

## AGREEMENTS WITH ENEMY COUNTRIES FOR THE EXCHANGE OF OFFICIALS AND NON-OFFICIALS

### I. AGREEMENTS WITH THE GERMAN AND ITALIAN GOVERNMENTS

701.6211/1464a : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 13, 1941.

285. Please inform the Swiss Government for the information of the German and Italian Governments<sup>1</sup> that the personnel of the German and Italian Embassies at Washington is receiving treatment in accordance with the statement provided by the Department to the American Embassies at Berlin and Rome<sup>2</sup> for communication in the present contingency to the German and Italian Governments, respectively. The members of the staffs of the German and Italian Embassies are being allowed freedom of movement within the District of Columbia and suburbs and are residing in their homes. They have freedom of communication with the Mission of the protecting power and with the Department of State. They are being given every facility to satisfy their personal needs and to obtain funds for that purpose and they are being accorded such police protection as appears necessary for their personal safety.

You can assure the Swiss Government and it may so inform the German and Italian Governments that the Department is doing everything within its power to assure the comfort of these persons.

When you communicate the foregoing to the Swiss Government, please request it also to inform the German and Italian Governments that they may obtain from their Missions in Washington through the intermediary of protecting power any information which they may desire in regard to the treatment which the personnel of their Mission is receiving.

Please request the Swiss Government to bring the foregoing promptly to the attention of our Chargés d'Affaires at Berlin and Rome and to instruct them that henceforth their communications with the Department should be through the representatives of Switzerland.

<sup>1</sup> The Swiss Government was in charge of German and Italian interests in the United States as well as U. S. interests in Germany and Italy.

<sup>2</sup> Telegram No. 1523, May 28, 1941, 11 p. m., to the Ambassador in Germany, and telegram No. 419, June 17, 1941, 10 p. m., to the Ambassador in Italy; neither printed.

Please request the Swiss Government to inform the German and Italian Governments that this Government assumes that equally favorable treatment will be accorded to its representatives in Berlin and Rome.

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701.6210/52a : Circular telegram

*The Secretary of State to Diplomatic Representatives in the American Republics*

WASHINGTON, December 13, 1941—7 p. m.

The Department has received through several of its missions in the other American Republics requests that the diplomatic and consular representatives of the Axis powers in certain of the American Republics and the diplomatic and consular representatives of those Republics in Axis countries be included in any arrangements made for the exchange of diplomatic and consular representatives of Axis powers in the United States and diplomatic and consular representatives of the United States in Axis countries.

Whether or not such a request has been made by the Government to which you are accredited, you should, if that Government has broken or should subsequently break relations with any of the Axis powers state that this Government will be glad if desired to endeavor to include in the arrangements which it is endeavoring to make for the exchange of its own diplomatic and consular representatives in Axis countries and of the diplomatic and consular representatives of the Axis countries in the United States any of the official personnel of the other American Republics which have already broken or may subsequently break relations with the Axis powers in exchange for the official personnel of such powers in such other American Republics.

The Department is now drawing up specific proposals for transmission through the Swiss Government to the Japanese,<sup>3</sup> German and Italian Governments with respect to the exchange of this Government's own diplomatic and consular representatives in Axis countries and of the diplomatic and consular representatives of the Axis countries in the United States. If the governments concerned desire it, those proposals will be made to include, among the officials to be exchanged, the representatives of Japan, Germany and Italy in the American Republics which have broken or may break relations with Japan prior to the carrying out of such arrangements and the representatives of those republics accredited to the Japanese, German and Italian Governments. The Department is unable to state at this

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<sup>3</sup> For correspondence concerning agreement with the Japanese Government regarding the exchange of officials and non-officials, see pp. 377 ff.



moment just what it may be possible to do in this respect. It is, therefore, suggested that until these arrangements are further advanced the governments concerned should keep in comfort in their Legations or homes, as is being done in Washington, the diplomatic and consular staffs of the countries with which relations have been severed.

The Department will communicate with you further in this connection as soon as possible, giving you for communication to the governments concerned the text of the proposals that it is now formulating.

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701.6511/1250

*The Swiss Legation to the Department of State*<sup>4</sup>

MEMORANDUM

Offering and warranting reciprocity the Italian Government would like to see the departure of the staff of the Italian Embassy, including all dependents, arranged under the following conditions:

- 1.) Safe-conduct from an American to a European port.
- 2.) Guarantees that the vessel bringing the staff back to Europe will not be forced to call at an inimical port or stopped at sea by enemy forces.
- 3.) Illimited removal of personal belongings.
- 4.) Exemption of control and search of any kind of the staff and the dependents, as well as the private belongings taken along.
- 5.) Guarantees against seizure of such belongings.

WASHINGTON, December 13, 1941.

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701.6511/1205a : Circular telegram

*The Secretary of State to Diplomatic Representatives in the American Republics*

WASHINGTON, December 18, 1941.

The Department has received inquiries regarding the treatment being accorded in the United States to Italian diplomatic officers now within our jurisdiction.

The following is the text of a note addressed today by the Department to the Swiss Minister:

"Sir: I have the honor to request you acting in your capacity as representative at Washington of the Government protecting American interests in Italy and Italian-occupied territories to be kind enough

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<sup>4</sup> Similar memorandum of the same date received from the Swiss Legation with respect to German interests.

to transmit to the former Italian Ambassador in Washington the information contained herein concerning the treatment by this Government of Italian diplomatic officers now within our jurisdiction. This information is also being communicated to the American Legation at Bern<sup>5</sup> with instructions that the Legation request your Government to transmit the information to the Italian Foreign Office.

This Government will continue to accord to the personnel of the former Italian Embassy correct and liberal treatment in accordance with international law and the pertinent precedents. Every effort will be made to furnish them and members of their families with adequate protection and to insure their comfort as long as they remain within the jurisdiction of the United States. Furthermore, they will be accorded every reasonable facility for liquidating their personal affairs. They are being permitted to reside in their homes with their families and permitted entry to and exit from the Embassy without surveillance. While the Embassy itself and all members of the staff and their families are at all times being afforded adequate protection, no police officer will be stationed within the Embassy. The representative at Washington of the power protecting Italian interests in the United States has free access to the Embassy. The Embassy has telephone connection with the representative of the aforesaid power and with the Department of State. The Embassy is permitted to communicate freely with the Italian Foreign Office through the intermediary of the protecting power.

This Government is requesting the Swiss Government to propose to the Italian Government a plan for the repatriation of Italian diplomatic personnel in this country and members of their families and to exercise its good offices to the end that a mutually satisfactory arrangement may be made as rapidly as possible. The proposal of this Government is that the Italian official personnel and their families will proceed on an appropriate passenger vessel under safe conduct to Lisbon, there to be exchanged for the American diplomatic personnel from Italy; that there will be an exchange of passengers and baggage at Lisbon whence the vessel will return to the United States and that all expenses involved in this operation shall be divided among the governments concerned on the basis of the number of persons transported and the quality of accommodations assigned to them."

If the Government to which you are accredited has broken relations with the Italian Government or should it do so in the future you may communicate the foregoing to the Foreign Office saying that it is a statement of the treatment being accorded in the United States to these persons. The proposal for exchange of official personnel referred to in the Department's circular of December 13 will be sent you separately when it is formulated in greater detail.

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<sup>5</sup> Telegram No. 320, December 18, 1941, not printed.

701.6211/1482a : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle) \**

WASHINGTON, December 19, 1941.

338. Please request the Swiss Government to be good enough to communicate to the German and Italian Governments, respectively, through the Swiss missions at Berlin and Rome the following proposal of United States Government for the exchange of diplomatic, consular and other official personnel with their dependents, staff and personal effects:

1. The United States Government will select a passenger vessel to carry to Lisbon the officials to be exchanged. It will proceed unarmed and will travel without convoy, under safe conduct of the belligerent governments. Arrangements will be made by this Government to embark at a suitable American port on the Atlantic seaboard all diplomatic personnel with their dependents, staff and personal effects of the German Government and of the Italian Government now within territory under the control of this Government. To the extent that may be desired by the other interested governments, there may be embarked on this vessel the diplomatic, consular, and the official personnel with their dependents, staff and personal effects, of the German and Italian governments now in territory under the control of any of the other American Republics which have now or may by that time have broken relations with the German Government and/or the Italian Government. The United States Government will provide at its own expense adequate transportation facilities for the travel of all such personnel with their dependents and staffs and the carriage of their personal effects from Washington or other places in the United States to the port of embarkation.

2. The persons embarking on this vessel will be allowed to take with them all their personal belongings subject only to such limitations as may be imposed by availability of space on the vessel and the arrival of the belongings at the point of embarkation in time to be laden aboard the vessel.

3. The persons embarked on the vessel by virtue of their diplomatic position as representatives of the German or Italian Governments in this country or elsewhere will not be subjected by the United States authorities to control or search of any kind and this shall likewise be true of their accompanying dependents and staffs and of their personal possessions being taken with them, except for anything that might endanger the safety of the vessel.

\* This telegram was transmitted to the diplomatic and consular representatives in the American Republics in instructions dated December 27 and December 29, together with instructions regarding presentation of the proposals to the Governments to which accredited.

4. The vessel, identifying characteristics of which will be communicated in due course through the Swiss Government to the German and Italian Governments will proceed direct to Lisbon, Portugal and return along a course, the details of which will later be communicated, without stopping at any port en route.

5. The American diplomatic and other official personnel in Germany and Italy with their dependents and staffs will be given for their transportation to the Portuguese frontier with their personal effects adequate facilities and privileges identical with those described in paragraphs 1 through 4 above.

6. Identical facilities and privileges will be afforded to the extent that the interested governments may desire for the transportation, with their personal effects, dependents and members of their staffs, to the Portuguese frontier with Spain of the diplomatic, consular and other official personnel of the other American Republics who have now or may by that time have broken off diplomatic relations with Germany, Italy, or associated powers.

7. The Portuguese Government will be requested to be the guarantor for the exchange on Portuguese territory of all the official German and Italian personnel embarking from the United States against all the official American personnel whether of this Government or of the other American Republics departing from the territory under the control of the German and Italian Governments. The debarkation from the vessel at Lisbon of the personnel arriving from the United States and the entry into Portuguese territory of the personnel arriving from Continental Europe shall be simultaneous.

8. On a basis of reciprocity there shall be included in the exchange the accredited representatives of the press including radio reporters and press photographers whose identity shall be suitably notified by the mission of the protecting power on the basis of information received from the former diplomatic mission or from the government in behalf of which it is acting.

9. There may be included in the exchange on identical terms and to the extent that the interested governments may desire, the diplomatic, consular and other official personnel, with staffs, dependents and personal belongings formerly accredited to the United States of the European powers associated with Germany and Italy in the war against the United States and the United States diplomatic, consular and other official personnel with staffs, dependents and personal belongings formerly accredited to those powers as well as on equal terms the official representatives of those powers in any of the other American Republics and the official representatives of those other American Republics formerly accredited to those powers.

10. The Government of the United States shall on its own behalf guarantee safe conduct for the vessel and shall obtain similar assurances of safe conduct from the other belligerents friendly to it for the

voyage of the vessel from the United States to Lisbon and return. The German and Italian Governments shall likewise guarantee safe conduct for the round trip and shall obtain identical assurances of safe conducts from the belligerent powers associated with them.

11. All assurances of safe conduct for the voyage of the vessel from the United States to Lisbon and return shall be communicated to the Swiss Government which shall at the proper time notify the United States Government that all necessary safe conducts have been received in order that the vessel may commence its voyage. The Swiss Government shall be requested to act as the guarantor to both parties of the observance of the arrangements.

12. The expense of the operation of the vessel shall be divided among the governments concerned. The final determination of the respective shares of the interested governments shall be made by the Swiss Government.

13. There may be accommodated on the vessel, traveling in either direction, properly accredited personnel of the International Red Cross Committee or other Red Cross societies.

14. There shall travel on the vessel a representative of the Swiss Government as guarantor of the execution of the agreement and as the power protecting the interests of the principal interested governments whose official personnel is being exchanged. This representative shall have unrestricted use of the radio facilities of the vessel for communication with his Government in matters regarding the execution of the exchange agreement, and the voyage of the vessel. None of the passengers shall be permitted any use whatever of the radio facilities of the vessel.

The terms of the foregoing proposal are being communicated to the United States diplomatic missions in the other American Republics with the request that they be communicated where appropriate to the governments to which they are accredited with the offer to make any arrangement arising therefrom available for the return to Europe of German, Italian and associated diplomatic, consular and other official personnel with their dependents, staffs and personal belongings and the return similarly to this continent of corresponding official personnel of the American Republics in Germany, Italy, and associated countries. This Government will furthermore suggest that none of the American Republics adopt toward the German, Italian and associated personnel being returned an attitude less favorable than that which this Government is extending.

Please ask the Swiss Government in conveying the foregoing to the German and Italian Governments to state that the Department considers its proposal to include acceptance in principle of the German Government's proposal received through the Swiss Legation at Washington in the latter's note of December 13.<sup>7</sup>

HULL

<sup>7</sup> See footnote 4, p. 287.

701.6211/1470a : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 19, 1941.

344. Please inform Swiss Government for information of German Government that the treatment accorded the personnel of the German Embassy at Washington has until today been in accordance with the statements made in the Department's 285, December 13, 4 p. m. to you. For their greater comfort and protection all of this personnel and their dependents have today been accommodated in a first-class resort hotel where there will be more space available and larger grounds at their disposal. They will continue to be in free communication with the representative of the protecting power.

HULL

125.0040/87b : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 24, 1941.

392. The Minister at Sofia and the Chargé d'Affaires at Rome and Budapest have sought information concerning the Department's attitude towards the willingness of the Governments to which they were formerly accredited to have them, their staffs, and dependents proceed to Lisbon to await the completion of arrangements now being considered for their repatriation in exchange for the Missions of those countries in the United States.

Please request the Swiss Government to inform these officers as well as any others that may make similar inquiries that the Department has no objection to the departure of official parties to Lisbon to await repatriation if the Governments to which they were formerly accredited are willing to permit them to do so.

With respect to the departure of non-official American nationals with any official party, the Department desires that such nationals understand that it must be their own responsibility to arrange onward transportation from Lisbon to the United States via clipper or other commercial means such as neutral flag vessels. While it may be possible at a later date to arrange for the exchange of non-official nationals in enemy countries, no action to this end is contemplated at the present time. It is abundantly of record that Americans throughout the dangerous areas in Europe have repeatedly been warned both before and since the outbreak of war in September, 1939 to return to the United States while regular transportation facilities were available. At great expense to this Government several special vessels were sent to Europe during the past 2 years to repatriate Americans willing to heed this Government's advice, and public funds in the



form of loans were made available to assist those unable otherwise to pay for their transportation. The provision of further special facilities at this time is not contemplated.

It is considered advisable that the Swiss Government endeavor to make a communication in the sense of this entire telegram to the Chiefs of Mission awaiting repatriation in the various enemy countries in Europe, and also endeavor to inform American citizens in those countries in respect to the last preceding paragraph.

HULL

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125.0040/82 : Telegram

*The Secretary of State to the Chargé in Italy (Wadsworth)*

[Extract]

WASHINGTON, December 24, 1941.

1354. Your 1981, 20th,<sup>8</sup> and preceding telegrams regarding inclusion of "notables" in exchange of officials.

Department has no objection to arrangements for special train to take official Embassy staff and official staffs of certain other American Republics from Rome to Lisbon. If sufficient space is available, non-official American nationals may accompany official party as far as Lisbon but, other than press representatives and their dependents and American representatives of Red Cross, non-official Americans must understand that it will be their own responsibility to arrange onward transportation from Lisbon to the United States via clipper or other means such as neutral flag vessels. While it may be possible at a later date to arrange for the exchange of non-official nationals in enemy countries, no action to this end is contemplated at the present time.

Accordingly Department's proposal for the exchange of official personnel between the Axis Powers in Europe and certain of the American Republics does not include the non-official "notables" referred to in your telegrams under reference.

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124.623/909 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, December 25, 1941.

[Received December 25—11 a. m.]

436. Legation received at 12 noon today note from Swiss Foreign Office quoting as follows text of telegram just received from Swiss

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<sup>8</sup> Not printed.



Legation, Berlin, regarding treatment American diplomatic personnel in Germany and German personnel in United States (translation in [from] German) :

"Ministry of Foreign Affairs makes following statement regarding Americans at Nauheim.<sup>9</sup>

1st. Freedom of movement for whole group is given for time being outside of hotel both in grounds of hotel and of nearby mineral springs pavilion.

2d. The Chargé d'Affaires with his sister-in-law can upon his request also visit the town.

3rd. The representative of the protecting power can enter at any time.

4th. Telephone connection between Minister Steiner of Swiss Legation in Berlin and Chargé d'Affaires Morris is permitted.

5th. Postal connection between the Legation and American group is also permitted. (End of statement.)

"Inform our (Swiss) Embassy in Washington immediately to demand exactly similar treatment for German group in White Sulphur Springs. A satisfactory adjustment (*Regelung*) is requested within 48 hours or otherwise reprisals must be expected here."

For Department's information Legation communicated contents Department's 344, December 19 to Swiss Foreign Office on December 21 for information German Government.

HUDDLE

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701.6211/1484a : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 26, 1941.

406. Your 436, 25th and Department's 344, 19th. Please inform Swiss Government as follows for transmission to German Government:

All members of German Embassy at Washington and their dependents have been assembled at the well known Greenbrier Hotel at White Sulphur Springs, West Virginia.

In particular the following conditions apply :

1. The whole group is permitted freely to move about in an extensive area of the park grounds outside the hotel. This area includes the mineral springs.

2. The German Chargé d'Affaires with his wife can upon request also visit the town.

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<sup>9</sup> American official personnel and dependents in Germany had been assembled at Nauheim.

3. The representative of the Swiss Legation is permitted free access to the German group at all times.

4. There is unrestricted two-way telephone communication at all times between the German group and the Swiss Legation at Washington.

5. Postal communication between the Swiss Legation and the German group is also permitted.

Since diplomatic relations were severed, the Government of the United States under international law has treated on a reciprocal basis the former representatives of the governments with which it is now at war.

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125.0040/93 : Telegram

*The Minister in Portugal (Fish) to the Secretary of State*

LISBON, December 27, 1941—2 p. m.

[Received January 11, 1942—1:38 p. m.]

776. Department's telegram 881, December 24, 7 p. m.<sup>10</sup> It will be possible to accommodate in or near Lisbon our official personnel and that of certain other American Republics should they be sent here pending final arrangements for exchange. Accommodations naturally will not be de luxe in all cases but they will be adequate and every effort will be made to allocate them suitably.

Although I know the Portuguese Government has already been approached in this particular by the Governments of Italy, Hungary and Rumania I do not know what decision has been reached by the Foreign Office.

It will not be feasible for unofficial nationals not included in the arrangements for exchange to remain in Portugal indefinitely. Since our entry into the war the Portuguese Government has refused transit visas to all Americans unless they have definite booking for departure to the United States. In view of the limited capacity of the Clippers, the present irregularities of their schedule and the absence of any other means of transportation non-officials will not receive transit visas unless the Department establishes Clipper priority for them individually. Portugal appears determined to prevent an accumulation of refugees here such as existed in late 1940.

FISH

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<sup>10</sup> Not printed.

125.0040/86 : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 30, 1941.

427. American interests. Your undated 449, received December 27.<sup>11</sup>

1. This Government would be grateful if Swiss Government would obtain such lists wherever American official personnel is awaiting repatriation, including the Far East.

2. Lists should include diplomatic and consular officers; any other Government officers (specifying title of each); Government clerks and custodial personnel of American nationality; and American unofficial nationals of the following categories only: (A) such properly accredited representatives of the American Red Cross Society and their staffs as may wish to avail themselves of the facilities to be provided by the exchange agreements and (B) properly accredited newspaper correspondents (including radio reporters and press photographers) and their staffs.

3. After the name of each person, list such persons of the following categories in his or her household as will be included in the exchange:

(A) Members of the family, stating the name and relationship of each and the age of each minor; and

(B) If they are American nationals: Members of the household staff, stating the name and position of each.

4. The Department wishes also to receive for its consideration the names of such persons of the following categories as might wish to be included in the exchange, each name to be followed by the list specified above in numbered paragraph 3:

(A) Persons mentioned in numbered paragraphs 2 and 3 who, when hostilities commenced, were visiting in or traveling through the territories in question.

(B) Nationals of friendly countries who were employed in connection with the representation by the United States of foreign interests.

(C) Persons not otherwise covered by this instruction but considered by American officers to be entitled to inclusion in the official group. In all such cases, reasons should be stated fully and nationality indicated.

5. Lists from the Far East should include the United States Court for China, Legation Guard, Marine detachments, and any other employees of the United States Government.

<sup>11</sup> Not printed; it reported that the Legation had requested the Foreign Office to endeavor to obtain names of all American official personnel to be evacuated from Germany, Italy, Hungary, Rumania, and Bulgaria.

6. Please also request that the Swiss Government be so good as to prepare and transmit through you to this Government analogous lists of all Latin American official groups to be included in the exchange.

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701.6211/1475: Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, December 30, 1941.

[Received December 30—11: 17 a. m.]

482. Department's 338.<sup>12</sup> Swiss Foreign Office has communicated Department's proposal in full as contained in its telegram to Swiss representatives for delivery to belligerent Governments as requested.

However, Minister de Pury in charge of Department of Foreign Interests of Federal Political Department has orally advised Legation of Swiss Government's position with respect to certain elements of proposal as follows:

"Paragraph 11 of the proposal states that Swiss Government shall be requested to act as the guarantor to both parties of the observance of the arrangements. Swiss Government cannot undertake that responsibility. It agrees however to communicate the receipt of safe conduct as proposed in the paragraph. Paragraph 12 proposes that Swiss Government shall determine the shares to be paid by the interested governments of the expense of operation of exchange vessel. Swiss Government is agreeable in principle. Paragraph 13 proposes the presence of Red Cross personnel and of a representative of Swiss Government on board vessel and restriction use of radio facilities during the voyage to Swiss representative. Swiss Government agrees to travel of the Red Cross personnel on condition that Red Cross has no objection thereto. It agrees that Swiss Government representative shall be on board; however it feels that during voyage, with consent of Swiss Government representative, the other passengers in case of emergency should be permitted use of radio to send telegrams in clear and controlled by Swiss Government representative."

HUDDLE

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701.6211/1486a: Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 30, 1941.

431. Department's 338, 19th, paragraph 3. Please request Swiss Government to inform the German, Italian, Rumanian and Hungarian Governments that Department is prepared on the basis of reciprocity to extend exemption from search or control of personal effects to consular and other official personnel and to their accompanying dependents and staffs.

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<sup>12</sup> Telegram of December 19, p. 289.

701.6211/1475 : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 31, 1941.

441. Your 482, December 30. Department is agreeable to emendation of its proposal along lines suggested by Federal Political Department and requests that Swiss Government inform German, Italian, Hungarian, Rumanian, Bulgarian and Danish Governments of these suggestions and of the Department's assent thereto.

The provision in Department's 338 for presence of Red Cross personnel on the exchange vessel is permissive and was included because of this Government's desire to extend all possible facilities to the International Red Cross and other Red Cross societies in case they should wish to take advantage of the exchange vessel for the transportation of personnel.

With reference to suggested emendation of paragraph 11 of Department's 338, Department would suggest substitution of language similar to that in final sentence of paragraph 13 of its 405, December 26.<sup>13</sup>

HULL

701.6511/1205 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, January 2, 1942.

[Received January 2—4:13 p. m.]

6. American interests—Italy. Referring Department's 338, December 19, Swiss Foreign Office by note of January 1 communicates following reply of Italy Government through Swiss Minister at Rome to Department's proposal for exchange of official personnel (translation from Italian):

"1. The Italian Government takes note of the decision of the United States Government to designate a passenger ship to transport Italian officers and personnel to Lisbon. The ship will proceed unarmed without convoy under safe conduct from the belligerent governments. It is also noted that the United States Government will place on board at an American port on the Atlantic seaboard all the diplomatic personnel and dependent employees at present in territory under the control of the United States Government, such personnel and employees being permitted to take with them their personal effects. The Italian Government notes that there may also be embarked on board the ship the diplomatic and consular officers and their dependent employees who are at present in territory under the control of the other American Republics which have broken diplomatic relations

<sup>13</sup> *Post*, p. 382.

with Italy or which may have broken relations at the time the exchange takes place. The Italian Government also notes that the United States Government will itself undertake the expenses of the travel of such personnel and the transportation of their personal effects from Washington and elsewhere in the United States to the port of embarkation. For its part the Italian Government will make provision to bear the expenses of transfer of the American diplomatic personnel, their families and their personnel from Rome or from elsewhere in Italy to the frontier of Mentone and of the transportation of their effects.

2. The Italian Government notes that the personnel embarked on the steamer will be authorized to take with them their personal effects within the limits of the possible space on the boat itself and the possibility of providing rapidly for embarkation. The Italian Government requests the assurance that this limitation shall not be less than the three trunks and hand baggage allowed by the Italian Government to the American personnel which is being repatriated.

3. The Italian Government notes that the persons who embark on the ship as diplomats representing the Italian Government in the United States or elsewhere together with their families and their personnel will not be subject to control or inspection by the North American and British authorities either on land or on sea, and the Italian Government will accord the same privileges to diplomats of the United States, to their families and their personnel as well as to the diplomats and consuls of other states who leave Italy on the diplomatic trains. This exemption is also accorded on the basis of reciprocity to the personal effects which the said personnel carry with them.

4. The Italian Government notes that the ship—the particulars concerning which will be communicated immediately to the Italian Government through the Swiss Government—will follow the following course: an Atlantic port on the American seaboard to Lisbon and return without touching any other port.

5. The American diplomats and other official personnel of nations at war or which may have broken diplomatic relations with Italy together with their families and personnel will be conducted in special trains and at the expense of the Italian Government to the frontier of Mentone. They will enjoy the same privileges which are accorded by the American Government to Italian diplomats. The Italian Government will moreover arrange for special trains to take the above described personnel from the French frontier to the port of embarkation.

6. The Italian Government will accord identical facilities and privileges on request of the interested governments and under condition of reciprocity for the transportation to the port of embarkation of the diplomats and their families and personnel of those Central and South American Republics which have already broken or which may eventually have broken diplomatic relations with Italy at the time of the exchange.

7. The Italian Government notes that the Portuguese Government will be requested by the Government of the United States to act as guarantor for the exchange within Portuguese territory of the personnel and Italian citizens who will be repatriated from the United States in exchange for the personnel and citizens of North American



and of the other American Republics who are being repatriated. An identical guarantee will be requested of the Portuguese Government by the Italian Government.

8. The Italian Government raises no objection to proceeding to an exchange of other categories of citizens of the two countries at the same time with the diplomats and their employees and by the same means of transportation. The Government of the United States in its note mentioned only journalists. The Embassy of the United States at Rome has of its own accord proposed the repatriation of a certain number of American citizens residing in Italy. The Italian Government is ready to facilitate such repatriation in as liberal a manner as possible on condition that the same criteria will be followed by the Government of the United States for the repatriation of Italian citizens. Concrete proposals to this effect have been made through Ambassador Colonna<sup>14</sup> and Mr. Wadsworth.<sup>14a</sup> The Italian Government does not consider that the exchange need be limited to journalists, radio announcers and photographers. It therefore requests that there be considered a block exchange of specified categories of citizens of both countries, an exchange which the Italian Government is ready to effect on the most liberal possible criteria. The Italian Government is prepared to make the same exchange with the other American Republics which have broken diplomatic relations with Italy or which will have broken relations at the time of the exchange provided that the Governments of these republics agree and that the Government of the United States is disposed to facilitate such an exchange. Disembarkation from the ship at Lisbon of the persons arriving from the United States and entrance into Portuguese territory of the persons arriving from continental Europe will be simultaneous.

9. The Italian Government agrees that on the request of the interested governments there be included in the exchange and under the same rules the diplomatic, consular and other official personnel already accredited to the United States by the European powers associated with the Axis powers. The Italian Government also agrees that there be included in the exchange the official personnel of the United States and of the Central and South American Republics formerly accredited to the countries associated with the Axis.

10. The Italian Government for its part in conformity with the steps which will be taken by the Government of the United States guarantees the safe conduct of the vessel for the round trip and will undertake to obtain identical assurances of safe conduct from the belligerent powers associated with it.

11. The Italian Government will not fail to communicate to the Swiss Government for the part which concerns it the guarantees of safe conduct for the round trip of the vessel from the United States to Lisbon and return and will request the Swiss Government to act as guarantor of the observance of such guarantees.

12. The Italian Government notes that the transportation expenses of the ship will be apportioned among the interested governments and will likewise request that the expenses of the special trains from the Italian-French frontier of Mentone to the port of embarkation be apportioned between the Government of the United States and the

<sup>14</sup> Ascanio dei principi Colonna, Italian Ambassador in the United States.

<sup>14a</sup> George Wadsworth, Chargé in Italy.



interested Governments of Central and South America. The Italian Government agrees that the expenses of the respective Governments shall be determined by the Swiss Government.

13. The Italian Government notes that there will embark on the ship personnel of the International Red Cross Committee and of other Red Cross societies as well as a representative of the Swiss Government in the dual capacity of guarantor of the execution of the agreements and of representative of the power protecting the interests of the principal interested Governments. The Italian Government notes that during the voyage no passenger will be permitted to use in any way the radio service except the representative of the Swiss Government for communication with his Government. The Italian Government notes that all the proposals outlined above have been communicated to the diplomatic representatives of the United States in the Central and South American Republics which have broken diplomatic relations or which are at war with Italy and Germany in order that the respective Governments may facilitate the return to Europe of the Italian diplomatic and consular personnel. The Italian Government for its part will send the necessary communications to the Governments of these countries through the Argentinian Government."

Swiss Foreign Office adds Minister Rome will shortly communicate oral comments which accompanied delivery of above reply.

HUDDLE

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701.6511/1212 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, January 8, 1942.

[Received January 8—4:22 p. m.]

77. American interests, Italy. Legation's 6, 2d. Swiss Foreign Office note January 7 transmits following text telegram from Swiss Legation, Rome, containing further statement of Italian Government relating to exchange of personnel of the other American Republics: (Italian translation)

"There follows detailed statement concerning those clauses of note concerned particularly with exchange of diplomatic and consular personnel and of Italian citizens now in those Central and South American States which have broken diplomatic relations or which are at war with Italy, against diplomatic consular personnel and citizens of such States in Italy. American Government proposes that on steamer which will transport to Lisbon personnel Italian Embassy Washington there be also embarked the Italian diplomatic [and] consular officials and families and dependent employees now in territories of Central and South American Republics. American Government will provide at its expense for journey such personnel from Washington or other places in United States to port embarkation. This privilege will be extended likewise to transportation and embarkation their personal effects but will be limited to space available on board ship and to possibility arranging embarkment as soon as possible. Italian Government has agreed to this proposal with the

assurance that for its part there will be no difficulty for the diplomatic and consular personnel of Central and South American Republics departing from Italy to be placed on the diplomatic trains Rome to Lisbon. As far as transportation baggage is concerned, it has been stated that this privilege shall not be for less than three trunks per person and for hand baggage. Transportation expenses on diplomatic trains Rome to Lisbon and on board steamer will be borne by respective Governments. Italian officials and families and their personnel repatriated from Central and South America will not be subject control or visit by North American and British authorities either on land or sea. Same privilege will be accorded by Italian Government to officials Central and South American Republics, their families and personnel, who are being repatriated within Italian territory. Italian Government has agreed to proposal of American Government to include in exchange and under same conditions the official personnel Central and South American Republics formerly accredited to the countries associated with Axis and who are to be repatriated."

HUDBLE

701.6511/1309½

*Memorandum of Conversation, by the Assistant Secretary of State  
(Long)*

[WASHINGTON,] January 12, 1942.

After I had talked this afternoon with the Swiss Minister,<sup>14b</sup> he talked to Prince Colonna and then asked hurriedly to see me again. Upon the occasion of my second conference with him in the course of the afternoon, he said that Prince Colonna had asked him to present two points. First, that on the basis of reciprocity the Italians should not be assembled at White Sulphur Springs. If they were to be assembled and confined at some place, that he hoped they would be confined in a place other than the place where the Germans were confined, and that a hotel other than at White Sulphur Springs would be selected.

As regards the question of reciprocity, I told the Swiss Minister that I was quite conscious of the fact that the American diplomats in Rome were enjoying a status of liberty which the Italian Government could on a basis of reciprocity now curtail, and that the Italian Government was able to take a step which would reflect upon the comfort and convenience of our representatives, if they cared to act on the basis of reciprocity. Nevertheless the interest of national defense had determined the question and the decision had been made that the Italians would have to be placed under confinement.

As to the question of another hotel—I explained to the Minister that there were practically no hotels available; that all the hotels in the southern part of the United States were now enjoying their winter

<sup>14b</sup> Charles Bruggmann.

season; and that all the guests would have to be put out of the hotel to make place for those to be confined, because we could not have visitors and casual contacts with those confined. As regards the hotels in the north, there seemed to be none available. The administrative problem largely aided by having all of the diplomats in the general neighborhood, some at Hot Springs and some at White Sulphur Springs; that I was sure the Japanese were rather exclusively occupying the hotel at Hot Springs; that all that remained was the hotel at White Sulphur Springs. And I assured him that we would give them decent and comfortable treatment and that we would secure some assembly room other than that used by the Germans and would try to arrange for their exercise in a part of the park different from that used by the Germans.

B[RECKINRIDGE] L[ONG]

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701.6511/1230a : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, January 13, 1942.

85. Please request the Swiss Government to deliver to Wadsworth the following quoted message which is also being sent to him direct in clear, and to make a communication in the same sense to the Italian Government, as well as *mutatis mutandis* to the Bulgarian and Rumanian Governments:

"As you know the Department has followed a policy of reciprocity in the liberal treatment accorded the members of the former Italian Diplomatic Mission in the United States. Unlike certain of the other enemy official groups the Italian officials have been permitted to reside in their usual places of abode and freely to move about Washington with only such surveillance as was considered necessary for their own protection and the security of the United States. Unfortunately, some of these officials have attracted attention in public places to such an extent that there has been public criticism of the liberal treatment accorded them. To avoid any possible disagreeable incident that might be embarrassing both to the Italian officials concerned and to this Government it has been found necessary, as earlier with the official personnel of other former missions here of enemy countries, to arrange for the accommodation of the Italian official personnel and their dependents at a place where they will be less in the public eye. It is accordingly planned to send them to the well-known Greenbrier Hotel at White Sulphur Springs, West Virginia, where they will be comfortably housed in this first class resort hotel at the expense of this Government pending their return to Italy in exchange for our official group there. The whole group will be permitted freely to move about in an area of the park grounds outside the hotel, including the area around the mineral springs, for the purposes of exercise and recreation and will have, if they wish, the companionship of the official

personnel of the former missions here of Germany and the other European countries that are at war or have broken relations with the United States, including those Axis officials arriving in the United States from the other American Republics to await repatriation.

The Italian Ambassador and his wife can upon request also visit the nearby town. The representative of the Swiss Legation will be permitted free access to the Italian group at all times; there will be unrestricted two-way telephone communication at all times between the Italian group and the Swiss Legation at Washington; postal communication between the Swiss Legation and the Italian group will also be permitted; and Prince Colonna may continue to communicate with his Government by telegraph in clear through the Department of State if he so desires.

Representatives of the Swiss Legation have visited the Greenbrier Hotel and grounds at White Sulphur Springs and are in a position to confirm to the Italian Government the satisfactory nature of the facilities available to the Axis officials there.

Although the members of the former Italian Mission have already had more than a month in which to pack their personal effects and to close out their personal affairs they will be given a few more days for this purpose.

It is assumed that the Italian Government will continue to accord you, your staff, and dependents, no less favorable treatment."

HULL

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701.6211/1497 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, January 15, 1942.

[Received January 15—5:43 p. m.]

156. American interests—Germany. Swiss Foreign Office note January 14 communicates following text of German Government's reply to Department's proposal for exchange of officials (translation from German):

"Ministry Foreign Affairs has the honor to answer the proposals of Government of United States regarding exchange of diplomatic, consular and business personnel which Swiss Government transmitted in its *note verbale* December 26. German Government agrees with following modifications:

1. German Government takes as basis that the free passage agreed to in the note also included exemption of the ship from being stopped and searched. German forces will be instructed accordingly not to molest the ship on its voyage and to allow it to pass freely. This will be allowed in addition to the conditions already stated in note December 26 that ship will be unarmed and not in convoy under following additional conditions: (a) Details regarding name (if necessary former names), appearance, size and speed of ship must be communicated German Government in suitable time; (b) ship must have painted plainly visible both sides its name and name its country as well as its flag also flag painted fore and after decks; it would also be desirable have word 'diplomat' painted both sides ship; (c)

ship at night must travel fully lighted and identifying marks specified under paragraph *b* especially must be distinctly lighted; (*d*) ship must not enter zone of operations fixed by Germans around British Isles and Iceland. Information regarding course of ship as well as its schedule and especially time of departure and arrival in ports must be received Berlin at least 3 days in advance.

2. Regarding extent of persons to be exchanged, German Government proposes that there also be included representatives film companies, leading employees or representatives of companies, leading employees or [of] Chambers of Commerce. Furthermore persons who for study, teaching or other scientific reasons including members of their families have temporarily been living in territory of the other country.

3. German Government express expectation that Government of United States will make every effort that the Germans in groups to be exchanged from other American countries which have broken off relations with Germany can make voyage to Europe with exchange group of Germans in United States.

German Government on its part is prepared to facilitate to wide extent the transit of exchange groups of Americans from other European countries through German territory.

4. The members of exchange groups of Americans will be allowed take with them personal possessions as far as transport possibilities permit and in the taking of baggage there will be no limitation."

HUDDLE

701.0010/31

*Memorandum by the Chief of the Visa Division (Warren) to the Chief of the Special Division (Green)*

[Washington,] January 15, 1942.

MR. GREEN: On the afternoon of the fourteenth, I discussed with Mr. Long the apparent confusion in policy with respect to payment of the expenses of transportation to this country of Axis officials expelled from the other American republics. I mentioned to Mr. Keeley<sup>15</sup> over the telephone Mr. Long's definition of policy. In effect it is that this Government undertakes to pay the cost of transportation from the port of embarkation in another American republic to the United States unless the expelled officials themselves volunteer to pay such transportation expenses or unless the expelling government should volunteer to pay the expenses from the port of deportation to the United States. It is Mr. Long's wish that the authorization to American officials to pay such transportation expenses should not be used as a trading point. The authorization is construed to be specific unless there is expressed voluntarily the wish by the expelled officials or the expelling country to underwrite this cost.

AVRA WARREN

<sup>15</sup> James H. Keeley, Jr., Assistant Chief of the Special Division.

701.6211/1499 : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, January 19, 1942—7 p. m.

145. Following is Legation Lisbon's 31, January 15, 6 p. m. to Department:

"Foreign Office has informally approached me regarding the provision of our proposal for exchange of diplomatic personnel which states 'the debarkation from the vessel at Lisbon of the personnel arriving from the United States and the entry into Portuguese territory of the personnel arriving from continental Europe shall be simultaneous.'

Chief of Protocol points out that this offers certain practical difficulties in arranging train schedules in view of disrupted transportation service particularly in Spain. Should the groups start from their concentration points at the same time the vessel with European group leaves the United States the trains will unquestionably reach the Portuguese frontier before the ship reaches Lisbon. It will be not only impossible but impracticable to hold the trains immobile at the border station until the ship arrives in port. He suggests therefore that our groups be allowed to enter Portugal as soon as they reach the frontier. They will await arrival of the ship in Lisbon or at any other point in Portugal which may be decided upon, the Portuguese Government guaranteeing that no member of the American group will leave the country until the European group has disembarked. This is the arrangement which has been followed in the exchange of the British-Finnish diplomatic groups just completed.

I have informed the Chief of Protocol that I would submit this proposal to the Department for consideration. I said however, that I did not think it would be acceptable to the German and Italian Governments. I also pointed out that in case the vessel reached Lisbon before the trains had crossed the Portuguese frontier we would probably request the Foreign Office to prevent debarkation until our groups were on Portuguese territory as had been done in the case of the *West Point*.<sup>16</sup> Please instruct."

Please inform Swiss Government of foregoing and state that Department is agreeable to proposal made by Portuguese Government. Please request Swiss Government to ascertain whether German and Italian Governments are likewise agreeable to this proposal. In the affirmative case it is requested that the German and Italian Governments so notify the Portuguese Government and that you inform Department in order that Legation at Lisbon may be appropriately instructed.

HULL

<sup>16</sup> See bracketed note, *Foreign Relations*, 1941, vol. II, p. 632.



701.0010/17c: Telegram

*The Secretary of State to the Ambassador in Argentina (Armour)*

WASHINGTON, January 25, 1942—10 p. m.

109. For your information the following message is being sent to our missions in Lima, Santiago, Montevideo, Rio, Quito, La Paz, Asunción.

"In anticipation of an early break in diplomatic relations with the Axis on the part of the country to which you are accredited, you may, in your discretion, suggest to the appropriate authorities the desirability of taking suitable measures to prevent the departure of Axis diplomats and officials and particularly of unofficial agents especially to such other American republic or republics as may not be expected to sever relations in the immediate future. A concentration of these officials and agents is obviously undesirable."

HULL

701.6511/1318

*Memorandum by the Assistant Chief of the Special Division (Keeley)  
to Mr. J. Wesley Jones of the Division of European Affairs*

[WASHINGTON,] February 2, 1942.

MR. JONES: With reference to our telephone conversation concerning Prince Colonna's message to Rome,<sup>17</sup> in which, in behalf of his staff and himself, he absolves the former Italian mission here of any blame in respect of alleged indiscretions leading to their transfer to White Sulphur Springs, I believe that it might properly be suggested to the Swiss Legation that in fairness to all concerned Prince Colonna might wish to add to his telegram a paragraph in the following sense before we transmit it:

"The Swiss Minister who has inquired of the Department of State specifically what members of the former Italian Mission allegedly misconducted themselves in Public and what specifically they are alleged to have done was informed that the public criticism, which resulted in the transfer of the Italian official group to White Sulphur Springs, West Virginia, was of the Government for permitting enemy diplomats freely to circulate in public in time of war however unobtrusively and discreetly they might individually conduct themselves. The Department of State is unaware that any criticism was directed against any Italian diplomatic officer because of his individual conduct."

As Mr. Harrison<sup>17a</sup> is understood to have informed the Swiss Minister in the above sense, he might perhaps wish to make the foregoing suggestion in reference to his previous conversations on the subject with Mr. Bruggmann.

<sup>17</sup> Not printed.

<sup>17a</sup> Leland Harrison, Minister to Switzerland; he was in Washington temporarily to aid Assistant Secretary Long and to maintain contact with the Special Division.



701.0010/211

*The British Embassy to the Department of State*

## AIDE-MÉMOIRE

The United States Embassy in London has been in touch with the Foreign Office regarding the repatriation of the personnel of the European enemy missions in this country and in Latin America and of other enemy persons attached to these missions. It is understood that it is the intention of the United States Government that these individuals shall first be concentrated in the United States and then repatriated in a single ship which would proceed directly to Lisbon.

2. For their part, the British Government will gladly cooperate with the United States Government in facilitating the execution of this plan to assemble these individuals in the United States and will therefore take such steps as are open to them to prevent any of the persons in question returning independently direct to Europe.

3. As regards the subsequent return of the various individuals to Europe, the British authorities will not seek to prevent or interfere with the journey of bona fide members of the enemy diplomatic or consular missions. They consider however that the term "bona fide members of diplomatic or consular missions" should be strictly interpreted. Apart from other considerations, it is presumed that the United States authorities will wish to be able to secure the return from Europe of a certain number of their own nationals who are not members of American diplomatic or consular missions by exchanging them for a number of enemy nationals from the Western Hemisphere who are similarly neither diplomats nor consular officers. The more strictly the term "bona fide members of diplomatic or consular missions" is interpreted in respect of enemy nationals, the greater will be the residue of such nationals available for such an exchange. Experience has shown that the Germans will not reciprocate generous treatment in this respect. On the assumption that the United States Government will wish to acquire as strong a bargaining position as possible, it would therefore seem advisable that they should interpret the term "bona fide members of diplomatic or consular missions" as strictly as possible.

4. In addition to bona fide members of diplomatic or consular missions, the British authorities are prepared to facilitate the return to Europe of other enemy nationals who, though not entitled to diplomatic immunity, may be attached to such missions, if good reasons exist for believing that their return would be to the common interest.

5. In this last connexion the British Government feels sure that the United States Government will agree that it would not be to the common interest to permit the return to Europe of individuals such as trained technicians, reserve officers, pilots, submarine specialists, or

espionage and sabotage agents, of whom the enemy are known to be in need at the present time. The British authorities are in fact not prepared to facilitate the return of such persons. That being so, and in view of the considerations advanced in paragraph 3 above, it is hoped that the United States Government when arranging for these enemy nationals to come to this country from the Latin American countries will not give any *a priori* guarantee that all of them will subsequently be able to continue their journey to Europe without interruption.

6. In the case of those individuals whose return would not be in the common interest or who come within the categories to whom the British Government could not give a safe conduct, it is to be hoped that those Latin American countries which have broken off relations with the enemy would be prepared to intern them, or failing that to put them on board some neutral ship from which they could subsequently be removed by United States or British ships. Alternatively, if such individuals were expelled to the United States, the United States Government might be prepared to intern them. A particular case in point is that of one Konstantin von Massenbach, a former submarine commander, who has attached himself to the German diplomatic party from Venezuela, now on its way to the United States without having received a guarantee of safe conduct to Europe from the British authorities. Since the latter would be unable to give any such guarantee in respect of von Massenbach, it is hoped that the United States authorities will feel able to detain him in this country for the duration of the war.

7. As regards those enemy nationals who are eventually assembled in this country, it is suggested that before any decisions are reached as to which of them are to be repatriated to Europe, discussions should be held between the United States security officers and the British security officers now stationed in this country.

8. Finally it is hoped that the United States authorities will search all persons not possessing diplomatic immunity, together with their baggage, and that they will search the baggage of those possessing diplomatic immunity to ensure that they do not carry financial contraband.

WASHINGTON, 2 February, 1942.

701.6511/1250

*The Department of State to the Swiss Legation*

#### MEMORANDUM

The Department of State acknowledges the receipt of the memorandum of December 13, 1941, from the Swiss Legation in charge of Italian Interests, in which the Legation set forth a proposal of the

Italian Government for the exchange on a reciprocal basis of the official personnel and their dependents of the American Embassy at Rome and of the Italian Embassy at Washington.

The Department refers to its memorandum of January 7, 1942,<sup>18</sup> with which was enclosed a copy in duplicate of the proposal of this Government for the exchange of diplomatic, consular and other official personnel between the United States, certain other American Republics, and the Axis Powers in Europe. The Department considers that this proposal constitutes an acceptance in principle of the proposal of the Italian Government.

WASHINGTON, February 4, 1942.

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701.6511/1284a : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)* <sup>19</sup>

WASHINGTON, February 10, 1942.

404. American interests—Italy. Your 340, January 31 and 383, February 3.<sup>20</sup> Department assumes that an agreement in principle has been arrived at with the Italian Government for the exchange of all official personnel and that apart from necessary technical details including principally the communication of data regarding the exchange vessel and its course and the obtaining of assurances of safe conduct based upon its details when fixed, the only necessary step remaining is the exchange of lists of the officials to be embarked on the vessel here and to be transported to Portugal by the Italian Government.

For its part this Government not having received from the other American Republics which have broken relations with or declared war on Italy all the Italian official personnel whose repatriation is known to be contemplated is not yet in a position to communicate a complete list. It would be glad, however, to receive from the Italian Government a list of the American personnel both of this Government and of the other American Republics awaiting repatriation particularly as the parts of those lists relating to the other American Republics must be referred to them for approval before this Government can extend its approval to the entire list.

A separate message will be sent regarding the possibility of exchanging non-official persons.

HULL

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<sup>18</sup> Not printed; it enclosed a copy of the Department's telegram No. 338, December 19, 1941 (p. 289), to the Chargé in Switzerland, and stated that it considered that the enclosed proposal constituted acceptance in principle of the proposal of the German Government. (701.6211/1453)

<sup>19</sup> Similar telegram on the same date, regarding American interests in Germany, to the Chargé in Switzerland (No. 403).

<sup>20</sup> Neither printed.

701.0010/214

*Memorandum of Conversation, by the Under Secretary of State  
(Welles)*

[WASHINGTON,] February 13, 1942.

The British Ambassador <sup>21</sup> called to see me this morning at my request. I told the Ambassador I had asked him to come in since I wanted to talk over with him the memorandum of the British Embassy dated February 2 which he had left in the Department and which gave the reply of the British Government to the request made by this Government for safe conducts to be issued for the Axis diplomatic and consular officials and other dangerous Axis individuals in the United States and in the Western Hemisphere whom we did not desire to intern here and whom we did desire to deport on a ship chartered for that purpose.

I said it seemed to me to be very clear from this memorandum that the British Government in its reply was motivated solely by the most far reaching ideas as to what constituted its own security and was completely ignoring the very legitimate obligation of the United States Government to consider American security.

I said it should be obvious to the British Government that it was in the vital interest of the United States that Axis diplomatic and consular officials and also dangerous Axis agents of one kind or another should be removed from the other American Republics as quickly as possible. I said this was particularly the case in countries adjacent to the Panama Canal such as Colombia, Ecuador, and Peru and almost equally important in other republics where we were obtaining large quantities of strategic materials the sources of which were exceptionally subject to sabotage. I said that it was impossible for me to admit that internment of these individuals by the countries involved was a satisfactory substitute for the request we had made. I said that the Ambassador and I had both seen in the case of the interned sailors in Argentina from the *Graf Spee* how easy it was for minor local officials to be induced to facilitate the escape of such persons. I emphasized that it was a matter of primary concern to this Government to get these people out of the other American Republics and that in certain cases it would be impossible to get them out and to get our own nationals released from Axis-occupied countries in Europe unless we could give assurances that the Axis nationals would be permitted to proceed to Europe under safe conduct.

The Ambassador viewed my statement sympathetically and said he would do what might be possible to get his Government to take a more reasonable point of view. He suggested that further conversations be undertaken here in the Department of State with repre-

<sup>21</sup> Viscount Halifax.

sentatives of his Embassy and I said I would be glad to ask that that be done.

I also gave the Ambassador to read telegram 421, February 12, 9 p. m. from the American Embassy in Rio de Janeiro<sup>22</sup> which likewise made it very clear that the British Government by the inelastic restrictions which it was imposing upon the exodus of Axis diplomats from Brazil was not only irritating the Brazilian Government, but was making it highly difficult for dangerous Axis nationals to be deported from Brazil.

S[UMNER] W[ELLES]

701.6511/1284 : Telegram

*The Acting Secretary of State to the Minister in Portugal (Fish)*

WASHINGTON, February 20, 1942.

155. Your 31, January 15.<sup>23</sup> Following is Legation Bern's 618, February 16, to Department:

"Swiss Foreign Office February 13 forwards following copy note dated February 5 from Italian Ministry Foreign Affairs to Swiss Legation Rome.

'Ministry of Foreign Affairs has honor inform Swiss Legation that Italian Government agrees to proposal of Portuguese Government that train which takes American diplomats to Portugal may proceed Lisbon or other locality in Portuguese territory where American diplomats shall await disembarkation of Italian diplomats repatriated from United States. Ministry communicated its agreement with above proposal to Portuguese Government today.'

No response has yet been received from German Government.

WELLES

701.6511/1299b : Telegram

*The Acting Secretary of State to the Chargé in Switzerland (Huddle)*<sup>24</sup>

WASHINGTON, February 20, 1942.

494. American interests—Italy. Department's 404, February 10. Please request Swiss Government to endeavor to obtain prompt confirmation from Italian Government of assumption by this Government that agreement in principle for exchange of officials has been reached.

<sup>22</sup> Not printed.

<sup>23</sup> See telegram No. 145, January 19, 7 p. m., to the Chargé in Switzerland, p. 306.

<sup>24</sup> Similar telegram, dated February 19, regarding American interests in Germany, to the Chargé in Switzerland (No. 485).

Unless there is a prompt change in the recalcitrant attitude of certain Italian and German officials, who, ignoring the desire of the Italian and German Governments expressed through the Swiss Government to this Government, do not wish to proceed to the United States for repatriation with the officials formerly accredited here, it will be impossible to fix any early date for the exchange vessel to leave an American port. This Government expects that the Italian Government will issue to its former representatives remaining in Peru, Ecuador and the Dominican Republic orders that they promptly avail themselves of the facilities for repatriation which this Government has been at great pains to provide for them.

It is also hoped that any views which the Italian Government may wish to express on the subject of the exchange will be communicated promptly in order that there may be no additional delay.

The Department will in the immediate future communicate the characteristics and course of the exchange vessel in order that the Italian Government may be in a position promptly to obtain as agreed from the belligerents friendly to it and to deposit with the Swiss Government the necessary assurances of safe conduct.

Department expects to place on board the exchange vessel all official Italian personnel with their families and employees formerly accredited to the United States, Mexico, Honduras, Guatemala, Nicaragua, El Salvador, Costa Rica, Panama, Cuba, Haiti, the Dominican Republic, Colombia, Venezuela, Ecuador, Peru, and Bolivia. There may likewise be placed on the vessel, if the American newspaper correspondents are permitted to leave Italy with the American official party, the Italian newspaper correspondents now in this country. The total number of officials (including newspaper correspondents) is estimated at 232. Furthermore, there may be embarked on the vessel three Italian subjects received from the Colombian Republic.

As soon as possible the Department will deliver to the Swiss Legation in charge of Italian interests a list of the persons who will, according to this Government's understanding of the exchange agreement, be embarked on the vessel in order that the Swiss Legation may be able to verify that list and give the Italian Government such assurances as the latter may require regarding its completeness.

It is understood that the Brazilian Government will organize a separate repatriation of Axis European officials departing from Brazil, Paraguay and Uruguay.

The Department hopes that, after the exchange of official personnel has been completed, an exchange of non-official persons may be separately negotiated.



701.6511/1299a : Telegram

*The Acting Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, February 21, 1942.

527. American interests—Germany, Department's 485, February 19.<sup>25</sup> American interests—Italy, Department's 494, February 20. Please request the Swiss Government to inform the Italian and German Governments that the recalcitrant attitude referred to in paragraph 2 of the Department's telegram under reference now appears to be due to orders received from the Italian Government. In any case, the Department is definitely informed that the similar attitude of the Italian officials in Bolivia is due to instructions which they have received. In this connection, it should be pointed out that the Department is prepared to proceed immediately with the exchange upon the arrival of the officials from the other American Republics (other than Brazil, Uruguay, and Paraguay) which have broken relations with Italy but that obviously the exchange of officials which has been agreed upon in principle cannot be carried out until these officials have reached this country.

WELLES

701.0023/26 : Telegram

*The Acting Secretary of State to the Ambassador in Peru (Norweb)*

WASHINGTON, February 21, 1942—6 p. m.

158. Your 156, February 15, noon.<sup>26</sup> This Government will be able to provide transportation for and accommodation in the United States for the 70 undesirable Axis non-officials as well as the 186 Axis nationals mentioned in the third substantive paragraph of your 138, February 11, 8 p. m.<sup>26</sup>

For reasons of national security all non-official persons will be maintained in protective custody in the United States pending an ultimate general exchange of non-official persons. The Department hopes that such an exchange can be arranged after the official exchange takes place. Because of lack of facilities this Government will find it necessary as a temporary measure to separate families. However, steps are being taken to provide adequate facilities in the near future to accommodate families as a unit.

WELLES

<sup>25</sup> See footnote 24, p. 312.<sup>26</sup> Not printed.



701.6511/1259: Telegram

*The Acting Secretary of State to the Chargé in Switzerland  
(Huddle)*<sup>27</sup>

WASHINGTON, February 25, 1942.

541. American Interests—Italy. Your 340, January 31, paragraph 5; <sup>28</sup> Department's 494, February 20. Please ask Swiss Government to inform Italian Government as follows:

"1. It now appears that it may be possible for the United States Government to place on board the official exchange vessel not to exceed 250 Italian non-official nationals. The lists received from Prince Colonna and the Swiss Legation of Italian nationals who have at one time or another expressed a wish to return to Italy include 160 names but the United States Government has, in respect of the persons named by the Swiss Legation, no assurances that these individuals are persons in whose return to Italy the Italian Government has interest. It is expected that the Italian Government will promptly make known through Swiss channels its views regarding the Italian nationals to be accommodated in the available 250 berths and whether the 250 berths shall be reserved for Italian nationals from the United States or whether part of them shall be made available to Italian nationals from other of the American Republics.

2. In view of its willingness to permit the embarkation on the exchange vessel of a number of Italian nationals which may be considered to be larger than the number of such nationals in whose return the Italian Government has expressed an interest the United States Government expects correspondingly generous attitude on the part of the Italian authorities specifically that any American national in Italy and Italian-occupied territory who may wish to return home will be granted permits and facilities necessary for departure in order to return on the exchange vessel."

Furthermore please inform Foreign Office that Department would appreciate receiving as promptly as possible lists of unofficial Americans in Italy and Italian-occupied territory who have expressed the desire to return to the United States. It would likewise appreciate it if the Swiss representatives throughout this area might endeavor to communicate with the Americans in their respective districts with a view to ascertaining whether they wish to return to the United States.

WELLES

<sup>27</sup> Similar telegram on the same date, regarding American interests in Germany, to the Chargé in Switzerland (No. 542).

<sup>28</sup> Not printed; paragraph 5 of the telegram repeats the Italian desire for the exchange of some non-official nationals in connection with the exchange of official personnel.

701.5411/309

*Memorandum by the Chief of the Special Division (Green) to the  
Assistant Secretary of State (Long)*

[WASHINGTON,] February 25, 1942.

MR. LONG: The Swiss Minister called upon me this morning by appointment to present Mr. Walter de Bourg, who has just joined the staff of the Swiss Legation and who will be in charge of German and Italian interests.

The Minister referred to his recent conversation with you in regard to the recalcitrant attitude of the Axis officials on the West Coast of South America. He said that he had been informed that an American vessel would call at Arica on or about March 20 and at other West Coast ports shortly thereafter to embark these officials in order to bring them to the United States. He added that he was informing his Government of this fact in order that it might urge the German and Italian Governments to reverse their position in regard to the repatriation of these officials from the West Coast via the United States.

JOSEPH C. GREEN

701.0011/384a

*The Department of State to the British Embassy*

MEMORANDUM

The Department of State acknowledges the receipt of the British Embassy's *Aide-Mémoire* of February 2, 1942 regarding the negotiations between the United States Government and the Governments of Germany, Italy, Hungary, Rumania and Bulgaria for the exchange at Lisbon of the official personnel of this Government and of the other American Republics which have broken relations with or declared war on the Axis powers in Europe against the official personnel of the European Axis powers formerly accredited to the United States and to the other American Republics which are not maintaining diplomatic relations with the Axis powers.

These negotiations are already so far advanced that only certain technical details remain to be settled.

In respect to paragraph 2 of the Embassy's *Aide-Mémoire* the Department notes with appreciation the desire of the British Government to facilitate the execution of the arrangements which have been negotiated by the United States Government, and in particular that the British Government will not grant safe conduct for the expelled officials of the Axis powers unless they are traveling in pursuance of those arrangements. It is hoped that the British Government will

likewise be disposed to facilitate any exchange agreement which may arise from the reported desire of the Brazilian Government to effect similar arrangements.

This Government having within its borders a larger number of enemy nationals than there are American nationals in enemy territory abroad is not in approaching negotiations for exchange of official and unofficial persons motivated by considerations of numbers involved. It has on the contrary been motivated by the desire to remove from this hemisphere as promptly as possible and in the interest of national security as many as possible of the German agents who have been placed here at great trouble and expense by the German Government for the purpose of facilitating subversive actions in this continent. For reasons of policy and because of the laws of the other Governments in the Americas, it has been found desirable and necessary in including the other American Governments in the exchange arrangements to interpret the definition of official character as broadly as possible so as to include in the exchange and remove from South America agents of the Axis powers whose continuing presence in the Americas is dangerous to the security of the countries in which they respectively are and to that of the United States. It has likewise been found necessary to give assurances to those other American Governments that these persons will be repatriated under safe conduct with the official group from each of the other American Republics as a part of the official exchange between each such country and the Axis countries concerned. This Government has in following this policy been able to remove from their present spheres of activity certain very dangerous agents and has done so under the terms indicated. Should this Government be unable to carry out the terms of its agreement with these other American Republics that these persons may return to their homelands it would be obliged to return them to the countries from which they had been removed at such great pains, an alternative which would be clearly dangerous to the common interest and to the security of the western hemisphere. This Government has further received for repatriation to their homelands under similar conditions a number of other Axis nationals, suspected of being engaged in subversive activities, whose expulsion from other American countries is particularly desirable and whose continued presence in the United States is not desired for reasons of national security.

In view of the foregoing it is expected that the British authorities will interpose no obstacle to the carrying out of the steps which this Government finds essential for its national security, for the security of the western hemisphere and for the common interest. It is the feeling of the United States Government that none of the persons or categories of persons whose removal from this hemisphere is found necessary will constitute as effective threats against the common in-

terest in their home countries as they would in their chosen fields of activity.

The agreements made by this Government for the repatriation of official personnel include the provision that neither the persons nor the baggage of those considered officials shall be searched. The question of the search, if any, to be made of the persons or effects of unofficial persons is not yet subject to any agreement, and this Government will in this respect therefore follow the careful course already contemplated to secure the best interests of this Government and of the governments with which it is associated.

WASHINGTON, February 25, 1942.

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701.0010/33 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, February 28, 1942.

[Received February 28—8:40 a. m.]

808. American interests—Germany. Department's 485, February 19th.<sup>29</sup> Swiss Minister, Berlin,<sup>29a</sup> telegraphs February 24th following:

"Ministry Foreign Affairs informs me officially that exchange German group in South American countries which broke diplomatic relations after conference Rio de Janeiro<sup>29b</sup> will not take place via United States.

German diplomats in Brazil will be exchanged directly against Brazilian group. All others will be assembled at Buenos Aires and transported from there aboard Argentine vessel to Lisbon. Arrangements to this end have been made with Argentinian and Brazilian Governments. Please inform State Department and Governments of Peru and Uruguay. Colombian diplomats in Germany will join perhaps above mentioned group as they prefer themselves to return with Brazilian group to avoid detour by United States. I would like to receive from State Department indications still lacking regarding exchange, the ship and its course."

Swiss Foreign Office adds as exchange arrangements of personnel formerly accredited other American Republics have been handled by Department it would appreciate Governments Peru, Uruguay and Colombia being informed foregoing.

HUDDLE

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<sup>29</sup> See footnote 24, p. 312.

<sup>29a</sup> Paul Werner Steiner.

<sup>29b</sup> Third Meeting of the Foreign Ministers of the American Republics held January 15-28, 1942; for correspondence concerning this Conference, see vol. v.

125.0040/134 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, February 28, 1942—4 p. m.

[Received 11 : 42 p. m.]

816. American interests—Germany. Following received from Morris<sup>80</sup> through Swiss channels.

"Bad Nauheim, February 14. For the Department from Morris. I desire to draw to the Department's attention certain unsatisfactory conditions relative to our detention.

In general, purchases of food for this hotel have been based during the period of our detention here on an allotment amounting to one and a half times the normal German civilian ration. This allotment is insufficient. The ration provided for diplomatic personnel in Berlin is very considerably larger and at least double the ration received here. The theoretical ration is, however, not usually an exact criterion of the food received for the reason that supplies of allotted items are often simply not obtainable on the local markets, particularly in winter.

Formally meat is served at nine meals per week, although as will be seen below quantities are quite inadequate. The other five main meals are meatless and on 2 days a week no meat at all is served. No fresh eggs have ever been served, an omelet was provided for two meals during the first weeks and then ceased. On meatless days, poor quality fish was served on two or three occasions. Chicken or duck has recently been served about once a week for one meal. Unskimmed milk has been provided only for the children and persons unwell. Skimmed milk for substitute coffee only is served in small pitchers twice a day and further skimmed milk must be purchased at 50 pfennigs per glass.

Bread of fair quality is provided abundantly. 20 grams of butter per person are provided for breakfast with rolls, otherwise butter is almost never served. Fats are limited to an occasional small piece of sausage or cheese besides the breakfast butter and the limited amount of fats used in cooking. The food in general consists of soups mostly of a flour or thin meat stock and various combinations of starches consisting largely of potatoes together with a few ordinary coarse vegetables such as carrots, dry string beans, beets and cabbage, which are frequently frozen and soured. Sweets are provided in the form of puddings of indifferent composition, some of which have a rice basis, and others of which appeared to be of synthetic composition as well as the marmalade provided at breakfast and tea, at which times substitute tea and coffee, together with rolls, are also served.

The cooking is acceptable and the meat provided is good, but since the middle of January the portions served are totally inadequate, consisting always of one very thin slice of meat, and second helpings are not served. Twice a week the meal specified one of the so-called *Feldküchengericht*, or soldier's field ration. This is a single dish

<sup>80</sup> Leland B. Morris, American Chargé in Germany.

usually composed of potatoes and cabbage with a very small piece of meat on top. This, together with the bread, is the whole meal. This civilian *Feldküchengericht* is admittedly smaller in calory content than that served to the troops, and civilians are asked to restrict themselves to it as a patriotic duty.

This ration has resulted in a marked reduction in weight, diminution of energy and deterioration of well-being throughout the group. It is not sufficient nor proper for persons accustomed to a substantial diet such as all of this group have been used to. The lack of adequate fats has been particularly unfortunate during the severe weather which has prevailed with temperatures frequently as low as 20 degrees centigrade. Fresh fruit has been served only twice since we arrived and compote and fresh salads very rarely.

In the latter part of January the attention of both the Swiss and the Foreign Office representatives resident at the hotel was invited to this unsatisfactory food situation. Some 2 weeks ago I was informed by the Swiss Legation that the Foreign Office had agreed to bring about an early improvement. This intended improvement was also confirmed to me orally by the Foreign Office representative here. It has not taken place.

We have never received any soap from the German authorities since we have been here; no arrangements have been made to enable us to buy soap locally; and people are unable to get their personal laundry done unless they furnish soap from their private stock. No pressing or ironing or shoe polishing services are provided, and persons are obliged to do their own work along these lines. We have existed on soap from our own canteen supplies, and we have to some extent been able to supplement our diet with a small amount of canned goods from the canteen. This has been only a stop-gap, and is in no sense a remedy. The German authorities have granted in some measure a request for extra rations for children, one pregnant woman and one man chronically ill. A request to resume the Embassy's normal duty free importation from Denmark particularly of butter, bacon and eggs for the group at our own individual expense was declined, except for pregnant women and ill persons.

I have made a request in this sense through Swiss Legation, but only 14 persons including 6 children, will be benefited thereby. In the Public Health Surgeon's opinion, there are many others who ought to have these extra rations.

I have not brought this situation to the attention of the Department sooner because (1) it could be tolerated over a short period in the expectation that our departure from Germany would occur and indeed if the exchange arrangements are to be completed within a week or so after the receipt of this telegram, the conditions complained of can be supported for that length of time; and (2) we have repeatedly been promised an improvement and wish to give the German authorities an opportunity to remedy conditions. If, on the contrary, a prolongation of our detention is inevitable for a longer period, a correction of the conditions complained of is required. This telegram is being sent with the agreement of the group house committees, composed of Embassy officials, Army, Navy, Public Health Service, the Chargé d'Affaires, the local authorities and American press representa-



tives and has my complete concurrence as a reasonable, impartial, and factual statement of the conditions hereby brought to the Department's attention."

Swiss Foreign Office in forwarding states Swiss Legation Berlin emphasizes the fact that description by Mr. Morris of conditions at Bad Nauheim should not be considered as an invitation to Department of State to consider measures of reprisal against the official group detained at White Sulphur Springs. Minister Steiner adds that he has intervened to obtain amelioration of these conditions and he is certain that his efforts will bring results as far as this is possible. Difficulties of transport resulting from the unusual cold of this winter have influenced this matter and should be taken into consideration.

HUDDLE

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701.6210/62: Telegram

*The Acting Secretary of State to the Ambassador in Argentina (Armour)*<sup>31</sup>

WASHINGTON, February 28, 1942—midnight.

286. Your 369, February 26, 9 p. m.<sup>32</sup> You may inform the Foreign Office that this Government has taken steps to provide facilities for travel to the United States of the Axis official personnel in Peru, Ecuador and Bolivia and expects that the German and Italian officials proceeding to Europe will be able to transfer promptly to the vessel to carry them to Lisbon. The German and Italian Governments are being informed that these steps have been taken and that there exist no comparable facilities for repatriating by any other routes their personnel in these countries with their baggage under safe conduct of all the belligerents.

It is expected that Italian and German official personnel in Paraguay and Uruguay will be included in plans which the Brazilian Government is perfecting for the early repatriation of Axis personnel direct from Rio de Janeiro to Lisbon. The Brazilian Government will obtain all necessary safe conducts for this voyage.

In view of the foregoing, it would seem in order for the Argentine Foreign Office to inform the German Embassy that it has learned that adequate provision has already been made for the repatriation under safe conduct of the German official personnel in the five countries referred to.

This Government would not be disposed to grant safe conduct to Italian and German officials formerly accredited to countries which

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<sup>31</sup> See penultimate paragraph for information regarding repetition to Peru, Ecuador, Bolivia, Uruguay, Paraguay, and Brazil.

<sup>32</sup> Not printed.

have broken relations with the Axis traveling otherwise than in groups in pursuance of definitely stipulated exchange agreements and it is understood that British safe conducts would likewise not be granted for such travel.

In reference to penultimate paragraph of your 369, you are informed that it is now proposed to have the exchange vessel proceeding to Lourenço Marques stop at Rio de Janeiro to take on Japanese personnel and baggage from Brazil, Uruguay and Paraguay. The Japanese Government has been requested to consent to this arrangement which is more convenient to all Governments and individuals concerned.<sup>33</sup>

Repeated to Lima, Quito, La Paz, Montevideo, Asunción and Rio de Janeiro.

Please repeat your 369 to Rio de Janeiro by air mail.

WELLES

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125.0040/134 : Telegram

*The Acting Secretary of State to the Chargé in Switzerland  
(Huddle)*

WASHINGTON, March 2, 1942—8 p. m.

582. American interests—Germany. Department's 573, February 28, 6 p. m.;<sup>34</sup> your 816, February 28, 4 p. m. Please stress urgent necessity of investigation of conditions at Bad Nauheim and insistence of this Government that these conditions be remedied immediately. German representatives at White Sulphur Springs are receiving only such treatment as is felt by this Government to be consonant with normal standards of decency but the message contained in your 816 makes it clear that the treatment being accorded American personnel in Germany at least up to February 14 was far inferior thereto, that the attention of the German Government had been directed to the matter and that no remedial steps worth mentioning had been taken. Department assumes situation has been improved in 2 weeks since Morris wrote his distressing message and pending early report of Swiss representative will not take any measures to adjust situation.

WELLES

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<sup>33</sup> See telegram No. 574, February 28, 1942, to the Chargé in Switzerland, p. 400.

<sup>34</sup> Not printed.

701.0023/30 : Telegram

*The Acting Secretary of State to the Ambassador in Peru (Norweb)*

WASHINGTON, March 2, 1942—8 p. m.

178. Your 186, February 23, 2 p. m.<sup>35</sup> Please call upon the Minister for Foreign Affairs and give him the following oral message from me:

From information which has reached the Department it has become clear that the Axis Governments are assuming an attitude which on the one hand is designed to keep their officials for an indefinite period in some of the American Republics where their continued presence will be a source of danger from every standpoint and on the other hand derogates from the sovereign right of the American Republics in question to determine the time and means of departure from their territory of representatives of governments with which they have broken relations.

The United States Government has completed in full detail an agreement with the Axis Governments for the repatriation of their officials in exchange for the officials of the American Governments. A vessel of this Government provided in order to give effect to these agreements is to call at Callao in the near future and it is contemplated that the Axis officials embarking thereon may be transferred promptly at a United States port to the ship which will carry them to Lisbon. The Axis Governments have been informed and are aware that no comparable transportation facilities exist for the repatriation of their officials with their baggage by any other route.

The arrangements made by this Government would relieve the Peruvian Government of a source of continued apprehension and I earnestly trust that the Peruvian Government will see to it that the arrangements as originally scheduled are carried out. I feel that the cooperation of the United States with Peru in this regard is of the utmost importance to both our countries.

Please give the Minister my very warm personal regards and the expression of my hope that we can continue to cooperate effectively together.

Please telegraph me urgently the nature of the reply made.

WELLES

701.6511/1320

*The Swiss Minister to the Secretary of State*

The Minister of Switzerland in charge of Italian Interests presents his compliments to the Honorable the Secretary of State and, with

<sup>35</sup> Not printed; it informed the Department of a report that the German Government had started negotiations with the Swedish Government for repatriation of diplomatic representatives by some other means than through the United States.

reference to the Legation's note of February 24th,<sup>36</sup> has the honor to transmit the following communication received from the Italian Government, through the intermediary of the Political Department in Bern:

"The Italian Government would regret to be compelled to apply restrictions similar to those adopted in regard to the personnel of the Italian Embassy in the United States if the United States Government should not give favorable consideration to the requests presented by Ambassador Colonna, inasmuch as:

1. The American diplomats in Rome continue to enjoy a privileged treatment as to food and clothing.
2. The Americans are free to move about at their pleasure if escorted, with the sole restriction of not being allowed to visit public places.
3. Children are entirely free to go wherever they wish.
4. The purchase of books and magazines is permitted."

WASHINGTON, March 2, 1942.

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701.0023/34: Telegram

*The Ambassador in Peru (Norweb) to the Secretary of State*

LIMA, March 3, 1942—8 p. m.

[Received March 4—12: 57 a. m.]

216. Department's 179, March 2, 9 p. m.<sup>37</sup> Substance communicated to Foreign Office, which still professes uncertainty regarding possible forcible expulsion Axis officials ostensibly due to fear of reprisals against prominent Peruvians including ex-President Pardo now in Axis hands. Similarly honorary consular officers will not be expelled unless activities considered dangerous to Peru. Foreign Office also is disposed to accept lists of Legation employees as submitted by Axis Ministers.

I expect to see Foreign Minister within the next few days.

NORWEB

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<sup>36</sup> Not printed. In its reply on March 5, 1942, the Department informed the Swiss Legation of the result of investigation of complaints as to conditions at White Sulphur Springs. Some complaints were found unwarranted, some requests were met, and others were referred to the Department of Justice. (701.6511/1304)

<sup>37</sup> Not printed; it stated that a passenger vessel under charter to the War Department would take on board the Axis officials, and gave instructions concerning the embarkation of passengers and type of baggage permitted by the exchange arrangements (701.0023/33a).

701.0010/33 : Telegram

*The Acting Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, March 3, 1942.

588. American interests—Germany. Your 808, February 28. Intimation having been received from Embassy Rome that Italian Government envisages separate repatriation for its official personnel formerly accredited to American Republics which broke relations after Rio conference, Department addressed to Embassy Rome its 56, February 26 reading as follows:

"Your 64, February 15 [16], parenthesis at close of first sentence.<sup>38</sup>

While Department agrees with Italian Government that a separate repatriation of Italian officials from certain of the other American Republics which broke relations after the Rio de Janeiro conference may be more convenient to all parties, it cannot see that such a repatriation would be more desirable in respect of the official parties in Bolivia, Peru and Ecuador in view of the difficulty of communication between those countries and Rio de Janeiro, the port from which a separate repatriation might be expected to take place.

Department is providing facilities for the transportation to the United States of Axis officials in Bolivia, Peru and Ecuador. These facilities will make the exchange more simple and direct for the officials concerned and will afford them ample facilities for the transportation of their personal effects of the categories agreed upon (trunks and handbaggage). It is accordingly hoped that the Italian Government will concur in the Department's viewpoint and instruct its personnel in the three countries referred to to embark on the vessel being dispatched to bring them to this country. It is contemplated that the personnel in question will be immediately transferred to the exchange vessel and proceed to Lisbon upon their arrival in this country."

Please request Swiss Government to transmit to the German Government the above quoted message *mutatis mutandis* in order to make it applicable to German officials in Bolivia, Peru and Ecuador adding that Department has informed Argentine Government of provision already made for repatriation of German official personnel in these three countries.

WELLES

<sup>38</sup> Telegram not printed; the parenthesis at the close of the first sentence contained information that the Italian list did not include names of parties of six Latin American countries and that the Italian Government was contemplating their separate later repatriation (701.1040/12).

701.6510/56: Telegram

*The Chargé in Italy (Wadsworth) to the Secretary of State*

ROME, March 4, 1942.

[Received March 5—1:14 p. m.]

75. Your 63, 2d.<sup>39</sup> Competent official informed Minister de Stoutz<sup>40</sup> and me this morning that, although Foreign Ministry had not yet received through official channels text of Department's message of February 25 to Bern, substance of Ministry's reply, preliminary draft of which had already been prepared, could be communicated to us *officieusement*. It will:

(1) Express appreciation of Department's attitude and reiterate desire to effect exchange on basis of complete reciprocity;

(2) State that any American (unless under penal process) in Italy or Italian occupied territory desiring repatriation aboard exchange vessel will be transported to Lisbon at Italian Government expense (see also my 76 and 77, 4th<sup>41</sup>);

(3) Formally request that 121 Italians on Prince Colonna's latest list and any others added thereto be embarked on exchange vessel, together with such others (within proffered limit of 250) in Central American Republics as may when informed of this facility for repatriation express desire to avail themselves thereof and be able to join the vessel before its scheduled date of departure;

(4) Request promptest possible communication of name, characteristics and course of exchange vessel (see also my 78, 4th<sup>39</sup>);

(5) Assume that the Italian officials in Bolivia, Ecuador and Peru will be repatriated en bloc from Buenos Aires; request assurance that United States and its allies will furnish them any limited number of accompanying nationals appropriate safeguards to European port; and, if such assurance be given, authorize repatriation aboard exchange vessel of officials of those three countries in Italy (see also my 79, 4th<sup>39</sup>);

(6) Give all presently possible assurances regarding Buckley<sup>42</sup> (see my 80, 4th<sup>39</sup>); and

(7) Reiterate its position regarding Father Woolf<sup>43</sup> (see my 81, 4th<sup>39</sup>).

Ministry would appreciate Department's informing Prince Colonna of substance of this telegram.

WADSWORTH

<sup>39</sup> Not printed.

<sup>40</sup> Swiss Minister in Italy.

<sup>41</sup> Neither printed.

<sup>42</sup> Maj. Michael Buckley, Jr., American military observer taken prisoner in Libya by the Italians.

<sup>43</sup> Rev. H. Gruber Woolf, rector of St. Paul's American Church in Rome, arrested and imprisoned by the Italians.



701.0010/39a : Telegram

*The Acting Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, March 4, 1942.

597. The United States Government having learned of the availability of the Swedish vessel *Drottningholm* has accepted the offer of the Swedish Government to charter this vessel for the purpose of effecting exchanges of official personnel between the American Republics and the Axis powers. The charter of the vessel is to cover its voyage from Göteborg to the United States, a round trip to Lisbon, a round trip to Lourenço Marques and a return voyage to Göteborg.

Please request Swiss Government to have its Minister at Berlin inform German Government of the foregoing tomorrow in coordination with delivery by Swedish Minister of similar message from Swedish Government. It is expected that German Government will grant safe conduct which Swedish Government is seeking for voyage of vessel from Göteborg to United States preparatory to commencement of exchange movements and from United States to Göteborg when those movements have been concluded.

Please request further that Swiss Minister at Rome be asked similarly to inform Italian Government urgently of the foregoing arrangements and seek of it assurances of safe conduct of vessel from Sweden to United States and subsequently from United States to Sweden.

The German and Italian Governments may be informed that a similar approach is being made to British Government and maritime powers among the United Nations.<sup>44</sup>

Reply desired urgently in order that necessary details may be completed without delay.

WELLES

701.6211/1599 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, March 5, 1942.

[Received March 5—5:15 p. m.]

891. American interests—Germany. Department's 485, February 19.<sup>45</sup> Swiss Foreign Office note March 3 forwards copy note February 26 addressed to Swiss Legation, Berlin, by German Foreign Office of which following is translation:

"Ministry Foreign Affairs in reference to *notes verbales* 38, January 10, 48, January 12, 131, January 30, and 213, February 12, from Swiss Legation regarding extensions and changes in proposals of

<sup>44</sup> Telegram No. 938, March 4, 1942, not printed.

<sup>45</sup> See footnote 24, p. 312.

American Government for carrying out of exchange of diplomats, consuls, and their dependents has honor communicate following:

1. To make agreement as clear as possible and in consideration of personal interests of persons to be exchanged, German Government proposes paragraph 3 (Department's 338, December 19) of original American proposal be extended by following addition 'German Government is prepared on basis of reciprocity to extend freedom from search or control to all persons who are included in exchange and to their personal belongings taken with them'.

2. German Government agrees to changes proposed under paragraphs 11, 12, and 13 of original American proposal (Department's 338, December 19).

3. Regarding scope of persons to be exchanged, German Government proposes agreement that in addition to diplomatic, consular, and business personnel and their families, their employees and household servants there also be included in exchange, regularly accredited press representatives including radio announcers, press photographers as well as representatives of film companies, and members of Chambers of Commerce and members of their families.

German Government also agrees on basis of reciprocity to include in exchange, immediate family relatives of officials of both Governments even if these officials have not been or no longer are assigned to country from which the repatriation is made.

4. German Government expresses expectation that nonofficial German citizens with their families and their accompanying personal effects who travelled to North America with the German official exchange group from the different Central American countries including Venezuela and Colombia be included in exchange.

It is pointed out that these German citizens left former country of residence with approval of Government of country in good faith for an unhindered possibility for their homeward travel.

5. German Government agrees that exchange of further nonofficial persons at later time is reserved and will be subject of further negotiations after the carrying out of exchange of diplomatic personnel.

6. German Government is ready on basis of reciprocity to allow members of all American exchange groups that in addition to baggage brought with them to their present location, they can also take with them their household effects (with exception of furniture).

7. In order to expedite exchange of German diplomatic groups in those countries of American continents which have declared war on Germany or have broken off diplomatic relations, against corresponding groups of these countries in German territory, German Government intends accept a proposal of Brazilian Government according this proposal German diplomatic, consular, and business personnel with members of their families as well as a number of nonofficial German citizens with their families in Brazil will be immediately exchanged against corresponding categories of Brazilian persons in German territory. This exchange is also to take place in Lisbon and a ship is to go directly from Rio de Janeiro to Lisbon and from there again return to Rio de Janeiro.

German personnel and a certain number of nonofficial German citizens from other South American countries which broke off diplo-

matic relations with Germany after conference Rio de Janeiro namely Ecuador, Peru, Bolivia, Paraguay, and Uruguay will be assembled Buenos Aires and will be sent direct to Lisbon on ship chartered for this purpose where exchange will be carried out against corresponding categories of persons in German territory.

In regard question of safe-conducts for these two exchange ships, appropriate protecting powers of German Government will get in touch with Governments of countries at war in suitable time.

German Government considers as before that exchange from and with all countries of American continents according to original proposals of Government of United States is complete plan for whose success all nations at war carry responsibility. Division of exchange as a whole into three sections is for technical reasons and is done for purpose of simplifying and expediting exchange."

Swiss Legation, Berlin, adds German Foreign Office had not yet received contents Department's 485, February 19 when drafting above.

HUDDLE

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701.0023/34 : Telegram

*The Acting Secretary of State to the Ambassador in Peru (Norweb)*

WASHINGTON, March 5, 1942—5 p. m.

186. Reference your 216, March 3, 8 p. m. and Bonsal's<sup>47</sup> telephone conversation with you March 4. You may inform the Peruvian Government that if it makes use of the arrangements already made for the transportation to the United States of the Axis officials and dangerous non-officials this Government will be glad to receive them and to effect their repatriation along the lines of such agreement as may be necessary in order to ensure the repatriation and proper treatment of Peruvian officials and non-officials in Axis territory. This Government would be willing to hold the German non-officials in this country until an agreement will be reached for the release and repatriation of Peruvian non-officials in Germany and German-occupied territory.

This Government has not agreed with the Japanese Government that Japanese officials formerly accredited to countries in the Western Hemisphere which have broken relations with Japan may proceed to a neutral country and it is hoped that the Peruvian Government will not permit the Japanese Chargé d'Affaires to proceed to Santiago.

WELLES

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<sup>47</sup> Philip W. Bonsal, Acting Chief of the Division of the American Republics.

701.0010/63c

*The Secretary of State to the Minister in Paraguay (Frost)* <sup>48</sup>

No. 216

WASHINGTON, March 5, 1942.

The Secretary of State informs the Legation, for possible discreet use, that this Government, not wishing to be bound by any considerations of reciprocity should there be received requests to retain enemy alien personnel as custodians of enemy diplomatic property or for other purposes in connection with the representation of enemy interests in the United States, has expressed its unwillingness that any of its personnel remain in enemy territory as custodians of property or to assist the Swiss authorities in connection with protection of American interests.

Several persons insisted on remaining and the Department warned them that they would be doing so on their own responsibility and that it would not consider them eligible to relief from its funds.

701.0024/26 : Telegram

*The Acting Secretary of State to the Ambassador in Spain (Weddell)*

WASHINGTON, March 6, 1942—8 p. m.

123. Following telegram has been received from La Paz:

"135. March 5, 6 p. m. Minister of Foreign Affairs <sup>48a</sup> tells me Spanish Chargé d'Affaires has just shown him long cable from Spanish Foreign Office stating in effect that since the United States has agreed in principle to repatriation of German diplomatic representatives through Buenos Aires he should make arrangements for their transportation to that city. In view of Department's 113, February 28, midnight, <sup>49</sup> I have told Minister that I am sure telegram is incorrect but would appreciate immediate confirmation from Department so as to hold Minister to his promise to have Axis personnel sent to Arica on March 12 for embarkation about March 20 to New York."

Please inform the Foreign Office (1) that the Brazilian Government is arranging for the direct repatriation from Brazil of European Axis officials now in Brazil and Paraguay; (2) that the Uruguayan Government is arranging for the direct repatriation of European Axis nationals from Uruguay; (3) that European Axis officials in all of the other American Republics which have broken relations with the Axis are to be repatriated via the United States; (4) that the Argentine Government has recognized the impracticability of the re-

<sup>48</sup> The same on the same date to the Ambassadors in Peru (No. 1009), and Uruguay (No. 344), the Minister in Ecuador (No. 916), and the Chargé in Bolivia (No. 496).

<sup>48a</sup> Eduardo Anse Matienso.

<sup>49</sup> See footnote 31, p. 321.

patriation via Argentina of Axis officials from the other American Republics and has informed this Government as well as the German Chargé at Buenos Aires that it can give no further consideration to this project.

WELLES

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701.0023/39 : Telegram

*The Ambassador in Peru (Norweb) to the Secretary of State*

LIMA, March 9, 1942—7 p. m.

[Received March 10—1:45 a. m.]

239. Department's 178, March 2, 8 p. m. Foreign Office today informed me that Spanish Ambassador <sup>49a</sup> on instructions from Madrid had again stated that German Government alleged that its negotiations with the United States were not complete and insisted that German official personnel be repatriated via Buenos Aires. The Spanish Ambassador had in consequence renewed his inquiries as to possibility of safe-conduct from the United States Government to permit such Austrian [*sic*] Ambassador to take Swedish ship now available to Mollendo, and thence by rail to Argentina from where the party would embark for Europe.

The Foreign Office was advised that the United States Government would not grant safe-conduct for this travel and it in turn notified the Ambassador.

The Spanish Ambassador had also informed the Foreign Office that the German Government would agree to release all Peruvians in Germany or German occupied territory on condition that all Germans in Peru who might wish to depart might do so.

The Foreign Office continues resolved to deport Axis officials via the United States and also undesirable Axis non-official personnel. It hopes that means may be found also to transport other non-officials and families who may wish to leave Peru for eventual repatriation as contemplated by the Department's telegram No. 188, March 5, 7 p. m.<sup>50</sup>

In view of gradation in official categories of diplomatic, consular and other chief Axis personnel and in social classes of non-officials to be expelled from Peru, I trust that instructions may be issued to commanders that vessels conveying such personnel to the United States to adhere insofar as may be possible in allocating accommodation to the classified lists which will be supplied them from this Embassy.

The Chief of Detectives of Ministry of the Interior has just informed Embassy officer of anonymous telephone call wherein

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<sup>49a</sup> Pablo de Churruca Dótres, Marques de Aycinena.

<sup>50</sup> Not printed.

speaker mentioned strictly confidential list of Germans to be expelled giving date of secret call of United States ship at Callao and stating that it would not be permitted to take off German nationals.

NORWEB

701.0011/385

*The British Embassy to the Department of State*

AIDE-MÉMOIRE

The British Embassy acknowledges the receipt of the State Department's memorandum of the 25th February regarding the repatriation of the personnel of the European enemy missions in this country and in Latin America and of other enemy persons attached to these missions.

The British Government understand the point of view from which the United States Government regard the problem of selecting the enemy nationals to be repatriated and will be very glad to facilitate the return of any such persons whose departure would be to the common advantage, irrespective of whether they are entitled to be repatriated on account of their official position. In order to decide whether the repatriation of an enemy national who is not a proper official is or is not to the common advantage it will be necessary to measure the amount of harm that he would be able to do if allowed to remain in this hemisphere against the amount of harm that he would be able to do if repatriated. This estimate will generally depend on the degree of freedom which he would be able to enjoy if he were not repatriated. Where the alternative to repatriation is internment in the United States it is clear that internment would in most cases be more advantageous and the British Government sincerely hope that the United States Government will use all their privileges and powers to intern as many enemy nationals as possible within the confines of the United States. Where the alternative is complete freedom of movement and liberty of action in some area of Latin America the advantage will generally lie with repatriation. The British Government note in this connection that the governments of a number of other American Republics have agreed to send certain enemy nationals to the United States only after receiving an undertaking from the United States Government that they will eventually be repatriated and that the United States Government if they do not repatriate them will feel obliged to send them back to the countries whose governments sent them here. The British Government agree that it is desirable to prevent enemy nationals from being free to do as they wish in Latin America, particularly those who have been deliberately placed there by enemy governments for subversive purposes, and they are fully



alive to the implications this whole question has for the security of the Western Hemisphere. Conversely they anticipate that the United States Government will understand if the British Government should feel unable to grant safe conducts to such enemy nationals as there may be who because of their technical qualifications would be more likely to injure the common cause by being sent back to Europe than by being allowed to reside in Latin America. The British Government are confident that agreement will be reached without difficulty in each case if a joint examination is made of the amount of harm likely to follow from either alternative. With this criterion in mind the British authorities will proceed as quickly as possible to examine the lists to be submitted to them from time to time by the United States authorities of the persons whom the latter think it desirable to repatriate.

The British Government will be glad to facilitate any arrangements for the exchange of enemy officials which the governments of any other American Republics may wish to make, provided that they meet with the approval of the United States Government. In negotiating with these governments regarding the enemy nationals to be included in such arrangements the British Government will be guided by the considerations set forth above.

WASHINGTON, 9 March, 1942.

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701.0010/44 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, March 10, 1942.

[Received March 10—3:55 p. m.]

974. American interests—exchange officials. Department's 597, March 4. Swiss Foreign Office advises Swiss Minister Berlin telephoned he delivered communication regarding Swedish steamship *Drottningholm* to German Foreign Office yesterday March 9 in concert with Swedish Minister who did not receive instructions from his Government until then.

Swiss Minister Rome delivered communication Italian Foreign Office March 5. He reports today that his Swedish colleague has not received instructions from Swedish Government to make any communication to Italian Government regarding ship. He further reports that in informal conversation with Italian Foreign Office officials latter remarked that *Drottningholm* was registered at 11,000 tons and they did not believe its small size would permit United States Government to repatriate Axis personnel plus 500 additional Italians and Germans (as offered in Department's 542, February 25<sup>51</sup>).

HUDDLE

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<sup>51</sup> See footnote 27, p. 315.

701.0010/44 : Telegram

*The Acting Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, March 12, 1942.

663. Your 974 March 10. Please request Swiss Government to inform German Government that this Government must have a reply regarding the *Drottningholm*. If the reply is not forthcoming the exchange will be unduly delayed and it will become necessary to remove the personnel now assembled at White Sulphur Springs to other quarters since they cannot be maintained indefinitely where they now are especially in view of the fact that this Government has no evidence whatever that the German Government intends to proceed to any exchange of official personnel.

WELLES

701.6224/64a : Telegram

*The Acting Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, March 12, 1942.

662. American interests—Germany. Please request Swiss Government to inform German Government that the United States Government has received reliable information<sup>52</sup> that the German Government has instructed its official representatives in Bolivia not to leave that country to be repatriated through the United States unless compelled by force and to threaten the Bolivian Government with reprisals if force is exercised.

The United States Government assumes that the German Government in the effort to avoid the repatriation of its officials in other American Republics has sent similar instructions to them.

Please request Swiss Government to inform German Government that there are no transportation facilities available for the repatriation of their officials except those provided by or with the consent of this Government; that the Argentine Government has indicated its clear refusal to receive the German officials pending their repatriation; and that the present attitude of the German Government indicates to the United States Government a probability that the German Government has no serious intention of proceeding to an exchange of official personnel.

You may continue that if this Government finds that the exchange of personnel is to be interminably delayed by new pretexts it cannot continue to maintain enemy personnel indefinitely at White Sulphur Springs which was taken over on the understanding that its use by

<sup>52</sup> Telegrams No. 156, March 11, 2 p. m., and No. 159, March 11, 5 p. m., from the Chargé in Bolivia, not printed.

this Government would be for a limited time. It will be necessary to seek other quarters for the personnel now detained at that resort and comparable quarters will not be available during the spring and summer seasons.

Similar message sent to Wadsworth for delivery to Italian Foreign Office.

WELLES

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701.6524/12: Telegram

*The Acting Secretary of State to the Chargé in Bolivia (Dawson)*

WASHINGTON, March 12, 1942—5 p. m.

146. Personal for Dawson. Your 159, March 11, 5 p. m., and 156, March 11, 2 p. m.<sup>53</sup> Please see the Foreign Minister again and give him the following personal message from me:

"The attitude now displayed by the German and Italian Governments constitutes positive confirmation that those two Governments are determined to use every method at their disposal to try to prevent the departure of their diplomatic and consular officials from the American Republics. If any proof had been required that these agents were destined for subversive activities of grave danger to the security of the American Republics and to the efficacy of our cooperative hemispheric defense plan, that proof is now clearly presented.

As I have stated before, the plans have been fully worked out for the transportation of all of these German and Italian officials by way of New York to Lisbon. The Argentine Government will not permit them to enter Argentina unless a previous safe conduct has been granted by the United States and British Governments for their passage from Buenos Aires to Europe and this safe conduct has not and will not be issued. Consequently, the only way in which these persons can return to their own country is under the terms of the plan formulated by the United States Government, of which the Bolivian Government is fully advised.

Naturally the United States Government cannot continue to send ships to remove these people. The ships designated for the purpose of removing Axis officials from the Pacific ports of South America are already under way and if the German and Italian Axis officials now in Bolivia reach Arica by March 19 they will be put on board one of these vessels immediately thereafter.

It is clear that the continued presence in Bolivia of these officials would constitute a grave and continuing danger to the security of the state just as the continued presence of similar Axis officials in the United States, if prolonged, would constitute a danger to the security of this country. The threat of reprisal should not, in my opinion, outweigh the sovereign right of every one of the American Republics to take, for its own security, those measures which appear to it to be necessary and which are clearly recognized by every standard of in-

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<sup>53</sup> Neither printed.

ternational law. I most earnestly hope that the Minister will agree with my own belief that the step in question is of the highest importance as being in consonance with the spirit and the letter of the resolutions adopted at the Rio de Janeiro conference.

If these officials are not sent to Arica by March 19, there is no other prospect of their removal, and their internment in Bolivia would, I am confident, be a source of danger to the security of the Bolivian state and a source of continued disquiet to the Bolivian authorities."

Telegraph me the reply made to you.

WELLES

701.6524/15 : Telegram

*The Chargé in Bolivia (Dawson) to the Secretary of State*

LA PAZ, March 13, 1942—3 p. m.

[Received 8:55 p. m.]

169. For the Acting Secretary. Your 146, March 12, 5 p. m. Foreign Minister asks me to tell you he wishes to contest policy with Peruvian and Ecuadoran Governments. His advices are that Peru is expelling Axis officials but that Ecuador has not yet reached decision. He also says he must await reply of Spanish Foreign Minister<sup>53a</sup> whose good offices he requested in endeavor to get German and Italian Governments to agree to departure via Arica.

He explains that earliest Axis officials could leave would be March 19, arriving Arica next day since necessary railroad equipment will not be available before. He "hopes" to have Axis personnel leave then. I tried to pin him down to definite promise but he would not make one.

DAWSON

701.6224/76 : Telegram

*The Acting Secretary of State to the Ambassador in Spain (Weddell)*

WASHINGTON, March 21, 1942.

154. Following is Legation Bern's 1115, March 19:

"Swiss Minister, Berlin telegraphs following March 17:

"We had today interview with Secretary State Weizsaecker and Chief Protocol. In informing them of objections raised in American communication we expressed the desire of protecting power to endeavor overcome as soon as possible remaining difficulties. Secretary State declared that German Government desires proceed as rapidly as possible to a proper exchange and that it has no intention to complicate or delay exchange agreement. Although Germany would prefer to have its diplomats return from Bolivia, Ecuador and Peru by port on east coast of South America, German Government agrees that they rejoin group in United States on express condition that every guarantee of

<sup>53a</sup> Ramón Serrano Suñer.

security shall be given for their passage to United States. To that end it will be necessary indicate name vessel; its description and characteristic signs, tonnage, owners, port of origin, port of departure and of arrival as well as date of departure and of arrival, route, speed and ports of call. The ship must be illuminated at night and bear the inscription "diplomate," the German Government must receive these indications 15 days before departure of vessel. German Government will take the necessary steps to obtain guarantee of safe conduct on part of Japanese forces. On the other hand it requests assurance in particular from English authorities that vessel will not be stopped and that the German passengers and their baggage will not be subjected to control or search. Definitive statement on subject of proposal for chartering of *Drottningholm* has not been given to us as yet as examination by naval authorities not yet completed. Chartering of larger vessel, for example, the *Kungsholm* or of a second vessel would be appreciated, it appearing the *Drottningholm* is too small to transport all the official group on a single journey. German Government is of opinion that double voyage should be avoided if possible. Inform American Legation and press to obtain reply as soon as possible.'"<sup>54</sup>

Department has replied as follows: <sup>54a</sup>

"Please request Swiss Government to inform German Government that United States Government is providing every possible guarantee of security for the safe passage to the United States of the German officials in Bolivia, Ecuador and Peru, for the few remaining German officials in Colombia, and for those persons who will be accompanying them.

Two vessels will be used for the movement to the United States, namely:

(1) S. S. *Acadia*, passenger vessel; navigating bridge forward of foremast; high superstructure from bridge to cruiser stern; two masts; one funnel amidships; 387 feet long; gross tonnage 6,185; net tonnage 3,020; owned by Eastern Steamship Company; chartered by United States Government, built 1932. Port of departure Balboa about April 5. Port of arrival Arica, April 10. Leaves Arica April 11, arrives Callao April 13 and leaves April 14; arrives and leaves Guayaquil April 16; arrives and leaves Buenaventura April 18; arrives Balboa April 19; leaves Cristobal April 20; arrives New Orleans April 24. Will proceed by normal route along west coast South America to Panama Canal thence to New Orleans. Speed 18 knots. 'Diplomate' in white paint amidships on port and starboard. Will fly pennant for 'diplomate' in daylight and illuminated at night. Will run at night fully lighted.

(2) S. S. *Etolin*, passenger vessel; flush deck; three masts; 1 funnel aft; amidship superstructure; deck house and bridge between foremast and mainmast; gross tonnage 9,728; net tonnage 6,173; length 480 feet; owners Alaska Packers Association; chartered by United States Government; built 1913. Port of arrival Callao, Peru; leaves Callao April 5; arrives and leaves Guayaquil April 7; arrives and leaves Buenaventura April 9; arrives Balboa April 11; leaves Balboa April 12; arrives San Francisco April 23. Will follow normal route along west coast of South America to Balboa; thence to San Francisco. Speed 15 knots. Word 'diplomate' painted white amidships port and starboard. Will fly pennant for 'diplomate' which will be illuminated at night. Will run fully lighted at night.

<sup>54</sup> Translation of this sentence revised as requested by the Swiss Federal Political Department in note to the American Embassy dated December 31, 1958 (023.1/1-859).

<sup>54a</sup> Telegram No. 753, March 21, 1942.

The United States Government will obtain from the British Government assurance that the two vessels in question will not be stopped en route and that the persons on board and their baggage will not be subjected to control or search. The German Government will be promptly informed through Swiss channels of the receipt of these assurances which have already been promised.

Upon arrival in the United States the passengers from Peru, Bolivia and Ecuador with their effects will be immediately transported to the eastern part of this country for embarkation on the exchange vessel proceeding to Lisbon.

United States Government believes that the plan set forth above meets all the points of the German communication of March 17 and expects that the German Government for its part will promptly apprise its officials in Peru, Ecuador and Bolivia in order that they may lose no time in preparing for the voyage.

Please ask Swiss Government to advise identically Italy, Japan, Hungary, Rumania and Bulgaria and advise time of delivery of notice."

Please convey foregoing to Spanish Foreign Office stating that the texts of these messages have likewise been communicated to the Spanish Embassy at Washington.

WELLES

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701.6524/26

*The Chargé in Bolivia (Dawson) to the Secretary of State*

No. 1888

LA PAZ, March 23, 1942.

[Received March 28.]

SIR: I have the honor to refer to the penultimate paragraph of my telegram No. 190 of March 20, 12 noon [11 a. m.],<sup>55</sup> and previous correspondence concerning the request by the Bolivian Minister of Foreign Affairs direct of the Spanish Minister of Foreign Affairs on March 11, 1942, that the latter exercise his good offices with the German and Italian Governments in an endeavor to obtain their consent to the exchange of their official personnel in Bolivia via the United States. It will be recalled that the Spanish Foreign Minister had not replied through March 20 and that the Bolivian Minister of Foreign Affairs had instructed the new Bolivian Minister to Spain not to present his credentials but, because of this lack of courtesy, to take up residence in Portugal pending developments.

The Bolivian Foreign Minister informed me this afternoon that he had today received a reply from the Spanish Foreign Minister stating that he agreed with him that exchange via the United States presented the best solution to the problem and that he had exercised his good

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<sup>55</sup> Not printed.



offices with the German and Italian Governments as requested.<sup>56</sup> The Spanish Foreign Minister explained that he had delayed his reply in the hope of having something definite to report but did not wish to delay any longer. In the same communication, the Spanish Foreign Minister agreed to take over the representation of Bolivian interests in occupied France.

The Bolivian Foreign Minister informed me that his Spanish colleague's reply cleared up the whole misunderstanding which had arisen and that he was now instructing the Bolivian Minister-designate to Spain to present his credentials as soon as possible.

Respectfully yours,

ALLAN DAWSON

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701.6211/1635 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, March 26, 1942.

[Received March 27—7:30 a. m.]

1236. American interests—Germany. Exchange personnel, Legation's 1115, March 19.<sup>57</sup> Swiss Foreign Office note March 25 communicates following *note verbale* dated March 21 addressed by German Foreign Office to Swiss Minister, Berlin.

"The Foreign Office has the honor to inform the Swiss Legation, Division of Foreign Interests, as follows in answer to the latter's *notes verbales* dated February 20, No. 263, February 25, No. 294, February 27, No. USA 04 H10NR of March 6 without number and March 6, No. 370 regarding the extensions and changes of the proposal of the Government of the United States for carrying out the exchange of the diplomats, consuls and other persons of both countries:

1. In order to expedite the exchange of the German diplomatic groups in those countries of the American continent which have declared war on Germany or have broken off diplomatic relations with the corresponding groups of those countries in German territory, the German Government agrees that the German groups from Bolivia, Peru and Ecuador should be brought to North America and join the exchange group at White Sulphur Springs for transportation together to Lisbon. The German Government, however, agrees to the journey home of the German groups of the above mentioned three countries via North America upon condition that at least 14 days before the departure of the ship selected for the transportation of these groups to North America, the following details about the ship

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<sup>56</sup> In a note from the Swiss Minister in charge of Italian interests, dated March 27, 1942, the Department was informed that the Italian Government in agreement with the German Government accepted the repatriation via United States of the Italian diplomatic missions in Peru, Bolivia, and Ecuador (701.6523/24).

<sup>57</sup> See telegram No. 154, March 21, to the Ambassador in Spain, p. 336.

and the route it will travel are to be transmitted: (a) name of the ship, (b) nationality of the ship, (c) owners, (d) home port, (e) characteristics of the ship (exact description), (f) speed of the ship, (g) route of the ship, (h) exact details of times of arrival and departure of the ship at the ports to be touched.

On the sides of the ship and on the upper deck the flag of the country of registry as well as the name of the ship and the word 'diplomat' are to be visibly painted. The ship during the night is to travel fully lighted whereby the national flag painted on the sides and the upper deck as well as the name should be sufficiently and clearly illuminated.

The German Government after being informed of the above mentioned details will inform its allies accordingly in order that they in turn may ensure the unmolested passage of the ship to the United States.

Likewise the German Government after the receipt of these details will give the necessary instructions for departure to the German missions in Bolivia, Peru and Ecuador.

2. The German Government notes that in the exchange ship proceeding from the United States to Lisbon the German groups from United States, Mexico, Honduras, Guatemala, Nicaragua, El Salvador, Costa Rica, Panama, Cuba, Haiti, Dominican Republic, Colombia, Venezuela, Ecuador, Peru, Bolivia, Surinam will be included and are to be sent to Lisbon for carrying out the exchange.

The German Government expresses the expectation that as soon as possible an official list of the members of the above mentioned groups will be supplied to it.

The Foreign Office in turn will make every effort to give the Swiss Legation as soon as possible a complete official list of the persons entering into consideration for the exchange.

3. The German Government has instructed the German missions in Paraguay and Uruguay to proceed as soon as possible to Rio de Janeiro in order to start the journey home with the German group from Brazil on the ship which the Brazilian Government expects to charter. The German group in Brazil has been instructed to wait until the complete arrival of the above mentioned groups.

4. The German Government is ready to permit as has already been stated in the *note verbale* of February 26 protocol A2798 on the basis of reciprocity the members of all American exchange groups in addition to the baggage which they have already brought with them to their present stopping place, also to take with them their entire household effects with the exception of furniture. The Foreign Office would appreciate receiving information from the Government of the United States as well as from the other American Governments entering into consideration whether reciprocity is accorded.

5. The German Government in principle agrees to the chartering of the Swedish ship *Drottningholm* for the transportation of the German groups from the United States to Lisbon. It should be pointed out in this connection, however, that the ship *Drottningholm* for the transportation of so large a group of persons is in no way adequate. The German Government would like to carry out the exchange as soon as possible and is anxious that the German exchange groups proceed on a single voyage from the United States of America to Lisbon. As the inclusion of all German as well as other exchange groups will not be

possible on the steamer *Drottningholm* the German Government suggests that a second ship for the journey from North America be chartered so that the two ships can cross the Atlantic at the same time.

Regarding the necessary technical details for the preparation of the *Drottningholm* for the journey from Göteborg to the United States the Foreign Office will communicate with the Swedish Legation separately.

6. The German Government considers the exchange from and with all countries of the American continents as before as one operation even if it is carried out in two sections via North America and Brazil for the success of which all the countries at war carry the responsibility. The Foreign Office therefore requests that the assurance of a free passage for the ships crossing the Atlantic from North America and also from Brazil includes the freedom from being held up and searched by all countries at war. The German Armed Forces will be instructed accordingly that the ships are to be allowed to pass on their journeys unmolested. This will be done in addition to the condition that the ships are unarmed and do not travel in convoy under the conditions already in part stated and now given in detail as follows:

(a) information about the name (including the former names if any), appearance, size, tonnage, home port, owners, speed of the ships, times of departure and arrival in the different ports, as well as the route of the ships, must be communicated to the German Government at least 10 days before the start of the journey,

(b) the ships must have painted clearly visible on both sides the name of the ship as well as the name of the country of registry and a picture of the flag. Similarly the fore and aft deck must be painted with a picture of the flag. Finally the word 'diplomat' must be painted on both sides of the ship,

(c) the ships must travel at night fully lighted and especially the signs specified under (b) must be clearly and sufficiently lighted by night,

(d) the ships must not touch the zone of operations around the British Isles and Ireland [*Iceland?*] declared by Germany.

7. The Foreign Office on the basis of its *notes verbales* of January 12, Prot A 24945/41 and of February 26, Prot A 2798/42, as well as the present note, and in view of the changes and extensions made by this note in regard to the carrying out of the complete exchange of the German groups from the countries of the American continent, and the corresponding groups of these countries in German territory, requests the Swiss Legation to ascertain and report whether a definite agreement now exists."

In forwarding copy note Minister reports as follows to Swiss Foreign Office:

"Following my explanations, German Government declared it is ready to permit transportation to United States official, German groups in Bolivia, Peru and Ecuador, under certain conditions.

I would be obliged if you for your part would intervene with American Government to obtain urgently necessary details assure safety of vessel.

I take the occasion to repeat what I have already said by telephone that it is very desirable South America Republics abstain from intervening separately in this matter as did Peruvian Government (see Legation's 1174, March 23, and Department's reply 760, same date).<sup>58</sup>

Regarding other points of the note I call attention to fact that agreement not yet reached regarding persons to be included in group for repatriation. In its note February 26 (see Legation's 891, March 5) German Foreign Office proposed under numbered paragraph 3 that not only diplomatic and consular personnel and other officials, as well as their families, employees, and household servants, but also accredited press representatives, including radio announcers, press photographers, representatives of film companies, and members Chambers Commerce and their families should be included in exchange. Although press representatives, radio announcers, and press photographers were already included in proposal transmitted by me December 22, (presumably Department's 338, December 19) American Government has not yet made statement on subject inclusion representatives film companies and members Chambers Commerce. In its note of March 21, Foreign Office asked if definite agreement exists (see numbered paragraph 7).

On other hand, I am of opinion that question of non-official persons not yet sufficiently clarified. In its note of February 26 (see Legation's 891, March 5) German Government expressed hope that German nationals without official character arriving in United States coming from various republics of Central America, Venezuela and Colombia, as well as their families, should be included in groups for repatriation.

In principle Department of State seems to be in agreement (reference here made to communications contained Department's 485, February 19,<sup>59</sup> and 542, February 25<sup>59a</sup>), nevertheless this agreement in principle not yet reached point where non-official persons to be exchanged can be designated.

Finally, question baggage not yet settled. In its note 1 A 242, January 18 (see Department's 111, January 15<sup>60</sup>) American Legation, Bern, requested transmission communication on this subject to German authorities. Communication made to German Foreign Office by note February 12, German proposition on this subject contained in note German Foreign Office February 26 (see Legation's 891, March 5) and goes further than American proposal as it provides under condition of reciprocity authorization for all members of group to be repatriated without reservation as to available space on ship, to take their household effects aside from effects which they already have with them at their present residence, with sole exception of furniture. By your telegram of March 5 (see Department's 588, March 3) you advised that members of groups from Bolivia, Peru, and Ecuador to be repatriated via United States, can only take their personal effects.

It is advisable invite attention American Legation to these various points on which agreement still necessary in order avoid new difficulties at last moment."

HARRISON

<sup>58</sup> Neither printed.

<sup>59</sup> See footnote 24, p. 312.

<sup>59a</sup> See footnote 27, p. 315.

<sup>60</sup> Not printed.

701.0010/63h

*The Department of State to the British Embassy*

## MEMORANDUM

The Department of State acknowledges the receipt of the British Embassy's *aide-mémoire* of March 9, 1942 regarding the exchange of diplomatic, consular and other personnel between the American Republics and the Axis Powers in Europe.

The United States Government is pleased to note that the British Government will be glad to facilitate by the issuance of navicerts any arrangements made by or with the approval of the United States for the exchange of diplomatic, consular, and other official personnel of the American Republics and the Axis Powers in Europe.

With respect to the repatriation of non-official Axis nationals susceptible of internment in the United States, this Government shares the opinion of the British Government that a careful examination should be made in the case of individuals possessing special abilities which could manifestly be used in furthering the enemy's war effort. Regarding all other Axis non-officials susceptible of internment in the United States, this Government believes that reciprocal repatriation would be preferable to internment.

The United States Government has noted with appreciation that the British Government is fully aware of the other factors which must be considered in connection with the repatriation of Axis non-officials from the other American Republics. Of particular importance in this regard are the wishes of the other American Republics and the potentialities for danger inherent in the continued freedom in those Republics of unscrupulous Axis agents. In order to meet this situation, the United States Government placed its facilities at the disposal of all American Republics which desired to rid themselves of Axis nationals. In a number of instances the Government of the United States felt that it was preferable to undertake obligations to repatriate the Axis personnel in question rather than to leave them at liberty in their chosen fields of activity in the Western Hemisphere, and it is the considered opinion of this Government that it could not divest itself of those obligations to certain other American Republics without seriously damaging the cause of the United Nations.

The Governments of Brazil and Uruguay expressed the desire to conduct their own exchanges of personnel with the Axis Powers in Europe. The Government of the United States, respectful of the sovereign rights of the Brazilian and Uruguayan Governments, and mindful of the friendly disposition of these non-belligerent Governments toward the common cause, has assured the Governments of Brazil and Uruguay that it will grant safe-conducts for their exchange vessels, thus leaving to those Governments that complete freedom of

action which they desire in determining the persons to be placed aboard their vessels and in prescribing the regulations to be enforced regarding the search of baggage, financial matters, and other such details.

It is earnestly hoped that the British Government will concur in the considered judgment of the United States Government that the contribution which a few German or Italian individuals might make to the enemy's war effort is less important than the possible repercussion from interference with the desires of the American Republics to rid themselves of dangerous Axis nationals and to conduct their own exchange arrangements without hindrance from any of the United Nations to whose common cause these Republics are either allied or outspokenly friendly.

WASHINGTON, March 27, 1942.

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701.6210/86a : Telegram

*The Acting Secretary of State to the Minister in Switzerland  
(Harrison)*

WASHINGTON, March 28, 1942.

816. Your 1236, March 26 and your 920, March 6.<sup>61</sup>

1. United States Government notes that the German Government agrees that the German groups from Bolivia, Peru and Ecuador shall be repatriated through the United States subject to certain conditions which have already been complied with in that German Government has already been notified through Swiss and Spanish channels regarding the vessels which will bring the Germans from Bolivia, Peru and Ecuador to the United States and has been assured that the vessels will be identified in the manner specified by the German Government in its previous communication received through Swiss channels (your 1115, March 19<sup>61a</sup>). As the present communication of the German Government additionally specifies that the national flag shall be painted on the sides and top deck of the vessels, prompt steps will be taken to have this additional identification placed upon the vessels. United States Government therefore assumes that these German groups will be promptly directed to embark.

2. An official list of the members of the German official groups to be repatriated through or from this country has been furnished to the Swiss Legation at Washington. This list comprised officials and persons whom this Government has agreed to treat as officials. Additional lists of persons official or non-official to be embarked upon the exchange vessel will be furnished to the Swiss Legation.

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<sup>61</sup> Latter not printed.

<sup>61a</sup> See telegram No. 154, March 21, 1942, to the Ambassador in Spain, p. 336.



3. United States Government notes German statement regarding repatriation of former German officials in Brazil, Paraguay and Uruguay. United States Government has already informed Portuguese Government that upon receipt of the requisite data the necessary safe conduct will be provided for the voyage of vessels carrying these persons.

4. United States Government now agrees on basis of reciprocity that German officials being repatriated from or through the United States may take with them their household effects, except furniture, so far as those effects are packed or are entrusted to responsible warehousing or storage firms capable of preparing them for shipment and are ready in due time for lading on the exchange vessel. United States Government has previously stated and now reasserts its willingness on basis of reciprocity that additional household effects may be shipped by existing commercial means after the departure of the exchange vessel. The Governments of Bolivia, Peru and Ecuador will now be informed that this additional category of effects may be placed on board the vessels bringing German groups to the United States. The same facilities will be extended to the German officials from other American Republics who are already in this country.

5. With respect to the expressed wish of the German Government that the German groups to be exchanged shall travel on a single voyage and its suggestion that as the *Drottningholm* is not large enough for this purpose another vessel be chartered, United States Government recognizing that the number of persons whom it has undertaken to repatriate via Lisbon is greater than the passenger capacity of any vessel, has already arranged for this vessel to make two successive trips to Lisbon. In order that second trip of *Drottningholm* will not delay arrangements for exchange of Japanese and American officials and non-officials, United States Government is negotiating for charter of a second vessel for that purpose. It is noted that German Government will communicate separately with Swedish Government regarding technical arrangements for voyage of *Drottningholm* to United States.

With two trips of the *Drottningholm* it will be possible to repatriate non-official nationals in excess of the number originally contemplated in Department's 542, February 25.<sup>62</sup> It is intention of United States Government, after accommodating on exchange vessel all European Axis officials and their dependents as well as all non-official European Axis nationals and their dependents from the other American Republics for repatriation whether already here or hereafter received prior to the departure of the exchange vessel on either of its trips to Lisbon, to include for repatriation, on a basis of reciprocity, all non-

<sup>62</sup> See footnote 27, p. 315.

official European Axis nationals in the United States desiring to leave, including specific occupational categories mentioned by German Government (your 891, March 5) whether interned or not interned, to the full capacity of the vessel on each trip, except for any individuals whose return may be considered prejudicial to the national interest. Should the vessel be unable to carry all such non-official nationals, this Government on a basis of reciprocity will permit the remainder to be repatriated by neutral commercial vessels as suggested by German Government or by such other means as may be determined.

On the first voyage of the *Drottningholm* it is anticipated that all Axis career officials and their dependents to the extent that suitable accommodations are available will be accommodated and that the vessel will then be filled to capacity with European Axis non-officials received from other American Republics; on the second voyage there will be accommodated the remaining European Axis officials and their dependents together with as many as possible of the Axis non-officials to be repatriated to the full capacity of the vessel.

The consideration for this Government's agreement to repatriate such non-official European nationals on so broad a scale is, of course, agreement on the part of the Axis Governments concerned to permit all bona fide United States citizens, and citizens of the other American Republics, whether interned or not interned, who desire to return to United States to leave Axis or Axis-controlled territory in time to board the exchange vessel on its return voyages from Lisbon. Others of the Axis Governments concerned have already indicated their agreement, and it is hoped that German Government will likewise communicate its agreement at the earliest possible date, providing promptly through Swiss channels list of those German non-official nationals in United States in whose expressed desire to return to Germany the German Government concurs. All German citizens in United States are free to communicate with Swiss Legation at Washington and vice versa. Those to be repatriated will be provided with means of transportation to port of embarkation and necessary exit permits.

Swiss Government has been asked to prepare list of United States citizens desiring to return home from Germany and German-occupied territory. This list will be communicated to the German Government as soon as received to extent United States Government concurs in the repatriation of those listed. It is expected that all United States citizens in German-controlled areas will be given all facilities necessary to communicate with Swiss representatives and that all those expressing a desire to leave will be provided with means of transportation to Portugal and with all necessary exit permits in time to

obtain necessary visas and reach Portugal in order that no space may be wasted on the exchange vessel on its return voyages.

With respect to the German Government's suggestion that in the future general internment of German and American citizens shall not be undertaken by the respective governments and that should it develop in future that the presence in territory of one of the countries of a citizen of the other country appears prejudicial to the national safety, the protecting power could act as intermediary in arranging the return travel of such citizen to his home country, it is suggested that by such an inclusive exchange as that proposed herein the number of nationals thereafter susceptible of internment would be so greatly reduced as to constitute no problem. However, in so far as any citizen of either country remaining on the soil of the other subsequent to such general exchange may appear at any time prejudicial to the safety of the country of his temporary residence, negotiations could as suggested by German Government, be undertaken through the protecting power for the deportation and repatriation of such persons.

In addition to accepting German Government's proposal that persons susceptible of military service be required through a formal declaration to obligate themselves not to bear arms throughout the war, this Government proposes that all nationals repatriated under any phase of this arrangement shall be considered obligated not to return to the hemisphere from which they are being repatriated under penalty, if apprehended, of internment for the duration of the war, exception being made, of course, for any officials who may so return under safe conduct.

6. United States Government notes that German Government considers the exchange of officials with all the countries of Western Hemisphere to constitute one operation even though effected in two sections. It is further noted that the German Government requests assurance that all vessels engaged in this movement will be free of molestation and search by all countries at war. United States Government, which considers the assurances referred to by German Government essential to the conclusion of the exchange, is prepared to give and to seek from the powers friendly to it such assurances and expects to receive similar assurances from German Government and the powers friendly to Germany. In this connection reference is made to paragraph 11 of Department's telegram no. 338 of December 19, in which provision is made for deposit with Swiss Government of assurances of safe conduct for these vessels.

It is understood, as provided in the original proposal of the United States Government, that the exchange vessel will be unarmed and will not travel in convoy; that it will be marked in accordance with the suggestions made by the German Government; and that it will

not enter into the waters which the German Government considers dangerous.

7. The inquiry of the German Government whether an agreement exists is noted. As Swiss Minister at Berlin pointed out to Swiss Foreign Office in forwarding the German communication of March 21, the latest German communication (your no. 1236, March 26) does not touch on the several points which have heretofore been raised in connection with the exchange.

United States Government believes that, with the concession on basis of reciprocity of extra facilities regarding effects to be transported, (see paragraph 4 above) a complete agreement exists with the German Government regarding the exchange of officials. It is hoped that the clarification regarding non-official persons to be exchanged, which the Swiss Minister considers desirable, has been attained by the statement of this Government under (5) above. It is hoped that an early agreement may be reached respecting the inclusion of non-official nationals on the broader basis indicated in order that, without delaying the official exchange, all United States citizens and nationals of other American Republics in territory under German control who desire to return may be able to embark upon the exchange vessel to its full capacity on its return trips from Lisbon.

8. Reference is made to the second part of paragraph 3 of the German communication of February 26 to the Swiss Legation at Bern (your no. 891, March 5) regarding the immediate dependents of officials of both Governments not assigned to the countries from which repatriation is being effected. This statement constitutes agreement to suggestion previously made by United States Government regarding the dependents of American officials not accredited to Germany and German officials not accredited to United States. It is noted, however, that Swiss Legation at Washington construes this agreement to refer to any persons closely related to any former German officials living or dead. Swiss Legation promised to provide Department of State with list of such persons, but this list has not yet been received. Upon receipt, list will be examined to determine whether the persons named come within the scope of the agreement which this Government desires to make with the German Government.

9. Swiss Minister at Berlin should explain to German Foreign Office that transfer of German nationals to White Sulphur is not prerequisite to embarkation of such persons upon official exchange vessel, since steps will be taken to place on that vessel any German nationals designated for embarkation regardless of the place where they may be situated. Quarters at White Sulphur are limited and cannot possibly be expanded to accommodate all the persons to travel on the two trips of the exchange vessel.

10. Government of United States desires to know whether German Government accepts and is willing to proceed to give effect to the comprehensive exchange arrangements proposed herein. In view of the time element, it would be appreciated if Swiss Foreign Office would present foregoing to German Foreign Office in shortest possible time and request promptest possible reply.

WELLES

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701.6511/1364a : Telegram

*The Acting Secretary of State to the Minister in Switzerland  
(Harrison)*

WASHINGTON, March 30, 1942.

821. Request Foreign Office inform appropriate Governments that within next few days Italian, Hungarian and Bulgarian official groups will be moved to Grove Park Inn, Asheville, North Carolina, and Japanese official group to Greenbrier Hotel, White Sulphur Springs, West Virginia and that new accommodations will be equal to those presently enjoyed by personnel concerned.

WELLES

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701.6211/1642 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, March 31, 1942—9 p. m.

[Received 9:51 p. m.]

1288. American interests—Germany. Department's 145, January 19, and 355, February 6, and Legation's 699, February 21.<sup>63</sup> Swiss Foreign Office note March 27, states contents of Department's 145, communicated to the German Government January 31, and transmits copy of German Foreign Office *note verbale* of March 20 in reply as follows:

"Portuguese Government has been requested assume guarantee that all German exchange groups from America be exchanged on Portuguese territory against exchange groups of corresponding countries of American continent arriving from German territory.

In view of exceptional difficulties in arranging a simultaneous disembarkation German diplomats at Lisbon and entrance into Portuguese territory of trains with American groups German Government has declared itself in agreement that American groups may cross Portuguese border as soon as trains reach frontier. Arrival of ship would then be awaited in Lisbon or in another place to be

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<sup>63</sup> Telegrams No. 355 and No. 699 not printed.

agreed upon. Portuguese Government has been asked to assume guarantee requested of it that no member of American groups leave Portugal before all German groups have disembarked."

HARRISON

701.6211/1635 : Telegram

*The Acting Secretary of State to the Ambassador in Panama  
(Wilson)*

WASHINGTON, April 1, 1942.

204. For Spruks<sup>64</sup> from Green. Department has now concurred in German suggestion that national flag shall be painted on sides and top deck of vessel in addition to other markings previously specified.

It has also been agreed on basis reciprocity that German officials being repatriated may take with them household effects except furniture so far as those effects are packed or entrusted to responsible warehousing or storage firms capable of preparing them for shipment and are ready in time for lading aboard. Some of these effects may be shipped on *Etolin* if they are ready. [Green.]

WELLES

125.0040/178a : Telegram

*The Acting Secretary of State to the Minister in Portugal (Fish)*

WASHINGTON, April 6, 1942—6 p. m.

376. With reference to Department's telegram today regarding exchange at Lourenço Marques<sup>65</sup> please take any corresponding measures which may seem advisable to you regarding forthcoming exchange at Lisbon informing Department of such action and giving Department benefit of such suggestions in the matter as may occur to you from time to time.

WELLES

701.6510/69 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, April 7, 1942.

[Received April 7—2:38 p. m.]

1388. American interests—Italy. Exchange personnel. Department's 671 and 672, March 13; <sup>66</sup> Swiss Foreign Office forwards note

<sup>64</sup> H. Charles Spruks, ceremonial officer in the Division of Protocol; on special mission in South America for repatriation of Axis diplomatic missions.

<sup>65</sup> See telegram No. 375, April 6, 5 p. m., to the Minister in Portugal, p. 410.

<sup>66</sup> Neither printed.



*verbale* of April 2 from Italian Foreign Office as follows (translation from Italian) :

"Following our *note verbale* No. 4/01995/33 of March 6 regarding the communications made by the Department of State to Mr. Wadsworth the 2 and 13 of March<sup>67</sup> the Royal Ministry of Foreign Affairs requests the Swiss Legation to communicate to the Government of the United States the following :

"The Royal Government agrees with the proposal advanced by the American Government to put 250 berths at the disposition of Italian non-diplomatic citizens on board the steamer which will repatriate the Italian diplomatic personnel.

The Royal Government has made dispositions to facilitate the repatriation of all North American citizens who desire to leave Italy or Italian occupied territory.

The Royal Government will also bear the travel expenses from said territories and those incurred from Rome to Lisbon for all North American citizens.

The Royal Government is further disposed to allow to depart with the group of American citizens Father Woolf in exchange for the liberation and subsequent repatriation of Italian citizens, who are under arrest or detained and included in the list of Prince Colonna, and also the Italian citizens coming from other countries of the American continent and who are under arrest or detained before the departure of the diplomatic ship should they be requested by Prince Colonna to be included in the list of repatriates.

As proposed by Prince Colonna to the Department of State and in view of obtaining similar treatment for Italian citizens the Royal Government is disposed to bear the cost of transportation to Lisbon of the personal effects except household furniture and automobiles of diplomats and American citizens who are to be repatriated, in a quantity of four pieces per person (trunks or boxes) which quantity can be increased according to the possibilities of railway transportation. Prince Colonna has been invited to present to the Department of State a definite list of 250 Italian citizens already residing in the United States and in the countries of Central and South America except Uruguay, Paraguay and Brazil who will leave on the diplomatic boat.

The Royal Government expects that the American Government will facilitate the grouping in the United States of all the citizens residing in Central and South America included in the list of Prince Colonna.

The journalist Denny who is at present at Poppi, (Arezzo) will be allowed to depart freely with other American journalists.

As was proposed at the time to the German Government the Royal Government is in accord that the diplomatic personnel and Italian citizens in Peru, Bolivia and Ecuador join the group of Prince Colonna to be repatriated with it.

To this end instructions have been given to the Italian representatives in the above-mentioned countries to use the ships *Acadia* and *Etolin*.

The Royal Government is completely in accord with the chartering of the Swedish steamer *Drottningholm* for the transport of the Italian diplomatic representatives and their compatriots from the United States to Lisbon.

As already proposed to the German Government the Royal Government is in accord that the diplomatic personnel and Italian citizens in Peru, Bolivia and Ecuador join the group of Prince Colonna to be repatriated with it.

To this end instructions have been given to all Italian representatives; however it is to be noted that the number of repatriates from the Axis and the associated countries will be around 1500 persons, in greater number women and children.

In case the steamer *Drottningholm* does not have sufficient capacity for the entire transport of the above persons the Royal Government asks the American Government if it will charter a second ship so that the departure of the diplomats and the Italian citizens can be effected simultaneously.

The Royal Government would like to avoid the repatriation of the diplomats and nationals in two successive trips and therefore wishes to insist that another ship be chartered with the *Drottningholm*. The Royal Government has given instructions to its own naval forces that the voyage of the ship *Drottningholm* from Göteborg to New York should take place undisturbed and it awaits being informed

<sup>67</sup> Telegrams No. 63 and No. 73 ; neither printed.

at least 14 days before the departure of the *Drottningholm* from a North American Atlantic port for Lisbon of the precise route of this steamer.

The Royal Government agrees that its own diplomatic representatives and citizens in Paraguay and Uruguay are to be gathered in Rio de Janeiro to be transported from that city to Lisbon on board Brazilian ships.'"

HARRISON

840.51 Frozen Credits/5938

*The Department of State to the Swiss Legation*

MEMORANDUM

The Department of State refers to the memorandum dated February 11, 1942 from the Swiss Legation in charge of Italian interests in the United States<sup>68</sup> regarding the amount of money which the United States Government will permit the members of the former Italian mission in this country to take with them on the exchange vessel.

The United States Government is willing for each adult member of the Italian group being repatriated from the United States to take aboard the exchange vessel a sum in cash not to exceed \$300.

Members of the Italian groups being repatriated from the other American Republics via the United States will be permitted to take with them on the exchange vessel the amounts of money which they were allowed to bring with them from the other American Republics.

WASHINGTON, April 7, 1942.

740.00115A European War 1939/111a: Telegram

*The Acting Secretary of State to the Minister in Switzerland*  
(Harrison)<sup>69</sup>

WASHINGTON, April 7, 1942.

880. As it now appears that it may be possible to accommodate on the exchange vessel from Lisbon to New York, particularly on its first return voyage, some American nationals from other than Axis territory in Europe, telegraph as soon as possible estimate of number Americans in Switzerland who may wish to use this means of return to United States if available. Indicate also probable length advance notice required in order to inform them in time for them to complete necessary formalities and reach Lisbon.

Following information is to assist you in answering inquiries:

1. Fares from Lisbon to New York: \$300 for adults; half fare for children 1 to 10 years; \$22 for infants; \$28 for pets; \$5 per cage

<sup>68</sup> Not printed.

<sup>69</sup> Similar telegram sent on May 14, 1942, to the Minister in Switzerland (No. 1246) for transmission to Swiss representatives in the Far East for communication to American citizens who were to be repatriated on the exchange vessel from Lourenço Marques.

for birds. Free baggage space for non-official passengers—26 cubic feet for adults, proportionate for children. Excess baggage chargeable at 85 cents per cubic foot.

2. Fares must be paid in dollars to American Export Lines, New York. Department will be pleased to receive through Swiss channels for persons in enemy territory and through diplomatic missions elsewhere requests from intending passengers that funds for their passage be deposited with Export Lines and to transmit such messages to persons or firms in this country. Respecting payment of passage for persons unable to arrange from Europe for payment in advance, see 4 below.

3. Bona fide American citizens may be accompanied by the following so far as local authorities are agreeable: (a) alien spouses; (b) alien children; (c) alien parents where presence of parent is essential for welfare of child; (d) medical attendant or nurse where presence of such employee is certified by responsible medical authority as essential to health of traveler, consideration being given to presence of qualified medical officers on vessel. So far as feasible cases of aliens should be telegraphed Department in advance for decision regarding their documentation at Lisbon for entry into the United States.

4. Non-official American nationals desiring to take passage on the exchange vessel who are unable from their own resources to finance their return, and who are unable to arrange to have relatives, friends or employers in the United States finance their return, may be granted loans against their promissory notes in accordance with the provisions of diplomatic serial 3382 of August 12, 1941,<sup>70</sup> provided that applications for loans of those not in possession of the documentary evidence of citizenship mentioned in paragraph 10 of Diplomatic Serial no. 3451 of February 17, 1942,<sup>71</sup> should, as concerns such nationals in enemy territory, be referred for decision to the American Legation at Bern in the same manner provided in paragraph 11 of Diplomatic Serial 3451 for other types of financial assistance, and as concerns nationals in other countries to the American Mission in each country. Loans advanced under this authorization should be sufficient only to meet incidental expenses in reaching Lisbon where, if other funds have not been provided for them, such persons will be asked to sign additional promissory notes for their ocean passage.

5. Requests for allotment of funds for this purpose elsewhere than in Axis territory will be given prompt attention. Repatriation loans by Swiss representatives for expenses to Lisbon will be considered

<sup>70</sup> *Foreign Relations*, 1941, vol. I, p. 413.

<sup>71</sup> See Department's instruction No. 1202, February 14, to the Chargé in Switzerland, p. 262, and footnote 23.

as final payments of financial assistance under Diplomatic Serial 3451 and should be accounted for accordingly without special allotment.

6. Swiss representatives should be informed for communication to American nationals within their respective jurisdiction that Department is disposed to terminate financial assistance to those American citizens physically able to make the journey who fail to return to this country when given this final opportunity for repatriation.

Repeat *mutatis mutandis* to Vichy, Madrid and Lisbon, and all but introductory paragraph to Swiss Government for information and guidance of its representatives at Berlin, Rome, Budapest, Bucharest, Sofia, Copenhagen, Oslo and elsewhere in Axis territory in Europe.

WELLES

701.0010/69a : Telegram

*The Acting Secretary of State to the Chargé in the United Kingdom (Matthews)*

WASHINGTON, April 8, 1942.

1460. Department's 938, March 4.<sup>72</sup> Information contained in the following telegram sent to Bern should be transmitted to the British Government which should be requested to grant safe conducts for the voyages of the *Drottningholm* from New York to Lisbon and return to New York:

"Please request Swiss Government to have its Minister at Berlin inform the German Government, in connection with exchange of official personnel, that the following routing will be followed by the S. S. *Drottningholm* on its voyage to and from Lisbon:

To Lisbon—From Ambrose Channel Lightship course 169° true to latitude 40°10' North, longitude 73°45' West; thence course 090° true along the parallel of latitude 40°10' North to longitude 30°00' West; thence course 095° true direct to Lisbon.

From Lisbon—Course 275° true to the position latitude 40°10' North, longitude 30°00' West; thence course 270° true along latitude 40°10' North to longitude 73°45' West; thence course 349° true to Ambrose Lightship.

Please request also that a similar notification be given the Italian Government by the Swiss Minister at Rome.

In making these notifications Swiss Government should invite attention to provision of paragraph 10 of Department's 338, December 19, 1941 which places on German and Italian Governments responsibility not only for giving their assurances of safe conduct but also for obtaining identical assurances of safe conducts from the belligerent powers associated with them."

<sup>72</sup> Not printed.

Inform Department as soon as assurances of safe conduct are received<sup>73</sup> in order that it may inform Swiss Government which is to be depository of all safe conducts for the voyages.

For Biddle: Please make same notification and request similar assurances regarding this vessel from Norwegian, Netherlands, Polish and Greek Governments. Reply urgently.<sup>74</sup>

WELLES

701.6510/69 : Telegram

*The Acting Secretary of State to the Minister in Switzerland  
(Harrison)*

WASHINGTON, April 11, 1942.

916. On April 3 Embassy Rome telegraphed in the sense of your 1388, April 7. Department replied as follows:<sup>75</sup>

"Department notes that Italian Government is willing to repatriate Father Woolf in return for those Italian subjects under arrest or detention in United States and other American Republics who are included in definite list of repatriable Italians yet to be provided by Prince Colonna. Department is pleased to agree in principle with this provision and will be disposed to repatriate these persons on one of the voyages of the S. S. *Drottningholm*.

Please inform Italian Foreign Office that United States Government has no intention to attempt to place on S. S. *Drottningholm* on its first voyage all Axis officials and nationals to be repatriated as number to be repatriated now exceeds by far capacity of any single vessel. It is expected to make at least two trips of this vessel and United States Government hereby gives formal assurance that all Italian nationals whose repatriation has been assented to will be accommodated on one or another of the trips of this vessel.

It is hoped within a few days to inform Italian and associated governments of the course of *Drottningholm* from New York to Lisbon.

Regarding your last sentence Department is unaware of any lack of agreement with Prince Colonna regarding baggage of officials. United States Government has consented to shipment of all personal effects of Italian official party and to subsequent shipment by commercial means of household effects. No upper or lower limits on effects to accompany individuals has been fixed and so far as is now known there will be ample space for all trunks and handbaggage of the Italian party. With respect to non-officials those arriving from other American Republics will be permitted to take with them all the baggage which they have brought here. Italian non-officials depart-

<sup>73</sup> British note dated May 6, 1942, contained assurances of safe conduct on the understanding "that the *Drottningholm* will carry no passengers on her eastward voyages in whose repatriation His Majesty's Embassy have not concurred." (701.0010/129½)

<sup>74</sup> Telegram No. 29, April 11, 1942, from Biddle conveyed the Polish, Netherlands, Norwegian, and Greek assurances of safe conduct (701.0010/72).

<sup>75</sup> Telegram No. 104, April 7, 1942.

ing from this country will be permitted to embark personal effects to extent normally permitted on commercial vessels on New York-Lisbon run."

As mentioned in the above quoted telegram the Department is unable to accede definitely to the wishes of the Italian Government that a second vessel be used as this Government must carry on a simultaneous and extensive repatriation of Japanese nationals from this hemisphere. This Government reiterates its formal assurance that all Italian nationals whose repatriation has been assented to will be accommodated on one or another of the trips of the *Drottningholm* or any other appropriate vessel available.

WELLES

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701.2162/32 : Telegram

*The Chargé in Colombia (Keith) to the Secretary of State*

BOGORÁ, April 13, 1942—8 p. m.  
[Received 11:04 p. m.]

489. Foreign Office has been advised by the Colombian diplomatic representative at Bern that Colombian and other officials at Bad Nauheim are not permitted to receive mail because Germans claim that their officials in the United States are denied this privilege. Foreign Office would appreciate advice as to what action being taken by us with regard to communications of German officials in the United States.

KEITH

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340.1115A/2548a : Telegram

*The Acting Secretary of State to the Minister in Switzerland  
(Harrison)*

WASHINGTON, April 13, 1942.

923. Department's 886, April 8, 6 p. m.<sup>76</sup> *Drottningholm* expected to sail tomorrow, 14th, from Göteborg. Department having received no refusal to the suggestions made in its telegram under reference assumes that the German Government will have no objection to the repatriation on the *Drottningholm* of Americans stranded in Sweden and Finland, and is consequently advising Legation Stockholm that they may board the vessel for voyage to the United States. The departure of the vessel is being delayed 24 hours in order to permit their evacuation and embarkation.

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<sup>76</sup> Not printed.



Please request that this information be urgently conveyed to the German Government as an assumption on the part of the United States that there has been no objection made by the German Government to the proposal of the United States Government and a further assumption that Americans desiring repatriation and presently in Sweden and Finland are assimilated to Americans in southern Europe whose departure on the vessel has been agreed to by the Axis powers, those persons in Sweden and Finland being unable to reach Lisbon and apply for evacuation on subsequent voyages of the *Drottningholm* from that port.

WELLES

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340.1115A/2550 : Telegram

*The Acting Secretary of State to the Minister in Switzerland  
(Harrison)*

WASHINGTON, April 15, 1942—4 p. m.

944. Your 1512, April 14, 10 p. m.<sup>77</sup> Please see second paragraph of part numbered 5 of Department's 816, March 28 which accords German Government full reciprocity and implies willingness of this Government which is hereby confirmed to permit German nationals to return to Germany on steamship *Drottningholm* when that ship sails from New York to Göteborg after completing the exchange voyages. Department cannot understand why German Government should raise such a question since it has before it the full and comprehensive reply of this Government set forth in Department's 816 to you.

WELLES

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340.1115A/2553 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, APRIL 15, 1942—11 p. m.

[Received April 15—5:52 p. m.]

1530. American interests—exchange ships. Department's 927, April 13 and 937, April 14<sup>78</sup> and Legation's 1512, April 14.<sup>79</sup> Following is the substance of telephone conversations the Swiss Foreign Office has just had with its Legation at Berlin:

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<sup>77</sup> Not printed; it stated that the Swiss Legation in Berlin telephoned that "German Government refuses to allow Americans in Sweden and Finland to embark on *Drottningholm* until American Government reexamines its position with a view to according reciprocity by permitting German nationals to return to Germany on *Drottningholm* when that ship sails from New York for Göteborg after completing exchange voyages."

<sup>78</sup> Neither printed; they indicated complications in negotiations for the exchange of diplomats with Germany (340.1115A/2550a; 701.0010/76).

<sup>79</sup> See footnote 77, above.

"1. The German authorities deny any complications in the negotiations for the exchange of diplomats and state they are willing to grant at once safe-conduct for *Drottningholm* if the United States gives assurances which they consider lacking up to now that German nationals may be repatriated when that ship sails from New York for Göteborg after completing its exchange voyages.

2. Three lists of American citizens in Sweden and Finland to be repatriated presented by the Swiss Minister at Berlin (originating from the American Legation at Stockholm) have been approved by the German authorities but the American Legation at Stockholm continues to submit further lists to the Swiss Minister at Stockholm for communication to the German authorities. Inasmuch as all lists must be approved by not one but many German governmental departments, the submission of further ones necessarily leads to delay.

3. The German authorities are of the opinion that it is better for the moment not to bring up the question of chartering the *Gripsholm*. This may, however, be done once the *Drottningholm* has sailed for New York."

In regard to point 2, it would undoubtedly facilitate matters if the Legation at Stockholm were instructed not to accept further registrations of American citizens for repatriation on the *Drottningholm*.

HARRISON

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340.1115A/2557 : Telegram

*The Acting Secretary of State to the Minister in Sweden (Johnson)*

WASHINGTON, April 16, 1942—8 p. m.

278. German Government states that continued submission of lists of proposed passengers for *Drottningholm* is causing delay in granting clearance for vessel. This appears confirmed by your 844, April 15, 7 p. m.<sup>80</sup>

If within 12 hours preceding receipt of this telegram you have submitted additional names for German approval you may upon receipt of this telegram submit any other names now before you stating they comprise your final list. If you have submitted no list within last 12 hours you should inform German Government through Swiss channels that there will be no additional lists for this vessel.

It is expected to proceed after departure of *Drottningholm* with negotiations for charter of *Gripsholm* for Japanese exchange. As soon as German Government consents in principle to charter of *Gripsholm* you should notify Helsinki and you and Helsinki should take all possible steps to prepare in time passenger lists for this vessel so that these lists may be transmitted through Swiss channels to German Government for approval in time not to delay sailing of the vessel.

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<sup>80</sup> Not printed.

It is important that you stress to persons who may have missed sailing on *Drottningholm* fact that this Government is not obligated to provide extraordinary means for their repatriation although it has been glad to place at their disposal the facilities arising from the departure of the *Drottningholm*. You may add that should similar opportunity arise the same consideration will be shown them but that this Government cannot consider itself under any binding obligation in the matter nor can it bind itself to give extensive advance notice of any future sailing (that is of the *Gripsholm*.)

Repeat to Helsinki and keep that office fully informed of developments regarding *Gripsholm* in order that appropriate measures may be taken to notify Americans in Finland as soon as it appears that there may be an opportunity to bring them home.

WELLES

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701.2162/32 : Telegram

*The Acting Secretary of State to the Chargé in Colombia (Keith)*

WASHINGTON, April 16, 1942—9 p. m.

443. Your 489, April 13, 8 p. m. After careful consideration of all attendant circumstances, the Department, by a note dated April 9 to Swiss Legation Washington,<sup>81</sup> charged with the representation of German interests in the United States, stated that it "does not at present contemplate any arrangement that would permit the transmission" of personal letters to persons in Germany from members of German official group awaiting repatriation.

There is of course no restriction on communications of protecting Powers.

Please so inform Colombian Government.

WELLES

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840.1115A/2575 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, April 19, 1942—10 p. m.

[Received April 20—1:30 a. m.]

1610. American interests—exchange negotiations. *Drottningholm*. Legation's 1609, April 19.<sup>81</sup> The Foreign Office has just received text of *note verbale* dated April 18 from German Foreign Office to Swiss Legation, Berlin, translation of which follows:

"The Foreign Office has the honor in reply to Swiss Legation's *note verbale* of April 14 to confirm that the steamer *Drottningholm*

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<sup>81</sup> Not printed.

on its journey to be made in accordance with the German-American exchange agreement will neither be held up nor searched by the German naval forces or the naval forces of its allies. This guarantee is valid for the forthcoming voyage of the *Drottningholm* from Göteborg to New York, further for the voyage between New York and Lisbon<sup>83</sup> and finally for the last return voyage from New York to Göteborg.

While the assurances given in this *note verbale* are undoubtedly intended to cover the points specified in the Department's 980, April 18,<sup>84</sup> and thus to afford the desired guarantees, the Legation has nevertheless deemed it expedient to request Foreign Office to ask its Legation in Berlin to secure a specific statement from the German Foreign Office that passengers on *Drottningholm* will neither be detained nor searched.

HARRISON

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340.1115A/2586: Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, April 23, 1942.

[Received April 23—10: 53 a. m.]

1668. American interests—exchange negotiations, Germany. Department's 816 March 28, and Legation's 1533, April 15, section 5, paragraph 1.<sup>85</sup> Swiss Foreign Office states that according to letter of April 17 from Swiss Legation, Berlin, German authorities propose to require from American citizens repatriated on *Drottningholm* and capable performing military service, the promise that they will not bear arms for duration of war in conformity with section 5, paragraph 7 of Department's telegram 816. German authorities however, are disposed only to require the making of this promise from men of the classes 1900 to 1923 namely aged 18 to 45.

HARRISON

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<sup>83</sup> The Minister's telegram No. 1635, April 21, noon, confirmed that this phrase was intended to cover the several round trip voyages between New York and Lisbon (340.1115A/2577).

<sup>84</sup> This telegram stated that "Safe-conduct for *Drottningholm* should specify it will proceed without being intercepted or stopped or any of passengers detained or searched. Department does not prescribe other terms for safe-conduct." (340.1115A/2566)

<sup>85</sup> Latter not printed; the paragraph under reference contained statement that the German Government considered the proposed limitation of the American Government that certain persons, for reasons of national interest, could be excluded from the exchange as unnecessary, and hoped that both sides would remove this limitation (340.1115A/2558).

701.6211/1642 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, April 23, 1942—8 p. m.

1026. American interests—Germany. Your 1288, March 31, 9 p. m. and Department's 995, April 20, paragraph 4 (b).<sup>86</sup> Please notify Department immediately if it appears that German Government recedes from its intention to allow all American officials to proceed to Portuguese territory for exchange there.

Because of difficult régime at Bad Nauheim Department does not care to see its subordinate personnel any more than Morris remain there longer. It would, accordingly be disposed to give any necessary assurances regarding the continued stay of such persons in Portugal pending exchange for corresponding ranks of German officials if such assurances prove to be necessary in order that the entire official party may leave Bad Nauheim at the same time. In particular, should the question be raised, you are authorized to state that the German newspaper correspondents are being included with the career officials.

It is requested that you refrain from raising this question with the Swiss and make use of this instruction only in the event that information reaching you formally or informally through the Swiss makes it appear that your intervention is necessary.

HULL

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701.0010/105 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, April 29, 1942.

[Received April 29—7:16 p. m.]

1802. American interests—Germany. Legation's 1801, 29th.<sup>87</sup> Following from Morris, Bad Nauheim.

"The special division of the Swiss Legation at Bern [*Berlin*] has just informed me by telephone that the Department has proposed that the exchange ship *Drottningholm* sailing from New York on the 5th May on her first voyage should take 250 German and Italian civilians and leave behind an equal number of members of the diplomatic personnel to be picked up on the second voyage. This is said to be necessary on the ground that there is not on the ship a sufficient number of first class accommodations for all the diplomatic personnel intended to be transported. The Swiss official in charge of the American interests section told me that the German Foreign Office is opposed to this

<sup>86</sup> Telegram No. 995 not printed; in paragraph 4 (b) there is indicated the groups of persons the United States had made arrangements to repatriate on the first and second voyages of the *Drottningholm* between Lisbon and New York (340.1115A/2565).

<sup>87</sup> Not printed.

proposal to include civilians on the first trip of the exchange vessel and has stated that should the American Government insist upon giving preference to civilians in place of officials it will have no choice but to delay the departure of a like number of members of the American diplomatic group in the same manner. I understand the Department's desire to furnish only first class accommodations to official personnel. However, if the German Government and its officials awaiting repatriation are willing to accept whatever the *Drottningholm* provides I feel they should be allowed to proceed all together without splitting up the group.

As regards the American diplomatic group at Bad Nauheim I can say with the greatest emphasis that accommodation on the ship is of minor importance on behalf of my group. I make the most urgent appeal that the official group on both sides be given first preference in the exchange as was outlined in the Department's communication transmitted to the German Government by the Swiss Legation at Berlin on January 30th<sup>88</sup> which in paragraph 2 said that diplomats should be exchanged first and civilians afterwards.

It is a painful shock and surprise to me that there could be any question of departing from the principle laid down by the Department of exchanging official personnel first. I am sure that you will appreciate what it has meant to the Embassy's staff to have been held under strict police supervision day and night since the 14th of December last. They are in this position because they loyally stuck to their post and served the Government. In most instances civilians had repeated opportunity to get repatriated. If this proposal to include civilians on the first voyage must be insisted upon for reasons which do not appear clear to me I must request the Department to designate by names the members of the group who are to proceed and those who are to remain. I feel that this is a task which I cannot undertake myself to discriminate among the members of my group in a manner so vitally concerning their fate.

As the date set for our departure from Bad Nauheim for Lisbon according to information supplied by the Swiss Legation is the 10th May a message as to the Department's decision must reach me before then. If part of the group must remain feel it is my duty and my wish to remain also to give them such further comfort and assistance as may be in my power. Signed Morris."

HARRISON

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701.0010/127b : Circular telegram

*The Secretary of State to the Ambassador in Cuba (Braden)*<sup>89</sup>

WASHINGTON, April 30, 1942.

With reference to exchange of diplomatic, consular and other personnel between United States, certain other American Republics and Axis Powers in Europe, United States Government agreed to obtain assurances of safe-conduct for exchange vessel S. S. *Drottningholm*

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<sup>88</sup> Department's telegram No. 176, January 22, 1942, to the Minister in Switzerland, not printed.

<sup>89</sup> The same on the same date to the Ambassadors in Panama and the Soviet Union and the Ministers in the Dominican Republic, Haiti, Guatemala, El Salvador, Honduras, Nicaragua, and Costa Rica.



from all the United Nations and to communicate such assurances to Swiss Government acting as repository of all safe-conducts for this exchange. Notify the government to which you are accredited and inform Department by telegraph as soon as that government gives assurance of safe-conduct for the several voyages of *Drottningholm* from New York to Lisbon and return to New York. First voyage leaves New York May 5; other sailing dates will be communicated shortly.

Vessel will be clearly marked with Swedish flag and word *Diplomat*. Course of vessel will be as follows:

To Lisbon—From Ambrose Channel Lightship course  $169^{\circ}$  true to latitude  $40^{\circ}10'$  North, longitude  $73^{\circ}45'$  West; thence course  $090^{\circ}$  true along the parallel of latitude  $40^{\circ}10'$  North to longitude  $30^{\circ}00'$  West; thence course  $095^{\circ}$  true direct to Lisbon.

From Lisbon—Course  $275^{\circ}$  true to the position latitude  $40^{\circ}10'$  North, longitude  $30^{\circ}00'$  West; thence course  $270^{\circ}$  true along latitude  $40^{\circ}10'$  North to longitude  $73^{\circ}45'$  West; thence course  $349^{\circ}$  true to Ambrose Lightship.

HULL.

701.0010/105: Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 1, 1942.

1115. American interests—Germany—exchange personnel. Your 1801 and 1802, April 29.<sup>90</sup> In view of German insistence upon departure of all German officials on first voyage of *Drottningholm*, arrangements are being made to place on board *Drottningholm* all German officials except those whose present state of health as certified by their own physicians and at their own request may not make their departure advisable at this time.

The original plan provided that all the German career officials be carried on the first voyage together with certain non-officials whom the Germans had requested. The non-career officials were to follow on next trip of vessel.

That is now discarded and all officials will be carried on first trip—career and non-career alike.

These arrangements will necessitate delay from May 5 to May 7 as departure date for ship from New York.

Please ask Swiss Foreign Office to advise immediately Swiss Minister Berlin for communication to German Foreign Office, if possible by telephone followed by telegraphic confirmation.

Italian, Hungarian, Rumanian, Japanese and Bulgarian Governments should be informed of delay in sailing of vessel as indicated.

Inform Morris.

HULL

<sup>90</sup> Telegram No. 1801 not printed.

701.0010/126 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, May 2, 1942.

[Received May 2—6:11 p. m.]

1868. American interests—exchange negotiations. Reference Legation's 1801, April 29.<sup>91</sup> Department's 1115, May 1st. Swiss Foreign Office transmits following *note verbale* April 28 from German Foreign Office to Swiss Legation Berlin:

"Foreign Office informs Swiss Legation as follows: Foreign Office as before takes position that in order to carry out exchange smoothly desirable that entire official exchange groups be exchanged in Lisbon on first voyage of *Drottningholm*. German Government has always considered official exchange groups from countries entering into consideration as an indivisible whole and has only been willing to make exceptions in regard to individual persons. In entire exchange of notes with Swiss Legation the Foreign Office has considered members of official group as an entity. In exchange of notes the persons belonging to official exchange groups have been clearly specified. There belong to these groups not only career diplomats and other career officials but also all other consular and office personnel with their families, also employees and servants of various German representations in foreign countries and recognized press representatives including radio announcers and press photographers, representatives of film companies and members of Chambers of Commerce with their families. German Government would appreciate if Swiss Government would again endeavor to induce American Government to accept German proposal especially possibility of accommodating entire German exchange group on one voyage which according to above mentioned *note verbale* of Swiss Legation was definitely accepted by the American Government. Inasmuch as a sufficient number of berths are available in addition German Government would like to have it definitely understood that it is not according to German views that higher diplomatic officials should receive preferential treatment.

Should American Government however hold to its proposal not to send whole official exchange group on one voyage but bring them to Europe on two voyages of *Drottningholm* German Government would withdraw its objections to this procedure in interest of expediting and finally carrying through the exchange. Foreign Office insists however that in this case Counselor Resenberg<sup>92</sup> be left in United States with rest of members of German official exchange groups remaining behind. In addition it is pointed out that this is on the obvious understanding that second voyage of *Drottningholm* would have same status of diplomatic transport as first voyage. German Government asks Swiss Government to undertake special guarantee for carrying out of second voyage of *Drottningholm* which will bring remaining German members of official group to Europe.

Foreign Office points out that in case plan of American Government is carried out only to transport a part of German official exchange

<sup>91</sup> Not printed.

<sup>92</sup> Karl Resenberg, First Secretary of the German Embassy.

group on first voyage of *Drottningholm* to Europe only a corresponding part of the official American group from Bad Nauheim would naturally be permitted to proceed to Lisbon even though German Government in no way wishes further presence of former members of American Embassy on German soil and wishes them to depart as soon as possible. Nevertheless in this case on basis of reciprocity a further stay of various members of former American Embassy in Berlin at Bad Nauheim would be unavoidable. The German Government rejects as unfounded the claim of American Government transmitted in note of Swiss Legation that living conditions for American exchange group in Bad Nauheim are difficult.

Finally Foreign Office would appreciate if Swiss Legation would arrange that American Government on its side also induce Portuguese Government to extend its guarantee for exchange not only for exchange of complete group as has been under discussion up to the present but also for exchange of sections of groups.

German Government will grant to citizens of those American states desirous of returning home and who allow German citizens to return the same facilities for return to their country as to citizens of the United States.

German Government is prepared to allow taking hand baggage of returning citizens of American countries in same quantity as proposed by American Government for Germans who return.

Finally German Government confirms that *Drottningholm* on voyages to be carried out on basis of German-American exchange will neither be held up nor examined by German naval forces or naval forces of countries allied with Germany on all its voyages from New York to Lisbon and return as well as on its last voyage from New York to Göteborg on obvious condition that American Government's guarantee that *Drottningholm* on all its voyages in exchange operations will neither be held up nor searched by naval forces of United States be extended to include naval forces of countries allied with United States."

HARRISON

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701.0010/126 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 6, 1942.

1149. American interests—Germany. Your 1868, May 2 and 1870, May 3.<sup>93</sup>

1. Entire German official group is being repatriated on first voyage with exception of sick as agreed to by Thomsen<sup>94</sup> so there is no occasion for Counselor Resenberg to be left behind.

2. Department, which understood that entire repatriation of American and German officials and non-officials should be considered a

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<sup>93</sup> Latter not printed.

<sup>94</sup> Hans Thomsen, Counselor of the German Embassy.

single movement, had the intention from the beginning that all voyages of the *Drottningholm* should have same status of diplomatic transport as first voyage. It is not understood why this is viewed by German Government as a new proposal. Confirmation is desired that German Government considers all voyages of the vessel to have equal status.

3. While German Government may wish to reject statement of American Government that living conditions for American exchange group at Bad Nauheim are difficult American Government does not perceive validity of such rejection in view of fact that there has been uniform loss of weight exceeding 10 pounds per person among American group. German group at White Sulphur has no such complaint.

4. Portuguese Government is being requested by United States Government to extend its guarantee for exchange on Portuguese territory to cover categories of persons within the various exchange groups.

5. It is noted that German Government will grant to nationals of other American Republics who wish to be repatriated and whose Governments permit the repatriation of German nationals the same facilities as those accorded nationals of the United States.

6. It is noted that German Government is prepared to accord returning nationals of the United States and other American Republics reciprocally same facilities for transportation of their effects as those accorded Germans being repatriated.

United States Government is permitting German nationals leaving United States to take with them normal amount of baggage allowed on vessels plying between Lisbon and New York as prescribed by conference rules. Those German nationals received from other American Republics are being permitted to take with them the effects which they brought from those Republics with permission of local authorities.

7. Through error there were collected from certain non-official Germans arriving on S. S. *Acadia* customs duties on certain of their personal effects. As soon as detailed reports on this matter are at hand necessary steps will be taken to obtain remission of these collections and the amount of these collections will be refunded to Swiss Legation in charge of German interests.

8. It is noted that German Government guarantees that *Drottningholm* on its several voyages will not be held up or examined by German naval forces or naval forces of countries allied with Germany. United States Government gives similar guarantee for its own part and for its associates.

HULL

701.0010/137 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 6, 1942.

1151. Assurances of safe-conduct for the several voyages of S. S. *Drottningholm* between New York and Lisbon have been received from following Governments: British, Polish, Netherlands, Norwegian, Greek, Soviet, Salvadoran, Cuban, Panamanian, Guatemalan, Haitian, Dominican, Honduran, Nicaraguan and Costa Rican.

Please ask Swiss Government to inform German, Italian, Bulgarian, Hungarian, Rumanian, and Japanese Governments.

HULL

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[The S. S. *Drottningholm* made two round trips between New York City and Lisbon, leaving New York on May 7 and June 3, respectively. It arrived in New York on the second return trip from Lisbon, June 30, 1942.]

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701.0090/71 : Telegram

*The Minister in Sweden (Johnson) to the Secretary of State*

STOCKHOLM, May 19, 1942—2 p. m.

[Received May 19—1:01 p. m.]

1222. Swedish Legation in Berlin has reported by telephone to Foreign Ministry that this morning German officials stated they would agree to departure of *Gripsholm* on May 23 with passengers whose names they will then have approved. They added, however, that they do not think that they will have had time to approve all of the names which they have received especially those from Denmark and Norway. Please instruct whether the Legation should authorize the departure of the *Gripsholm* on May 23 irrespective of whether all names submitted by it to the Germans have been approved.

This Legation has submitted names of Americans in Sweden and Finland only. It is probable, however, that Nordis Bureau submitted through Swedish Traffic Commission names of persons in Denmark desirous of leaving on *Gripsholm*. Names of Americans in Norway could only have been obtained by the Berlin authorities from German officials in Norway.

Should ship depart before approval is given to all of names submitted to Germans considerable hardship will be caused to Americans from Finland who are leaving that country today and will be stranded in Sweden if they cannot depart on *Gripsholm* without sufficient funds to proceed to the United States via Lisbon.

JOHNSON

701.0090/103a : Telegram

*The Secretary of State to the Minister in Sweden (Johnson)*

WASHINGTON, May 20, 1942.

417. Your 1216, May 18, 7 p. m.<sup>95</sup> and 1222 May 19, 2 p. m. Department considers it important that the 180 Americans and their relatives from Sweden and Finland and also those Americans in Norway provided with passports who desire repatriation embark on *Gripsholm* even if a slight delay in the departure of the vessel seems necessary. It is also desirable that Americans from Denmark should be placed aboard. Department is telegraphing Legation Bern requesting Swiss Foreign Office urgently instruct Swiss Minister Berlin inform German Foreign Office accordingly and state that this Government would even be willing to have the vessel delay its departure for a day or two if necessary in order that the Americans in question may be placed aboard, with request that urgent reply be telegraphed to the Department and to you. In the meantime please do whatever is possible to assist in the embarkation of the Americans in question, telegraphing Department urgently and informing the Swedish Government and Legation Bern should delay in the departure of the vessel seem necessary to embark the Americans from Sweden and Finland whose names you have submitted for German approval. Department understands Swedish Government has given belligerent governments necessary notice of sailing of the vessel on May 23 and assumes that slight inadvertent delay of one or two days, should that become necessary, will not affect validity of the notice.

HULL

701.0090/118 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, May 22, 1942.

[Received May 22—5:40 p. m.]

2233. American interests—Sweden and Finland. Repatriation non-officials. Department's 1310, May 21. Legation's 2210, May 22.<sup>96</sup> Swiss Legation, Berlin, telephones that German authorities guarantee that majority although not necessarily all Americans in Sweden desiring repatriation, but not in Finland, will as far as Germany is concerned be repatriated on *Gripsholm* even if planned sailing May 23 is maintained. German authorities reiterate their readiness to repatriate remaining Americans, Sweden and Finland as well as those in Norway and Denmark via Germany to Lisbon for embarkation *Drottningholm*.

HARRISON

<sup>95</sup> Not printed.<sup>96</sup> Neither printed.



701.0090/127 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, May 23, 1942.

[Received May 23—12: 42 p. m.]

2252. American interests—Norway, Denmark, Sweden, and Finland. Repatriation non-officials. Department's 1317, 21st, 1321, 22d, Legation 2210, 22d.<sup>97</sup> Swiss Legation, Berlin, telephones that in view sailing *Gripsholm* postponed May 28, German authorities are of opinion that it will be possible embark at Göteborg on that vessel American non-officials Sweden and Finland desiring repatriation. According figures Swiss Legation, Berlin, there are in Sweden desirous repatriation *Gripsholm* 71 American citizens and 11 accompanying non-American relatives and in Finland 96 American citizens and 10 accompanying non-American relatives.

German authorities have assured Swiss Legation, Berlin, that American citizens, Norway and Denmark, desiring repatriation will be transported Lisbon in time for second westbound voyage *Drottningholm*.

Repeated Stockholm.

HARRISON

701.0090/162 : Telegram

*The Consul at Göteborg (Corcoran) to the Secretary of State*

GÖTEBORG, May 28, 1942.

[Received May 28—9: 40 p. m.]

83. S. S. *Gripsholm* sailed noon today for New York with 142 Americans, 52 aliens. Passenger list being telegraphed.

CORCORAN

125.0040/826 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, June 17, 1942.

[Received June 17—12: 47 p. m.]

2763. Exchange negotiations. Department's 1437, June 3<sup>98</sup> and previous regarding steamship *Drottningholm*. Following is translation of note from German Foreign Office dated June 16 to Swiss Legation, Berlin, which latter telephoned Swiss Foreign Office.

"German Foreign Office has the honor in reference to its *notes verbales* of April 18 and June 6, 1942 regarding voyages of Swedish

<sup>97</sup> None printed.<sup>98</sup> Not printed; it requested that the Axis Governments be notified that the exchange vessel *Drottningholm* sailed from New York at 6: 40 p. m., June 3 (701.0010/333b).

motor ships *Drottningholm* and *Gripsholm* to call attention of Swiss Legation to German declaration of June 14<sup>99</sup> concerning the extension of zone of operations to American coast.

German Foreign Office informed Swiss Legation under paragraph of its *note verbale* of March 21 that German Armed Forces were instructed to allow to pass freely ships designated for exchange agreed upon. As a condition for this assurance it was stated under paragraph 6d that ships must not touch zone of operations around British Isles and Ireland [*Iceland?*] designated by German Government. This assurance is now changed so that *Drottningholm* and *Gripsholm* must not touch extended zone of operations.

German Foreign Office therefore requests Swiss Legation to take necessary steps in order that two ships arrange their voyages so that after June 26, 1942 they do not touch extended zone of operations and that after carrying out their journeys they have opportunity to start return journey to Sweden from a port of United States that lies outside extended zone of operations. For this return journey German Government will make necessary arrangements with Swedish Government."

Copy forwarded Lisbon.

HARRISON

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125.0040/826 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, June 17, 1942.

1571. Your 2763, June 17. Department's 994, April 20 and 1402, June 1.<sup>1</sup> Your 1635, April 21<sup>2</sup> and 2558, June 7.<sup>3</sup> In view of assurances of safe-conduct given by German Government and all other belligerent governments for "the several voyages of *Drottningholm* between New York and Lisbon" and for "the several voyages of *Gripsholm* between New York and Lourenço Marques", the United States Government cannot accept German Government's statement "that *Drottningholm* and *Gripsholm* must not touch" a so-called "extended zone of operations".

United States Government awaits confirmation from German Government that German assurances of safe-conduct for *Drottningholm* and *Gripsholm* remain valid as originally given.

HULL

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<sup>99</sup> A statement broadcast from Berlin June 13 described a submarine zone of operations extending to the American coast and warned that "every ship which enters this zone after June 26, 1942 will expose itself to destruction."

<sup>1</sup> Neither printed. Telegram No. 1402 contained instructions to request the Swiss Government to obtain assurances of safe-conduct from all Axis Governments for the several voyages of the *Gripsholm* between New York and Lourenço Marques (701.0090/156).

<sup>2</sup> See footnote 83, p. 360.

<sup>3</sup> Not printed; it conveyed German assurances of safe-conduct for the *Gripsholm* from New York to Lourenço Marques and return (701.0090/246).

340.1115A/2742

*Memorandum by the Assistant Secretary of State (Long) to the Chief  
of the Special Division (Green)*

[WASHINGTON,] June 24, 1942.

MR. GREEN: I refer to previous regarding the requirement of the German authorities that male persons coming to the United States on the exchange vessel sign promises not to bear arms during the present war. Telegram No. 2900 of June 23 from Bern<sup>4</sup> states that this requirement is being made of all travelers of the male sex over sixteen and under fifty years of age. Therefore, we should now request all such males whom we may return on the exchange vessel to Lisbon to sign a like declaration at the places where they are detained before they are brought to New York for the sea journey. Those who may refuse to sign such a declaration should be advised that a like declaration is being required of Americans by the German Government and that if they continue their refusal to sign they will be kept in the United States. Arrangements for the signing of such declarations should be made immediately against an additional sailing of the exchange vessel which, if it does not proceed again to Lisbon, will return to Göteborg.<sup>5</sup>

B[RECKINRIDGE] L[ONG]

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701.0010/420b : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, July 1, 1942.

1672. Exchange negotiations—Germany. Your No. 2883, June 22,<sup>4</sup> and Department's No. 1571, June 17. The Department is in receipt of a memorandum of June 29 from the Swiss Legation at Washington<sup>4</sup> giving a translation of a note received by the Swiss Government from the German Government. This note offers to give safe conduct for one voyage of the *Drottningholm* from New York to Lisbon provided the ship sails within one week after its arrival at New York but insists that the return voyage and all future voyages have a port on the Gulf of Mexico as the North American terminus.

To this note, the Department has replied in part as follows:

"The Department notes that the German Government, by unilateral action, has violated the agreement entered into between this Government and the German Government for the exchange of their

<sup>4</sup>Not printed.

<sup>5</sup>Marginal note: "Done re passengers on *Serpa Pinto*, 6/25/42. Will be done shortly for passengers aboard *Drottningholm*. Must wait few days to find out their probable locations."

nationals in that it has withdrawn the safe conduct previously given for the several round-trip voyages of the *Drottningholm* between New York and Lisbon. As the assurance of this safe conduct was an essential part of the Exchange Agreement between the two Governments, this Government must consider the agreement as terminated by the act of the German Government."

Please inform the Swiss Foreign Office and request that the German, Italian, Hungarian, Rumanian, and Bulgarian Governments be informed.

HULL

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701.0010/432 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, July 9, 1942.

[Received July 9—4:26 p. m.]

3217. Exchange negotiations—Germany. Department's 1672, July 1. Swiss Foreign Office this afternoon informally handed Tait<sup>7</sup> copy of note dated July 8 received from German Legation, Bern. Following is translation:

"Through note of Swiss Legation, Division of Foreign Interests, of April 2, 1942, and note of German Foreign Office of April 13, 1942, it was established that German Government would give citizens of American countries opportunity to return their homes and Government of United States would give opportunity to German citizens desiring return home to return Germany for repatriation. Neutral ships were to be used which would travel under guarantees of all countries at war. The German request that on these voyages ships would not touch war zones declared by Germany was met by American Government in that it—in general—agreed that exchange ships would not go into regions which German Government declared as dangerous. Aside from the fact that German Government did not withdraw safe conduct for *Drottningholm* but to the contrary specifically confirmed prospective voyage from New York to Lisbon, use of New York as a port does not represent any essential part of arrangement made for exchange. German Government has made proposal that *Drottningholm* continue its voyages in work of repatriation, but that it should, in future, proceed to an American port on Gulf of Mexico. To this proposal there has been no answer from Government United States. The Legation is instructed to state that German Government considers arrangements made for mutual exchange of citizens as binding as heretofore. German Government will carry out agreement insofar as this is not made impossible by action of Government United States."

HARRISON

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<sup>7</sup> George Tait, First Secretary of Legation.

340.1115A/3055

*Memorandum of Conversation, by Mr. George L. Brandt, Executive Assistant to the Assistant Secretary of State (Long)*

[WASHINGTON,] October 6, 1942.

Dr. Feer of the Swiss Legation came to see me this morning at his request. He said that we had perhaps heard something from our Legation at Bern recently regarding the renewal of the exchange of American and German nationals. I told him that we had had a telegram from the Legation within the past few days saying that Mr. Tait of the Legation had had a conversation with the officials of the Swiss Foreign Office, during which the latter had stated that it was their guess that the Germans had resorted recently to the internment of Americans from the Paris area with the idea of reopening the exchange question. Dr. Feer said that he had received the same suggestion from his Foreign Office and had come to talk it over with me. I told him that we were replying to our Legation at Bern, quoting the language we had used in a note to the Swiss Legation here recently in response to an Italian feeler in the same direction, and requesting the Legation to undertake no conversations or action looking toward the renewal of the exchange agreement. I recalled to Dr. Feer that with respect to the Italian query, we had stated that we were not disposed to make any further commitment with respect to a mutual exchange of nationals and that we would proceed on our own initiative with regard to the future repatriation of any Italian nationals.

Dr. Feer then again referred to the Americans who had been interned recently by the Germans and asked whether we were inclined to undertake some exchange for them. I replied that they had been given many opportunities to return to the United States and that they would now have to endure their situation so far as we could not help them, in the national interests. I repeated that we were not interested at this time in any renewal of the exchange agreement. I reminded Dr. Feer that we had resorted to no mass internment here of German nationals, as he admitted.

Confidentially Dr. Feer added as he was leaving that he understood that we were quite dissatisfied with the type of person returned to us on the first two exchange voyages of the *Drottningholm* and that he had reported to his Government that the kind of persons the Germans had returned to us in exchange for their own nationals was disgraceful.

125.0051/272a

*Memorandum by the Assistant Secretary of State (Long) for  
President Roosevelt*

[WASHINGTON,] December 16, 1942.

EXCHANGE OF FRENCH AND AMERICAN OFFICIAL PERSONNEL

*French Personnel in United States:*

On November 7, 1942, when Franco-American relations were severed, there were of record at the Department the following French personnel of the French Government in the United States:

	Officials and Employees	Dependents
French Embassy . . . . .	46	34
French Consulates and other official		
French agencies . . . . .	84	81
	<hr/> 130	<hr/> 115

Total—245 persons

All these persons were immediately placed under restraint of their movements and communication. They were, however, permitted free communication with the Swiss diplomatic and consular representatives. Those representatives were granted permission to exercise their good offices in behalf of the French personnel and interests in accordance with international practice and as the Swiss representatives in France were permitted to represent American interests there.

Action was then initiated to assemble French personnel in one place for security reasons and in preparation of their exchange for American official personnel in France. A number of the French were known to be Allied sympathizers and some to be willing and able effectively to serve the Allied cause. Accordingly, it was not necessary nor desirable to subject them to confinement.

The Hershey Hotel at Hershey, Pennsylvania, was selected for the assembling and safeguarding of the other French personnel, of doubtful or unknown attachment to the Allied cause. It comprises persons who, like the ex-Ambassador, desire to return to France, and those who do not wish to return and whose disposition must be decided upon following examination of their cases with respect to their political sentiments and activities. That examination is going on, being at present conducted by Departmental representatives at Hershey. The results should be available in a week's time.



The number of French persons removed to Hershey and now detained there is as follows:

	Officials and Employees	Dependents
French Embassy . . . . .	18	15
French Consulates . . . . .	29	32
	<hr/> 47	<hr/> 47

Total—94 persons

*American Personnel in France:*

Upon the rupture of relations, the United States had the following official personnel in France:

	Officers	Employees	Dependents
Embassy, Vichy . . . . .	8	24	22
Consulates at Marseille, Lyon and Nice . . . . .	5	17	19
	<hr/> 13	<hr/> 41	<hr/> 41

Total—95 persons

To be assimilated to and included with the official personnel, as customary for exchange purposes, there were the following additional categories:

American Red Cross . . . . .	15	
American press . . . . .	10	plus 8 dependents
	<hr/>	

Total—33 persons

Grand Total—128 persons

While the Department has not yet received complete information promised by the American Legation at Bern, it appears from preliminary reports that 68 of the Americans were taken to Lourdes, France, on November 11 and lodged under guard in four hotels there. These comprised nearly all of the Embassy personnel including the Naval and Military Attachés' staffs and the press representatives.

In addition, the Italians have taken and are holding the American Consul at Monaco.

*Exchange Negotiations:*

On November 17 the Department telegraphed the Legation at Bern<sup>8</sup> to ascertain from the Swiss Government whether the American personnel in France might proceed to Lisbon to remain there under guarantee of the Portuguese Government pending exchange. The Swiss Government reported message delivered to French Government November 23.<sup>8</sup>

<sup>8</sup> Telegram not printed.

Department again telegraphed November 30<sup>o</sup> stating it was prepared to make exchange and desired Swiss Government's suggestions with respect to arrangements that might be made therefor. Reply of December 4<sup>o</sup> stated Swiss Minister at Vichy reported French Government was unable to consider possibility of authorizing departure of American officials from France so long as no information was available concerning members of the Algerian Armistice Commission and the German Consul at Algiers.

Swiss Government again telegraphed December 7<sup>o</sup> indicating its willingness to approach the French Government with proposal that American and French personnel be immediately evacuated to Lisbon for exchange under responsibility of the Portuguese Government, United States to arrange transportation with French officials to Lisbon.

The Department replied on December 10<sup>o</sup> stating its willingness to give earnest consideration to any proposal the Swiss Government might wish to make looking toward early repatriation of the American personnel in France and saying that on November 17 it had requested its Legation at Lisbon to ascertain whether the Portuguese Government would be willing to provide the necessary guarantee for the exchange on its territory.

The inquiry of the French Government, referred to above, concerning the Algerian Armistice Commission and the German Consul at Algiers, indicates the probability that the French Government, under German coercion, will insist that the exchange include captured German and Italian members of the Commission and the German Consul. The Department is endeavoring to obtain complete information regarding these Germans and Italians. A number of the German and Italian officials are known to have escaped to Spanish Morocco, Spain and France, and some were killed incidental to military operations at the time of the American landing. Nine (Germans) have been brought to the United States. The following captured Germans and Italians, including families, are reported to be in England in the custody of American military authorities there:

	<i>Germans</i>	<i>Italians</i>
Armistice Commission	37	202
Consular	20	7
	<hr/> 57	<hr/> 209

Total—266

Arrangements have been made to hold the captured Germans and Italians for use for exchange purposes, should that become necessary. The legal authorities in the War and State Departments are inclined

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<sup>o</sup> Telegram not printed.

to the opinion that this personnel may be held as prisoners of war and, therefore, not entitled to repatriation, unless our Government should exceptionally consent.

*Status of Exchange:*

The Department is examining the French personnel to decide who are to return to Vichy. The indications are that there will be very few who wish to return and who should be returned.

It is gathering information regarding the German and Italian personnel captured in North Africa, against the possibility that the French Government will demand their inclusion in the exchange.

It has asked and is awaiting advice from the Swiss Government as to arrangements that Government may make with the French Government for the return of the American personnel.

## II. AGREEMENT WITH THE JAPANESE GOVERNMENT

701.9411/1537a : Telegram

*The Secretary of State to the Ambassador in Japan (Grew)*

WASHINGTON, December 7, 1941.

820. Following action has been taken today. Immediately upon receiving news of the Japanese attack upon Hawaii, the American Government took steps to see that absolute protection was accorded the Japanese official establishments and official personnel within the jurisdiction of the United States.

HULL

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124.94/103b : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 8, 1941—5 p. m.

268. The Department desires that you request the Swiss Government to be good enough to ascertain through the Swiss Legation at Tokyo whether the Japanese Government is willing to agree in principle to an exchange of Japanese consular and diplomatic officers and Japanese nationals in the United States for American consular and diplomatic officers and American nationals in the Japanese Empire and the Japanese occupied territory of China and Manchuria.

If the Japanese Government gives an indication of its willingness in principle to reach an agreement along the lines mentioned above, the Department will be glad to consider any means that the Japanese Government may wish to propose by which to effect such a transfer.

HULL

701.9411/1547a: Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 13, 1941.

290. A note was addressed on December 13 to the Swiss Minister at Washington<sup>10</sup> as follows:

"Sir: I have the honor to request you, acting in your capacity as representative at Washington of the government provisionally protecting American interests in the Japanese Empire and in the territories occupied by Japanese forces, to be kind enough to transmit to the former Japanese Ambassador at Washington<sup>11</sup> the information contained herein concerning the treatment by this Government of Japanese diplomatic and consular officers now within our jurisdiction. This information is also being communicated to the American Legation at Bern with instructions that the Legation request your Government to transmit the information to the Japanese Foreign Office.

This Government will continue to accord to the personnel of the former Japanese Embassy correct and liberal treatment in accordance with international law and the pertinent precedents. Every effort will be made to furnish them and the members of their families with adequate protection and to assure their comfort as long as they remain within the jurisdiction of the United States. Furthermore, they will be accorded every reasonable facility for liquidating their personal affairs. Specifically, those who customarily resided in the Embassy and the unmarried members of the staff will be permitted to remain undisturbed in the Embassy; married members of the staff having residences in Washington will be permitted to remain in those residences with their families and to visit the Embassy daily; unmarried members of the staff having residences outside the Embassy will be permitted to visit their residences for the purpose of packing their personal effects; a member of the Embassy staff will be permitted to circulate within the city for the purpose of making any desired purchases for the comfort and convenience of the Embassy staff; the Embassy itself, and all members of the staff and their families, will at all times be afforded adequate police protection but no police officer will be stationed within the Embassy; the representative at Washington of the power protecting Japanese interests in the United States will have free access to the Embassy; the Embassy will be provided with telephone connection with the representative of the aforesaid power and with the Department of State; the Embassy will be permitted to communicate freely with the Japanese Foreign Office through the intermediary of the protecting power.

Similar arrangements have been made for the protection and welfare of the former Japanese consuls, the members of their staffs, and their families in the several cities in which they were formerly stationed.

This Government is requesting the Swiss Government to propose to the Japanese Government a plan for the repatriation of the Japanese diplomatic and consular personnel in this country and the members of their families, and to exercise its good offices to the end that

<sup>10</sup> Charles Bruggmann.

<sup>11</sup> Adm. Kichisaburo Nomura.

a mutually satisfactory arrangement may be made as rapidly as possible. The proposal of this Government is that the Japanese diplomatic and consular personnel and their families will proceed on an appropriate passenger vessel provided by this Government to Lourenço Marques; that a similar vessel provided by the Japanese Government proceed simultaneously to Lourenço Marques, with the American diplomatic and consular personnel and the members of their families, from Japan and Japanese occupied territories; that the vessels exchange passengers and baggage at Lourenço Marques and return to their respective countries; and that all expenses of the Japanese mentioned above, for travel and subsistence from their former posts of duty in the United States to Lourenço Marques, will be borne by the United States Government.

It is assumed, of course, in connection with all of the above that the Japanese Government will agree to accord similar treatment on a reciprocal basis to American nationals possessed of official status within the Japanese Empire and in Japanese-occupied territories while such American nationals remain there and in all that appertains to facilitating their departure and transit homeward."

Please request the Swiss Government to transmit to the Japanese Government the text of this note.

HULL

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124.94/111a : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 18, 1941.

329. American interests. Please express to Swiss Government this Government's appreciation of its message expressing willingness to undertake the representation of American interests in Japanese-occupied territories and, when necessary, in other regions of the Far East.<sup>12</sup>

Department would be grateful if Swiss Government would by telegraph circularize to its representatives in the Far East, for the information of such American diplomatic or consular offices as may by reason of the present situation find it impossible to carry on their functions or to communicate with the Department, the following message (in substance already communicated to Embassy Chungking,<sup>13</sup> which endeavored without success to repeat it to the offices concerned) :

"1. In the event of a sudden emergency, when communications with the Department are broken or uncertain, officers shall be guided by the following instructions with respect to Government property, archives, leases, alien employees, the evacuation of the American members of the staff, et cetera.

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<sup>12</sup> See bracketed note, *Foreign Relations*, 1941, vol. I, p. 593.

<sup>13</sup> Telegram No. 811, December 5, 1941, 10 p. m., to the Ambassador in Japan, repeated to the Ambassador in China, not printed.

2. If travel orders for officers and American employees have not been received, Department hereby authorizes expenditures, in accordance with the travel regulations, for: traveling expenses (travel by air is included in this authorization); per diem; and, if possible, shipment of effects. Action upon this authorization shall be within the discretion of the Chief of Mission or principal consular officer and shall apply to all officers and American employees of this Government and to their wives and minor children. Unless regular travel orders have been received (in which event, the appropriation for 'Transportation, Foreign Service' is charged), the expenditures hereinabove authorized shall be charged to Authorization no. 11-1942 and officers shall draw separate drafts and render separate accounts. Nothing in this paragraph shall be construed as relieving the Japanese Government of the obligation, recognized in international usage, to provide for such official groups proper transportation from their posts to a point beyond the Japanese frontiers, and the provisions of this paragraph are not applicable to transportation expenses within Japan or within territories occupied or controlled by Japan unless the Japanese Government fails to observe that obligation.

3. At the expiration of 30 days' leave, less any leave taken previously in the calendar year, the services of alien personnel should be terminated (except as hereinafter provided in numbered paragraph 4). Leave shall commence on the day following the effective date of the closing of the office unless the further services of such aliens are required, in which event leave shall commence within 2 weeks after date of closing. For each alien employee, report date of termination of services and dates of leave. The Department reminds officers that no salary payments may be made in advance. Department will endeavor to arrange for payment after the officers' departure. The provisions of this paragraph are not intended as a limitation upon the right of the Power representing American interests to re-employ at the expense of the American Government any such alien personnel as the representing Power may consider necessary in connection with the representation of American interests.

4. At posts where this Government owns the office and/or residence, it is suggested that officers (in consultation with the representatives of the Power assuming the representation of American interests) arrange to leave custodians of the premises, retaining one or more trustworthy alien employees for that purpose. Their salaries as custodians would be at the same rate they were receiving in their previous capacities at the time of the closing of their offices. The Department would endeavor, by such means as might be available, to make arrangements to pay their salaries and to provide funds for the maintenance of the buildings. All such custodians should be instructed to confine their activities strictly to the guardianship of this Government's property and to refrain from any activities, however informal, that might possibly be interpreted as being outside of their custodial functions.

5. At posts where offices are leased, the Chief of Mission or the principal consular officer shall, within his discretion, determine whether it is preferable to retain the premises or to terminate the lease and store this Government's property in commercial warehouses. De-



pending upon the time at their disposal and the availability of such warehouses, officers should endeavor to make the most economical arrangements compatible with the security of the property concerned. If the premises must be retained, officers should endeavor to obtain a reduction in the amount of the rental and should determine whether this Government's property in such premises may be entrusted to the landlords or whether it is essential to retain custodians.

6. This Government's property, mentioned above, includes furniture, equipment, and the non-confidential archives. Such archives should be sealed, whether stored in the premises or at commercial warehouses.

7. Officers shall destroy all seals, codes, ciphers, true readings, protectograph dies, confidential files, et cetera. Fee stamps should be destroyed by burning in the presence of at least two competent witnesses, who shall prepare affidavits concerning the destruction.

8. All passports (whether valid or invalid), extra visa pages, certificates of naturalization, and certificates of registration and identity (whether blank or filled in) shall be thoroughly mutilated and then burned. The first page of every passport should be retained for delivery to the Department. A complete list of all documents destroyed except passports should be prepared, with identifying data to whatever extent possible. Officers shall in no event attempt to bring with them any of the documents or supplies mentioned above, except the first pages of the passports.

9. In Government-owned premises or in leased premises that are retained, officers or American employees may store their personal effects. If such storage space is not available, local storage charges will be paid by Department.

10. Forms 285 and 298 should, if possible, be submitted after the office is closed. The effective date of closing the office should be communicated by telegraph to the Department.

11. If an office representing foreign interests has not received instructions from the Department concerning their disposition, the representative of the Power assuming the representation of American interests should be requested provisionally to assume also the representation of such foreign interests, until such time as he may receive through his own government information concerning their disposition.

12. In connection with authorizations to draw drafts and to make payments to individuals against deposits made with the Department, each office should at the time of closing immediately inform the Department of all cases of non-compliance, stating amounts and beneficiaries and citing the numbers and dates of relevant instructions."

If the American officers for whom the foregoing message is intended should by force of circumstances find it impossible to give effect to its provisions, this Government would be grateful if the Swiss diplomatic and consular officers charged with the representation of American interests in the Far East might be authorized to accept the message for their own guidance. Please so inform the Swiss Government.

HULL

701.9411/1576b: Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, December 26, 1941.

405. Please request Swiss Government to be good enough to communicate to Japanese Government and to Ambassador Grew at Tokyo the following amplification of the proposal of the United States Government for the exchange of all diplomatic, consular and other official personnel, their dependents, staffs and personal effects:

1. The United States Government will select a passenger vessel to carry to Lourenço Marques, or other point agreeable to both parties the officials to be exchanged. It will proceed unarmed and will travel without convoy under safe conduct of the belligerent governments. Arrangements will be made by this Government to embark at an American port all diplomatic, consular and other official personnel of the Japanese Government together with their dependents, staffs and personal effects within the territory under the control of this Government. To the extent that may be desired by the other interested governments there may be embarked on this vessel the diplomatic, consular and official personnel of the Japanese Government together with their dependents, staffs and personal effects in territory under the control of any of the other governments in the Americas including Canada which have now or may by the time of the exchange have broken relations with the Japanese Government. The United States Government will provide adequate transportation facilities for the travel of all such personnel with their dependents and staffs and the carriage of their personal effects from Washington or other places in the United States to the port of embarkation. These facilities in respect to personnel accredited to this Government and their dependents will be provided at the expense of this Government.

2. The persons embarking on this vessel will be allowed to take with them their personal effects subject to such limitations as may be imposed by availability of space on the vessel and the arrival of the effects at the point of embarkation in time to be laden aboard the vessel.

3. The persons embarked on the vessel by virtue of their diplomatic, consular or other official position as representatives of the Japanese Government in this country or elsewhere will not be subjected by the United States authorities to search of any kind and this shall likewise be true of their accompanying dependents and staffs and of their personal effects.

4. The vessel, identifying characteristics of which will be communicated in due course through the Swiss Government to the Japanese Government will proceed to the point agreed upon and return

along courses, the details of which will be later communicated, without stopping at any port en route.

5. The Japanese Government will select a vessel to carry to the point agreed upon the officials to be exchanged. The vessel will proceed unarmed without convoy under safe conduct of the belligerent governments. Arrangements will be made by the Japanese Government to embark at a suitable port or ports within its jurisdiction all diplomatic, consular and other official personnel of the United States Government within territory under the control of the Japanese Government. The United States Government considers that its official personnel, subject to this exchange, includes the personnel of the United States Court at Shanghai, the marine guards remaining in China and there under protection of international agreement, and all employees of the various branches of this Government in the far eastern areas under the military control of the Japanese Government. To the extent that may be desired by the other interested governments there may be embarked on this vessel diplomatic, consular and other official personnel of any of the other governments in the Americas, including Canada, together with their dependents, staffs and personal effects within territory under the control of the Japanese Government. There may also be included similar personnel of the United States Government and of the other governments in the Americas within territory under the control of any other government in the Far East which is associated with Japan in the war against the United States. The Japanese Government will provide at its own expense adequate transportation facilities for the travel of all such personnel with their dependents and staffs and the carriage of their personal effects from their posts to the port or ports of embarkation.

6. The persons embarking on this vessel will be allowed to take with them their personal effects subject to such limitations as may be imposed by availability of space on the vessel and arrival of the effects at the port or ports of embarkation in time to be laden aboard the vessel.

7. The persons embarked on the vessel by virtue of their diplomatic, consular or other official position as representatives of the United States or any of the other American Governments in Japan or elsewhere will not be subjected by the Japanese authorities to search of any kind and this shall likewise be true of their accompanying dependents and staffs and of their personal effects.

8. The vessel, identifying characteristics of which will be communicated in due course by the Japanese Government through the Swiss Government to the United States Government will proceed to the point agreed upon and return along courses, the details of

which will be later communicated, without stopping at any port en route.

9. Identical facilities and privileges will be afforded to the extent that the interested governments may desire for the transportation, with their personal effects, dependents and members of their staffs, of the diplomatic, consular and other official personnel of other American Governments which have now or may before the time of the exchange have broken diplomatic relations with Japan and of the diplomatic, consular and other official personnel of other far eastern governments which have now or may by that time have associated themselves with Japan in the war against the United States.

10. On a basis of reciprocity there shall be included in the exchange the accredited representatives of the press including radio reporters and press photographers whose identity shall be suitably notified by the mission of the protecting power on the basis of information received from the former diplomatic mission or from the belligerent government in behalf of which it is acting.

11. The Government of the United States is agreeable that there take place at the point agreed upon for the exchange of American and Japanese personnel a simultaneous exchange, to be negotiated separately by the British and Japanese Governments, of British and associated and Japanese and associated personnel.

12. The Government of the United States shall on its own behalf guarantee safe conduct for the duly notified vessels concerned in the exchange throughout their voyage. The Government of the United States will obtain similar assurance of safe conduct from other belligerents friendly to it for the vessels concerned in the exchange which will be carrying American and Japanese personnel. The Government of Japan shall likewise guarantee safe conduct for all vessels concerned in the exchange and shall obtain identical assurance of safe conduct from the belligerent powers associated with it.

13. All assurances of safe conduct for the vessels concerned in the exchange shall be communicated to the Swiss and Spanish Governments which shall at the proper time notify the government providing each vessel that all necessary safe conducts have been received in order that such vessel may commence its voyage. The Swiss and Spanish Governments shall be requested to use their good offices to insure the observance of the arrangements.

14. The Government providing each vessel in the exchange shall meet the expenses incident to the operation of the vessel throughout its voyage.

15. There shall travel on each vessel representatives of the protecting powers. These representatives shall have unrestricted use of the

radio facilities of the vessel for communication in plain language with their respective Governments in matters concerning the execution of the exchange agreement and the voyage of the vessel. None of the other passengers shall be permitted any use whatever of radio facilities of the vessel.

16. There may be accommodated on the vessels traveling in either direction properly accredited personnel of the International Red Cross Committee or other Red Cross Societies.

A summary of the foregoing proposal will be communicated to all the United States diplomatic missions in the Americas and to the American Embassy at London with the request that it be communicated where appropriate to the governments to which those missions are accredited with the offer to make the arrangement arising therefrom available for the return to America of American and to Europe of British and associated diplomatic, consular and other official personnel with their dependents, staffs and personal effects and the return to Japan of corresponding official personnel of Japan and associated governments. This Government will, furthermore, suggest that none of the governments in the Americas which may request participation in the arrangements adopt toward the personnel of the Japanese and associated governments an attitude less favorable than that which this Government is extending.

HULL

701.9411/1597a

*Memorandum by the Assistant Chief of the Division of Protocol  
(Woodward)*

[WASHINGTON,] December 27, 1941.

SUPERVISION OF THE STAFFS OF THE FORMER JAPANESE EMBASSY AND  
CONSULATES AT THE HOMESTEAD HOTEL, HOT SPRINGS, VIRGINIA

1. The personnel of the former Japanese Embassy and the consulates shall be afforded use of the hotel grounds within such limitations as may be determined.

2. None of the Japanese personnel will be permitted to have direct communication with any outside person in any way. None of the personnel will be permitted to have visitors.

3. A representative of the Spanish Embassy shall be designated and his name furnished the State Department. This representative shall be assigned a room at the hotel where all conferences with the Japanese personnel shall take place and the Spanish representative will be permitted to talk with members of the personnel without supervision.

4. There will be no sending sets or short wave receiving sets permitted in the hotel.

5. There shall be uncensored mail communication between the Spanish Embassy and the former Japanese Ambassador. All mail from the Spanish Embassy shall be addressed to the former Japanese Ambassador under the seal of the Embassy and will be transmitted to the State Department. This mail will then be placed in State Department official envelopes and transmitted by the Department to its representative at the hotel who will in turn deliver it to the designated person representing the former Japanese Ambassador at the hotel.

All mail destined to the Spanish Embassy from the hotel will be given to the State Department representative at the hotel for transmission to the State Department which will in turn deliver it to the Spanish Embassy.

6. The Spanish Embassy will be permitted unrestricted communication by telephone with the former Japanese Ambassador at the hotel or his designated representative, and vice versa.

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701.9411/1571 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, January 5, 1942.

[Received January 5—8:15 p. m.]

45. American interests—Japan. Following is text (French translation) telegram dated December 30 from Swiss Legation Tokyo as furnished by Swiss Foreign Office of official Japanese reply to Department's proposal for exchange official personnel:

"Japanese note dated December 30 contains four points as follows:

First. The Imperial Government accepts American proposition of mutually sending ships to Lourenço Marques, each Government taking upon itself cost of sending a ship to that port.

Second. With regard to persons to be exchanged see note annexed hereto.

Third. Although Japanese interests in Hawaii have been entrusted to Sweden, Japanese Government desires to establish likewise an arrangement in principle with American Government by intermediary of Swiss Government for evacuation of members of Japanese Consulate and other Japanese in Hawaii toward which it desires to proceed along same lines and at same time as evacuation of diplomatic and consular personnel et cetera who are in United States and in Philippines. Japanese Government is very desirous to be informed of opinion of Swiss and American Governments in that connection.

Fourth. The Imperial Government will also communicate foregoing to American Government by intermediary of Spain which represents Japanese interests in United States.



Annexed note worded as follows with omission of unnecessary words:

Section 1. Personnel to be exchanged.

First. Japanese Government and American Government will mutually exchange from the Japanese who are in United States including Hawaii and Philippines and the Americans who are in Japan, Manchukuo and occupied China respectively:

(a) All the members, including the members *hors cadre* and employees of the Embassies, Legations and Consulates, the officials and persons similar to officials whether or not *en mission* to Japan, to Manchukuo in occupied China or United States of America as well as their families and servants.

(b) As for persons who are not officials, for this one occasion, temporary residents and among the permanent residents the women and children who desire to return to their country as well as those in special circumstances. All the persons who come within the two above mentioned categories will be exchanged without limit as to their number and without question of their usefulness for the prosecution of the war. The number of Japanese in category (b) to be evacuated from the United States, Hawaii and Philippines will be less than 300.

Second. The two Governments will recognize following exceptions for exchange of persons covered by (a) of preceding paragraph:

(a) For persons who find it difficult or impossible to return to their country for one reason or another such as illness of themselves or [or] their families, authorization to be accorded to the sick persons or their families to continue their stay, conjointly or separately.

(b) For persons who shall have been appointed to another country mutually to permit them to proceed directly to their new posts and to give them safe conduct, and for persons appointed in a third country who are in one of the two countries away from their posts, permission to be granted them to return to their posts giving them safe conduct, independently of the other persons to be exchanged.

(c) For members *hors cadre* and for employees hired locally who desire to remain permission to be granted them for their continued stay.

Section 2. Place and method of exchange.

First. The exchange of persons at Lourenço Marques will take place in presence of representatives of the countries assuming protection of interests of two parties.

Second. Japanese Government will send directly to Lourenço Marques a Japanese ship to carry there at its expense the Americans to be exchanged. American Government at its expense will send there the Japanese to be exchanged.

Third. American Government will give assurance of safety for round trip of ship sent by Japanese Government and will procure in addition for the ship an assurance of safety from all countries in a state of war or who have broken diplomatic relations with Japan. Japanese Government will give assurance of safety for round trip of ship which carries persons to be exchanged, Japanese and Americans,

and will obtain in addition for the ship assurance of safety from all countries allied with Japan.

Section 3. Facilities given at time of exchange.

First. Persons to be exchanged will be permitted to carry with them money for which they will have need on the boat and elsewhere until their arrival at place of exchange.

Second. Persons of category (a) section 1, first paragraph, including those persons who are absent will be permitted the transportation to their country of their '*baggages deménagement*' (Swiss Foreign Office is telegraphing Tokyo for exact meaning) without having to pay any tax or duty thereon and being required only to submit a statement of contents of such baggage.

Section 4. At the moment of the exchange with United States of America, Japanese Government desires to proceed to a block exchange of diplomats and other persons with the countries which are in a state of war or which have broken diplomatic relations with Japan. Toward this end it will send to Lourenço Marques on above mentioned Japanese ship the persons to be exchanged by said countries. American Government therefore will provide facilities for the Japanese coming from the countries of Central and South America as well as from Canada, the Dutch Indies, et cetera which have declared war on Japan or have broken diplomatic relations with Japan."<sup>14</sup>

HUDDLE

701.9411/1603 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, January 20, 1942.

[Received January 20—4:39 p. m.]

203. American interests—Japan. Reference Department's 405, December 26 and Legation's 345 [45] January 5. Swiss Minister Tokyo<sup>15</sup> telegraphed January 15 further statement of Japanese Government regarding exchange proposal as follows.

"Japanese Government communicates to me as it will communicate to Spanish Government its views on American proposal. Text as follows (English).

1. Concerning paragraph 1 of American proposal and paragraph 5 of American proposal:

(A) It is desire of Imperial Government make Lourenço Marques point exchange.

(B) Imperial Government agrees to United States proposals that vessel shall proceed unarmed travel without convoy under safe conduct of belligerent Governments.

<sup>14</sup> In telegram No. 29, January 20, 1942, to the Ambassador in Cuba, this paragraph was quoted for the information of the Cuban Government; it was added that this Government is maintaining the position set forth in paragraph 11 of its telegram No. 405, December 26, 1941, to Bern, p. 382. The same telegram, *mutatis mutandis*, was sent to the Embassies in Panama (No. 52), Mexico (No. 99), Venezuela (No. 40), Colombia (No. 74), and to the Legations in Costa Rica (No. 26), the Dominican Republic (No. 13), Haiti (No. 19), El Salvador (No. 17), Guatemala (No. 32), Nicaragua (No. 31), and Honduras (No. 20).

<sup>15</sup> Camille Gorgé.

(C) Imperial Government considers appropriate that scope of those to be exchanged be as indicated in annex, section 1, first paragraph of basic proposals of Imperial Government; namely those to be exchanged are Japanese subjects staying in United States and its territories and possessions and United States citizens staying in Japan, Manchukuo and occupied areas of China belonging to following categories: (a) Diplomatic, consular and other official personnel (including those appointed to third countries) together with their dependents and servants. (b) Staff members of diplomatic, consular and other official personnel (including those appointed to third countries) and employees of Embassies, Legations and Consulates (including those situated in third countries) and their dependents and servants. (c) Non-permanent residents; those belonging to this category are to be mainly prefectural and municipal officials; quasi-officials; those dispatched by public organizations; press correspondents; members and employees in United States of business firms and banks of Japan; and those in Japan, Manchukuo and occupied areas in China of firms and banks of United States, religionists; scholars; students; and research fellows dispatched by respective governments; and their dependents and servants. (d) Of permanent residents, women and children desiring to return home and persons who have special reasons. Those belonging to above four categories are to be included in the exchange without regard to number or to usefulness or otherwise in the prosecution of war. Again as regards those belonging to above (a) and (b), the exceptions indicated in section 1, second paragraph of basic proposals of Imperial Government are to be allowed.

(D) While Imperial Government has no objection to including among those to be exchanged the personnel of United States Court in Shanghai it is unable to agree to include United States Marine Guards remaining in China as they constitute a military unit.

(E) While Imperial Government is unable to agree to inclusion of those United States officials in areas occupied by Imperial forces other than China it is agreeable to allow United States consular officials in Hongkong together with their staff members, dependents and servants to return home by vessel in question.

(F) Concerning transportation facilities for travel of those included in exchange and carriage of their personal and household effects to embarkation point Imperial Government is to provide said facilities at its own expense in respect to personnel belonging to categories (a) and (b) of the above paragraph (C) and are appointed to Japan together with their staff, dependents and servants, and the United States Government is to provide said facilities at its own expense in respect to personnel who belong to said categories and are appointed to United States together with their staff, dependents and servants.

(G) United States Government is to embark on vessel in question the Japanese subjects together with their personal and household effects included in exchange between Imperial Government and any of the other Governments in the Americas including Canada which have or may by the time of exchange have severed diplomatic relations with Japan; Imperial Government is to embark likewise on vessel in question the nationals of those countries in the Americas together

with their effects included in above mentioned exchange. United States Government is to provide adequate transportation facilities for travel of above mentioned Japanese subjects and carriage of their effects to embarkation point. Imperial Government is likewise to provide adequate transportation facilities for travel of above mentioned nationals of American countries and carriage of their effects (these Japanese subjects and nationals of American countries are to bear their own expenses up to embarkation point).

(H) Diplomatic, consular and other official personnel of United States and other American countries staying in oriental countries which are associated with Japan in war against United States together with their dependents, employees and effects may be embarked on vessel in question. They may also be provided with transportation facilities for their travel and carriage of their effects to embarkation point. The similar personnel together with their dependents, employees and effects of above mentioned oriental countries staying in the Americas may likewise be embarked on vessel in question and may also be provided with transportation facilities for their travel and carriage of their effects to embarkation point.

2. Imperial Government agrees to paragraph 2 and paragraph 6 of proposals of United States Government.

3. Concerning paragraph 3 and paragraph 7, the persons of those to be exchanged are not to be subjected to search; those belonging to categories (a) and (b) of paragraph (C) of above 1 are to declare to authorities concerned contents of their effects and those belonging to categories (c) and (d) of above 1 may be subjected to examinations of their effects which are to be as considerate as possible.

4. Imperial Government agrees to paragraph 4 and paragraph 8 of United States proposals.

5. Concerning paragraph 9 Imperial Government agrees to afford similar facilities and privileges within possible limit.

6. Concerning paragraph 10 Imperial Government considers it appropriate to extend the scope of those to be exchanged to include category (c) of paragraph (C) of above section 1.

7. Concerning paragraph 11 of United States proposals as is mentioned in section 4 of basic proposal of Imperial Government it is desire of Imperial Government that exchange between Imperial Government and Governments of British Empire and other countries which are at war or have severed diplomatic relations with Japan should take place in same lot with that between Japan and United States. With that in view although Imperial Government has already so proposed to interested governments it is hoped that United States Government would proceed to confer with them to expedite exchange.

8. Concerning paragraph 12 Imperial Government considers that its view as contained section 2, paragraph 3 of its basic proposals coincide with those of United States Government.

9. Imperial Government agrees as regards paragraph 13 to paragraph 15 of United States Government proposals and as regards paragraph 16 Imperial Government entertains no objection to the [garbled groups] members of International Red Cross or members of other Red Cross societies. Vichy informed."

701.9411/1630 : Telegram

*The Chargé in Switzerland (Huddle) to the Secretary of State*

BERN, January 30, 1942.

[Received January 30—2:24 p. m.]

320. American interests—Japan. Swiss Foreign Office note January 28 transmits following substance telegram from Swiss Minister, Tokyo.

"Foreign Office informed me orally Japanese Government particularly insistent that non-permanent residents as listed in its first proposals under paragraph 1, capital (C), small (c) (see Legation's 203 January 20) be included among officials to be exchanged. Inconveniences which American Government might foresee are same for Japan since proposal based on reciprocity."

Swiss Minister adds Japanese Vice Minister Foreign Affairs informed him Spanish Ambassador Washington has been requested urge American Government hasten exchange negotiations.

HUDDLE

701.9411/1630 : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, February 7, 1942.

379. American interests—Far East. Your 45, January 5; 180, January 17; <sup>16</sup> 203, January 20 and 320, January 30. Department has received from Spanish Embassy in charge of Japanese interests in continental United States a memorandum dated January 17, 1942 stating:

"A cable has been received from the Spanish Government expressing the desire of the Japanese Government that all Japanese diplomatic exchange negotiations be handled through our Representatives. This does not imply that the interests of the Japanese Government in other countries cannot continue being protected by Representatives of other Nations.

The Spanish Embassy would be deeply obliged to the Department of State for taking this matter into consideration."

In accordance with the foregoing Department on February 5 delivered to Spanish Embassy Washington a memorandum reading as follows:

"The Department of State has received memorandum no. 42 of January 6, 1942 and memorandum no. 58 of January 16 from the Spanish Embassy in charge of Japanese interests in the continental United States.<sup>17</sup> The Embassy's first memorandum constitutes a

<sup>16</sup> Telegram No. 180 not printed.

<sup>17</sup> Neither printed; for contents, see telegrams No. 45, January 5, and No. 203, January 20, from the Chargé in Switzerland, pp. 386 and 388, respectively.



basic proposal of the Japanese Government for the exchange of Japanese and American official personnel arising from the outline of such a proposal contained in the Department's note of December 13, 1941 (Department's 290, December 13, to you) to the Swiss Minister at Washington, a copy of which is attached. The Embassy's second memorandum under acknowledgment constitutes an expression of the views of the Japanese Government in respect of the detailed proposal of the United States Government for the exchange of Japanese and American personnel, (Department's 405, December 26 to you), the text of which was conveyed to the Embassy by the Department's note of January 7, 1942. The Department has received through Swiss channels and through the American Legation at Bern texts of communications addressed by the Japanese Government to the Swiss Legation at Tokyo in language substantially similar to that of the memoranda under acknowledgment.

The Department further acknowledges the receipt of the Spanish Embassy's memorandum no. 59 of January 17, 1942<sup>18</sup> setting forth the desire of the Japanese Government that all negotiations for the exchange of Japanese official personnel be conducted through the representatives of the Spanish Government without prejudice to the representation of Japanese interests by other neutral governments in other countries.

From examination of the basic proposal of the Japanese Government and of the Japanese Government's views with respect to the detailed proposal of the United States Government, the United States Government believes that an agreement has been reached in the matter of the exchange of Japanese and American official and other personnel.

With a view to clarifying certain details of the matter and to providing for certain practical points, the United States Government makes the following observations:

#### PART I—OBSERVATIONS ON JAPANESE BASIC PROPOSAL

The following observations are made by the United States Government in respect of the basic proposal of the Japanese Government set forth in the Embassy's memorandum no. 42:

1. The version of this proposal received through Swiss channels was transmitted as an annex to a note dated December 30 to the Swiss Legation at Tokyo from the Japanese Foreign Office containing the following four points: (Here were quoted the four points of the 'Japanese note dated December 30' quoted in your 45, January 5).

In respect to the third quoted paragraph above the United States Government observes that it has already taken steps looking toward the transportation to the United States of the Japanese official personnel in Hawaii. Upon arrival in this country these persons will be housed in an appropriate hotel pending their repatriation. It is assumed that the Japanese Government does not now raise any question regarding the repatriation of Japanese personnel in the Philippines. If this assumption is incorrect the Department would appreciate being informed of the views of the Japanese Government in the matter.

<sup>18</sup> Not printed.



2. With respect to 1 (a) of the basic proposal of the Japanese Government this Government expresses its desire that all the persons referred to be included in the exchange. Furthermore, this Government expects that the Japanese Government will afford cooperation to the Thai and French authorities in providing facilities for transportation to the United States as part of the present exchange of American officials with their dependents, staffs and personal effects who are in Thailand and French Indochina. The French and Thai Governments are being informed of the wishes of this Government in this respect and further that the Japanese Government is being requested to extend them such cooperation in the matter as may be possible.

3. In regard to 1 (b) the United States Government is agreeable as stated in its detailed proposal to the inclusion in the exchange of press and Red Cross representatives with their dependents in addition to the official personnel of the several governments. The United States Government is, furthermore, agreeable to the repatriation of all other non-official persons referred to in this portion of the basic proposal of the Japanese Government subject to the capacity of the vessel to accommodate such persons after all official personnel has been accommodated. Should the Japanese Government desire a further repatriation of persons who cannot be accommodated on the vessel to be used at this time, the United States Government will give consideration to the matter.

4. With reference to 2 (a) the United States Government is willing on the basis of reciprocity to permit persons who might be included in the exchange to remain in this country pending the rehabilitation of their health and the provision subsequently of facilities for their repatriation.

5. In respect to 2 (b) this Government prefers in order to insure that the exchange can be carried out with the minimum of complication that all officials who were at the time when Japan began hostilities against the United States en route to any posts or away from posts to which they were accredited be included in the block exchange and be repatriated with all other officials.

6. In the absence of any objection on concrete grounds to the continued stay of specified individuals, the United States Government agrees to 2 (c).

7. The United States Government agrees to the provisions of all three subsections of point numbered 3. The United States Government further proposes that the Portuguese Government shall be requested to act as guarantor for the execution of the exchange on Portuguese territory at Lourenço Marques. This Government is addressing a request in this sense to the Portuguese Government and hopes that the Japanese Government will make a similar request.

8. With reference to 4 (a) the United States Government agrees that the persons to be included in the exchange will be granted all necessary facilities of whatever description for taking with them a supply of funds which, without possibility of question, will be sufficient to meet all their needs on the ship and elsewhere until their arrival at the place of exchange. The necessary amounts may be subsequently determined on the basis of reciprocity and an expression of the views of the Japanese Government on this subject would be expected.

9. In regard to 4 (b) this Government agrees that the officials to be exchanged and their dependents and their servants and their employees shall be permitted to bring with them all their personal effects including such things as silverware, linen and the like which can be packed in trunks, boxes with handles and handbaggage. Such effects will not be subject to search, be subject to any tax or duty nor subject to any limitations other than those imposed by availability of space on the vessel and the arrival of the effects at the port of embarkation in time to be laden aboard the vessel. This Government feeling that the character of the baggage is sufficiently established by the agreement between the governments does not consider that any individual declaration or even list of contents of the baggage is necessary. Should the Japanese Government feel such lists to be essential this Government will be forced to reconsider its entire position on this point. A statement of the Japanese Government's concurrence in this position would, therefore, be appreciated.

10. In compliance with the request made by the Japanese Government in 5 the United States Government is providing all necessary suitable facilities for the Japanese officials formerly accredited to the other American Republics which have broken relations with Japan, and to Canada, to embark on the exchange vessel. It is expected that the Japanese Government will act similarly in respect of American officials being repatriated from Thailand and French Indochina.

The United States Government notes that certain of the former diplomatic and consular officials of Japan in other American Republics which have broken relations with or declared war upon Japan have apparently not received from their government instructions to proceed to this country for the purpose of being included in the exchange now being negotiated and are unwilling to accept offers made to them of facilities for the journey here. The Japanese Government should inform its officials in the other American Republics of its desire that they take advantage of the facilities now being negotiated and of the need that these persons depart promptly for the United States in order to be present when the exchange vessel departs.

The United States Government is willing that a separate block exchange of non-American officials leaving Japan and Japanese officials leaving places outside the Americas shall take place at the same time and at the same port as the exchange of American and Japanese officials. It assumes that the Japanese Government will arrange the exchange of its officials in the Netherlands Indies in connection with the exchange it will arrange with other governments since it would seem for practical reasons that such Japanese officials might more suitably be brought to the port of exchange in such vessel as may bring there the Japanese officials from Australia and other British territory nearby.

11. With respect to 6 the United States Government considers that misunderstanding might arise from designating as hospital ships under the Geneva Agreement of 1907<sup>19</sup> the vessels to be used for the purpose of the exchange and assumes that the Japanese Government will select another method of marking the vessels. For its part the

<sup>19</sup> *Foreign Relations*, 1907, pt. 2, p. 903.

United States Government will mark distinctively the vessel to be used carrying Japanese official personnel and will communicate these markings to the Japanese Government in the near future. It is agreed that the markings of the vessels shall be such as to ensure the greatest possible visibility and that particulars of colors and markings shall be notified in due time before the departure on the voyage. The United States Government would wish to know, in addition to the data specified in 6 of the Japanese basic proposal, the speed of the vessels therein named.

## PART II—OBSERVATIONS UPON JAPANESE VIEWS REGARDING THE DETAILED AMERICAN PROPOSAL

12. With respect to 1 (1) and 1 (2) reference is made to item 7 in Part I above.

13. With respect to 1 (3) and its subheadings see items 2 and 3 above.

14. The United States Government notes from 1 (4) that the Japanese Government agrees to include the personnel of the United States Court at Shanghai among the persons to be exchanged but that it does not agree to include the United States Marine Guards remaining in China. The United States Government may revert to this point at a later date.

15. It is noted from 1 (5) that the United States consular officials at Hong Kong together with their staffs, dependents and servants will be included in the exchange. The United States Government expects that its other officials at Hong Kong as specified in a list transmitted to the Swiss representative at Tokyo through the Swiss Government as well as the other categories of persons mentioned in the first sentence of item 3 above will also be included.

16. 1 (6) regarding the provision of transportation facilities is understood to constitute acceptance of the proposal of the United States Government on this point.

17. Except in so far as the proposal of the Japanese Government might call for the shipment of household effects not packed in boxes with handles, trunks or handbaggage coincidentally with the departure of the persons to be exchanged the United States Government considers that 1 (7) is a confirmation of its view in regard to the obligation of both governments to embark persons and things on the exchange vessels.

18. 1 (8) coincides with the views of the United States Government on this point.

19. The United States Government notes in respect of 2 that the Japanese Government agrees that the persons embarked on the vessel will be limited in respect of the personal effects accompanying them only by the space on the vessel and by the presence of the effects in time to be laden aboard.

20. So far as concerns 3 the view of the United States Government regarding baggage declarations by officials, their dependents and staffs is set forth under item 9 above. The United States Government perceives no objection to and will effect the lenient examination of the effects being taken with them by non-official persons who may be included in the official exchange. The question of the examination of the effects of non-official persons to be included in any subsequent phases of the exchange movement which may be arranged will be

dealt with at another time. The persons of those to be exchanged will not be searched.

21. The United States Government notes regarding 4 that the Japanese Government agrees to paragraphs 4 and 8 of the American basic proposal.

22. Regarding 5 reference is made to items 2 and 16 above.

23. Concerning 6 reference is made to item 3 above.

24. Concerning 7 the United States Government in order to facilitate the negotiations initiated by the Japanese Government with other governments and particularly the British Government and its associated Governments in Europe is providing the British Government with a copy of this reply and of the communications which have been exchanged through several channels with the Japanese Government on this subject.

25. There appears to be a meeting of views in respect of 8 and 9.

### PART III—SPECIAL MATTERS

The Government of the United States has received through Swiss channels information that the Japanese Government particularly wishes included in the exchange of official personnel the Japanese diplomatic and consular personnel in Iran and the eastern part of Samoa.

The United States Government is ready to take all possible steps to facilitate the inclusion in the exchange of Japanese official personnel from the Americas and from insular possessions of the United States. It is not, however, in a position to afford any physical assistance for the inclusion in the exchange of Japanese official personnel in other areas as, for example, Iran. It is assumed that the Japanese Government will be able to make arrangements for the travel to the exchange point of Japanese official personnel in Iran through the medium of the powers representing Japanese interests in intervening territories or that alternatively the Japanese Government will be able to arrange for the repatriation of this personnel through Soviet territory. So far as concerns those parts of the Samoan Islands which are under the jurisdiction of the United States this Government is unaware of the presence there of any Japanese official personnel. It would appreciate being informed further in the matter."

Please request Swiss Government to provide full text of this reply to Swiss Minister at Tokyo and to ask him to keep all other Swiss representatives in the Far East fully informed in the matter. Department stresses fact that it wishes to be informed as soon as possible of additions or amendments to lists of officials and newspaper correspondents which have already been provided the Swiss Government through you and that it desires to receive at earliest opportunity lists of non-official persons in the Far East who will be repatriated under point 3 of the foregoing memorandum to the Spanish Embassy. It is hoped that the Swiss representatives will confer closely with Department's officers in regard to these lists and that they will transmit to Department any comments which may be made by those officers

regarding the lists or those details of the exchange arrangement which have not yet been agreed upon.

Spanish Embassy's memorandum of January 6 was identical with "Annexed Note" quoted in your 45, January 5 with addition of following paragraph:

"For the purpose of exchange and in accordance with the Geneva agreement of 1907, the Japanese Government appoints the following ships to serve as hospitals:

*Hicawe Maru*—11,621 tonnage, 155.9 length, two masts, two chimneys.

*Tacasco Maru*—9347 tonnage, length 142.09, two masts, two chimneys.

*Ahahi Maru*—9326 tonnage, length 147.22, one chimney, two masts.

These ships have the following marks in common: Whole hull painted white, Red Cross emblem, upper part of hull supplied with electricity, Red Cross on port and starboard center of hull, green line running all along hull, in accordance with Convention regulations. Chimney bears Red Cross electrically outlined, and searchlights mark the flag-case or post of signals."

Spanish Embassy memorandum of January 16 was identical with text quoted in your 203, January 20 with slight differences in numbers of heading and in phraseology not affecting the meaning of the communication.

HULL

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701.9411/1645 : Telegram

*The Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, February 14, 1942.

447. American interests—Japan. Your 547, February 12.<sup>20</sup> Please inform Swiss Foreign Office for information Japanese Government that this Government is unable to understand the statement of the Japanese Government quoted in your 547. In the document quoted in Department's 379, February 7, to you the Department informed the Spanish Embassy in charge of Japanese interests in continental United States that upon the basis of the communications exchanged between this Government and the Japanese Government it considered that agreement for the exchange of official personnel had been arrived at and that all that was needed to complete the agreement was an understanding on certain technical details necessary to give effect to the exchange. Among the technical details in question is the assembly at a central point preparatory to embarkation of the Japanese officials

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<sup>20</sup> Not printed; it quoted statement of Japanese Government that "officials must remain posts until Japanese Government is assured success of exchange negotiations."



and nationals to whose repatriation this Government has agreed. Should a vessel be able to leave the United States today to bring these persons here it could not return in less than 4 weeks. It is believed that the other necessary details to be arranged preparatory to the actual exchange, including the notification to the Spanish and Portuguese Governments of the necessary assurances of safe conduct, will not require more than 2 weeks and should not, if a spirit of cooperation is exhibited, serve to delay the effectuation of the exchange.

By contrast with the attitude of the Japanese Government as exhibited in your telegram under reference, this Government has requested the French and Thai Governments to expedite the departure for Japan of the American officials in Thailand and French Indochina in order that they may embark on the exchange vessel. It likewise assumes that the Japanese Government is similarly taking steps to assemble at central points the American official personnel and American nationals to be repatriated from territory under the control of the Japanese Government. If this assumption is incorrect this Government would appreciate being informed accordingly at the earliest possible moment.

In the opinion of the United States Government the "assured success" of the exchange depends entirely upon the Japanese Government.

HULL

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125.0094/151a : Telegram

*The Acting Secretary of State to the Consul at Lourenço Marques (Preston)*

WASHINGTON, February 25, 1942—2 p. m.

6. This Government has agreed with the Japanese Government that there shall take place at Lourenço Marques an exchange of official personnel and non-official nationals of the American Governments coming from Japan and Japanese-controlled territory against Japanese official personnel and non-official nationals coming from the United States, Canada and the other American Republics. It has, furthermore, been agreed that there may take place simultaneously at Lourenço Marques a block exchange of other diplomatic and consular officials being expelled from Japanese territory against Japanese consular and diplomatic officials being expelled from non-American areas. There is no information at present to indicate whether this separate exchange will include non-official persons.

It is not now possible to state with assurance when the exchange will take place but it is hardly likely to occur before the last week in May. In addition to a vessel arriving from the United States with perhaps 1500 persons on board, there will probably be three vessels ar-



iving from Japan with as many as 3500 persons and vessels arriving from other directions with perhaps as many as 500 Japanese nationals.

The carrying out of the exchange at Lourenço Marques will constitute a burdensome and complex task in which the Department hopes to be able to extend to you all proper and necessary assistance. It would be helpful to the Department if you could promptly telegraph the following information in so far as it may be available:

1. Availability of quarters suitable for a booking office to be set up by the passenger agents appointed to handle the embarkation on the American vessel of passengers coming from Japan on their way to the United States. Probable length of advance notice necessary to obtain such quarters.

2. Extent of banking facilities available to meet needs of passengers arriving from Japan en route to the United States. The terms of the agreement with the Japanese Government do not envisage that these persons will be in possession of funds upon their disembarkation at Lourenço Marques, and it will be necessary that there be facilities to provide them with local and dollar currency for their expenses while awaiting embarkation and on the vessel proceeding to the United States. If necessary and feasible Department is willing to propose and facilitate the temporary establishment of an American-manned private banking office at Lourenço Marques during the period of the exchange.

3. Facilities available at Lourenço Marques for temporary accommodation of the persons being exchanged and minimum length of advance notice necessary to reserve such accommodations for shelter of persons en route to the United States bearing in mind that other governments will be endeavoring to make similar arrangements for their nationals.

4. Adequacy of your quarters to handle the anticipated volume of business during the exchange period and to accommodate the personnel which the Department hopes to be able to detail temporarily to your office to assist you. Availability of suitable temporary quarters for official personnel and length of notice necessary to obtain such quarters.

5. List briefly all consular establishments of other countries at Lourenço Marques giving name of country, number of career officers, if any, number of honorary officers and extent of subsidiary staff. This information is necessary in order to enable Department to estimate extent of probable appeals to your office for good offices in behalf of nationals of friendly nations not represented at your post.

6. If there are any other considerations regarding the foregoing which you would like to bring to the attention of the Department, please consider yourself at liberty to do so now and subsequently whenever the occasion arises.

WELLES

701.9411/1630 : Telegram

*The Acting Secretary of State to the Chargé in Switzerland  
(Huddle)*

WASHINGTON, February 28, 1942.

574. American interests—Japan. Department's 379, February 7, (numbered paragraph 21) and 528, February 21.<sup>21</sup> Brazilian Government has now requested that the exchange vessel leaving the United States stop at Rio de Janeiro in order to take on board Japanese official personnel and nationals to be repatriated from Brazil, Uruguay and Paraguay. The United States Government is informing the Brazilian Government that it is willing to have the vessel make this call at Rio de Janeiro but that the consent of the Japanese Government is necessary before a definite undertaking is given.

Please request Swiss Government to inform Japanese Government that projected stop of vessel at Rio de Janeiro will permit earlier consummation of exchange and save Japanese who are to be repatriated the trouble of an unnecessary voyage to the United States with their effects. It is accordingly assumed that the Japanese Government will agree that the exchange vessel may stop at Rio de Janeiro to take on the Japanese personnel at that port and early and prompt confirmation of this assumption is expected.

WELLES.

701.9411/1677a : Telegram

*The Acting Secretary of State to the Ambassador in Brazil (Caffery)*

WASHINGTON, February 28, 1942—6 p. m.

504. Your 571, February 24, 4 p. m.<sup>22</sup> You may inform Brazilian Foreign Office that the vessel carrying Japanese personnel from this country to Lourenço Marques is not expected to leave before the first of May. In addition to numerous minor details in the negotiations between this Government and the Japanese Government which need to be arranged, in particular the exchange of final lists of persons involved in the exchange movement, it has come to the Department's attention that the British Government has not yet replied to the original Japanese proposal for exchange of personnel. As the Japanese intend to carry out the exchange in a single movement, the transportation of personnel from this hemisphere to Lourenço Marques will serve no useful purpose until all negotiations by all parties

<sup>21</sup> Latter not printed; it indicated that there were 612 persons in the Japanese official group from the Americas to be embarked on the vessel sailing from Lourenço Marques, and it was estimated that the vessel might be able additionally to accommodate 500 or more non-official persons (125.0040/138a).

<sup>22</sup> Not printed.

are completed. The British Government has indicated an understandable desire to have none of the Japanese personnel being exchanged remain for any length of time at Mozambique and it would furthermore be desirable, if possible, to have the party arriving from Japan reach Lourenço Marques before the party from this hemisphere in view of the limited accommodations available for the shelter of so many persons.

As soon as more definite information about the time of the exchange becomes available, Department will be glad to inform you further.

WELLES

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701.9411/1690b : Telegram

*The Acting Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, March 5, 1942.

604. American interests—Far East. Following document dated February 23 has been received from Spanish Embassy: <sup>23</sup>

"In answer to the proposition dated February 5th <sup>24</sup> of the United States Government, the Japanese Imperial Government's point of view is as follows:

"The Japanese Government are glad to learn that an agreement has practically been reached in the matter of the exchange of Japanese and American officials and other personnel, however, they desire to make the following observations in order to avoid misunderstanding Part I.

Persons to be included in the exchange:

(1) The Japanese Government note that the United States Government are agreeable to the inclusion in exchange of all official persons referred to [in] 1 (b) of their Basic Proposal in addition to all the official personnel referred to in 1 (a) of the same proposal.

(2) The Japanese Government are ready to afford cooperation to the Thai and French Authorities in providing facilities for transportation to the United States as part of the present exchange of American officials with their dependent staffs and personal effects who are in Thailand and French Indochina.

(3) As regards the repatriation of non-official persons, the Japanese Government consider essential that both Governments should select vessels without delay to accommodate such persons who cannot be accommodated on the first exchange vessel so that all persons concerned would be repatriated within reasonably short space of time. They appreciate concurrence of the United States Government in this matter.

(4) The Japanese Government further propose that priority among non official persons, including press representatives, for accommodation on the exchange vessels should be decided upon by agreement between governments concerned. The Japanese Government agree in compliance with the request of the United States Government

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<sup>23</sup> Memorandum No. 93.

<sup>24</sup> See telegram No. 379, February 7, to the Chargé in Switzerland, p. 391.

that the American official personnel as well as non official persons at Hong Kong be included in the exchange.

(5) The Japanese Government gather that the United States Government do not insist on inclusion of the Marine Guards in China in the present exchange.

(6) The Japanese Government are unable to concur in with the view of the United States Government to the effect that complications will ensue if some of the official personnel are permitted to proceed directly to their new post in neutral countries, they therefore desire that the United States Government will reconsider the matter.

(7) Regarding certain Japanese diplomatic and consular officials formerly accredited in some Latin American countries who have declined to accept the offer of facilities for journey to the United States the Japanese Government desire to make it clear to the United States Government that they have done so under instructions from the Japanese Government since agreement has now been practically reached in the matter of the exchange they will be instructed to leave their former post, in this connection the Japanese Government desire that as some of these officials are ordered to proceed to their new post, the United States Government will not place obstacle in their taking up post elsewhere.

(8) The Japanese Government understand that Japanese non official persons belonging to the category mentioned first (b) of their basic proposal and residing in countries in the Americas, including Canada, which have broken relations with Japan, be embarked on the exchange vessel. The Japanese Government on their part will embark such non official nationals of these American countries, residing in Japan, Manchukuo, China, etc. part local and method of exchange (1). The Japanese Government being agreeable to the proposition of the United States Government that the Portuguese Government shall be requested to act as guarantor, of the execution of the exchange at Lourenço Marques, will address a request in this sense to the Portuguese Government. As suggested 2 concerning method of marking vessel, the Japanese Government agree to the proposition of the United States Government. They are further agreeable to the desire of the United States Government regarding the speed of the vessel. Part Third, provision of facilities 1, as regards the amount of money allowed to be taken out by persons to be included in the exchange, the Japanese Government propose that up to 1000 (one thousand) yen or its equivalent be allowed to each adult person to meet the needs on the vessel until the arrival at the place of exchange. The Japanese Government agree to the proposition of the United States Government concerning personal effects viz officials to be exchanged and their dependents, their servants and employees, shall be permitted to take with them all their personal effects including such things as silverware, linen and the like which can be packed in trunks, boxes with handles and handbaggage. Such effects will not be subject to search and tax of duty, nor subject to any limitations other than those imposed by availability of space in the vessel and the arrival of the effects at the port of embarkation in time to be laden aboard the vessel."

The foregoing text contains certain apparent mutilations presumably caused by difficulty in telegraphic transmission. It has, further-

more, been noted that Japanese communications as received through Swiss and Spanish channels occasionally differ in small points. Department accordingly requests that Swiss Minister at Tokyo be asked to transmit to Swiss Foreign Office text of communication which he received from Japanese Foreign Office in order that the foregoing may be compared therewith by you and the Department promptly informed of any variations or of any corrections which should be made.

The text of the reply to be made to the foregoing will be telegraphed to you on the day that it is delivered to the Spanish Embassy.

WELLES

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701.9411/1698a : Telegram

*The Acting Secretary of State to the Chargé in Switzerland  
(Huddle)*

WASHINGTON, March 7, 1942.

624. American interests—Far East. Department's 604 March 5. In partial answer to the memorandum dated February 23 from the Spanish Embassy in charge of Japanese interests in continental United States, Department has made following reply dated March 3:

"The Department of State refers to Item 8 of its memorandum of February 5, 1942 to the Spanish Embassy in charge of Japanese interests in continental United States, comprising the comments of the United States Government upon certain counter proposals made by the Japanese Government in the matter of the exchange of official personnel and non-official nationals. Reference is likewise made to the penultimate sentence of the Spanish Embassy's memorandum no. 93 of February 23, 1942 regarding the proposal of the Japanese Government that the persons departing be permitted to carry with them up to 1000 yen or its equivalent.

It is agreed that the various persons to be embarked in the United States and in Japan and Japanese-occupied territory on the exchange vessels shall be authorized to take with them funds in an amount up to 1000 yen or its equivalent. So far as there may be Japanese currency available in the United States departing Japanese officials and nationals will be given facilities to take with them such proportionate amount in yen as they may desire. The dollar equivalent of 1000 yen will for this particular purpose be considered to be \$300. It is expected that the Japanese Government will similarly afford the American nationals departing from Japan the facility of taking with them such part of their funds as they may desire in United States currency.

With respect to American officials and nationals who may proceed to Japan or Japanese-controlled territory from French Indochina or Thailand for the purpose of embarkation on the exchange vessel, it is expected that the Japanese Government will authorize the exportation of all funds of whatever character which these persons may be bringing with them with the permission of the authorities in the place

from which they departed. The United States Government similarly will permit Japanese officials and nationals arriving in this country from other American countries to take with them the funds which they have brought here."

Please request the Swiss Government to transmit the substance of the above quoted memorandum to the Swiss Minister at Tokyo for his information.

WELLES

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701.9411/1664 : Telegram

*The Acting Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, March 13, 1942.

665. Department's 604, March 5 and 624, March 7. Following communication has been delivered today to Spanish Embassy in charge of Japanese interests in continental United States:

"The Department of State refers to memorandum no. 93 of February 23, 1942 from the Spanish Embassy in charge of Japanese interests in continental United States transmitting certain observations of the Japanese Government which were made in order to avoid misunderstanding regarding the forthcoming reciprocal exchange of official and non-official persons.

The numbered points of the memorandum under acknowledgment are answered as follows:

- (1) Full agreement has apparently been reached on this point.
  - (2) It is noted that the Japanese Government is prepared to cooperate with the Thai and French authorities in facilitating as a part of the present exchange the transportation to the United States of the American personnel in Thailand and French Indochina. In view of the fact that the exchange agreed upon between the Japanese and American Governments now includes unofficial personnel, it is assumed that the Japanese Government will be equally willing to facilitate the repatriation of non-official Americans from these countries.
  - (3) The United States Government agrees with the Japanese Government that it is necessary to select suitable shipping to accommodate as many as possible of the persons to be repatriated and to repatriate as soon as feasible those who cannot be accommodated on the first vessel. The United States Government has already informed the Japanese Government through Swiss channels that it will be possible to accommodate on the first exchange vessel from the United States all the Japanese official personnel in the Western Hemisphere as well as various unofficial Japanese nationals. It is assumed that the accommodations provided by the Japanese Government for the repatriation of these persons will be adequate to accommodate all these individuals.
- The United States Government, having been informed by the Japanese Government that the first exchange would take place in three vessels which were named by the Japanese Government, is not certain of the meaning of the expression 'first exchange vessel' contained in the communication under acknowledgment.



(4) The United States Government does not desire to indicate any degree of priority for the repatriation of its nationals as between individuals. It would, however, desire that, after all officials of the United States, the other American Republics, and Canada, all pressmen, together with members of their families, and all Red Cross personnel, together with members of their families, have been embarked, priority be given among the unofficial Americans to be repatriated:

(a) to those persons whose presence appears to be objectionable to the Japanese authorities as evidenced by their having been arrested or interned.

(b) to persons from Thailand, Indochina and Hong Kong and from the areas under Japanese control, which are more remote from Tokyo and Shanghai as, for example, Dairen, Harbin, Mukden, Hankow, Nanking, Hainan, Tsinan, Keijo, Tsingtao, Amoy, Swatow and Chefoo. Among these persons, women, children, and the aged and infirm should be given priority.

After these categories have been taken care of priority among the Americans to be repatriated from the remaining centers should be accorded as follows:

(c) Women and children dependents of non-permanent residents listed (f) below:

(d) Women and children dependents of permanent residents according to the urgency of their cases.

(e) Quasi-officials (officers and employees of the Municipal Council of the Shanghai International Settlement; officers and employees of the Chinese Maritime Customs, Chinese Postal Administration, Chinese Salt Gabelle; and advisers to the Chinese Government) and their dependents.

(f) Officers and employees of American organizations (commercial, religious, philanthropic, etc.) sent out from the United States by such organizations.

It is desired that the selection of persons to be repatriated under the categories set forth above shall be made by the Swiss representatives and it is expected that these will, in cases of doubt, be afforded facilities for conferring with the officials of this Government. It is further expected that the Japanese Government will in every way facilitate communication between the Swiss representatives and American nationals in order that the latter may be fully apprised of the opportunity for their repatriation and the conditions which have been laid down in the agreement for the exchange.

(5) The United States Government refers to former communications in regard to the return of the Marine guards in China and expects the Japanese Government to take cognizance of their true status as diplomatic guards.

(6) The travel otherwise than in accordance with the stipulated movement to Lourenço Marques of officials accredited to third countries would in the opinion of the United States Government raise numerous complicating questions of safe conduct and of physical travel facilities which could not be settled within a reasonable time and without further undesirable delay. The United States Government would not be in a position to comment upon any redistribution

of personnel which the Japanese Government might undertake to make from Lourenço Marques.

(7) It is noted that the Japanese Government has informed its representatives in this hemisphere that they shall leave their posts in order to facilitate the assembly of persons for the exchange. A separate communication has been made on this subject through Spanish channels with particular reference to the Japanese officials in Colombia.

(8) The non-official persons of Japanese nationality residing in those countries in the Americas which have broken relations with Japan will be entitled to the extent that accommodations may permit and that they fall within the categories of the non-official persons to be exchanged, to embark upon the official exchange vessel. As the Japanese Government has been informed through Swiss channels, the number of berths to be available for these non-officials will be approximately 500 and the views of the Japanese Government will be taken into consideration in allocating these berths. It is assumed that the Japanese Government will, in expressing its views, take into consideration the fact that transportation facilities may not permit all Japanese non-official nationals from countries in the Western Hemisphere to reach the port of embarkation before the sailing of the official vessel. It may thus be necessary through no fault of this Government that a small number of Japanese nationals from certain countries await a later exchange vessel.

It is noted that the Japanese Government will request the Portuguese Government to act as guarantor of the execution of the exchange at Lourenço Marques. It is noted that the Japanese Government will mark in a distinctive manner but not as a hospital ship the vessel or vessels to be used for the exchange and will in due course communicate to the United States Government the nature of the markings decided upon.

A separate communication has been sent to the Spanish Embassy in charge of Japanese interests in continental United States accepting in substance the proposal of the Japanese Government regarding funds.

It is noted that the views of the Japanese Government concerning the personal effects of the persons being exchanged coincide with the views of the United States Government and it is presumed that the Japanese Government has now withdrawn its stipulation that the officials embarking on the exchange vessels shall make written declaration of the contents of their baggage."

WELLES

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701.9411/1664 : Telegram

*The Acting Secretary of State to the Chargé in Switzerland (Huddle)*

WASHINGTON, March 13, 1942—5 p. m.

664. In reference to Department's telegram today<sup>25</sup> transmitting text of reply delivered to Spanish Embassy regarding most recent Japanese communication concerning exchange, particular attention is called to numbered paragraph 4.

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<sup>25</sup> *Supra.*

Department feels that indications given in this paragraph are sufficient to enable Swiss representatives in the Far East to make up an equitable list of American non-officials to be placed on board the exchange vessel or vessels. Particular emphasis is to be laid upon the fact that it is desired that equal facilities be given nationals of other American Republics and of Canada. It is assumed that the other governments involved will through their representing powers indicate the nature of priority among their nationals. It is likewise assumed that these nationals are relatively few in number and that their inclusion will not displace United States nationals.

It is requested that the Swiss representatives report urgently if they encounter obstacles in communicating the terms of the exchange agreement to repatriable Americans or in conferring with Department's officers regarding questions of doubt in making up lists of repatriables. Should Japanese authorities in any case question classification of an American permitting his repatriation, Department should be promptly furnished with entire facts in the case.

Please point out to Swiss Government that remaining time before exchange may be expected to be consummated is very limited and that it is urged that communications regarding the exchange be given every possible priority.

WELLES

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701.9411/1707 : Telegram

*The Acting Secretary of State to the Minister in Switzerland  
(Harrison)*

WASHINGTON, March 25, 1942.

782. Your 1124, March 19.<sup>26</sup> Following communication has been delivered today to Spanish Embassy, Washington :

"The Department of State refers to its memorandum of March 13, 1942 to the Spanish Embassy in charge of Japanese interests in the continental United States<sup>27</sup> in reply to the Embassy's memorandum no. 93 of February 23 setting forth certain counterproposals of the Japanese Government regarding the forthcoming exchange of Japanese and American officials and non-official nationals.

The United States Government has received through Swiss channels information that the Swiss Legation at Tokyo in charge of American interests received on February 21 from the Japanese Ministry of Foreign Affairs, a communication in the same terms as the Spanish Em-

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<sup>26</sup> Not printed ; it related information similar to that set forth in the second paragraph of the communication to the Spanish Embassy quoted in this telegram.

<sup>27</sup> See telegram No. 665, March 13, to the Chargé in Switzerland, p. 404.

bassy's memorandum of February 23 but with the addition of the following paragraph:

'Japanese Government will demand neither individual declaration nor lists of contents. Japanese Government feel that each trunk, box with handles or handbaggage should be of such size and weight as may be carried by a single person. As to personal effects to be brought away by non-official persons views of Japanese Government coincide with those of United States Government.'

The United States Government notes that the Japanese Government will require of American officials no individual declarations or lists of contents of personal effects to be laden on the exchange vessel. The United States Government had not contemplated applying a limitation regarding the weight of containers for personal effects and will not apply such a limitation if it is assured that the Japanese Government will be guided similarly. Assurance is requested on this point.

As it has now become apparent that space will be available on the exchange vessel leaving the United States for the household effects of the Japanese officials formerly accredited to this country, the United States Government is willing to permit the embarkation on the exchange vessel of such household effects to the extent that these effects are now packed ready for shipment or have been entrusted to responsible forwarding agents or storage companies capable of preparing them for shipment. If satisfactory assurances are received that the Japanese Government will be similarly guided in respect of the household effects of American official personnel in Japan and elsewhere who are to be returned to the United States on the vessel provided by the Japanese Government, authorization will be given the Spanish Embassy in charge of Japanese interests in the continental United States to prepare the household effects of the Japanese officials for shipment.

An identical statement is being forwarded to the Japanese Government through the medium of the Swiss Legation at Tokyo in charge of American interests in Japan."

Text should be transmitted to Japanese Government and to Grew.<sup>28</sup>

WELLES

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125.0094/174 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, April 4, 1942.

[Received April 4—8:42 p. m.]

1383. American interests—Japan, exchange personnel. Department's 665, March 13. Swiss Foreign Office has received a telegram from its Minister in Tokyo dated April 1 reporting a conversation he had March 30 with the Japanese Minister of Foreign Affairs<sup>28a</sup> regarding the evacuation of official and non-official persons. A summary

<sup>28</sup> Joseph C. Grew, Ambassador in Japan prior to outbreak of war, December 7, 1941.

<sup>28a</sup> Shigenori Togo.

of this conversation as received by the Legation in a note from the Foreign Office dated April 3 is as follows in translation :

"1. The Japanese Government anticipates that all the official representatives of the United States, Canada and Latin America states, Belgium, Greece and the Netherlands will be repatriated on the first evacuation ship. The number of these persons will be about 500 so that there will remain on the first ship about 600 places for persons without official position.

2. Regarding the evacuation of persons without official position priority should be given to those who are in Thailand and Indochina, namely about 100 persons.

3. The 500 remaining places should be reserved for the evacuation of 250 non-official persons from Japan and 250 non-official persons from China.

4. Regarding the evacuation of non-official persons from China the Japanese Government agrees to proceed first with the repatriation of the persons included under 4 (d) of your communication of March 17 (this communication contained the text of the Department's 665, March 13).

5. Regarding the 250 non-official persons to be repatriated from Japan it is left to us (the Swiss) to decide the priority among the American, Canadian and other citizens. The Japanese Government believes that the American Government should reach a decision on this point either with or without the agreement of the interested countries.

6. The Japanese Government declares itself in agreement with the proposal for the repatriation of officials from Hong Kong but it is not in a position to assume a guarantee for the evacuation of non-official persons particularly on account of the difficulties of transport.

7. The Japanese Government will shortly give me a list of Americans imprisoned. It is believed that there are about 30 in all. I am assured that the majority could be evacuated and that very probably all the journalists will be evacuated but it is almost certain that some will not be liberated because of charges against them. Japan also declares itself ready to evacuate 1 Belgian and 12 Netherland citizens from Manila. We have also discussed the question of diplomats from neutral countries who have expressed a desire to be repatriated according to several among them. The American Government has consented to their repatriation in particular for Madame de Vigo, wife of the Spanish Minister and for seven members of the French Embassy but the Japanese Government calls attention to the fact that their evacuation would be effected at the expense of American citizens whom Japan is desirous of evacuating in the largest number possible inasmuch as they are citizens of an enemy country; under these conditions Japan could not take these wishes into consideration unless the Swiss Minister declares officially that this is the desire of the American Government. Will you please ask the American Government to indicate the names of all persons of neutral countries who according to its opinion should be repatriated with the American officials. It would be helpful if the American Government would state whether I should take measures for the evacuation of all the personnel of the Chilean Legation. There are 12 persons in all and as a result there would be 12 places less for American citizens. The Japanese

Government considers this matter important and appears desirous of obtaining confirmation from the American Government.

The departure of the exchange ship from Japan will probably take place April 25 to arrive at Lourenço Marques about May 20. The ship chosen for the transport of the officials to be repatriated will probably be the *Kamukura Maru* or the *Asama Maru*, ships known in America. It is not excluded that Japan will propose a stop at Singapore in view of the difficulties of securing drinking water at Saigon. Naturally the Japanese Government would prefer that the exchange boat would not have to stay too long at Lourenço Marques and I am asked whether from the American end preparations are in a stage which would permit the American ship transporting all the Japanese officials included in the agreement to arrive at Lourenço Marques at about the same date as the Japanese ship.

The Ministry of Foreign Affairs has evinced a certain skepticism regarding the possibility of changing its decision taken as a result of the refusal of the American Government to accept the placing on board the exchange ship without restriction of the personal effects of the persons to be repatriated.

I will send you in another telegram the figures which the Gaimusho<sup>29</sup> will communicate to me regarding the officials and non-officials to be repatriated. These figures will be subject to revision as the Japanese have not yet exact ones for certain places particularly Chefoo. The most important and urgent question is to know as exactly as possible in what way the American Government will decide about the priority among different countries for the non-official persons. The Canadians in Japan have alone more than 100 Catholic priests to be repatriated. The American Government may perhaps consider it preferable to establish percentages for the different countries."

HARRISON

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125.0040/178b : Telegram

*The Acting Secretary of State to the Minister in Portugal (Fish)*

WASHINGTON, April 6, 1942—5 p. m.

375. 1. With respect to forthcoming exchange of American and Japanese personnel at Lourenço Marques, please request Portuguese Government to instruct Colonial officials to extend every possible facility in this matter granting to extent that may be possible waiver of landing taxes and other charges against individuals being exchanged.

2. Please ascertain from Portuguese Government minimum requirements for documentation of persons being exchanged with respect to those coming from Far East and those coming from United States. Department hopes that visas may be waived or that at least Portuguese Government will not wish to insist on more than block transit visa for lists of persons being embarked on exchange vessels.

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<sup>29</sup> i. e., the Japanese Foreign Office.



3. As urgent problems may arise in connection with the movement which cannot now be foreseen, please request that Portuguese Minister Washington<sup>30</sup> be granted discretionary authority to take urgent action upon such matters when presented to him by the Department.

WELLES

701.0090/19

*The Department of State to the Swedish Legation*

MEMORANDUM

Reference is made to a conversation between the Swedish Minister<sup>31</sup> and Mr. Long<sup>32</sup> March 31, 1942 in respect of the possibility of chartering the Swedish M. S. *Gripsholm* for the purpose of exchange of Axis and United States diplomatic and consular personnel and to the Swedish Minister's memorandum of March 28, 1942 upon that subject.<sup>33</sup>

The United States Government is now desirous of chartering the M. S. *Gripsholm* under conditions similar to those covering the *Drottningholm*.<sup>34</sup> The conditions in question refer to safe conduct, redelivery of the vessel in a Swedish port, clearance of export of sufficient fuel oil to fuel the vessel, and other conditions similar to those covering the *Drottningholm* subject to charter negotiations between the War Shipping Administration and the Swedish American Line.

It is contemplated that the *Gripsholm* charter party will cover at least one voyage to Lourenço Marques, Portuguese East Africa with an optional call at a port on the East Coast of South America for the purpose of embarking Axis personnel for exchange at Lourenço Marques, with an optional second voyage from a United States port to Lourenço Marques and return, in addition to optional voyage or voyages between a United States port and Lisbon, Portugal and return for further exchange of Axis and United States diplomatic and consular personnel or unofficial personnel.

It is assumed that the Swedish Government will take appropriate steps to obtain the assent of the German Government to the charter of the *Gripsholm* for this purpose. The United States Government will be pleased to take through Swiss channels such action in support of the Swedish *démarche* as the Swedish Government may request.

WASHINGTON, April 6, 1942.

<sup>30</sup> João Antonio de Bianchi.

<sup>31</sup> W. Boström.

<sup>32</sup> Breckinridge Long, Assistant Secretary of State.

<sup>33</sup> Not printed.

<sup>34</sup> For correspondence regarding the exchange voyages of the *Drottningholm*, see pp. 327-373, *passim*.

125.0094/175 : Telegram

*The Acting Secretary of State to the Minister in Switzerland  
(Harrison)*

WASHINGTON, April 7, 1942.

879. Your 1383, April 4 and 1384, April 5.<sup>35</sup> 1. Department is greatly surprised to learn that the Japanese Government plans to place Belgian, Greek and Netherlands officials and non-officials on the vessel to be provided pursuant to the arrangements which have been agreed upon for the reciprocal repatriation of Japanese and American officials and non-officials, including those of the other American Republics and Canada. This Government cannot agree to undertake to fix a formula for the inclusion in this exchange of Belgian, Greek and Netherlands nationals whose inclusion would reduce the number of Americans to be repatriated. British Government has informed this Government that its exchange negotiations include repatriation of nationals of governments temporarily in Britain. United States Government must insist that although the two exchanges may be carried on simultaneously, they be considered as separate operations, and that the terms of one will not be used to restrict the scope of the other.

2. United States Government is now seeking to charter additional Swedish vessel *Gripsholm*, (in addition to *Drottningholm*) and expects that its negotiations to that end will be successful unless German Government interposes some obstacle. Japanese Government will be informed immediately upon the termination of these negotiations. If this vessel is obtained, the United States Government will be able to repatriate on its first voyage 1,585 passengers in comfortable accommodations, that is, all Japanese officials leaving this hemisphere plus approximately 1,000 Japanese non-officials. It is anticipated that the number of Japanese non-officials to be repatriated under the existing agreement will be sufficient to fill the vessel on a second voyage. United States Government accordingly recommends that Japanese Government provide ample facilities for return trip to Japan of these persons increasing correspondingly provision for transportation to Lourenço Marques of nationals of United States, other American Republics and Canada.

3. United States Government is agreeable to granting priority to nationals of United States, other American Republics and Canada in Thailand and Indochina.

4. Respecting your numbered paragraph 4 Department unable understand why category 4 (d) (Department's 665, March 13) should

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<sup>35</sup> Latter telegram not printed; it indicated provisional figures of officials to be repatriated secured by the Japanese Government.

in China be given precedence over categories 4 (a), (b), and (c). Please explain.

5. United States Government expects that nationals of other American Republics and of Canada will be extended equal treatment *pari passu* with American nationals and that as each priority class is evacuated names will be taken proportionately on a percentage basis from lists by nationality. Where number of nationals of any country is so small as to be insignificant entire list may be taken without applying this formula.

6. The inclusion of all Americans at Hong Kong in accordance with previous commitment of Japanese Government is definitely expected by United States Government. In order to facilitate the exchange this Government is willing that the exchange vessel stop en route at or near Shanghai, Hong Kong, Saigon, Bangkok and Singapore.

7. It is not clear whether 30 Americans in prison are in Japan, China, or elsewhere. Please send list indicating places of imprisonment and charges in each case. In regard to charges which the Japanese Government might possibly consider as of such a nature as to prevent repatriation, the Japanese Government should be informed that very serious charges could be placed on many Japanese now held by this Government. With a view to facilitating reciprocal repatriation, this Government has withheld the making of such charges. It is expected that the Japanese Government will be governed by similar principles.

8. United States Government believes willingness of Japanese Government to evacuate Belgian and Netherlands nationals from Manila should more properly be communicated to British Government and the same with respect to officials of European neutral countries. Department expects that any officials of Canada and the American Republics to whose evacuation from Manila the Japanese Government agrees will be accommodated on the exchange vessel.

9. With respect to wife of Spanish Minister Department considers her evacuation desirable. The same holds true of the Chilean nationals referred to in same paragraph of your 1383 as they are citizens of an American Republic.

10. If United States Government is successful in obtaining *Grips-holm* which is especially suitable for contemplated voyage, that vessel will not be ready to commence voyage from United States until May 15 and after stopping at Rio de Janeiro should arrive at Lourenço Marques about June 15. United States Government agrees, in view of necessity of proceeding immediately to second voyage, that exchange vessel should remain as short a time as possible at Lourenço Marques.

11. With respect to extent of effects of officials to be placed on exchange vessel United States Government would appreciate being informed as soon as possible of final Japanese position in order that United States Government may be guided by reciprocity.

12. Seven women and children of French Embassy may not be accommodated on present exchange vessel as they would displace American citizens but they may be accommodated on another vessel later if no Americans are displaced.

13. Comments on numbers given in your 1384 will follow.

WELLES

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703.5493/13 : Telegram

*The Acting Secretary of State to the Minister in Switzerland  
(Harrison)*

WASHINGTON, April 10, 1942.

903. Your 1397, April 7.<sup>36</sup> Bona fide American citizens to be repatriated from the Far East may be accompanied by the following: (a) alien spouses of European or Oriental origin, (b) alien minor children, (c) alien parents where presence of parent is essential for welfare of children. So far as feasible, information in regard to aliens should be telegraphed Department in advance of their departure for decision regarding their documentation at Lourenço Marques for entry into the United States.

WELLES

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701.0090/11½

*Memorandum of Conversation, by the Assistant Secretary of State  
(Long)*

[WASHINGTON,] April 13, 1942.

Sir Ronald Campbell<sup>37</sup> came in this afternoon at my request. I reverted to the memorandum he had handed me on Saturday<sup>38</sup> which, referring to the exchange of American, British and Japanese officials, proposed to make the British safe conducts for the evacuation ships subject to the condition that the British and American officials leave Japanese controlled territory on the same date. I asked Sir Ronald if this had been indicated by his Government or whether it had been

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<sup>36</sup> Not printed.

<sup>37</sup> British Minister.

<sup>38</sup> Memorandum No. 224, dated April 8, 1942, not printed.

a proposal of the Embassy. He replied that his Government had instructed that it be delivered.

I asked Sir Ronald in what stage of development were the negotiations for the exchange between the British and Japanese Governments. He did not know. I suggested to him that they expedite as far as possible the conclusion of their agreements which we understood to be in an advanced stage, and stated that the American Government could not very well agree to the proposals made by the British Government for the implications of it were that the departure of the American officials from Tokyo, which had been long delayed, might even be further delayed. I advised the Minister that our arrangements with Japan had been completed with the possible exception of the inclusion of a few names of American officials who were in distant points but who were understood to be covered in, and that our program was so far advanced that we had had to postpone the suggestion of the Japanese that there be early departure because the American Government is not quite ready to begin the transportation owing to the lack of a vessel. As far as the agreement was concerned, it was practically in such shape that if we wanted to begin day after tomorrow, we could probably close the agreement tomorrow.

Sir Ronald said that he thought his Government would view with regret the decision of this Government because he felt that the two governments together were stronger than they were separately. I replied that I thought each of us was strong enough considering the officials of the enemy whom we had in our jurisdictions to insure the careful execution of the agreement on the part of Japan and assured him that there would be about four weeks before the American delegation could leave Tokyo and that we expected that they would put forth every effort to conclude their negotiations so that the British delegation could leave at the same time and on the same vessels but that we could not agree that the American officials should be delayed or that their departure should be made contingent upon the lack of an agreement between Great Britain and Japan.

B[RECKINRIDGE] L[ONG]

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701.0090/18a

*The Secretary of State to the British Ambassador (Halifax)*

The Secretary of State presents his compliments to His Excellency the British Ambassador and has the honor to acknowledge the receipt of his note no. 201 of March 30, 1942, referring to the Department's memorandum of February 27<sup>39</sup> in which it was suggested that, in

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<sup>39</sup> Neither printed.

view of the possibility that the number of American nationals arriving at Lourenço Marques from the Far East might exceed the capacity of the American vessel immediately available to transport them to the United States, arrangements might be made with the South African Government for the temporary admission into the Union, pending repatriation, of any excess of American nationals.

The Department is glad to learn that the South African Government, having been consulted in the matter, has consented to the temporary admission of officials of the United States and the other American Republics. It is further noted, with appreciation, that the South African Government has also agreed to the temporary admission of private individuals, under certain conditions. The foregoing information has been transmitted in detail to the Governments of the other American Republics concerned, and they will doubtless make the necessary guarantees with regard to their own nationals direct to the South African Government. The United States Government will endeavor to communicate the approximate numbers of nationals of the United States and the other American Republics as soon as that information becomes available, but it will be realized that this information may not be available before the exchange vessels reach Lourenço Marques.

For its own part, the United States Government does not, at this time, expect that it will be necessary to call upon the South African Government to admit temporarily any of the United States nationals, Canadian and nationals of other American Republics being evacuated from Japan. Nevertheless, this Government hereby guarantees that (a) it will be responsible for the maintenance and the repatriation of its nationals who may enter in the Union in pursuance of this arrangement, (b) individual United States nationals will not be authorized to take up employment in the Union while awaiting repatriation, and (c) all such United States nationals will leave at the first available opportunity either for the United States or some other country and this Government will accept the responsibility of making arrangements to that end.

The number of Americans sent to the Union of South Africa will be as small as possible, and, as stated in the preceding paragraph, it is quite possible that no persons whatever will be sent. However, should the situation require that the Union's offer of hospitality be accepted, full information with regard to the approximate numbers involved will be furnished with the greatest possible despatch.

A copy of this note is being transmitted to the American Legation at Pretoria for communication to the South African Government.

WASHINGTON, April 20, 1942.



703.5493/13 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, April 27, 1942—7 p. m.

1066. Department's 903, April 10. Department's 444 of even date to the American Legation at Lisbon is quoted below for your information.

"Bona fide American citizens to be repatriated on an exchange vessel may be accompanied by the following: (a) alien spouses of European or oriental origin, (b) alien minor children, (c) alien parents where presence of parent is essential to welfare of children, (d) alien nurse, companion or servant (except Orientals) accompanying American employer, provided presence certified by physician as necessary.

As above persons cannot apply for American visas until they reach neutral country, Portuguese Government should be assured that these categories of aliens will be embarked upon the exchange vessel promptly and will not be permitted to become a burden on the Portuguese Government."

HULL

701.0090/22 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 7, 1942.

1160. Department's 879, April 7, paragraph 10. Department now informed that *Gripsholm* cannot leave Sweden before May 25 and will possibly be delayed until May 30. Accordingly vessel will be unable to depart from United States until June 10 to 15 arriving at Lourenço Marques 1 month later. Swiss representatives Far East should be informed urgently and requested to communicate this information to Department's officers.

HULL

701.0090/10 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, May 8, 1942.

[Received May 8—7:21 p. m.]

1971. American interests—Japan. Department's 879, April 7. Swiss Legation, Tokyo, telegraphs May 6 following reply Japanese Government (English text):

"Japanese Foreign Office requests that following memorandum dated May 6 be transmitted to United States Government:

(1) The Japanese Government have been very much surprised to find that apparently no understanding was reached between the Gov-

ernments concerned regarding the proposed departure of the Belgian, Dutch, and Greek officials by the vessel to be provided in accordance with the arrangement agreed upon between the Japanese and American Governments. Far from having insisted on the departure of these officials by the said vessel, the Japanese Government have agreed upon it in order merely to comply with the request from the representatives of the protecting powers as they have been assured that the American Government's consent to that effect had been obtained. However, as the intention of the American Government in this matter has now been made clear, the Belgian, Dutch and Greek officials will be accommodated on the vessel to be provided pursuant to the Anglo-Japanese exchange agreement. With regard to the Belgian, Dutch, and Greek non-official personnel, the Japanese Government have never proposed to repatriate them by the same vessel with American citizens.

(2) As to the vessel or vessels to be selected for the exchange by the American Government, the Japanese Government regret to say that the memorandum referred to above does not contain any concrete and definite plan. It is not clear to the Japanese Government whether the American Government propose to provide two vessels i. e., the *Gripsholm* and the *Drottningholm* or only one of these two. Nor is it certain when negotiations for the charter of the *Gripsholm* will materialize. Under these circumstances the Japanese Government cannot but conclude that the number of Japanese non-official personnel to be repatriated simultaneously with the official personnel is not yet known and the date of departure of the vessel from a United States port cannot yet be fixed. The Japanese Government on their part have selected two vessels namely *Asama Maru* and *Conte Verde*, an Italian vessel, which having accommodations in total for 1500 persons will be able to transport on their first voyages more than 1100 non-official persons besides all officials to be exchanged. Other non-official persons to be exchanged will be carried on subsequent voyages.

(3) The Japanese Government desire to propose that in order to ensure a smooth execution of the reciprocal exchange both Governments undertake to secure arrival at Lourenço Marques of first exchange vessels by July 10th.

(4) The Japanese Government desire the United States Government will confirm that about 700 non-permanent residents in American countries whose names were communicated to them through the Spanish Government be allowed to embark on the first exchange vessel. They further desire that in allocating remaining accommodations, Japanese non-officials who were forced to leave Panama, Costa Rica, Ecuador or Peru be given priority.

(5) Japanese Government agree to embark all American non-official persons residing at Hong Kong who wish to leave by the first exchange operation. It is anticipated they number about 300.

(6) With regard to paragraph 5 of the memorandum above referred to (paragraph 7, Department's 879, April 7) Japanese Government will be able to make clear their attitude shortly."

701.0090/10 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 13, 1942.

1234. American interests—Japan. Your 1971, May 8. Japanese Government should be informed as follows:

1. United States Government notes that misunderstanding regarding accommodation of Belgian, Netherlands and Greek officials and non-officials has apparently now been removed and that they will accompany British party leaving Japan.

2. United States Government has made all arrangements for use of Swedish S. S. *Gripsholm*, formality of signature of charter for which is expected momentarily. *Gripsholm* is expected to leave Göteborg in near future. Definitive date of departure from United States which will be within first 10 days of June will be announced to Japanese Government as soon as confirmation obtained of departure from Sweden. It is noted that Japanese Government has selected *Asama Maru* and *Conte Verde* for transportation of American party to Lourenço Marques and that number of passengers to be accommodated on these vessels approximately equals number of passengers which can be carried on *Gripsholm*.

3. United States Government hopes to have *Gripsholm* arrive at Lourenço Marques by earliest July 6 and by latest July 10. Confirmation of exact date will be provided as soon as possible. It is noted that vessels from Japan are to arrive at approximately same time.

4. United States Government confirms that 622 persons so far named in communications from Spanish Embassy will so far as physically possible be embarked on first exchange vessel. United States Government points out that communications from Spanish Embassy are arriving almost daily, each communication containing two or three names of persons often in remote areas of other American Republics and that transportation of some of these persons to New York or Rio de Janeiro in time to embark on first exchange vessel may be impossible through no fault of United States Government and associated governments. It is noted that Japanese Government desires its nationals who were forced to leave Panama, Costa Rica, Ecuador or Peru to be given priority over other Japanese nationals.

5. It is noted that all American nationals from Hong Kong who wish to leave by the first exchange vessel will be afforded the opportunity to do so.

6. It is noted that a statement of the Japanese attitude regarding the United States nationals who are imprisoned may be expected in the near future.

7. Please request Grew be informed.

HULL

701.0090/34 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, May 14, 1942—9 p. m.

[Received May 14—4:04 p. m.]

2078. American interests—Japan. Legation's 1971, May 8. Swiss Minister Tokyo telegraphs May 7.

"Japanese Foreign Office estimates that vessel *Asama Maru* can take 850 passengers from Japan, Manchukuo, Hong Kong, Indochina and Thailand, namely 198 officials and 652 non-officials. Latter figure broken down as follows: 38 from Manchukuo, 300 from Hong Kong, 11 from Indochina, 69 from Thailand and 234 from Japan. *Conte Verde* can take approximately 650 passengers from China."

In transmitting foregoing Swiss Minister stresses that estimate was given to him in confidence and that he is passing it on with a view to assisting the Department in forming idea of manner in which repatriation and evacuation of American citizens is to be carried out.

HARRISON

125.0094/175 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 16, 1942.

1275. American interests—Japan. Your 2095, May 15.<sup>40</sup> Japanese Government should be informed that as already indicated (Department's 879, April 7 to you, paragraph 7, third sentence) United States Government has in order to facilitate their contemplated eventual repatriation avoided for the most part arresting and making criminal charges against Japanese nationals to whose activities it objects.

United States Government is of its own initiative making a survey of detention and internment camps to determine names of Japanese in confinement who wish to be repatriated. Likewise, wishes of Japanese Government for repatriation of Japanese nationals, as expressed through Spanish Embassy in charge of Japanese interests, are being given careful attention regardless of status of individuals. United States Government thus confirms that it expects to repatriate upon the contemplated voyages of the *Gripsholm* (numbering possibly three) all Japanese internees or detainees or other Japanese nationals expressing desire for repatriation whether that desire is first expressed by the individual or by the Spanish Embassy in charge of Japanese interests.

<sup>40</sup> Not printed.

It is assumed that Japanese Government does not wish the Japanese nationals whom it may name to this Government through Spanish channels to be repatriated if these persons publicly declare of their own free will, which the Spanish Embassy as representing the Japanese Government can freely verify, that they do not wish to be repatriated.

As all Japanese nationals interned in this country for the duration of the war who wish to return to Japan will so far as the capacity of the vessel will permit be accommodated on the first sailing of the S. S. *Gripsholm* it is expected that the Japanese Government will accommodate on the first exchange vessels leaving Japan all those American nationals whom it has interned or arrested. If the Japanese Government agrees full reciprocity is assured.

HULL

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701.0090/56 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, May 16, 1942.

[Received May 16—5:42 p. m.]

2121. American interests—Japan. Swiss Minister Tokyo telegraphs May 12 following in reply to contents Department's 1033, April 24 <sup>41</sup> (translation from French).

"Japanese Government would not object to evacuation on first exchange vessel all American diplomatic and consular personnel in Japan, Manchukuo, Indochina, Thailand and Hong Kong provided American Government gives assurance that it will authorize Japanese diplomatic and consular officials in United States, Canada and in Latin American countries which have declared war or broken diplomatic relations to return to Japan on first exchange vessel. Same treatment will be accorded representatives American Red Cross in view of nature of activity of this institution. As for newspaper correspondents, Japanese Government cannot recognize their privileged position and they will be treated as American non-permanent residents. However, in consideration of what I said regarding Japanese newspaper correspondents the interested authorities are considering their position at this moment and the decision of Japanese Government will be communicated as soon as possible."

Legation assumes that in last sentence foregoing Swiss Minister was referring to last paragraph Department's 1033 which was forwarded as received to Tokyo and he is being urgently requested to confirm.

HARRISON

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<sup>41</sup> Not printed; it indicated that Department desired confirmation that all officials, newspaper correspondents, and Red Cross representatives in Japan and Japanese-controlled areas would be placed on first exchange vessel without exception (703.5494/32).

701.0090/138e : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 20, 1942.

1298. American interests—Japan. Department's 1234, May 13, paragraph 2. Japanese Government should be informed that charter for *Gripsholm* has been signed and it is expected that vessel will leave New York June 9 and arrive Lourenço Marques July 6 calling at Rio de Janeiro.

HULL

701.0090/56 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 22, 1942.

1319. American interests—Japan. Your 2121, May 16. Department which expects inclusion of all American diplomatic and consular personnel on first exchange vessel from Japan and all Japanese diplomatic and consular personnel leaving the Western Hemisphere on first exchange vessel from United States naturally gives desired assurances that this will be done on its part but is somewhat disturbed that these reciprocal assurances appear necessary at this time when the exchange arrangements are so nearly completed.

Department notes that lists of persons to be embarked on the exchange vessel have not yet been received. It would be appreciated if Swiss representatives would bear in mind that exchange vessel is to leave United States June 10 and that lists of Americans (United States nationals, nationals of other American Republics, and Canadians) should be received here for approval before that date. Lists should be segregated by nationality, by family groups and by priority categories set forth by Department for guidance of Swiss representatives in Far East. It is hoped that lists will not be delayed as otherwise departure of *Gripsholm* might likewise be delayed.

Lists of passengers being placed on *Gripsholm* will be provided Spanish Embassy in charge of Japanese interests as long as possible before departure of the vessel.

Please rush reply.

HULL

390.1115A/837 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, May 22, 1942.

[Received May 22—4:59 p. m.]

2241. American and British interests—Far East, repatriation officials and non-officials. Foreign Office informs Legation that it has received note from British Legation Bern stating British authorities will be unable effect exchange British and Japanese officials and non-officials at Lourenço Marques before August 15. Note continues.



"As soon as Japanese Government confirms that they agree to this date His Majesty's Government will inform Imperial Japanese Government of names of ships to be used for purpose of exchange assuming that points outstanding in Anglo-Japanese negotiations have by then been satisfactorily settled.

The entirely new proposal made in Japanese Government's communication of May 14th that the United States and British exchanges should take place simultaneously furthermore has necessitated consultation with United States Government whose views on this point are awaited."

In communicating foregoing, Foreign Office refers to Japanese Government's intention to effect exchange with United States and with United Kingdom separately on one or more than one vessel but states that in order to assure security of navigation Japan deems it desirable that these vessels travel together.

HARRISON

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701.0090/164 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 23, 1942.

1329. American interests—Japan. Japanese Government should be advised that United States Government has been informed by British Embassy of Japanese proposal to British Government that Japanese vessels transporting British and associated nationals to Lourenço Marques should travel from Malacca Strait eastward in company with Japanese vessels bringing American nationals to the exchange point. United States Government is further informed that British Government has replied to Japanese Government that it cannot effect exchange of British for Japanese personnel at Lourenço Marques before August 15 at earliest. United States Government on other hand is ready to proceed to exchange and now feels in view of scanty facilities for shelter of passengers at Lourenço Marques that separation of exchanges may be helpful to all concerned. Accordingly United States Government intends to carry forward with its plans to effect exchange by arrival of *Gripsholm* at Lourenço Marques about July 6. British Government has been informed to that effect.

HULL

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701.0090/126 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, May 23, 1942.

[Received May 23—2:51 p. m.]

2260. American interests—Japan. Legation's 2121, May 16 and Department's 1319, May 22. Swiss Minister Tokyo reports under date May 21 that Japanese Government has decided to authorize re-

patriation of all American newspaper correspondents without exception at present in Japan and Japanese occupied parts China. Swiss Minister, Tokyo, being requested to confirm that American newspaper correspondents will be evacuated first exchange vessel.

HARRISON

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390.1115A/840 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 25, 1942.

1345. Department has received from Spanish Embassy memorandum <sup>42</sup> stating that Japanese Government will transport Americans from Shanghai to Nagasaki and Kobe via *S. S. Conte Verde* leaving Shanghai June 1. Description of *Conte Verde* given in this memorandum is not adequate.

Please request Swiss Government urgently to inform Japanese Government that American Government must know flag displayed by *Conte Verde* and distinctive markings on port, starboard, and upper deck of this vessel.

Also inform Japanese Government sailing of *Conte Verde* should be postponed from June 1 to June 7 to permit receipt of desired information by American armed forces.

HULL

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701.0090/56 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, May 26, 1942.

1348. American interests—Japan. Department's 1319, May 22, final paragraph. Japanese Government should be informed that there has been delivered today to Spanish Embassy in charge of Japanese interests in the continental United States a list of 1484 Japanese to be repatriated on first voyage of *Gripsholm*. List includes 484 officials embarking at New York, 681 non-officials embarking at New York and 319 officials and non-officials embarking at Rio de Janeiro. Passenger list of 1500 will be completed by 16 Thai nationals.

List of persons embarking at Rio de Janeiro is believed to be incomplete. Additions to that list must necessarily be compensated by deductions from list of Japanese non-officials to be embarked at New York as it is desirable to complete evacuation of Japanese from Brazil on the first voyage of the vessel. Spanish Embassy will be informed of changes made necessary for this reason.

HULL

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<sup>42</sup> No. 226, dated May 20, 1942, not printed.

701.0090/175: Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, May 29, 1942.

[Received May 29—4:40 p. m.]

2342. American interests—Japan. Department's 1234, 13th. Swiss Legation Tokyo telegraphed May 27 following:

"Foreign Office informs Japanese Government has taken note of necessary formalities carried out for chartering of *Gripsholm* and that arrival in Lourenço Marques is scheduled between July 6 and 10. Larger part of Japanese non-official citizens whose names were communicated to United States Government are residents of the United States including Hawaii, Mexico and Brazil. Japanese Government considers that there is nothing to justify their not being transported to New York or Rio in order to be embarked on *Gripsholm* even if they are in the most distant parts of these countries. Japanese Government is informed that all other Japanese citizens residing in other countries than the three above named have already arrived or are about to arrive in United States. Japanese Government considers that these also could be embarked on *Gripsholm*. Regarding Japanese subjects in Paraguay Japanese Government expects that they will be embarked from Rio as American Government has already stated. Japanese Government desires urgently to receive confirmation of agreement of United States on these points."

HARRISON

701.0090/156: Circular telegram

*The Secretary of State to the Ambassador in Cuba (Braden)* <sup>43</sup>

WASHINGTON, June 1, 1942.

Please inform Foreign Office that M. S. *Gripsholm*, a Swedish vessel chartered by United States Government for transporting Japanese to Lourenço Marques and for bringing Americans back to New York, will adhere to the following schedule on its first voyage:

Leave New York, 4 p. m. June 10; arrive Rio de Janeiro June 24; leave Rio de Janeiro June 25; arrive Lourenço Marques July 7; leave Lourenço Marques July 11; arrive Trinidad for fuel and water July 29; leave Trinidad July 30; arrive New York August 4.

<sup>43</sup> The same on the same date to the Ambassador in Panama, and the Ministers in the Dominican Republic, Haiti, Nicaragua, Costa Rica, Guatemala, Honduras, and El Salvador.

Similar telegrams sent on the same date to the Ambassadors in China (No. 460) and the Soviet Union (No. 268); to the Ambassador in the United Kingdom and the Minister to the Belgian, Polish, Norwegian, Netherlands, Czechoslovak, Yugoslav, and Greek Governments in Exile (No. 2480); to the Minister in Switzerland (No. 1402) to obtain assurances of safe-conduct from all Axis Governments; and circular telegram to the Ambassadors in Mexico, Colombia, Bolivia, Brazil, Paraguay, Venezuela, Ecuador, Peru, and Uruguay.

M. S. *Gripsholm* is painted white with the name of the vessel, the Swedish flag and the words *Sverige* and *Diplomat* painted prominently on port and starboard. The vessel will travel fully lighted at night with identifying markings fully illuminated.

Please request Foreign Office to grant safe-conduct for the several voyages of M. S. *Gripsholm* between New York and Lourenço Marques. Inform Department as soon as assurance of safe-conduct is received in order that Department may notify Swiss Government.

Sailing dates of subsequent voyages of *Gripsholm* will be communicated well in advance of each sailing.

HULL

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701.0090/195 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, June 2, 1942.

[Received June 2—12:48 p. m.]

2424. Exchange negotiations—Japan. Department's 1392 [1329], May 23. Swiss Legation Tokio telegraphed May 31 following:

"Japanese Government sees no objection to separate British and American exchanges so that American exchange can take place about July 10 as agreed."

HARRISON

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390.1115A/859a : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, June 4, 1942.

1445. Please inform Japanese Government as follows:

"United States Government gives assurance of safe conduct for voyages from Japan to Lourenço Marques and return of steamships *Conte Verde* and *Asama Maru*, effective June 10 Western Hemisphere time. If *Conte Verde* carries Americans from Shanghai to Japan, it must not leave Shanghai before June 10. All possible precautions will be taken for earlier voyages of *Conte Verde* and *Asama Maru* but because of lateness of notification by Japanese Government, guarantee of safe conduct can only be given as of June 10.

Safe conducts will be granted by this Government for *Tatuta Maru* and *Kamakura Maru* if Japanese Government notifies United States Government of sailing dates and itinerary of these vessels at least 10 days in advance of sailing."

HULL

390.1115A/860 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, June 6, 1942—8 p. m.

[Received June 6—3:28 p. m.]

2543. American interests—exchange negotiations. Department's 1445, June 4. Swiss Legation Tokyo telegraphed June 4 following:

"As difficulties may arise on the subject of reservations on *Asama Maru* I proposed reserve first and second classes for officials according to rank but not too strictly interpreted. On other hand American Embassy takes entirely different attitude and has allocated cabins according to total number of official passengers and not according to proportion of officials of each country. The result is that of 289 places available in first and second classes 239 are claimed by Americans so that many officials among them career consuls of South American Republics will be placed in third class which would of course result in considerable difference in food. American Embassy also insists in principle all women of American nationality official or non-official be placed in first class."

Legation has informed Swiss Foreign Office there must be a misunderstanding and has requested it to instruct urgently Swiss Minister Tokyo endeavor to adjust this matter and in particular to see that Chiefs of South American Missions as well as other foreign officials receive accommodations suitable their rank.

HARRISON

390.1115A/860 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, June 9, 1942—2 p. m.

1485. American interests—Japan. Your 2543, June 6, 8 p. m., final paragraph. Your action approved, as officials and nationals of Canada and other American Republics must obviously be given full equality in all respects with United States officials and nationals and the Department desires that all persons traveling on the vessel be given accommodations suitable to their relative rank and position regardless of nationality.

Swiss Legation Tokyo should be informed that Department accordingly supports its position.

HULL

390.1115a/866 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, June 9, 1942.

[Received June 9—9:50 a. m.]

2589. American interests—exchange negotiations. Legation's 2543, June 6. Swiss Legation, Tokyo telegraphed June 6 following message which Ambassador Grew desires be given to Secretary State, Washington:

"Faced with the very difficult and complicated problem of arranging accommodation on the *Asama Maru* for both Americans and foreigners we have tried to solve this problem in accordance with American traditions and for the greatest good of the greatest number. The *Asama Maru* carries 839 permanent berths of which 235 are first class and 90 second class. The Japanese propose to place in one of the public rooms of the third class, 51 temporary berths, so that the total passenger complement will be 890. The Japanese Foreign Office has left to the Swiss Minister final responsibility for the allocation of berths to all national groups in view of the fact that the costs of evacuation from the Western Hemisphere will be allocated among the various American nations in proportion to the number of their respective nationals evacuated from the Far East. We have proposed to the Swiss Minister that the berths in the first, second and third classes be allocated to each national group in accordance with the ratio between the number of each national group and the total number of persons to be evacuated. United States nationals would comprise more than 90 per cent of the total, but to accommodate non-United States officials, we have allocated only 85 per cent of the berths in the first and second classes to United States nationals. Our plan contemplates the assignment of all United States women and children about 250 in number to first and second class cabins and we are conceding from the berths which would be allocated to United States men a sufficient number of cabins to accommodate in first and second class all the women of the other national groups. There would be left for the accommodation of United States males 22 berths in first and second class after accommodating the first and second classes, elderly and indisposed United States males. All our United States official personnel from and including the rank of First Secretary down, would be assigned to the third class under our plan which required that every berth in each cabin shall accommodate one person. We have allocated one-berth cabins, each with private bath, to each unmarried foreign Chief of Mission, two-berths cabins, each with private baths to foreign Chief of Mission with wives, and we have accommodated children of diplomats in other first and second class cabins. The Panamanian Minister, his wife (who is bedridden with heart trouble), and two children have been allotted a suite with five berths. Those foreign officials to be accommodated in the third class would consist exclusively of the following: Peru, 2 Consuls; Chile, 1 Consul and 1 Chancellor; Mexico, 1 Chancellor; Brazil, 1 clerk; Paraguay, 1 Consul; Canada, 2 Second Secretaries, 1 Commercial Secretary, 1 Immigration Commissioner and 1 Trade Commissioner. The diplomatic representatives of Brazil, Mexico and Peru have informed the Swiss Minister that they cannot accept our plan of allotment of space. The



Peruvian Minister and wife were assigned a cabin with one bed and a sofa bed and he complains that the cabin would be too small for comfortable travel over a long voyage. The Mexican Minister and his wife similarly accommodated also complain that the cabin is too small. Both these Ministers are demanding three-berth cabins. If their demand were complied with, two additional United States males would be obliged to travel third class. In view of the fact that the Swedish and Portuguese Ministers said to the Swiss Minister that they cannot accept our plan for their various protégés, I feel that there is no alternative to our requesting from the Department of State, instructions which will enable us to determine our course in this problem, involving potentialities of serious friction and general bad feeling. I am not inclined, without specific instructions from you, to recede in any respect from the logical and reasonable position that we have taken. I cannot subscribe to any exaggerated and untimely concept of diplomatic privilege which under the conditions that will face us on board the ship would be contrary to the dictates of humanity. I believe that the American public would support the position that we have taken."

Department's attention called to last paragraph Legation's 2543 in which Swiss Minister requested to endeavor to adjust this matter. Legation's request telegraphed to Tokyo apparently crossed with above message from Ambassador Grew.

HARRISON

390.1115A/890a : Telegram

*The Secretary of State to the Ambassador in the United Kingdom (Winant)* <sup>44</sup>

WASHINGTON, June 9, 1942.

2625. Department's 2480, June 1.<sup>45</sup> For British Government and Governments to which Biddle is accredited.<sup>46</sup> Since Japanese Government has postponed sailing of *Asama Maru* and *Conte Verde*, M. S. *Gripsholm* will now sail from New York at 4 p. m., June 17. Itinerary of *Gripsholm* given in Department's telegram under reference should be altered accordingly.

Please obtain urgently assurances of safe-conduct for voyages of *Asama Maru* and *Conte Verde* from Japan to Lourenço Marques and return. Inform Department promptly of receipt of these assurances in order that Department may notify Swiss and Spanish Governments.

*Itinerary of Asama Maru:*

Leaves Yokohama June 17, arrives Hong Kong June 22, leaves Hong Kong June 23, arrives Saigon June 26, leaves Saigon June 27,

<sup>44</sup> The same, *mutatis mutandis*, on the same date to the Embassies in the Soviet Union (No. 286) and China (No. 503) ; sent to the Embassy in Cuba as a circular telegram, and repeated to the Embassy in Panama and the Legations in the Dominican Republic, Haiti, Nicaragua, Costa Rica, Guatemala, Honduras, and El Salvador.

<sup>45</sup> See footnote 43, p. 425.

<sup>46</sup> Belgium, Poland, Norway, the Netherlands, Czechoslovakia, Yugoslavia, and Greece, established in England.

arrives proximity of Singapore June 29, leaves proximity of Singapore July 3, crossing Straits of Sunda and passing south of Mauritius, Reunion and Madagascar, arrives Lourenço Marques July 16, leaves Lourenço Marques July 19, arrives proximity of Singapore August 1, leaves proximity of Singapore August 4, arrives Kobe, August 12.

Itinerary of *Conte Verde*:

Leaves Kobe June 18, arrives Shanghai June 21, leaves Shanghai June 24, arrives proximity Singapore June 30, leaves proximity Singapore July 3, arrives Lourenço Marques July 16. Return voyage to Japan on same itinerary as *Asama Maru*.

Markings on Japanese exchange vessels are as follows:

1. (*Daytime*)

- (a) Grey hull, white deckhouses, black funnels.
- (b) On each side of hull, two white crosses with Japanese ensign in between, are painted amidships.
- (c) On each side of bow and stern, white cross is painted about same height as above mentioned ensign.
- (d) Japanese ensign is painted on top of fore deck, cargo hatch and a white cross each on top of quarter deck, cargo hatch and both ends of bridge (except *Conte Verde* which has a white cross in middle of roof bridge).
- (e) Japanese ensign hoisted on foremast.
- (f) White cross on both sides of funnels.

2. (*After Dark*)

- (a) Ships will be lit normally.
- (b) Series of light signals visible all around horizon to be hoisted on top of main mast in vertical order of green, red, green, red.
- (c) White cross illumination amidships on both sides of hull and on stern.
- (d) White crosses on funnels and quarter deck illuminated.
- (e) Cargo lamp fixed on each side of stern so as to project light slantingly upwards to characteristics of exchange vessel.

*Asama Maru*—Tonnage: Gross 16,975      Net 10,017

Length: 170.69 metres

Two funnels

Two masts

Cruiser stern built in 1928

Speed: 16 knots

Width: 21.95 metres

Depth: 12.95 metres

*Conte Verde*—Tonnage: Gross 18.765      Net 11.517

Two funnels

Two masts

Elliptical stern built in 1923

Speed: 16 knots

Length: 600 knots [*feet*]

Width: 75 feet.

390.1115A/866 : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, June 10, 1942.

1499. American interests—Japan. Your 2589, June 9. Following for Grew: Department appreciates the humanitarian motives governing its representatives and the United States nationals in Japan who volunteer to give up such precedence as might be extended them on account of their official rank or on other grounds and wish to see women and children placed in the better accommodations on the vessel.

In accommodating on exchange vessels the enemy diplomatic missions and non-official nationals leaving the United States this Government has not consulted the Chiefs of departing missions but has assigned definite blocks of space to separate nationality groups and has allocated space within those blocks by order of priority allowing the individuals on reaching the vessel to adjust space among themselves if they wished. It appears that in Japan the allocation of space is being left by the Japanese Foreign Office to the representatives of the protecting powers and Department feels that these representatives should be allowed freely to allocate space in consultation with each other and in accordance with their best judgment. If any of the Department's officers or any of the other United States men receive under such allocation quarters more comfortable than any United States women and children the former are, of course, at liberty to surrender their quarters to women or children if they so desire. The Department relies upon your tact to avoid any dispute over allocation of space on the vessel particularly in that the entire basis of the negotiation is that all the American states whose representatives and nationals are being repatriated have entered into this arrangement on a basis of absolute equality. Department particularly desires that the representatives of the other American states be not put in a position to feel that the United States representatives have insisted upon their taking accommodations inferior to those to which they might normally be entitled.

HULL

701.0090/361a : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, June 12, 1942.

1521. Please inform Swiss Foreign Office and ask that Swiss Minister and Grew, Tokyo, be also informed Department regrets state departure exchange vessel *Gripsholm* delayed account of failure receive Japanese list American nationals coming from China and be-

cause Japanese Government refused give safe conduct *Gripsholm* until June 16. Hope these difficulties will be settled and vessel will proceed on June 17.

HULL

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390.1115A/888 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, June 13, 1942.

[Received June 13—4:10 p. m.]

2699. Exchange negotiations—Far East. Department's 1392, May 30, Legation's 2614, 10th.<sup>47</sup> Swiss Legation Tokyo telegraphs June 10 following:

"Japanese Government has decided to repatriate all Americans imprisoned or interned in Japan, Korea, Manchukuo, China, Hong Kong, Indochina and Thailand who desire to be evacuated except three persons mentioned (Legation's 2498, 5th<sup>48</sup>). It has made great efforts and great expenditures to bring these American citizens from very distant regions to port of embarkation.

It therefore sees no objection that all Americans imprisoned or interned in Korea and Manchukuo be included if they wish in first exchange; the repatriation will be done as Japanese Legation has already stated, see Legation's 2474, 4th,<sup>49</sup> on condition that American Government repatriate without delay and without exception all Japanese whose names were communicated by Spanish Embassy to American Government. Japanese Government calls attention that number of Japanese whose names were communicated is far from attaining number of passengers which *Gripsholm* can carry. Japanese Government cannot understand statement according to which American Government will embark Japanese on *Gripsholm* to extent which its capacity permits."

HARRISON

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701.0090/362 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, June 13, 1942.

[Received June 13—5:02 p. m.]

2705. Exchange negotiations—Far East. Department's 1521, 12th. Swiss Legation, Tokyo telephoned Swiss Foreign Office June 13 following:

"Japanese Government states there is discrepancy in number of names on Admiral Nomura's list and Japanese list of Japanese to be embarked on *Gripsholm*. Discrepancy is approximately 160 includ-

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<sup>47</sup> Neither printed.

<sup>48</sup> Not printed; the three persons mentioned were Daniel Brooke MacKinnon, missionary, and Professor and Mrs. Harold Macy Lane, who were imprisoned by the Japanese in Japan (701.0090/234).

<sup>49</sup> Not printed.

ing not only non-official but also some officials. Japanese Government states that *Asama Maru* will depart on June 15 but that corresponding number of American officials and non-officials will be left behind if above discrepancies are not settled by then."

HARRISON

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390.1115A/893 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, June 16, 1942.

[Received June 16—8:57 a. m.]

2733. Exchange negotiations—Japan. Department's 1536, June 15.<sup>50</sup> Swiss Legation Tokyo telegraphs June 15 following.

"It is officially confirmed that departure of *Asama Maru* scheduled for Wednesday June 17. *Conte Verde* will leave Osaka June 18 for Shanghai where it will take aboard officials and non-officials to be repatriated. Readjusting distribution plan of cabins according to indications contained in your telegram (Department's 1499, June 10). Endeavoring arrange matters to avoid any complaints of diplomats of other countries than United States, probably cannot please everybody with such large number of passengers but will do best to insure equitable distribution."

Confirm sailing date of *Asama Maru* June 17 as correct date.

HARRISON

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701.0090/156 : Telegram

*The Secretary of State to the Ambassador in Brazil (Caffery)* <sup>51</sup>

WASHINGTON, June 19, 1942.

1589. Department's circular telegram June 1. M. S. *Gripsholm* sailed from New York at 11:22 p. m. June 18 bound for Lourenço Marques via Rio de Janeiro. Schedule of *Gripsholm* given in Department's circular telegram under reference should be altered accordingly.

Please request that sufficient guards be on hand when vessel docks to prevent Japanese from leaving ship. Department expects you to have 403 (four hundred three) passengers for *Gripsholm*.

HULL

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<sup>50</sup> Not printed.

<sup>51</sup> Similar telegrams, excluding last paragraph, were sent on June 18 (circular) to the Embassies in the Soviet Union, China, and the United Kingdom; also on June 18 (circular) to the Embassies in Mexico, Panama, Colombia, Venezuela, Paraguay, Bolivia, Ecuador, Uruguay, Peru, and Cuba, and the Legations in Haiti, Nicaragua, Costa Rica, Guatemala, Honduras, and El Salvador; and on June 19 to the Legation in Switzerland (No. 1590) with instruction to inform all Axis Governments.

701.0090/454a : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, June 20, 1942.

1615. Exchange negotiations—Japan. Your 2834 and 2835, June 20.<sup>52</sup> Department is surprised by indication that Japanese Government is postponing sailing of its exchange vessels until receipt of list of Japanese embarked on *Gripsholm* which left New York June 18. Department until receipt of these telegrams has been entirely without any knowledge from the Spanish representative here of Japanese interests or from the Japanese Government through Swiss channels that the Japanese Government desired the passenger list of the *Gripsholm* for approval before the departure of the ship. It has understood that the *Gripsholm* could depart upon a statement from the Spanish representative here that he was satisfied with the complement of the vessel. Accordingly a passenger list of 987 Japanese and 10 Thai nationals ready for embarkation on the ship was given to the Spanish Ambassador on June 15 and he was informed that approximately 403 Japanese were to be embarked at Rio de Janeiro from Brazil and Paraguay; consequently there remained vacancies for 98 additional persons from the United States whom he might name to complete the full passenger carrying capacity of 1500 for the vessel. The Spanish Ambassador proceeded on June 16 to New York and consulted there with the former Japanese Ambassador aboard the *Gripsholm*. He subsequently furnished the Department with additional names of Japanese to fill the vacancies, and there were embarked on board as many of the Japanese named as could be transported to New York for the sailing of the ship, including 17 Japanese from Peru and Ecuador who were in Louisiana and who were put on board by special plane. Matsudaira<sup>53</sup> was also placed aboard. The two others were already aboard and have sailed. The names of the additional persons who were actually placed on board were given to the Spanish Ambassador and he had a final conference with Nomura aboard the *Gripsholm* on June 18. On that evening he informed the Department that the passenger list as completed was approved by him and by Nomura and that he considered that this Government had fulfilled the terms of its agreement to date to the fullest possible extent.

As your 2733, June 16, indicated that the *Asama Maru* and the *Conte Verde* would depart on June 17 and 18 respectively from Yokohama and Osaka, the *Gripsholm* was permitted to sail, at 11:22 p. m. June 18 for Lourenço Marques via Rio de Janeiro. The ship actually had on board 1065 Japanese and 18 Thai nationals, total

<sup>52</sup> Neither printed.<sup>53</sup> Ichiro Matsudaira, son of president of Japanese Imperial Household.



1083, leaving 417 Japanese to be embarked at Rio de Janeiro. The passenger list included all of the Japanese officials in the United States on the outbreak of war and all Japanese officials who were brought to the United States subsequently from other American countries. It included also Japanese newspaper men and non-official Japanese nationals whose names had been submitted to this Government by the Spanish Ambassador in so far as such non-official Japanese could be located and desired to leave, and the passenger carrying capacity of the ship would permit.<sup>54</sup>

This Government insists therefore that it has fully complied with the terms of the agreement and points out that the *Gripsholm* sailed with the consent of the Spanish representative here of Japanese interests after consultation with the chief Japanese official aboard the ship, namely Nomura. It desires to point out further that it permitted the *Gripsholm* to depart with the clear understanding with the Japanese Government, according to your 2733, June 16, that the Japanese exchange vessels would depart at the same time, on June 17 and 18. It permitted Matsudaira to embark with the understanding that McKinnon and Mr. and Mrs. Lane would be included among the Americans to be repatriated on the first British or second American exchange vessel, whichever left Japan first, as stated in Green's<sup>55</sup> telephonic conversation on June 17 with Tait.<sup>56</sup> It therefore desires immediate confirmation of the departure of the Japanese ships.

A complete list of the Japanese and Thai passengers on board the *Gripsholm* at the time of the ship's departure from New York on June 18 has been given to the Spanish Ambassador.

HULL

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390.1115A/922b : Telegram

*The Secretary of State to the Minister in Switzerland (Harrison)*

WASHINGTON, June 22, 1942.

1617. Exchange negotiations—Far East. Department's 1445, June 4. Assurances of safe conduct for voyage of *Asama Maru* and *Conte Verde* between Japan and Lourenço Marques and return have been received from governments of Belgium, China, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Great Britain, Greece, Guatemala, Haiti, Honduras, the Netherlands, Nicaragua, Norway, Panama, Poland, El Salvador, Soviet Union, Yugoslavia.<sup>57</sup>

HULL

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<sup>54</sup> For statement of relief supplies carried on first exchange voyage of the *Gripsholm*, see Department of State *Bulletin*, April 10, 1943, p. 295.

<sup>55</sup> Joseph C. Green, Chief of the Special Division.

<sup>56</sup> George Tait, First Secretary of Legation in Switzerland.

<sup>57</sup> Department's telegram No. 1662, June 29, to the Minister in Switzerland, added the Mexican Government (390.1115A/948a).

701.0090/511a: Telegram

*The Secretary of State to the Ambassador in Brazil (Caffery)*

WASHINGTON, June 24, 1942—1 p. m.

1645. We are experiencing some difficulty with the Japanese exchange. On June 17 in telephone conversations between Washington and Bern and between Bern and Tokyo the Swiss Minister in Tokyo announced that he had been aboard the *Asama Maru*, that all the Americans were aboard, and that Grew was satisfied. Several details concerning the agreement were disposed of during those telephone conversations, and he was assured by the Japanese authorities that the vessel would depart immediately. After the Spanish Ambassador in charge of Japanese interests in Washington expressed himself as satisfied and former Ambassador Nomura as content with the arrangements, the *Gripsholm* departed on June 18 at 11:22 p. m.

On June 20, 2 days after the *Gripsholm* sailed, we were advised that the *Asama Maru* had not yet sailed. After telephonic and telegraphic communications through the Spanish Embassy in Washington and the Foreign Office at Madrid, Spanish Ambassador Cárdenas received a telegram from Madrid stating that they were advised by the Japanese Legation in Madrid that the *Asama Maru* had sailed. The Department has been trying through Bern to obtain confirmation of that statement but Bern advised on the 22d and again on the 23d that it was unable to confirm the sailing of either the *Asama Maru* or the *Conte Verde*, the latter of which was to carry the evacuees from China.

Telephone conversation between Bern and Tokyo has been interrupted for atmospheric or other similar reasons since early on the 22d. Cabled inquiries from Bern to Tokyo have not been answered.

Department advised by telephone from Bern today that *Asama Maru* has not sailed.

The Department has carefully considered the American Government's course vis-à-vis the *Gripsholm*, and in consultation with other Departments has determined to permit the vessel to proceed on its regular course for Rio de Janeiro where it is due about July 3. If Department is advised that the vessels have sailed from Japan you will be advised.

With this background the Department has several suggestions it desires to make for your guidance:

First, on arrival in Rio de Janeiro the vessel should be held in the stream or in the outer harbor without access of those aboard to the shore until such time as it is ready to load the passengers and baggage.

Second, the operation of loading should be completed in the shortest possible time.

Third, only very carefully selected Brazilian officials should be permitted aboard and none other than the Spanish or Swiss representatives in their respective capacities of representation of interests should be permitted to board the vessel unless in your discretion a limited number of members of the staffs should do so for the transaction of necessary official business.

Fourth, a sufficient military guard should be placed around the entrances to the quay so as to exclude from the vicinity of the vessel all persons other than those whose presence is actually necessary to assist those boarding the vessel and placing the baggage aboard.

Fifth, when the vessel is loaded with passengers and baggage she should immediately be taken from the quay and removed into the outer harbor or into the stream to await orders unless orders have previously been received by you for the captain of the vessel.

Sixth, in case it should be deemed advisable to place additional passengers of American nationality aboard who subsequently may be named to you, you will be prepared at the proper moment to present the matter effectively to the appropriate authorities in order that their presence aboard may be assured and before the vessel leaves the quay. This is for your own entirely confidential information and for your use only in case the matter is subsequently presented to you.

Seventh, in case there should be any change in the existing orders of the captain, you will be notified prior to the time the vessel is scheduled to leave Rio de Janeiro.

You should pave the way with the appropriate authorities for an expeditious, orderly, and exact compliance with these requests but you are cautioned not to mention the matter in sub-paragraph 6 above until that should develop to be necessary.

For the information of the Brazilian Government you may state that the personnel aboard this vessel includes very competent officers of the Japanese Navy from the rank of Admiral down, as well as a number of members of the military and naval reserve forces, the leaders of whom have shown every indication of being in a surly state of mind. Considering the circumstances as a whole as outlined to you above, the Brazilian authorities will be able to understand the reasons for the desires now expressed by the American Government and we hope will be inclined to cooperate with you to the fullest extent and to make such disposition of their official, military, and naval forces in the neighborhood of the quay as will secure the situation there. You are instructed to approach the appropriate officials in confidence and request their cooperation.

HULL

390.1115A/922 : Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, June 26, 1942.

[Received June 26—9:13 a. m.]

2963. Exchange vessels *Asama Maru* and *Conte Verde*. Your 1615, June 20. Swiss Foreign Office telephones following telegram received from Swiss Legation Tokyo.

"About 15 minutes after my telephone with Bern, Gaimusho informed me that the military authorities were confident that I would succeed with the help of my Government in settling the last difficulties with the American Government. In order to lose no time they gave orders to the commander of the *Asama Maru* to sail after midnight. *Asama Maru* actually sailed on Thursday June 25 at 1:35 a. m. I communicated your telegram June 24,<sup>58</sup> relating to itinerary of *Asama Maru* and *Conte Verde* sent at the request of Japanese Legation Bern (this telegram likewise sent to Governments of Great Britain, Egypt and Australia), to Gaimusho which received it with greatest satisfaction. *Conte Verde* will sail from Shanghai on June 29 probably in the afternoon. I confirm: Primo: Gaimusho made all reservations for possible protests to Washington in case all Japanese whose repatriation has been demanded were not on board the *Gripsholm*. Telegrams received from Madrid are so mutilated that Gaimusho was unable to check accurately the number of passengers on *Gripsholm*. Secundo: Gaimusho cannot understand why the capacity of *Gripsholm* is now indicated as 1500 passengers and not 1585 as has been announced before.

Gaimusho wishes to receive an explanation in this regard as Japanese Government endeavored to repatriate on *Asama Maru* and *Conte Verde* a number of passengers as near as possible to figure previously indicated."

Swiss Foreign Office adds that the itinerary of the vessel referred to previously as having been communicated to London, Cairo and Canberra is as follows, although it would appear possible, since *Asama Maru* only sailed early hours June 25 Tokyo time, that there may be some minor revisions necessary.

"Depart Yokohama June 24 PM, arrive Hong Kong June 29 AM, leave Hong Kong June 30 AM, arrive Saigon July 3 AM, leave Saigon July 4 PM, arrive near Shonan Ko July 6 PM, leave Shonan Ko July 9 PM, arrive Lourenço Marques July 22 PM, depart Lourenço Marques July 25 PM, arrive near Shonan Ko August 8 AM, depart Shonan Ko August 10 AM, arrive Yokohama August 17 AM. *Conte Verde* due depart Shanghai June 29 PM, arrive near Shonan Ko July 5 PM. Remainder of voyage identical with *Asama Maru*."

Repeated Lisbon, Madrid and Vichy.

HARRISON

<sup>58</sup> In despatch No. 2728, June 29, 1942, from the Minister in Switzerland, it is indicated that the reference to Foreign Office's telegram of June 24 to Tokyo concerned solely the Department's telegram No. 1615, June 20, to the Legation, p. 434, and that this information was being communicated to the Department so that the Department's records would be complete and accurate on this subject (390.1115A/986).

390.1115A/932c: Circular telegram

*The Secretary of State to the Ambassador in the United Kingdom  
(Winant)*<sup>69</sup>

WASHINGTON, June 26, 1942.

Exchange vessel *Asama Maru* left Yokohama at 1:35 a. m. on June 25. Exchange vessel *Conte Verde* will according to report received from Swiss Government leave Shanghai on afternoon of June 29. Both vessels will proceed together from Singapore to Lourenço Marques, where they will arrive July 22.

HULL

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390.1115A/1004a: Telegram

*The Secretary of State to the Consul at Lourenço Marques (Preston)*

WASHINGTON, July 6, 1942.

66. Department is requesting that Swiss representatives on *Asama Maru* and *Conte Verde* provide you immediately on arrival certified copy of passenger lists of those vessels. You will certify these lists to the American Export Lines as correct lists of the passengers on the *Asama Maru* and the *Conte Verde* entitled to accommodation on the S. S. *Gripsholm* and the lists will thus be used by the Export Lines office in establishing the passenger list of the latter vessel.

It is not planned to inform you of the prepayment of passage for any non-official individuals to travel on the *Gripsholm*. All officials of United States Government, other American Republics and Canada should be placed on the vessel upon the basis of their official status. All non-officials, except in the case of certain of the other American Republics which will be named in a separate telegraphic instruction to you, should be accommodated on the *Gripsholm* upon proper identification as indicated above and upon execution of a promise to repay the government to which the passenger owes allegiance. American citizens should execute such a promise for their accompanying alien relatives and likewise nationals of the other American Republics and of Canada for their accompanying relatives. Passengers should be informed that the promissory notes will be canceled automatically upon settlement of the voyage account if prepayment of passage has been made at New York.

Promissory note should conform to model prescribed in paragraph 1 of Department's 50, June 11, 11 p. m. to you<sup>60</sup> with such modifica-

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<sup>69</sup> Sent also to the Ambassadors in Cuba, Panama, Mexico, Uruguay, Paraguay, Bolivia, Peru, Ecuador, Colombia, Venezuela, Soviet Union, and China, and the Ministers in Nicaragua, Haiti, Dominican Republic, Costa Rica, Honduras, El Salvador, and Guatemala, and the Consul at Lourenço Marques. Similar telegram, same date, to the Ambassador in Brazil.

<sup>60</sup> Not printed.

tions as may be necessary in view of differing purpose of note and nationality of passenger (paragraph 4 of Department's 50 to you).

Tickets of all passengers will be endorsed "Payment guaranteed by (name of Government to which passenger owes allegiance) Government on Basis of Audited Costs."

Berthing of passengers will be undertaken by Export Line officers with assistance, as far as concerns officials only, of Raymond D. Muir, State Department representative on *Gripsholm*.

HULL

390.1115A/1010a : Telegram

*The Secretary of State to the Minister in Portugal (Fish)*

WASHINGTON, July 17, 1942—9 p. m.

994. Consul Lourenço Marques reports he is informed by Portuguese authorities that no measures preparatory to exchange have yet been taken by Japanese authorities through any firm or official at Lourenço Marques. Consul and representatives of American Export Line pointed out to Portuguese Foreign Office representative at conference on July 13 that American preparations were well advanced but that little more could be done because of Japanese failure to appoint local agency to handle mechanical details of exchange such as berthing of vessels, funds, cargo and baggage. Furthermore, Japanese Government has informed Portuguese authorities they expect their vessels to sail from Lourenço Marques July 25.

Please bring foregoing to attention of Portuguese Foreign Office urgently and suggest that Portuguese Government as guarantor of the exchange may wish to communicate on urgent basis with Japanese Government suggesting that latter take necessary steps.

HULL

390.1115A/1006 : Telegram

*The Consul at Lourenço Marques (Preston) to the Secretary of State*

LOURENÇO MARQUES, July 28, 1942.

[Received July 28—6 p. m.]

192. From MacGowan [and] Nicol <sup>61</sup> for Gehan. <sup>62</sup>

"*Gripsholm* arrived 20th, *Conte* [and?] *Asama* 22d. Exchange operation accomplished 24th successfully under 4 hours. However, considerable confusion berthing, originally based lists our possession prior arrival necessitating complete reberthing program after exchange effected based on steamers official lists. Reberthing work terminated evening 26th. Order avoid similar extremely unpleasant

<sup>61</sup> John MacGowan and Robert Nicol of American Export Lines.

<sup>62</sup> John F. Gehan, vice president of American Export Lines.



occurrence which serious, necessary you arrange we return New York [as soon as possible] order report and rectify system exchange which otherwise perfect. *Gripsholm* sailed 28th, 1,510 aboard, details later. Your 6, yes."

PRESTON

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390.1115A/1006 : Telegram

*The Acting Secretary of State to the Minister in Switzerland  
(Harrison)*

WASHINGTON, August 1, 1942.

1889. American interests—Far East. In future when lists of Americans being repatriated from Far East are telegraphed Swiss representatives should so far as possible indicate age and sex of children and relationship of members of family groups other than wife and children. In listing family groups head of family should be listed first, wife second, children thereafter and other members of family last.

Purpose this request is to facilitate assignment of accommodations at Lourenço Marques and avoid delay of vessel through incorrect assignment of berths.

WELLES

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390.1115A/1006 : Telegram

*The Secretary of State to the Consul at Lourenço Marques (Preston)*

WASHINGTON, August 22, 1942—3 p. m.

160. Reference your 192, July 28 transmitting message from MacGowan, Nicol for Gehan. Department beginning receive complaints from returning passengers *Gripsholm* against MacGowan for extremely inefficient berthing arrangements at Lourenço Marques resulting in great inconvenience passengers all of whom alleged unprovided for long hours up to 2 days with accommodations and obliged therefore remain in public rooms and on deck until cabins assigned them. This said to be in contradistinction to Japanese arrangements under which Japanese passengers received tickets assigning them their cabins as they boarded their ships from *Gripsholm*.

Please air mail Department immediately complete detailed report of matter including full statement of all that went on from time MacGowan, Nicol arrival to departure *Gripsholm* in connection with disembarkation Japanese from *Gripsholm* and embarkation Americans. Compare as far as possible Japanese arrangements. Include your recommendations for arrangements for second exchange.

While MacGowan's message, your 192, ascribes confusion berthing

to difference lists given him before departure with subsequent lists received Department unaware any important difference in two sets lists.

While Department desires above-called-for report for consideration passenger complaints mentioned, it also desires report to enable it consider arrangements for second and any further exchange.

HULL

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390.1115A/1097: Telegram

*The Consul at Lourenço Marques (Preston) to the Secretary of State*

LOURENÇO MARQUES, August 28, 1942—4 p. m.  
[Received 10 p. m.]

247. Referring to the Department's telegram No. 160, 3 p. m., since airmail takes from 1 month to 6 weeks from Lourenço Marques to the United States believe it to be advisable to report briefly by cable.

1. Japanese aboard SS *Gripsholm* had official committee with absolute control over passengers. Portuguese delegate informs me that this committee was in radio communication with Japanese vessels and that during westward voyages Japanese ships berthing by Japanese pursers was completed before arrival so that cabins could be allocated as passengers boarded vessels.

2. MacGowan, Nicol from time of arrival worked intensely preparing practical details for exchange operations which are now being used as basis for British exchange.

3. MacGowan berthed *Gripsholm* prior to arrival of vessel except officials.

4. After arrival *Gripsholm* lack of shore accommodations it was found that 1,558 required berths as against approximately 1,450 berths available, advance lists did not indicate sex of all passengers, relationship, or age; official Canadian list incomplete; extensive and hourly increasing sick list required reberthing. All this contributed to render preparatory berthing work of MacGowan useless, notable complications combining two distinct passenger groups into one ship made it extremely difficult long arduous operation with resultant hardship to passengers awaiting allocation.

5. After official exchange completed requiring debarkation and embarkation simultaneously it necessitated incoming passengers *Gripsholm* confined to public rooms, decks due to necessity clean cabin section.

6. Believe critics in comparing with Japanese should consider Japanese had much simpler problem transferring to two large ships neither of which was overcrowded. Strongly recommend that not

more than 1200 persons should be permitted *Gripsholm* second exchange thus assuring more comfort for passengers and greatly [facilitating?] berthing problem.

8. A full report with recommendations in detail is being mailed by most expeditious route.<sup>63</sup>

PRESTON

390.1115A/1234: Telegram

*The Minister in Switzerland (Harrison) to the Secretary of State*

BERN, October 15, 1942.

[Received October 15—10:20 a. m.]

4657. American Legation's 4394, September 26,<sup>64</sup> Department's 2294, 1st.<sup>63</sup> Swiss Legation Tokyo telegraphs October 12 following:

"Minister Gorgé had conference October 9 Japanese Ministry Foreign Affairs at which 'Vice Minister' assured him Japanese Government had no intention renounce second evacuation American citizens but not possible at present give exact date. Other officials who handle evacuation matters gave Minister supplementary information according which delay second exchange due fact American Government reported found only about one-third of 1500 Japanese which Japan desires repatriate. Japanese Government waits information from American Government regarding new endeavors locate missing Japanese.

Japanese Government gave following replies in substance to three questions asked by Department (1) statements made by Japanese authorities apply to all visits in general, (2) through official information bureau Japanese Government continues make complaints regarding treatment meted Japanese civilians in American Republics which does not help negotiations, (3) in addition to fact that Japanese authorities disapprove treatment of Japanese subjects recently repatriated, Japanese Government irritated by measures in United States and other countries which it considers under control Washington, such as Mexico, Peru, Panama, El Salvador, Nicaragua, Costa Rica towards Japanese civilians in general. Japan claims that regime imposed on Japanese subjects strongly contrasts with generous treatment given enemy internees its territories.

In communicating above Minister Gorgé adds following observations: To answer 1: Meantime situation changed special report on new internment measures in preparation. To answer 2: Despite remarks made Japanese authorities believe evacuation will take place soon as American Government ready repatriate Japanese subjects designated, nevertheless work completing internment camps continues, indicating early evacuation not planned, true, however, authorities controlling internment may act independently of political authorities."

HARRISON

<sup>63</sup> Not printed.

<sup>64</sup> *Post*, p. 822.

740.00115 Pacific War/845½

*The Department of State to the Spanish Embassy.*

## MEMORANDUM

The Department of State refers to its memoranda of September 1 and 2, 1942,<sup>67</sup> in which His Excellency the Spanish Ambassador was informed of the status at that time of the proposed sailing list for the second voyage of the exchange vessel *Gripsholm*, and to the Spanish Embassy's memorandum no. 406 of September 21<sup>68</sup> setting forth more specifically the Japanese Government's views respecting the order of priority to be followed in determining the Japanese nationals to be included in the second exchange.

As the Spanish Embassy is aware, the paucity of information available in respect to some names, the duplication of others, differences in spelling, and other circumstances have made it particularly difficult to identify and locate those named by the Japanese Government. This work has, however, progressed and more than 3,000 persons named by the Japanese Government have been identified and located. A proposed sailing list comprising the names of 1,523 of these, compiled from those mentioned in the Spanish Embassy's lists nos. 1 to 9, inclusive, in the order of priority set forth in the Embassy's memorandum of September 21, is now enclosed for the Spanish Embassy's consideration.

The proposed sailing list includes more names than the number of persons that can be accommodated on the *Gripsholm*, but experience has shown that everyone designated for repatriation does not accept the opportunity when offered either because of a disinclination to leave the United States or because of illness or some other impediment. To avoid further unnecessary delay, therefore, it has been deemed advisable to propose a greater number than the capacity of the vessel and to leave to the Spanish Embassy the selection of those to be held over, along with others not named on the list, for a subsequent exchange. Allowance will also have to be made for whatever number of Japanese nationals it is finally determined will be embarked from Canada and from Brazil. The list has been alphabetically arranged so as to facilitate the identification and location of any particular individual whom the Spanish Embassy decides should be held over for a subsequent sailing to the extent that this may be necessary to make space available for Japanese nationals from Canada and Brazil.

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<sup>67</sup> Neither printed.<sup>68</sup> Not printed.

The appropriate American authorities are being requested to inform the individuals named on the proposed sailing list of their designation by the Japanese Government for repatriation, in order that they may express their wishes with respect to repatriation and, if they desire to accept the opportunity, may prepare themselves for early embarkation. As a number of Japanese nationals whose repatriation has been requested by the Japanese Government have already indicated their desire to remain in the United States, it must be understood that if any individuals on the enclosed list should indicate a similar preference, it will be necessary to withdraw their names for further consideration.

It is expected that a minimum of two weeks will be required to enable those who are selected for and who accept the offer of repatriation on the second exchange to arrange their personal affairs and be transported to the port of embarkation. The Spanish Embassy's early approval of the proposed sailing list would therefore be appreciated. If this approval is forthcoming in time and if the necessary assurance of safe conduct is received, the Government of the United States would like to propose December 1 as a tentative sailing date for the *Gripsholm*.

In this connection the Department points out that although the Japanese Government was requested through the Swiss Government early in September to give assurance of safe conduct for itself and its allies for the round-trip voyage of the *Gripsholm* on the second and subsequent exchanges, no such assurance has yet been received.

For its part, the Government of the United States on August 29 requested the Swiss Government<sup>69</sup> to inform the Japanese Government that the Government of the United States would grant safe conduct for the *Asama Maru* and the *Conte Verde* as soon as the Japanese Government would indicate the revised sailing dates and furnish itineraries of these vessels; and stood ready to obtain assurances of safe conduct from the other United Nations. These assurances were likewise contained in a note dated September 1, 1942<sup>70</sup> which the Secretary of State addressed to His Excellency the Ambassador of Spain in reference to the Spanish Embassy's memoranda no. 353 of August 26 and no. 356 of August 27,<sup>71</sup> regarding the itineraries of the Japanese Government's exchange vessels *Asama Maru* and *Conte Verde*.

WASHINGTON, November 3, 1942.

<sup>69</sup> Communication not found in Department files.

<sup>70</sup> Not printed.

<sup>71</sup> Neither printed.

390.1115A/1406

*The Spanish Embassy to the Department of State*

No. 511

## MEMORANDUM

The Spanish Embassy in Washington in charge of Japanese interests in the United States, present their compliments to the State Department and beg to communicate that the Ministry of Foreign Affairs in Madrid has informed that the United States Government, through the Swiss Minister at Tokio, recently requested the Imperial Japanese Government to state whether this Government had discarded the idea of a second trip of the *Gripsholm* asserting that in what it concerned the American Government, its point of view on the matter had not changed.

The Imperial Japanese Government further informs that, after a perusal of the new list of repatriations presented by the United States Government, it appears as though the American Authorities had not taken the necessary interest in locating the Japanese included in the list of priorities arranged by the Japanese Government, adding that, in the Memorandum from the State Department<sup>72</sup> the suggestions on the exchange made by the Japanese Government do not seem to have been taken into consideration.

Consequently, the Imperial Japanese Government does not think it possible to come to an agreement on the projected second voyage of the *Gripsholm*, if the Government of the United States does not clarify its attitude on the points of reference.

The Spanish Embassy would greatly appreciate the State Department's consideration of this matter, as well as a reply on it which can be transmitted to the Imperial Japanese Government.

WASHINGTON, December 16, 1942.

390.1115A/1407a

*Memorandum by the Assistant Chiefs of the Special Division (Keeley and Clattenburg) to President Roosevelt*

[WASHINGTON,] December 16, 1942.

STATUS OF THE NEGOTIATIONS WITH JAPAN FOR A SECOND EXCHANGE  
OF AMERICAN AND JAPANESE NATIONALS

*Basic Agreement*

The Japanese Government's proposal for an all-out exchange of the nationals of each country temporarily resident in the other, as well as of certain permanent residents, without regard to their possible usefulness in the war effort, was accepted by this Government

<sup>72</sup> Dated November 3, *supra*.



without reservation. A similar exchange agreement with Germany has provided that each party thereto might withhold from the exchange anyone whose repatriation might be considered inimical to the national interests. An all-out exchange without this exception was considered to be necessary with respect to Japan because of the uncivilized treatment to which American nationals left in Japan and Japanese-occupied areas might be expected to be exposed as the intensity of the war would increase.

### *First Exchange*

The first exchange was facilitated by reason of the fact that it was largely composed of officials of the two Governments concerning whose exchange there was no question. Even so, the first exchange was temporarily held up at the last minute by the Japanese Government's insistence upon the inclusion of certain non-official nationals tardily designated by it for that exchange. Some few of these could not be produced at the moment, and rather than hold up the departure of the vessel were promised for the next exchange.

### *Negotiations for a Second Exchange*

As soon as the *Gripsholm* left on its first voyage, late in June, the Department of State began to prepare a tentative passenger list for the second exchange. It included the few Japanese nationals promised for the second exchange and the remainder of those until then designated by the Japanese Government for repatriation, but it was largely made up of Japanese nationals not so designated who had voluntarily expressed their desire to be repatriated. Just as this list was about to be presented early in August to the Spanish Embassy in charge of Japanese interests in the United States, the Swiss Government in charge of American interests in Japan informed the Department that the Japanese Government wished included in the second exchange only those Japanese nationals designated by it. The list was accordingly revised to include all those designated by the Japanese Government then ready for departure, some 580 persons, the remainder of the list being made up of Japanese nationals seeking repatriation but not named by the Japanese Government. This tentative sailing list was submitted to the Japanese Government through the Spanish Embassy on September 1, 1942 with the statement that those named thereupon could be delivered immediately, whereas to repatriate in the second exchange only those named by the Japanese Government would indefinitely delay the sailing of the exchange vessel. On September 21 the Spanish Embassy informed the Department that the tentative sailing list as submitted was not acceptable and that the Japanese Government insisted upon a sailing list composed of Japanese nationals named by it, and that any delay incidental to compliance with its wishes was immaterial. The Jap-

anese Government insisted that certain persons numbering approximately 1,000 be included in the second exchange and that the remaining number necessary to fill the vessel be chosen in specified order from another larger group named by the Japanese Government.

*Difficulties Encountered in Meeting the Japanese Government's Demands*

1. Of the approximately 6,000 persons designated by the Japanese Government for repatriation the protective agencies of this Government (Alien Enemy Control Unit of the Department of Justice, Federal Bureau of Investigation, Military and Naval Intelligence) have objected to the repatriation of heads of families who, with their dependents, number approximately 2,000. These objections are based on the contention of those agencies that the repatriation of those objected to would be inimical to the national safety in that the individuals concerned are either Japanese agents, Japanese sympathizers, or have technical qualifications or associations of possible or probable value to the Japanese war effort, such as fishermen, seamen, newspaper editors and publishers, priests, members of secret societies, etc., including Army and Navy reserve officers.

2. Of the remaining Japanese nationals designated by the Japanese Government for repatriation, a large percentage (about 75 percent according to present information) decline the opportunity of repatriation when offered. The Department of Justice and certain other agencies, such as the War Relocation Authority (which is responsible for the resettlement of all persons of Japanese origin evacuated from the West Coast), object to the repatriation of any Japanese subjects against their will.

3. The Japanese Government has itself refused to consider for repatriation those Japanese nationals not named by it who have voluntarily sought repatriation (about 5,000).

*Other Difficulties Delaying the Carrying-Out of the Second Exchange*

1. In addition to the foregoing fundamental difficulties in the way of the second exchange, the Department of State has recently been informed by the Swiss Government that lack of organization in the Japanese Foreign Office has delayed and complicated negotiations. This situation is expected to be improved as a result of the recent setting up of a special section in the Japanese Foreign Office to handle questions of internment and the exchange of nationals.

2. Actual slowness in the transmission of communications has consumed considerable time. For instance, the Department's communication transmitting the most recent proposed sailing list, which was sent to the Spanish Embassy on November 3 and forwarded by it to Madrid the following day, is stated not to have reached the Japanese Foreign Office until November 21. A reply is still awaited.

3. The necessity of carrying on negotiations through two protecting powers not only delays negotiations but because of language difficulties results in numerous errors which lead to misunderstandings and delay a meeting of the minds.

4. Once both Governments approve the passenger lists of their respective nationals a delay of at least two weeks must be expected to obtain the necessary safe conducts, which cannot be sought until the sailing date of each vessel is fixed.

#### *Outlook for the Second Exchange*

There is now pending before the Japanese Government this Government's suggestion for a sailing list for the second exchange. This list, as stated above, was submitted to the Spanish Embassy on November 3 and received by the Japanese Foreign Office on November 21. It is composed entirely of Japanese nationals designated by the Japanese Government for repatriation. It does not, however, include a substantial number specifically designated by the Japanese Government for the second exchange. These could not be included because their repatriation was objected to by the protective agencies. It is anticipated, therefore, that the Japanese Government's reply when received will be unfavorable. The Japanese Government will probably insist upon the inclusion in the exchange of those designated for that exchange. Failure to comply with such a request might result in one of two things:

I. The withholding from the American exchange of a number of American nationals equivalent to the number of those Japanese nationals withheld by us. If this first probable alternative is chosen by the Japanese Government, that Government will probably withhold from the exchange those Americans in whose repatriation we are most interested, such as

(a) The American Foreign Service Officers in Manila numbering with their dependents 25;

(b) Those incarcerated in Japanese prisons (including President Stuart of Yenching University, and Drs. Bowen and Houghton of the Peking Union Medical College);

(c) Other Americans recently interned, among whom are persons with important technical qualifications and knowledge of the Japanese war machine which would be useful to this country's war effort;

(d) Heads of American business concerns who in 1940 cooperated with the Department in its Far Eastern policy by sending their families to the United States and themselves remaining at their posts of duty; and

(e) Other Americans whose repatriation is considered highly desirable, including at least half a dozen to be explained orally.

II. Refusal to carry on the exchange.