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over so long a time as to raise the question whether the falsification is often deliberate and malicious.

Very truly yours,

For the Secretary of State:

SUMNER WELLES

893.1163/1040 : Telegram

*The Secretary of State to the Ambassador in China (Johnson)*

WASHINGTON, January 28, 1941—8 p. m.

22. Shanghai's January 25, 2 p. m., to Chungking.<sup>3</sup> In conversations at the Department on December 18, 1940, and January 2, 1941, between officers of the Department and Mr. J. W. Decker, Chairman, Committee on East Asia, Foreign Missions Conference of North America, New York, Mr. Decker was informed that the Department would give consideration to applications for passport facilities for a limited number of missionaries whom the concerned mission boards might wish to transfer from occupied to "free" China for the purpose of filling essential posts in the latter area; that proposals to transfer a limited number of missionaries would, of course, tend to be received more favorably than proposals for the transfer of a large number; and that there would naturally be more hesitancy in granting passport facilities to women than to men. It was suggested to Mr. Decker that when the mission boards should have completed their plans for the proposed transfers they furnish the Department with a clear and comprehensive statement of the reasons for each proposed individual transfer and the Department would thereupon give the individual case the most careful and sympathetic consideration. (Copies of the memoranda of the conversations in question have been mailed to Chungking, Peiping and Shanghai.<sup>4</sup>)

In the light of the above, it is suggested that in response to such applications made to our offices in China, the applicants be advised that they should arrange for their mission boards to take up the individual cases with the Department in order that appropriate instructions might be issued to the office concerned.

Sent to Chungking. Repeated to Peiping and Shanghai.

HULL

<sup>3</sup> Not printed.  
<sup>4</sup> None printed.

893.1183/1044: Telegram

*The Ambassador in China (Johnson) to the Secretary of State*

CHUNGKING, January 30, 1941—noon.

[Received 4:56 p. m.]

[To Shanghai:] Your January 25, 2 p. m.<sup>5</sup> and Department's 22, January 28, 8 p. m., both to Chungking, copies of which are being airmailed to Hong Kong.

Since October 7, 1940 Embassy has consistently declined to facilitate travel of American citizens from occupied to unoccupied China. On December 17, three members of the "Advisory Committee on transposition and placement of missionaries" sponsored by the National Christian Council called at the Embassy at the request of the Embassy and were given the substance of the Department's 206, December 12, 1940, 10 p. m. to Chungking.<sup>6</sup> The impression mentioned in your telegram under reference that there would be no objection to removal of "a limited number of urgently needed missionaries to West China" undoubtedly arose from the indication in the Department's telegram December 12 that the Department realized that there might be a real need for "some additional personnel".

In this connection it may be observed that on several occasions members of the committee have expressed the opinion that Americans applying in Shanghai for transit visas for Hong Kong have been refused such visas at the behest of the American Consulate General at Hong Kong. On each occasion the Embassy has informed the committee that it knows of no such arrangement between American and British officials in Hong Kong and has suggested to the committee that its Hong Kong representatives endeavor to obtain the facts before giving further currency to this theory.

Sent to Shanghai. Repeated to Department, Peiping, Hong Kong.

JOHNSON

890.1115A/333: Telegram

*The Minister in Thailand (Grant) to the Secretary of State*

BANGKOK, February 5, 1941—7 p. m.

[Received February 5—1:16 p. m.]

\*67. Referring to the Legation's telegram No. 125, October 17, 6 p. m., and to the Department's telegram No. 70, October 23, 5 p. m.<sup>7</sup> In view of the recent political developments which, as I have indicated in my telegrams, may place Thailand definitely under Japanese dom-

<sup>5</sup> Not printed.

<sup>6</sup> *Foreign Relations*, 1940, vol. IV, p. 955.

<sup>7</sup> *Ibid.*, pp. 188 and 191.

ination within the very near future I request telegraphic instructions regarding the advisability of the evacuation of American women and children from this area before it is too late, especially in view of the isolated position of this country and the consequent difficulties of evacuating in the event of a sudden emergency. The British Minister\* and I have held frequent consultations regarding this matter. Our views in this matter coincide. He is requesting instructions from his Government.

Sent to Cavite for repetition to the Department.

GRANT

390.1115A/430b: Telegram

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

WASHINGTON, February 11, 1941—7 p. m.

100. Department's 381, October 6, 2 p. m.,<sup>9</sup> withdrawal of American citizens. It is desired that the Embassy at once instruct American consulates in Japanese territory to renew, immediately and quietly and with effort to avoid any sensational publicity, to American citizens, especially to women and children and to men whose continued presence in Japan is not highly essential, this Government's suggestions that they withdraw to the United States. In so doing, the Embassy and the consulates are to understand and should explain to American inquirers that this Government is making no assumption that a situation of acute physical danger to American nationals is imminent, but that this Government, in the light of obvious trends in the Far Eastern situation, desires to reduce the risks to which American nationals and their interests are exposed by virtue of uncertainties and, through the process of withdrawal of unessential personnel, to improve its position in relation to problems which may at any time be presented of affording maximum appropriate protection to those persons who are not in position to withdraw, those interests which cannot be abandoned, and those principles and those rights to which it is the duty of the American Government to give all appropriate support at all times. This instruction and the advice to be given under it is not meant to be alarmist, but is a further and necessary precautionary measure. We do not wish to impose unnecessary hardships upon any American nationals, but we ask that those whom you address shall realize that there are real risks, that we wish to reduce these risks, and that this advice is being given in the interest both of the safety and convenience of the American nationals addressed and in the interest of national security.

\* Sir Josiah Crosby.

<sup>9</sup> *Foreign Relations*, 1940, vol. iv, p. 932.

The Department does not contemplate sending a special vessel or special vessels to assist in the withdrawal and American nationals who make inquiry in this particular connection should be advised to take advantage of such transportation facilities as may be currently available.

The Department is sending similar instructions to Peiping, Hong Kong, and Indochina.

HULL

390.1115A/348 : Telegram

*The Minister in Thailand (Grant) to the Secretary of State*

BANGKOK, February 14, 1941—8 p. m.

[Received February 15—11:27 p. m.]

85. My telegram No. 67, February 5. In view of the increasing tension in the Far East and radio and press report to the effect that the Department again has advised American citizens to leave the Far East and in view of inquiries made here, I would appreciate receiving instructions at the earliest possible moment.

GRANT

390.1115A/354 : Telegram

*The Consul General at Hankow (Spiker) to the Secretary of State*

HANKOW, February 18, 1941—3 p. m.

[Received 10 p. m.]

16. Acting Japanese Consul General today called and inquired as to accuracy of rumors that American Government had issued further orders for immediate evacuation of all Americans remaining. He stated that if reports correct he would seek to arrange for necessary steamer facilities but assured me that, irrespective of developments, American citizens remaining here would be accorded the fullest protection of the Japanese civil and military authorities.

He mentioned that he was aware that at least one large American company was now negotiating for sale of its Chinese newspapers to Japanese interests; that the Japanese Consulate General would be pleased to learn if any other American firms desired to dispose of their property. If so, the Japanese would be pleased to assist in such matters.

The Consul General then stated that if hostilities should regrettably be declared the Japanese authorities would accept responsibility for full protection of American nationals, their properties and of [apparent omission] or American interests, in accordance with established international usage.

there should not be a net increase in American personnel in the Foo-chow area at this time.

Sincerely yours,

For the Secretary of State:

GEO. L. BRANDT

*Chief, Special Division*

390.1115A/430a : Telegram

*The Acting Secretary of State to the Consul General at Singapore  
(Patton)*

WASHINGTON, March 20, 1941—6 p. m.

15. 1. The Department has given careful consideration to the replies received from Singapore, Rangoon and Batavia to its strictly confidential telegram of February 20, 4 p. m. Department has decided for the time being not to extend to British Malaya, Burma and the Netherlands East Indies its policy in regard to withdrawal of certain categories of American citizens. The Department expects that the officers will keep the Department informed of pertinent local developments which might have bearing on this question.

2. Meanwhile, should American nationals approach the officers in the three areas in question for advice in regard to the question of their withdrawing to the United States, the Department desires that the officers inform them that in the light of the general world situation and the uncertainties therein, they may desire on their own initiative and as a result of their own decision to take steps to return to the safety of the United States. The Department desires further that the officers in taking action under this instruction do so in a manner to avoid publicity.

3. For your information, the Department has decided to extend to British Malaya, Burma and the Netherlands East Indies its policy, now applied to Japan, China, Hong Kong, Indochina and Thailand, of withholding in the United States the granting of passport facilities to American citizens of certain categories desiring to travel to the three areas first named. This applies especially to women and children and men whose travel to or presence in the areas in question is not considered urgent and essential. Applications for passport facilities for travel to those areas made to officers abroad should be given consideration in the light of and along the lines of the Department's practice in regard to such applications, doubtful cases being referred to the Department for consideration.

4. This instruction is being sent to Singapore (for repetition to Penang), to Rangoon, and to Batavia (for repetition to Surabaya and Medan).

WELLES

393.1163/1075

*Memorandum by the Adviser on Political Relations (Hornbeck)*

[Extract]

[WASHINGTON,] March 25, 1941.

Generally speaking, adoption and application of the policy of bringing about withdrawal from China of American nationals who are not especially needed there has, in my opinion, served certain useful purposes.

However, I do not perceive that rigid pursuit of that policy, in connection with cases of individual Americans who are in China, who have serious business there, who persistently desire to remain there, and whose presence there is not especially likely to cause complications which would be embarrassing to this Government, serves any very useful purpose.

Were there any imminent likelihood that steps will be taken either by this Government or by the Japanese which will create a situation of greater peril to American nationals in China than that which has prevailed during more than three years past, I would incline to the view that we should be very stiff and rigid in pursuit of the policy of getting our nationals out (both from China and from Japan). I perceive no such likelihood.

S[TANLEY] K. H[ORNBECK]

390.1115A/445 : Telegram

*The Minister in Thailand (Grant) to the Secretary of State*

BANGKOK, April 5, 1941—noon.

[Received April 5—10:25 a. m.]

196. My 110, February 28, noon. I desire to reiterate the opinion expressed in paragraphs 3 and 4 of the above telegram as a result of further developments here in connection with the Department's evacuation advice to American nationals in certain categories. The latest information indicates that American citizens are not taking the Department's advice seriously and are awaiting an actual "emergency" with the exception of a few who are returning on regular home leave and because of illness.

I am strongly of the opinion that we should urge these Americans to return home as quickly as possible especially women and children

ber. He is now trying to get a booking to North China. Another American destined for United States has been endeavoring for several days to get a permit to proceed to North China but is being told each day 'come back tomorrow.' Other foreigners are meeting like tactics. It is difficult to escape the conclusion that Americans and others in Manchuria including consular officers are now virtually prisoners at large of the Japanese military forces operating on the continent.<sup>21</sup>

Sent to Peiping. Repeated to Tokyo, Harbin, Dairen. Krentz."

Sent to the Department. Repeated to Chungking, Shanghai.

BUTRICK

S90.1115A/552

*Memorandum by the Adviser on Political Relations (Hornbeck)*

[WASHINGTON,] August 7, 1941.

Apparently the Army and/or the Navy have taken over from the American President Lines for Army and/or Navy use some 6 or 7 ships. They have, further, recently been making gestures toward taking over the S. S. *President Coolidge*. Mr. Grady<sup>22</sup> gave me during his recent visit here an account of the whole matter and advanced excellent reasons why the S. S. *President Coolidge* should *not* be taken over by the armed Services and should remain in the hands of the American President Lines. Developments of the past few days serve strongly to support the views expressed by Mr. Grady.—At the present time, this ship is the *only* important passenger ship other than Japanese operating on the Pacific. The service which she will be rendering shortly in bringing home American nationals from Manila, Hong Kong, Shanghai, (and possibly Japan) is of definite importance. There will probably be need for a good deal more of such service in the immediate future. Operation of the ship as at present and under the orders of a company president who understands the problems which confront this Department, who understands our attitude and methods, and who wishes and is prepared to give us one hundred percent cooperation affords us a setup in which there is a flexibility which would tend to disappear were this ship taken over by one or other of the armed Services. Mr. Grady is doing his best to persuade the Army and/or Navy to refrain from taking this ship. In my opinion, if, where and as it is possible for us discreetly to support Mr. Grady's effort, it would be in the interest of all concerned for us to do so.<sup>23</sup>

S[TANLEY] K. H[ORNBECK]

<sup>21</sup> In telegram No. 44, September 5, 11 a. m., the Consul at Dairen reported: "It is understood that all Americans who have recently attempted to pass in transit through Dairen have been refused the necessary visas" (393.1115/5009).

<sup>22</sup> Henry F. Grady, President of the American President Lines.

<sup>23</sup> Dr. Hornbeck's recommendations were approved by the Secretary of State and Under Secretary of State.



800.8890/5523

*Memorandum by the Chief of the Division of Far Eastern Affairs  
(Hamilton)*

[WASHINGTON,] October 3, 1941

There are only a few American passenger ships now operating to and from Far Eastern ports. One result is that passenger accommodations are extremely limited. At the present time, due to the political situation in China and in Japan and in the Far East in general, a certain number of Americans (from fifty to one hundred) are returning from Far Eastern ports to the United States for more or less permanent residence. It is highly desirable that these American citizens who wish to return to this country by normal means have normal facilities available for their return as long as feasible. The alternative would be that the Government would have to send a special evacuation ship to the Far East. The longer that can be deferred and American citizens be permitted to return in the normal way the better it is from the general viewpoint of our relations with Far Eastern countries.

Moreover, as long as American passenger vessels are engaged in a regular service from the United States to Far Eastern ports, the Government is in position, should a special emergency arise at any particular point in the Far East, to proceed with comparative rapidity toward making any special arrangement for diversion of a ship to a particular port to meet a particular emergency. Should the largest American vessel in the Far Eastern service be taken over by the War Department, the War Department might have to use the vessel to proceed to some point where it could not be made readily available for emergency Far Eastern purposes (evacuation of American nationals).

From a general political point of view it is important that passenger and shipping facilities between the United States and points in the Far East such as Manila and points from which travelers can proceed to free China and Malaya be maintained. There are only a few ships in such service now. The number of American ships in such service is very small. The American clipper service has but limited passenger accommodations. As indicated, there is definite need to maintain means of maintaining our contacts. Disruption or lessening of those means would be bound to have an adverse practical as well as psychological effect.

In view of the foregoing it seems highly desirable that, unless the War Department has urgent and compelling reasons to take over the *Coolidge* at this time, the *Coolidge* be permitted to remain under private operation and on its regular Far Eastern schedule.

allowed to obtain necessary supplies of fuel, water and food and to pay for such supplies from Japanese frozen funds in the United States, the Government of the United States would be prepared (1) in case the Japanese Embassy in Washington formally notifies the Government of the United States that the *Tatuta Maru* has been requisitioned by the Japanese Government, to bring to the attention of the appropriate judicial authorities, with a view to freeing the vessel of any impediments arising from the institution of legal proceedings, such information as the Japanese Government might furnish showing that the ship was requisitioned; (2) to permit the vessel to take on board necessary supplies of fuel and stores sufficient to enable it to return to a Japanese port and to extend facilities for the payment of such supplies out of blocked funds arising from passenger fares collected in the United States. (Note: the above-mentioned formal notification by the Japanese Embassy of the requisitioning of the *Tatuta Maru* by the Japanese Government should state that the vessel is on a mission for the Japanese Government and should be accompanied by a copy of the order of requisition.)

3. Trade between the United States and Japan is of course subject to this Government's freezing regulations. This Government understands, however, that the question of cargo is not involved in the proposed visit of the *Tatuta Maru*.

4. In order to avoid misunderstanding, this Government wishes to make clear to the Japanese Government that, as the United States postal authorities are in process of formulating new general procedures for handling of transoceanic mails, this Government cannot make any commitment in regard to the carrying of American mail on the *Tatuta Maru*.

5. Note has been made of the Japanese Government's readiness to accord every possible facility to American nationals wishing to return to the United States on the *Tatuta Maru*. This Government assumes that the Japanese Government will give full publicity to the sailing so that knowledge of it will reach all Americans in Japan in due time to avail themselves of the sailing if desired."<sup>37</sup>

Sent to Tokyo via Peiping. Repeated to Chungking.

HULL

390.1115A/587: Telegram

*The Minister in Thailand (Peck) to the Secretary of State*

BANGKOK, November 22, 1941—9 a. m.

[Received 9:04 a. m.]

528. Department's 29, February 20, 4 p. m. American citizens now in Thailand number 128 of whom 36 men and 36 women and children are in Bangkok. Of 30 Filipinos 17 are in the capital. I am of the

<sup>37</sup> In his despatch No. 6002, December 4, Ambassador Grew transmitted a note from the Japanese Foreign Office dated December 1, together with a schedule for the sailing of the vessel on December 2, from Yokohama (894.85/681). See also note from the Secretary of State to the Japanese Ambassador, December 5, 1941, *Foreign Relations, Japan, 1931-1941*, vol. II, p. 273.

opinion that the situation renders it desirable to reduce this number. I have discussed the matter with the British Minister. He shares my view of the gravity of the outlook but is very apprehensive lest news of a "warning" may produce undesirable reactions. We agreed nevertheless to recommend to our respective governments that our nationals be reminded of the statements issued to them last February. I have reasons for thinking that many American citizens are currently expecting some such notification from the Legation. The difficulties which I anticipate will confront American citizens, especially those outside the capital, may be expected to arise from a Japanese invasion of this country and/or interruption of communications because of hostilities between the United States and Japan. It is possible the Department may possess reassuring information in regard to one or both of these points. In a sudden emergency American citizens could take refuge in adjacent British possessions but it is doubtful whether long residence there would be welcome either to themselves or the British authorities. Unless the Department directs otherwise, I will unobtrusively communicate with American citizens reminding them of the considerations set forth in the circular of February 22 (see enclosure 12, Legation's despatch 131, March 12<sup>58</sup>).

PECK

390.1115A/587a: Telegram

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

WASHINGTON, November 22, 1941—3 p. m.

765. Reference Department's 100, February 11, 7 p. m. and previous telegrams in regard to withdrawal of American citizens. The Department desires that the American diplomatic and consular officers concerned call to the attention of American citizens in the Japanese Empire, Japanese-occupied areas of China, Hong Kong, Macao, and French Indochina the advice previously given in regard to withdrawal and in so doing emphasize that the shipping problem in the Pacific is very difficult and that because of urgent demands elsewhere there is no assurance that it will be possible to retain in the Pacific even the present facilities.

Sent to Tokyo via Shanghai. Repeated to Chungking, Peiping and Hong Kong. Tokyo please repeat to all consular offices in the Japanese Empire and to Dairen. Peiping please repeat to all consular offices in Japanese-occupied areas of China, and in Manchuria. Hong Kong please repeat to Saigon and Hanoi.

HULL

\* Not printed.

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dence in that territory than by evacuating elsewhere you should not hesitate to advise them to avail themselves of any facilities which may be available for their transportation to places of safety.

Please advise Department of action taken.

HULL

890.1115A/604a: Telegram

*The Secretary of State to the Consul General at Batavia (Foote)*<sup>11</sup>

WASHINGTON, December 18, 1941—9 p. m.

197. Maritime Commission is notifying all owners and operators of American ships operating in Netherlands Indian waters to make available to American citizens any emergency accommodations which may be utilized for their transportation to the United States or to places of greater safety. If, at any time, you feel that the position of American citizens in the Netherlands Indies is precarious and that they would be in greater danger by continued residence in that territory than by evacuating elsewhere, you should not hesitate to advise them to avail themselves of any facilities which may be available for their transportation to places of safety, and you should ask the masters of American vessels to accommodate as many American citizens as they consider may be carried within the limits of safety.

If more than 12 passengers can be accommodated on any freight vessel, or if emergency accommodations can be made available on any passenger vessels for more than their normal complement of passengers, and provided circumstances make it necessary and desirable for any vessel to accommodate an increased number of passengers beyond the limit permitted by the vessel's inspection certificate, you may further cooperate by issuing, at the request of the master, an emergency consular certificate in accordance with the provisions of diplomatic serial 3047, March 28, 1939,<sup>12</sup> and you are hereby granted blanket authority to issue such certificates whenever time will not permit prior communication with Department. Report fully to Department all particulars in each case of discretionary issuance of consular certificates. Such certificates should cover only accommodations for American citizens and their accompanying alien spouses and unmarried minor alien children.

Emergency consular certificates are not required for cargo vessels carrying less than 12 passengers and the availability of accommodations on such vessels not in excess of 12 passengers should be left entirely to the discretion of the masters.

<sup>11</sup> Sent as No. 51, December 20, 5 p. m., to the Consul at Rangoon (Brady) with respect to Burmese waters.

<sup>12</sup> *Foreign Relations*, 1939, vol. 1, p. 585.

Whenever you consider the need to be great, the Department is prepared to make an allotment of funds to your office for use during the current emergency for advances as loans to deserving cases of destitute Americans and for those Americans temporarily without funds for transportation expenses to the United States or for transportation to places of greater safety, against promissory notes in strict accordance with provisions of circular of March 21, 1939,<sup>73</sup> as amended by Diplomatic Serial No. 3382 of August 12, 1941.<sup>74</sup>

Please telegraph estimate of funds needed, if any, number of persons probably affected, and purpose, i. e., whether for repatriation or temporary evacuation to a place of greater safety, bearing in mind that every reasonable effort must first be made by such persons to obtain funds from other sources, including relatives, friends and employers in the United States, that loans are to be granted only in deserving cases as defined by the provisions of the above-mentioned instructions, that lowest price steamship accommodations available must be used, and that the Department will not make public funds available for maintenance of Americans abroad except very temporarily while awaiting sailing at an intermediate port en route to the United States.

Repeat to Medan and Surabaya which are likewise authorized to issue emergency consular certificates in accordance with the foregoing instructions.

HULL

390.1115A/608 : Telegram

*The Consul General at Singapore (Patton) to the Secretary of State*

SINGAPORE, December 20, 1941—1 p. m.

[Received December 21—3:10 p. m.]

376. My 375.<sup>75</sup> Japanese treachery of December 8 and the rapid series of unexpected events which followed in the Pacific area have upset our evacuation plans in the same way as other plans have been upset. Evacuation is now obviously a question of ships but it should be frankly stated that even official opinion is divided, whether it is wiser at this moment to take the sea risk or the risk of remaining here.

We are in close touch with our entire community and with the shipping situation as it develops from hour to hour. We will keep Americans advised of ship departures but, it is our considered opinion, that as things stand each individual must weigh family and personal factors and make his own decision.

<sup>73</sup> *Foreign Relations*, 1939, vol. 1, p. 574.

<sup>74</sup> Printed in vol. 1, section entitled "Emergency Measures for the Repatriation of American Citizens Abroad With the Spread of War in Europe."

<sup>75</sup> Dated December 20, noon; not printed.