trade Board or the Interallied Chartering Executive.

(g) No vessel shall carry any cargo from Norway, Sweden, Denmark (including Iceland and the Faroe Islands), Holland, Spain, or Switzerland to any ports unless such cargo is accompanied by a certificate of nonenemy origin.

(h) No vessel shall carry any goods which are consigned to "order" (goods may, however, be consigned to the order of a person, firm, or corporation when such person, firm, or corporation is the actual consignee). This provision shall not apply to goods shipped from a port of the United States or its possessions to countries other than Norway, Sweden, Denmark (including Iceland and the Faroe Islands), Holland, Spain, and Switzerland.

(i) No vessel shall carry any coal or mineral oil (including naphtha and gasoline) unless the consignee is approved by the War Trade Board.

(j)¹ If a vessel is fitted with wireless telegraphy, the sending apparatus shall be sealed in such manner that no message can be sent without

¹ The War Trade Board on Sept. 14, 1918, announced the following amendment to subparagraph (j) of Article V of General Rules No. 1, Governing Granting Licenses for Bunker Fuel, Port, Sea, and Ship's Stores and Supplies:

"If a vessel is fitted with wireless telegraphy, the sending apparatus shall be sealed in such manner that no message can be sent without the knowledge of the master. The master shall be responsible for seeing, first, that no message to the enemy is sent by wireless telegraphy; second, that no reports are made of vessels sighted or of any weather conditions experienced; third, that no wireless messages of any kind are sent within 200 miles of England, France, Portugal, or Italy, except emergency messages relating to vessels or persons in distress, unless specifically authorized by war-time radio instructions promulgated by authorized representatives of the Navy Department, in which case the specific provisions of such instructions are to be followed exactly."

The following is added to General Rules No. 1 as Article VII thereof:

"No application for bunkers by any vessel under the American flag shall be approved excepting on the same understanding respecting wireless messages as is outlined in subparagraph (j) of Article V for neutral and unrequisioned American vessels." (W. T. B. R. 229, Journ., 14: 24.)

The War Trade Board on Nov. 12, 1918, announced the following amendment of subparagraph (j) of Article V of "General Rules No. 1, Governing Granting Licenses for Bunker Fuel, Port, Sea, and Ship's Stores and Supplies":

"If a vessel is fitted with wireless telegraphy, the sending apparatus shall be sealed in such a manner that no message can be sent without the knowledge of the master. The master shall be responsible for seeing, first, that no message to the enemy is sent by wireless telegraphy; second, that no reports are made of vessels sighted or of any weather conditions experienced *unless specifically authorized by war-time radio instructions promulgated by authorized representatives of the Navy Department, in which case the specific provisions of such instructions are to be followed exactly*; third, that no wireless messages of any kind are sent within 200 miles of England, France, Portugal, or Italy, except emergency messages relating to vessels or persons in distress, *unless specifically authorized by war-time radio instructions promulgated by authorized representatives of the Navy Department, in which case the specific provisions of such instructions are to be followed exactly*."

The following shall be added to "General Rules No. 1, Governing Granting Licenses for Bunker Fuel, Port, Sea, and Ship's Stores and Supplies" as Article VII thereof:

"No application for bunkers by any vessel under the American flag shall be approved excepting on the same understanding respecting wireless messages as is outlined in subparagraph (j) of Article V for neutral and unrequisioned American vessels." (W. T. B. R. 313, Journ., 16: 29.)

the knowledge of the master. The master shall be responsible for seeing, first, that no message to the enemy is sent by wireless telegraphy; second, that no reports are made of vessels sighted or of any weather conditions experienced; third, that no wireless messages of any kind are sent within 200 miles of England, France, Portugal, or Italy, except emergency messages relating to vessels or persons in distress.

(k) The owner or charterer shall, upon request to do so by the War Trade Board, dispense with the services of the master, officers, or any members of the crew.

(l) No vessel shall proceed on any voyage or be chartered on trip or time charter without the previous consent of the War Trade Board or the Interallied Chartering Executive.

(m) No vessel shall carry any cargo which is consigned to or shipped by any person, firm, or corporation with whom citizens of the United States are prohibited by law from trading.

(n) No vessel shall carry to or from any European port any cargo which is consigned to or shipped by any person, firm, or corporation with whom citizens of any of the allied countries are prohibited by law from trading.

(o) No vessel shall be bought or sold without the previous approval of the United States Shipping Board, War Trade Board, or of the Interallied Chartering Executive.

(p) No vessel shall be laid up in port without the approval of the War Trade Board or the Interallied Chartering Executive.

(q) Every vessel clearing from a port of the United States shall observe all orders and requirements of the Committee on Ship Protection of the Emergency Fleet Corporation, of the Navy Department, of the Department of Commerce, and the Bureau of War Risk Insurance of the Treasury Department.

(r) All "bunkers" received by any vessel shall be used solely for the purposes of the vessel, and no portion of the bunkers shall be landed in any port or transferred to any other vessel.

(s) A report in duplicate shall be furnished to the War Trade Board each month, showing in detail the movement of all vessels subject to these regulations.

Regulations, registering new vessels as American, February 23, 1918.

[Journal, W. T. B., 7: 15.]

Action has been taken by the War Trade Board, in cooperation with the United States Shipping Board, to insure that all the vessels turned out under the shipbuilding program, or otherwise, shall be registered as American vessels, and thereby kept under the control of the United States Government. The following announcement was made public on February 23:

In order to effect this a ruling has been adopted by the War Trade Board, which will be incorporated as paragraph VI in General Rules

No. 1, Governing the Granting of Licenses for Bunker Fuel, Port, Sea, and Ship's Stores and Supplies, and which reads as follows:

"No application for bunkers by any vessel built in the United States and completed after February 1, 1918, shall be granted, unless the vessel is documented under the American flag, or unless the United States Shipping Board shall have waived such documentation."

Clause (o) of paragraph V of the General Rules No. 1 above referred to, as amended February 5, provides that no neutral or uncommandeered American vessel shall be bought or sold without the previous approval of the United States Shipping Board, the War Trade Board, or the Interallied Chartering Executive.

In the application of this clause (o) the War Trade Board has issued the following announcement of the principles which will guide their action in the administration of this paragraph, which is to the following effect:

"That applications for permission to buy or sell the vessels mentioned in clause (o) of paragraph V should be made in the first instance to the United States Shipping Board and that the War Trade Board would be governed by the decision of the United States Shipping Board upon such application."

For the further guidance of applicants for permission to buy or sell vessels under section (o), the following rules of the Shipping Board have been issued:

"Applications to the Shipping Board for permission to buy or sell vessels under section (o) of paragraph V of the War Trade Board's General Rules No. 1 should include the following information:

- "1. Name of vessel.
- "2. Official number.
- "3. Date of construction.
- "4. Type of vessel.
- "5. Gross tonnage.
- "6. Dead-weight capacity.
- "7. Speed.
- "8. Name of purchaser
- "9. Citizenship."¹
- "10. Number of years' experience on the part of the purchaser in operating vessels.
- "11. Trade in which purchaser proposes to place the vessel.
- "12. Total price.
- "13. Price per dead-weight ton."

Regulations governing the exportation of dunnage, Sept. 9, 1918.

[Journal, W. T. B., 14:24.]

The War Trade Board on September 9, 1918, announced the addition of Paragraph VI to the General Rules No. 1, Governing Granting Licenses for Bunker Fuel, Port, Sea, and Ship's Stores and Supplies. The paragraph reads as follows:

No dunnage shall be allowed to proceed out of the United States or any of its territories or possessions on any vessel, except under license of the War Trade Board, either as ship's stores or as cargo. No applications for "bunkers" of any vessel shall be granted

¹ "Attention is called to the following definition of a citizen of the United States, as given in section 2 of the Shipping Act approved September 7, 1916:

"That within the meaning of this act, no corporation, partnership, or association shall be deemed a citizen of the United States unless the controlling interest therein is owned by citizens of the United States, and, in the case of a corporation, unless its president and managing directors are citizens of the United States and the corporation itself is organized under the laws of the United States, or of a State, Territory, District or possession thereof." (Official footnote.)

unless such dunnage as she may have aboard is so licensed. Vessels will not be permitted to clear with dunnage unless properly covered either by export or bunker license. If declared as ship's stores, dunnage can not be discharged at any foreign port or transferred to any other vessel without special permission from the Bureau of Transportation of the War Trade Board.¹

Steamship owners, agents, and masters and also shippers are reminded that this regulation has been operative for some time, but that heretofore it has not been incorporated in the General Rules which were given publicity. (W. T. B. R. 215.)

Restrictions on deck cargoes and cargoes carried by sailing vessels, Sept. 10, 1918.

[W. T. B., Journ., 14:24.]

The War Trade Board have adopted certain restrictions on deck cargoes on unarmed vessels proceeding without convoy from Atlantic and Gulf ports, as announced on September 10, 1918.² The War Trade Board also announce certain restrictions on cargoes carried by sailing vessels. In order to avoid delays and unnecessary expense, vessel owners, charterers, and agents should consult with collectors of customs or agents of the Bureau of Transportation, War Trade Board, before making commitments for deck cargoes or cargoes to be carried by sailing vessels. (W. T. B. R. 220.)

¹ The War Trade Board on Nov. 30, 1918, announced that Paragraph VI to the General Rules No. 1, Governing Granting Licenses for Bunker Fuel, Port, Sea, and Ship's Stores and Supplies, has been amended to read as follows:

No dunnage shall be allowed to proceed out of the country on any vessel except under license of the War Trade Board, either as ship's stores or as cargo. No applications for "bunkers" of any vessels shall be granted unless such dunnage as she may have aboard is so licensed. Vessels will not be permitted to clear with dunnage unless properly covered either by export or bunker license. If declared as ship's stores, dunnage can not be discharged at any foreign port or transferred to any other vessel without special permission from the Bureau of Transportation.

Dunnage (lumber and wood), as per following list only—poplar; gum; white pine; yellow pine, under 12' by 12' 25' long; cottonwood; hemlock; staves, shooks, heads, made of red or white oak; staves, shooks, heads, made of ash—which is intended solely for use as dunnage aboard vessel on which shipped, and not for commercial use abroad, will be licensed in usual and reasonable quantities under bunker licenses.

Burlap and jute bagging or bags when used either for topping purposes on board grain vessels or for dunnage purposes on board any vessel will be considered as ship's stores and licensed accordingly.

This ruling cancels all previous rules and regulations respecting the licensing of dunnage. It is suggested that those interested should confer with agents of the Bureau of Transportation, or collectors of customs at ports where there are no agents, for further information on the subject. (W. T. B. R. 344, Journ. 10:31.)

² The War Trade Board on Nov. 18, 1918, announced that they had rescinded War Trade Board ruling 220, issued Sept. 10, 1918, with respect to certain restrictions on deck cargoes on unarmed vessels proceeding without convoy from Atlantic and Gulf ports and certain classes of cargo carried by sailing vessels.

The restrictions heretofore imposed upon certain classes of cargo carried by auxiliary motor vessels have also been rescinded. (W. T. B. R. 327, Journ. 16:29.)

RECOGNITION OF INTERNATIONAL STATUS.*Recognition of French Protectorate in Morocco, January 17, 1917.***The Secretary of State to the French Ambassador.**

Referring to my informal note of the 2d instant and your excellency's reply of the 8th instant in regard to the recognition of French protectorate in Morocco, I have the honor to inform you that the Government of the United States, taking into consideration the political relations of the Government of the French Republic to the Government of Morocco, has concluded to recognize, and hereby formally recognizes, the establishment of the French protectorate over the French zone of the Shereefian Empire.

The Government of the United States is moved to take this action notwithstanding the present conflict in Europe in order to meet the wishes of the French Government and the French people, for whom the Government and people of the United States entertain a traditional and sincere friendship.

I have the honor to request the customary courtesy of your excellency in bringing the foregoing to the attention of the French Government.

I am, etc.,

ROBERT LANSING.

*Recognition of republican government in Russia, March 22, 1917.¹***Statement by United States Ambassador Francis.**

I have the honor, as the ambassador and representative of the Government of the United States accredited to Russia, to state, in accordance with instructions, that the Government of the United States has recognized the new Government of Russia, and I, as ambassador of the United States, will be pleased to continue intercourse with Russia through the medium of the new Government.

May the cordial relations existing between the two countries continue to obtain; may they prove mutually satisfactory and beneficial.

Reply by Russian Foreign Minister, Dr. Paul Milyukoff.

Permit me, in the name of the Provisional Government, to answer the act of recognition by the United States. You have been able to follow for yourself the events which have established the new order of affairs for free Russia. I have been more than once in your country and may bear witness that the ideals which are represented by the Provisional Government are the same as underlie the existence of your own country. I hope that this great change which has come to Russia will do much to bring us closer together than we have ever been before.

I must tell your excellency that during the past few days I have received many congratulations from prominent men in your country assuring me that the public opinion of the United States is in sympathy with us. Permit me to thank you. We are proud to be recognized first by a country whose ideals we cherish.

¹ The Czar abdicated for himself and son Mar. 15, 1917. Great Britain, France, and Italy followed the United States by recognizing the new government March 22, 1917.

*Recognition of nationalistic aspirations of Czecho-Slovaks and Jugo-Slavs,
May 31, 1918.*¹

(Official United States Bulletin No. 323, p. 2.)

The Secretary of State desires to announce that the proceedings of the Congress of Oppressed Races of Austria-Hungary,² which was held in Rome in April, have been followed with great interest by the Government of the United States, and that the nationalistic aspirations of the Czecho-Slovaks and Jugo-Slavs for freedom have the earnest sympathy of this Government.

*Recognition of belligerency of Czecho-Slovaks, September 3, 1918.*³

(Official United States Bulletin No. 402, p. 1.)

The Secretary of State makes the following announcement:

The Czecho-Slovak peoples having taken up arms against the German and Austro-Hungarian Empires and having placed organized armies in the field which are waging war against those Empires under officers of their own nationality and in accordance with the rules and practices of civilized nations; and

The Czecho-Slovaks having, in prosecution of their independent purposes in the present war, confided supreme political authority to the Czecho-Slovak National Council,

The Government of the United States recognizes that a state of belligerency exists between the Czecho-Slovaks thus organized and the German and Austro-Hungarian Empires.

It also recognizes the Czecho-Slovak National Council as a de facto belligerent Government, clothed with proper authority to direct the military and political affairs of the Czecho-Slovaks.

The Government of the United States further declares that it is prepared to enter formally into relations with the de facto Government thus recognized for the purpose of prosecuting the war against the common enemy, the Empires of Germany and Austro-Hungary.

*Demand for Austro-Hungarian recognition of independence of Czecho-Slovaks and Jugo-Slavs, October 18, 1918.*⁴

[Official United States Bulletin, No. 441, p. 2.]

From the Secretary of State to the Minister of Sweden.

DEPARTMENT OF STATE,

October 18, 1918.

SIR: I have the honor to acknowledge the receipt of your note of the 7th instant, in which you transmit a communication from the Imperial Royal Government of Austria-Hungary to the President. I am

¹ Adhesion by Allied Supreme War Council June 4, 1918, supra, p. 98.

² Supra, p. 107.

³ Recognition by France, June 30, 1918, supra, p. 49; Great Britain, Aug. 13, 1918, supra, p. 99. Japan accorded recognition Sept. 9, 1918. Cuba recognized the belligerency of the Czecho-Slovaks by presidential decree Nov. 5, 1918.

⁴ Austrian reply, supra, p. 13.

"Further, in the conditions of peace, laid down in his address to Congress of January 8, 1918, the President declared that invaded territories must be restored as well as evacuated and freed. The Allied Governments feel that no doubt ought to be allowed to exist as to what this provision implies. By it they understand that compensation will be made by Germany for all damages done to the civilian population of the Allies and their property by the aggression of Germany by land, by sea, and from the air.

"I am instructed by the President to say that he is in agreement with the interpretation set forth in the last paragraph of the memorandum above quoted. I am further instructed by the President to request you to notify the German Government that Marshal Foch has been authorized by the Government of the United States and the Allied Governments to receive properly accredited representatives of the German Government, and to communicate to them terms of an armistice."

Accept, sir, the renewed assurances of my highest consideration.

ROBERT LANSING.

Mr. HANS SULZER,

Minister of Switzerland, in charge of German interests in the United States.

Note recognizing the provisional government of Poland, January 30, 1919.

[Official United States Bulletin, Jan. 30, 1919, p. 1.]

Secretary of State Lansing to Ignace Paderewski.

The President of the United States directs me to extend to you as Prime Minister and Secretary for Foreign Affairs of the Provisional Polish Government his sincere wishes for your success in the high office which you have assumed and his earnest hope that the Government of which you are a part will bring prosperity to the Republic of Poland.

It is my privilege to extend to you at this time my personal greetings and officially to assure you that it will be a source of gratification to enter into official relations with you at the earliest opportunity to render to your country such aid as is possible at this time as it enters upon a new cycle of independent life, will be in full accord with that spirit of friendliness which has in the past animated the American people in their relations with your countrymen.

URUGUAY.

Decree requiring radiotelegraphy on vessels, January 13, 1912.

Considering that wireless telegraphy presents for navigation not only a useful service, but principally a medium for aid of great importance in cases of accident, etc., it is decreed:

ARTICLE I.—After May 1, 1912, all vessels carrying passengers between the ports of the Republic and foreign ports, shall be equipped with radiotelegraphic installations.

ART. II.—Such installations shall be of sufficient strength to receive and transmit messages for a distance of at least 62 miles on river vessels, and 248.5 miles on ocean-going vessels.