貨外第六七號

大正十一年七月廿一日

東洋汽船株式會社
伊東米治郎

外務省通商局長
永井松三殿

一、米國船舶補助法案ニ關スル議會形勢ノ件

本件ニ關シ昨廿日附貴翰通總普通合第一三九九號ヲ以テ在米佐分利代理大使ヨリノ來電ノ趣弊社爲參考御移牒被成下難有拜誦仕候

右不取敢御禮旁御請迄得貴意候也

日本郵船株式會社

第一號

東洋汽船株式會社

東洋汽船株式會社
社長淺野總一

外務省通商局長
永井松三殿

大正十一年四月九日記錄係接受

拜啓

一、米國船舶補助法案ニ關スル議會形勢ノ件

右ニ關シ七月二十日附貴書通總普通第一三九九號ヲ以テ在米佐分利代理公使殿ヨリノ電報ノ趣旨御通報被下正ニ落掌御厚志之段難有奉深謝候

敬具

大正十一年七月廿二日

普通 受第757號 11.7.21

第　號

通總務課

外務省通商局長
永井松三殿

東洋汽船株式會社
社長　淺野總一

大正三年四月九日

綴込名

要旨付了

拜啓

一、米國關稅法案及船舶補助法案ニ關スル議會形勢ノ件

右件ニ關シ七月十七日附總普通合第一三七三號貴翰ヲ以テ御通達ノ趣正ニ拜誦每度御好意ノ段奉謹謝候就テハ不取敢右御請迄如此ニ御座候　敬具

追テ貴翰中七月五日附通總普通合第一二八二號御送附被下候趣ニ候處當方ニ見當ズ候ニ付甚ダ乍御手數該書寫一通更ニ御惠送被下度願上候

大正十一年七月十九日

文書係信

東洋汽船株式會社

普通 受第 11.7.20

通總務課

貨外第六四號

大正三年四月十八日

綴込名

日本郵船株式會社
社長　伊東米治郎

外務省通商局長
永井松三殿

一、米國關稅法案及船舶補助法案ニ關スル議會形勢ノ件

本件ニ關シ昨七月十七日附貴翰通總普通合第一三七三號ヲ以テ在米佐分利代理大使ヨリノ來電ノ趣弊社爲參考御移牒被成下難有拜誦仕候

右不取敢御禮旁御請迄得貴意候也

日本郵船株式會社

米國船舶法案の形勢

內地關係業者は多く反對

シヤトル十日發電に據ればジョーンス法案第二十八條施行否に關して米國船舶委員は過般來米國各地を巡回し國會社に關係のない一般實業團體特に米荷主の意嚮を聽取中である、本月十日ポートランド市に開催せられた第一回討議會に於て同市海運局運輸課長ハドソン氏は輸出業者を代表し第一參考人として市輸出業者は本條の施行を欲しない、其理由は當方面の運航の米國船が今尚少數で全輸出入貨物の輸送に充つるに當らない、本條實施の結果は必ず外國船を國外に驅逐し其結果益々船腹の窮乏を告げ到底米國船を以て總元する途がなからうと述べて居る、同地時雨は十一日にも開催せらるべくシヤトルでは十二、十三の兩日、桑港では十七、十八兩日、ロスアンゼルスでは十九日の豫定で夫々開催せられる筈である、各地とも本條實施に反對すべきこと明かである、因に此方面の輿論の船舶委員は前同院總裁ベンソン、上院議員チエンベレン及びメーナリズナーである。

在米國日本大使館

普通 第227號 11.7.22

附屬書類添附

通總務課

公第一九六號

大正十年七月廿一日

在米

臨時代理大使 佐分利貞男

外務大臣伯爵 内田康哉殿

綴込名

別紙添附

大正十年四月九日 記錄係接受

在米日本國臨時代理大使

秘

船舶補助法案聽取書送附ノ件

本件ニ関シ五月十九日最終聽取會第三十四回聽取書入手幾條右一部及御送付ノ件

要旨付ス

大臣
次官
亞細亞
歐米
通商
條約
情報
人事
會計
文書
平和條約

電信課長

電信案

平文 發電大正 十年 七月 廿九日 午後 一時 五〇分 送電番號 六八一七

主管 通商局長

主任

(起草大正 十年 七月 廿九日)

奉天經由
長春經由

大正十二年四月九日(昭和)電信課長

件名 米國船舶補助法案ノ件

名込綴

受信人名 在米 佐藤代理大使

第四二二號

發信人名 内田大臣

貴信六月廿一日附第五六号ニ関シ船舶補助法案聽取書三十四通送付ノ儀ハ一括至急郵送アリ尚ホ十五通以後ハ二部宛送付アリタシ

電信案

外務省

F-0029

0423

主

(内閣)

一〇三七九

(平)

華府発
布哇着 大正五年七月三十日午前九、三〇

主、

内閣外務大臣

佐分利代理大使

第四九二號

責電第四二二號(船舶譲渡方法等)ニ關シ、

聽取書完結合本式郵送附信。

F-0029

時事八月三日

世界大の運賃

同盟擡頭

米國船舶院態度

北米沙市を基點とする太平洋極東運賃同盟の復活協議は主要船主に範圍を限り保證金二萬五千弗の醵出に依つて纏まるべき形勢であつたが其後

何等の進展を示さないで居る間に或は世界的運賃同盟が擡頭せんとする注目すべき形勢となつた、それは北米船舶院の歐洲極東間運賃同盟加入問題を意味するのであるが該問題が昨年の交渉が不調に終つたに拘らず最近船舶院のラブ氏は他の所用を兼ねて倫敦に渡り同地の歐洲極東同盟本部と交渉を進めつゝあるに端を發する、而して同氏は米國法律が自國港灣を基點とする船舶に對し荷主への運賃延戻制を禁じあるも米國を基點とせず歐洲又は極東を基點とする場合には米國船と雖も荷主との延戻制を執るも差支なしとの見解を主張し又は除外例も認めて居るらしいから其交渉も餘程接近して來た模樣である、從來

歐洲と極東 この間には彼阿、靑荷、日本郵船、大阪商船、エラーマンシャイヤ・ライン、ベン・ライン、グレン・ライン等が就航し比較的堅固なる運賃同盟が持續されたが就中米國船には大西洋岸より地中海附近にて引返すものと太平洋より新嘉坡を經て甲谷陀より引返すもの及スエズを通過して紐育に至るものとの三種があり且つ定期も確實ではないけれど兎角同盟に對して競爭をせざれば貨物の蒐集困難なるの運賃を切り崩して居つたのである、それが同盟に加入すれば英國船、日本船との諒解の導火線となつて太平洋航路も大西洋航路も妥協的に纏が出來るのではあるまいか、勿米國の態度如何にも依れどラブ氏の奔走は本問題の前途に多少の曙光を投ずる感がある

大每八月四日　三

世界共同繫船案

海運悲況對應策について日本船主協會は一日午後二時から明海汽船會議室で開會した、既提出の石田佐藤田中三氏案と日下部汽船案及び新たに帝國汽船から提出された左の案に就いて論議した一日提出した帝國汽船提出案の內容は概略は左の如し

（一）現下世界に航運中の汽船（湖河船油槽船を除く）の內總噸數千噸以上の總數に對し其內四分の一以上を現在の運賃が倍額に達するまで各國において繫船するものとす但し繫船は各國別に船齡の古きものより順次に實行すると（二）繫船船舶に對しては總噸數一噸に付き一箇月二志の交附金を與ふ（三）本年七月までに現に繫船せる船舶は船齡の新しきものと雖も本協約に隨ひその拘束を受けたるものとし一ケ月總噸數一噸に對し一志の交附金を與ふ（四）前二項の交附金は各國において繫船せざる總噸數千噸以上の船舶に割當て噸數に比例しこれを負擔せしむ（五）本協約成立の當時各種運賃の平均を百とし一般運賃市況が騰貴しその比率十點を加ふる每に繫船交附金百分の五（五分）宛を增加し二百十點に達したる場合は一箇月繫船總數の一割を下らざる割合を以つて繫船を解除し航運に從事せしめ若しその比率が二百點以下に下る時は再び船齡の古きものより繫船を實行し結局運賃比率を常に二百點に調節するを以つて本協約の目的とす（六）交附金の取扱ひは各國別にこれを處理せしむ（七）本協約の交附金を直ちに船主より徵收するとは目下の場合稍々困難なる事情あるを以て各々自國の政府よりこれを借入れ十箇年間に船主より徵收し以つて政府に返還するものとす（八）現在の船主協會は政府より前項の借入金を爲すべき資格無きやも知れざるを以つて本協約成立の上は交附金の取扱徵收及び政府より借入金をなすに適當なる一の法人又は團體を造り以つて本協約の履行に當るものとす以上日本船主協會の決議を以つて英米二國の船主協會に提案し以つて現下の海運界を救濟すべき希望を速に達成する樣盡力すると

大正十三年四月九日 [illegible]係接受

電信課長

大臣

次官

亞細亞

歐米

通商

條約

情報

人事

會計

文書

平和條約

一〇三七九

(平)

第四九二號

内田外務大臣

華府ニ於テ

加藤全權

大正十年十月三十日着九、三〇

佐分利代理大使

責電第四二二號ニ關シ、

聽取書完結合本式部送附ス。

大正十一年八月　貳日記錄係拔受

主任

門 5
類 0
項 9
號

件名

綴込名

附屬

在米國日本大使館

普通 第 68 11.8.40

通總務課

公第二二號

大正十年七月十二日

在米

臨時代理大使 佐分利貞男

外務大臣伯爵内田康哉殿

本件ハ補助法第高等警察第二條ニ該當スル事件ニ関シ内務大臣ト協議ノ上及御送付候也

要目付

綴込名

附屬

大正三年四月九日記錄係接受

公信案

文書課長 [illegible] 大正二年八月五日 [illegible]

文書課發送

主管 [illegible] 主任 [illegible]

機密 曾通 第一七七號

大正一一年八月七日附 附屬書 通

受信人名 [illegible]官 発信人名 埴[illegible]官

件名 聽取書送付ノ件

綴込分

清書 [illegible] 校正(原稿) [illegible] 清書 [illegible]

(起草大正一一年七月二七日)

大正一二年四月九日 記錄保存 [illegible]

別紙

(甲號用紙)

七月七日附通牒第一〇七号ニ関シ

本件聽取書ハ三十日ハ三十四及ハ三三回分及ハ送付要ス候ヘ共ハ般在米佐分

御代理大使ヨリ右聽取書ハ三十四回分送付越候ニ付右ニ対シ及ハ特送ニ付来ハ査収相成度申越候

ハ

[illegible]

日附公第一〇六号附属書ニ対スル

公信案

外務省

要再回

要目付

公信案

文書課長 ㊞ 大正二年八月 五日接受

文書課發送 大正二年八月 五日發送濟

主管 通商局長 閲

主任 總務課長 ㊞ 大正二年四月九日 書記係接受

通機密 普通 第四九二號

大正二年八月七日附

附屬書 通

受信人名 閣市農商務次官宛 若官遞信書次官宛 各通

發信人名 埴原次官

件名 米國船舶院所屬船ヲ石炭輸入ニ使用スル件

綴込名

本件ニ關シ今般在米國佐分利代理大使ヨリ左ノ如ク電有之候ニ就テハ右御參考迄ニ及御通知候也

世一日當地發ウヲールド特電ハ Emergency Fleet Corporation 副總裁ノ公表トシテ船舶院ハ既ニ所屬船五十隻ヲ石炭輸入ニ振向ケタリ、九月一日迄ニ約百萬噸ノ石炭英國ヨリ米國ニ動クベシト報ジタリ

公信案

外務省

(甲號用紙)

華盛頓発
内田外務大臣
着 五年八月四日 東京着
在華盛頓 佐分利代理大使

新聞報

一、世一日吉地発ノ「ヴォールド」特電ニ曰ク
Blek Cat 副総裁ノ公表スル所ニテ船舶院ハ既ニ所属船五十隻ヲ石炭輸入ニ振向ケタリ
九月一日迄ニ約百万噸ノ石炭英国ヨリ来ル予定
クッシング報ス

二、世一日莫斯科発吉地ノ電報ハ露西亜政府ハ露国農民ノ西比利亜移住ヲ禁ジ其理由トシテ西比利亜ニハ最早 free land ナシ又最初ノ収穫アル迄ノ凌ギニ移住者ニ食糧及器具ヲ供給スル事ノ困難ナルヲ指摘セリト報ス

三、Ko Pasadiky 吉地二十七日附ワシントン
モア、サン特電、於テ日本ノ西比利亜ニ於ケル行動ヲ論シ日本ニ依リテ大ナル利益ヲ得タ、アリト述ベタル后日本ノ樺太北半買収説ハ千九百十七年唱ヘラレタルモノニシテ耳新シキモノニ非ズ現ニ華府会議中一日本外交及ビ露国ノ北半ヲ日本ニ与ヘ其ノ代リ昔ガルヤ百ト向ヒ露国ハ北半ヲ余ニ之ニ対シテ右ハ将来出現スル露西亜正式政府次第ニテ正式政府出現以前ニ買収問題ヲ起スカ如キハ日本ノ為ニ採ラザル所ナリト答ヘタリ云々

公信案

文書課長 大正二年八月五日 受

文書課發送

主管 閲了

主任 山崎

(起草大正 年 月 日)

大正二年四月九日記 受

(甲號用紙)

別紙

電信第 号 大正二年八月七日附 附屬書 通

受信人 在長崎 永井通商局長

米國船舶補助法案ニ関スル書

公信案

外務省

國船舶補助法案ニ関スル書

右ノ件ニ付 貴方ニ於テ措置致候様

御取計方 追却候ニ付

査收相成度 尚ホ此段御通牒致候也

別紙 米國船舶補助法案ニ関スル書類 全ク貴信ノ附属書

第四五七號

内閣外務大臣　佐分利代理大使

大正二年四月九日　記錄係接受

夢間顧發

如右　着たる二年十月十八日前五〇〇

新聞報

一、八千人ノ火夫及油差夫組合ハ来ル十七日ヨリ鐵道四能業ニ加ハル事ニ決定セリ石炭四能業ハ尚何等変化ヲ見ズ大統領ハ愈ノ場合ニハ鐵道ハ房嶺ヲ臨機ノ處置トシテ政府ノ手ニテ運轉採掘スルノ決心ナル趣ニテ

Journal of Commerce

於テ声明シタル旨報ゼラル

ノ当地特電ハ船舶補助法案ガ今週議会通過

ノ見込ナキ旨レル事ヲ報ジ上院ニ於ケル該案支持派モ之ヲ認メツツアリト報ズ

三、国際

長官ハ十三日附ニテ

Hamilton

ノ書簡ニ答ヘ海牙国際仲裁裁判所米国審判官ガ聯盟ノ常設国際司法裁判所ニ對シ

nominating

ヲ為サヽリシハ自分ガ之ヲ阻止シタルニ非ズ米国審判官ハ自身意見ヲ以テ行動シタルモノナリ米国ハ右司法裁判所ノ現行構成法ノ下ニ於テハ之ニ對スル審判官選任ノ権利ナリ又自分ハ聯盟ニ加入セズトモ右司法裁判所ノ構成維持ニ参加シ得ル如キ規定ヲ含ム條約ノ至ル決定ガ成立スル見込アリト思考ス尚米国ガ国

際聯盟ニ加入シ居タランニハ事府会議ニ成功シタル可レトノ貴説ニハ賛シ難シト述ベタル為ノ単独平和條約締結ノ妥当ナリシ事ヲ辯護シ政府ノ方針ハ時々政府ノ公表等ニ現ハレ来リ可キヲ以テ茲ニ述ブル事ヲ避クト結ベリ。

四、十四日倫敦発 Baxter, Bartelly 特電ハ海牙会議解散以後ノ英国ノ対露態度ハ米国ノ対露態度ニ類似シ来ル可シト報ズ。

五、十四日倫敦発「レッジャー」特電ハ英国政府ハ米国ノ招キニ応ジ対米負債問題ニ関シ商議ノ為委員ヲ派遣スル事ト成ル可キ旨ノ対米回答ノ起草中ナリト報ズ。

六、十四日

倫敦発「ウラール」特電ハ Byrnes ガ naval and military record 中ニテ日本ハ軽装巡洋艦ニ於テ航テ米国ヲ凌グ可シト言ヘル旨ヲ報ズ。

七、露暗礁ノ対岸撤兵ニ関スル

十四日東京発 A.P.ニテ傳ヘラル。

日本ニ於テ、Bergh ガ自国船舶補助法案ニ不賛成ナリトノ演説ヲ為シタル旨横浜電報ニ依リ報ゼラレタルニ関シ Bergh ハ其講報ヲ述ベ該法案ニハ賛成ナリトノ趣旨ヲ十ハ事ヲ述ベ該法案ニハ賛成ナリトノ趣旨ヲ海軍省ヘ電報セレル由。

F-0029

公信案

文書課長 大正十一年八月九日接受

文書課發送

別紙

（甲號用紙）

浄書 校正（原稿）（起草大正十一年八月八日）

（浄書）

主任

大正十一年四月九日 電信記錄係接受

管

閲了

通信機密 普通 第 号

大正十一年 八月 九日附

附屬書 通

受信人名 若宮遞信次官

發信人名 埴原次官

件名 米國船舶補助法案ニ関スル下院民主黨商船委員ノ報告書送付ノ件

級 名

米國船舶補助法案並合法案ニ関スル下院商船委員長報告書ハ七月二日附通信普通第四一五號ヲ以テ及ヒ送付置候處今般在米佐分利代理大使ヨリ右法案ニ関スル下院民主黨商船委員報告書送付越候ニ付右ニ部ノ写ニ及ヒ送付致候ヒ参考ニ供申進候也

別添在米佐分利代理大使来信七月十五日附

（但本信ハ一部ハ長井事務官保管ス）

備考附ノ分

公信案

外務省

附属書類

商通總務課

在米國日本大使館

普通 第 号 11.8.16

公第 号

大正十年七月十日

在米

臨時代理大使 佐分利貞男

外務大臣伯爵内田康哉殿

大正十年 貳月九日 記録係接受

在米日本帝國臨時代理大使

元一六年高等海員法第四条改正案送付件

本件ニ関シ七月五日付ヲ以テ別紙改正案ノ提出ヲ求メ
タリ之ニ対シ提出セラレ
タル改正案ノ要旨ハ別紙ノ如シ

右謹第 号相添此段及報告候也

附属添附

綴

附属書類

67TH CONGRESS,
2D SESSION.

S. 3786.

IN THE SENATE OF THE UNITED STATES.

APRIL 20 (calendar day, JULY 5), 1922.

Mr. BORAH introduced the following bill; which was read twice and ordered to lie on the table.

A BILL

To amend section 3 of the Shipping Act, 1916.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 3 of the Shipping Act, 1916, be amended to read as follows:

"SEC. 3. That a board is hereby created to be known as the United States Shipping Board and hereinafter referred to as the board. The board shall be composed of three commissioners, to be appointed by the President by and with the advice and consent of the Senate, and the President shall designate the member to act as chairman of the board, and the board may elect one of its members as vice chairman. Such commissioners shall be appointed as soon as practicable after the enactment of this Act and shall continue in office

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one for the term of one year, one for the term of two years, and one for the term of three years, respectively, from the dates of their appointments, the term of each to be designated by the President, but their successors shall be appointed for the terms of three years, except that any person chosen to fill a vacancy shall be appointed only for the unexpired term of the commissioner whom he succeeds.

"The commissioners shall be appointed with due regard to their fitness for the efficient discharge of the duties imposed upon them by this Act, but not more than one shall be appointed from the same State. Not more than two shall be appointed from the same political party. A vacancy in the board shall be filled in the same manner as the original appointment. No commissioner shall take any part in the consideration or decision of any claim or particular controversy in which he has a pecuniary interest.

"Each commissioner shall devote his time to the duties of his office, and shall not be in the employ of or hold any official relation to any common carrier or other person subject to this Act, nor while holding such office acquire any stock or bonds thereof or become pecuniarily interested in any such carrier.

"Any commissioner may be removed by the President for inefficiency, neglect of duty, or malfeasance in office. A vacancy in the board shall not impair the right of the re-

maining members of the board to exercise all its powers. The board shall have an official seal, which shall be judicially noticed.

"The board may adopt rules and regulations in regard to its procedure and the conduct of its business. The board may employ within the limits of appropriations made therefor by Congress such attorneys as it finds necessary for proper legal service to the board in the conduct of its work, or for proper representation of the public interest in investigations made by it or proceedings pending before it whether at the board's own instance or upon complaint, or to appear for or represent the board in any case in court or other tribunal. The board shall have such other rights and perform such other duties not inconsistent with the Merchant Marine Act, 1920, as are conferred by existing law upon the board in existence at the time this section, as amended, takes effect.

"The commissioners in office at the time this section, as amended, takes effect shall hold office until all the commissioners provided for in this section, as amended, are appointed and qualify."

7TH CONGRESS, 2D SESSION. } **S. 3786.**

A BILL

To amend section 3 of the Shipping Act, 1916.

By Mr. BORAH.

APRIL 20 (calendar day, JULY 5), 1922.—Read twice and ordered to lie on the table.

在米國日本大使館

普通 受第 1178 號 8.23

大正十年七月三十九日

在米

臨時代理大使 佐分利貞男

在米日本帝國臨時代理大使

外務大臣伯爵内田康哉殿

拝啓 貴信第 號

本件ニ関シ貴電取消ノ件

貴相ノ後ニ候申進候也

大正十年四月九日 記錄係接受

又之名

通商局

通商課

公第二五四號

新聞 大正年月日

Ship Subsidy Legislation Flaws Shown

Merchant Marine Bill Before Congress Attacked

RADICAL PERIODICAL QUESTIONS MEASURE

To Cost American Taxpayers Millions Annually, New Republic Says

New York—The New Republic, a radical periodical, publishes the following article on the Ship Subsidy Bill, now before Congress:

No better illustration of the weakness of American processes of legislation could be found than the history of the ship subsidy bill now before Congress. Faults of national character as well as governmental machinery have been displayed during the months that Mr. Lasker has been earnestly engaged in attempting to put over the bill of which he is the father—an attempt, incidentally, which is all the more interesting when one recalls that the chairman of the Shipping Board is a government employe, and that the bill will put into the hands of his organization the most extraordinary discriminatory powers.

The economic basis of international competition in ocean shipping is a fairly complicated question. Consequently, no American takes time to understand it, and the whole discussion of the matter in Congress and the press is predicated upon the assumption that the statements of ship owners are wholly reliable. These ship owners, who will benefit enormously if the law is passed, assert that it is impossible for them to compete with foreign owned vessels in trans-oceanic trade. Their old argument that the LaFollette law was the cause of all their ills has now been abandoned. Their present contention is that American wages and subsistence create a differential against them of 4 or 5 per cent of the total overhead cost of operation, to which must be added under normal conditions an increased capital charge due to the higher cost per gross ton on ships built in American yards. American wages, according to Winthrop L. Marvin, of the American Steamship Owners' Association, are 30 to 40 per cent higher than those on British vessels. American subsistence is 70 to 80 cents per day per man instead of 50 as abroad.

Mr. Lasker and his friends have therefore centred attention skillfully on the question, which is the most desirable form of subsidy? When a raid on the Treasury is in contemplation, the attack is always better organized, more intelligent and more volubie than the defence—if indeed the latter exists. Thus the question as to why America should have a merchant marine at all has never been raised; not even the two good arguments for it have been brought forward, the military one and the usefulness of American steamship offices abroad in drumming up trade for our importers and exporters. Disregarding both this fundamental issue and the question as to whether a subsidy is needed, the Shipping Board's researches have been devoted to finding out in how many ways it is possible to aid the steamship companies.

Plenty Of Ways

Of these ways they have found plenty. The cream of the Government's 10,000,000 tons of ships will be sold at a price of about $30 a ton, which is anywhere, from $10 to $50 less than replacement prices today abroad or at home. Direct subsidization will be granted on a basis of one-half cent per gross ton per hundred miles, and this increases with the speed of the vessel (above 12 knots) until the maximum is 2.6 cents for vessels making 23 knots and up. Ships of 1,500 to 5,000 tons will all be regarded as of 5,000 tons in making subsidy payments. To induce American shippers to use our vessels, they are allowed to deduct from their federal income tax payments a sum equal to 5 per cent of the freight charges they have paid on goods exported or imported in ships under our flag. Fifty per cent of all immigration must be carried by the American Merchant Marine, a provision admirably calculated to produce retaliatory legislation in European countries. Mr. Lasker wants $125,000,000 as a revolving fund to be loaned out at 2 per cent to ship owners who will use it in constructing and fitting new ships (the interest, incidentally, being returnable to the Shipping Board and not to the Treasury which has to put up the money in the first place.) Lest this provision should prove inadequate, any ship owner is completely exempt from taxation on any of his profits which he uses in building and outfitting new ships, this exemption, as in the case of the 2 per cent loan, applying to two-thirds of the total cost of construction.

These provisions would be sufficiently extraordinary even if all American ship owners were to benefit by them alike; but instead, the utmost discrimination is provided in the terms of the bill. Loans at 2 per cent from the $125,000,000 revolving fund may be made by Chairman Lasker and his board in any amount and to any persons they may see fit; and may be refused to any other persons, provided only that some sort of reason "is spread upon the minutes of the board." The cash subsidy may be doubled for any ship or any line of ships, if Mr. Lasker chooses; or it may be taken away entirely; or it may be set at any amount between nothing at all and twice the basic rate. (The Leviathan could receive $1,800,000 a year under this provision.) The Shipping Board also has autocratic power over any existing contracts between common carriers by water. It may declare agreements valid or invalid at its own sweet will, regardless of court decisions. One must be unutterably naive not to recognize the opportunity members of a future Shipping board of low character would have both for lining their own pockets and for building up a political machine of tremendous power.

Mr. Lasker's chief argument is that passage of his bill will "take the government out of the shipping business," and put an end to the enormous annual losses now being incurred, losses which he almost gleefully points out, now amount to $50,000,000 a year. These are curious theories; for his bill would assuredly put the government deeper in the shipping business than ever, for the decade covered by the proposal. He himself estimates the annual cost of the bill at $40,000,000, while his critics say that the sum will be at least $75,000,000. Since the fleet, which cost more than three and a half billions, is now worth only from $150,000,000 to $250,000,000, it is clear that Mr. Lasker proposes not only to sell the ships at an extremely low figure, but to pay the man who buys one approximately twice its total value in the next 10 years. However, even this would not solve that problem, for not less than 5,000,000 and perhaps as much as 7,000,000 tons of ships are completely unsalable, and will remain in the government's hands. It may not be fair to assume that their upkeep will be one-half of the $50,000,000 Mr. Lasker is now spending each year on his 10,000,000 tons; but the amount will certainly be considerable.

Operates 400 Ships

To be sure, some of this annual expense of $50,000,000 may be sheer waste, as is indicated by a remarkable statement of Mr. Lasker's last week. The government, he said, is operating some 400 ships at a cost of $50,000,000 a year. But if Congress will just pass the subsidy law, the same ships in private hands will need only $8,000,000 of aid from the government. In other words, Mr. Lasker admits that the Shipping Board is losing $42,000,000 a year more than private owners would lose on the same operation. He feels that this is an indictment of government ownership. It is a little as though a Presbyterian, having burned down his own house, should assert that in view of his experience Presbyterians are obviously not entitled to houses. But Mr. Lasker's case is even worse, for his whole statement is incorrect. The government is not operating 400 ships; it is operating only a few ships in two lines, the Panama S.S. Co. and the United Staies Line, both of which are reported to be doing very well. The great majority of the 400 vessels on which Mr. Lasker is able to show such a fine loss are in the hands of private managers under under one form or another of lease.

Even a cursory study of the provisions of the bill should give any thoughtful taxpayer grave doubts; but seemingly the thoughtful taxpayer does no exist, or does his cursory thinking on other subjects, for the whole fate of the merchant marine is apparently to be settled after all by liquor. All our passenger-carrying ships sell wine and spirits, as do those of every other nation. Mr. Lasker says that no wine means no passengers; while the prohibition forces quite properly point out the monstrous paradox of the government's being the biggest and most shameless bootlegger. There is so much general opposition to the subsidy that it would probably be hopeless to attempt an alternative measure applying only to freight vessels and with Mr. Lasker and the Volsteadians locked in mortal combat, it seems more than likely that the whole subsidy issue will be wrecked entirely or postponed for some years. Congress may be brave enough to pass a law permitting no liner of any nationality to enter an American port with liquor aboard, but this seems hardly probable. The national mind, which seems incapable of focusing on an economic question, whether it has to do with competition at sea or the production of coal, finds a quarrel about liquor dramatic and homely enough to stick in the memory. The prohibition issue is both accidental and incidental; but that may not prevent it from deciding the fate of our merchant marine.

新聞 大正年月日

F-0029

公信案

文書課長 [illegible] 大正十一年八月 八日 接受

文書課發送 大正十一年八月九日 發送濟

主管 [illegible] 主任 [illegible]

(起草 大正十年八月 八日) 淨書 [illegible] 校正(原稿) [illegible] (淨書)

別紙 (甲號用紙)

機密 普通 第 [illegible] 號

大正十一年八月九日附 附屬書 通

大正十一年貳月九日 記錄係接受

受信人名 若宮遞信次官

發信人名 植原次官

高船法第四條

件名 米國改正案送付ノ件

綴込名

今般在米仏公使代理大使ヨリ七月五日下院ニ提出セラルル本件改正案送付方別紙寫一通報告有之候ニ付

公信案

外務省

改正案四部ト共ニ

右「指紋」及付送付致度此段申進候也

別紙

七月十三日附在米仏公使代理大使書信

仏、アメリカ条約改定案及附屬書並ノ内四部

其儘添附ス

但右附屬書一部宛保管ノ為メ長官事務官ノ手許ニアリ

F-0029

大臣
次官
亞細亞
歐米
通商
條約
情報
人事
會計
文書
平和條約

電信課長

要旨付ス

件名
綴込名

大正三年四月九日 記錄係接受 主務

華盛頓發 大正十一年八月廿五日午後三〇〇〇 暗一一五三

幸有第

内閣外務大臣 佐分利代理大使

第五五一號

往電第三八八號ニ關シ

昨廿三日大統領ハ下院共和党院内総理 Mondell ニ宛テタル書面ニ於テ心ナラスモ艦船補助法案ノ採決ヲ次期短期議會迄延期スルコトニ同意セル旨ヲ通告シタリ右ニ依レハ大統領ハ右法案ノ一刻モ早ク通過セムコトヲ希望スルモ禁酒法ト本案トノ關係ニ關スル問題及租稅免除ニ關スル條項ニ付テハ本案賛成者中ニモ異論アルヲ以テ豫メ態度ヲ遂ケ意見ノ一致ヲ計ルノ必要アリ而モ過般来産業界ノ大問題ノ為多忙ヲ極メ居ルト他方議会缺席多数ナルトノ為其ノ機ヲ得ス今ニシテ急速其ノ決定ヲ計リテ法案ノ安全通過ヲ了セムヨリハ次ノ會期ニ於テ充分協議ヲ遂クルニ如カストナスニアリ尚新聞

所報ニ依レハ反對者ノ多數ナル西部ノ議選
ハ異ニ終了シタルニ反シ贊成者ノ奉戴タル
東部諸州ハ今後益ニ選擧權ニ多忙ナラ
ムトスル情態ニアル今日本案ノ決定ヲ拜
フハ不利ナリトノ事情モ亦アルモノヽ如シ又「モ
ンデル」ノ如キハ選擧終了セハ短期議会ノ
開會ヲ待ツ迄モナク下院丈ヲ通過セシ
ケルコト不可能ニアラスト述ヘタル由ナリ
右電報及西南務官ニ郵送セリ

（終）

F-0029

綴込名

九六

大正十年七月十九日

在ポートランド

領事 武 田 國 [illegible]

外務大臣伯爵内田康哉殿

大正三年貳月九日 記錄係接受

商船法第二十八條ニ對スル「ヒヤリング」開催ノ件

本件ニ関シテハ曩ニ本年五月二十六日附公第七二號ヲ以テ申進置候通リ、船舶院ヨリ「ジョージ、イー、チエンバレン」「アドミラル、ダブリユー、エス、ベンソン」「マイヤー、リスナー」ノ三委員當市ニ出張シ本月十日本件「ヒヤリング」ヲ開催致候右聽取ニ應シ出席シタル者ハ當市商業會議所ヨリ「ゼー、エヌ、テイール」及同會議所総支配人「ダブリユー、デー、ビー、ドドソン」、両名當港々務部ヨリハ運輸部長「エー、エル、ハドソン」同評議員「ガス、シー、モーザー」ノ両名外関係當業者數名ニシテ尚ホ當市ヨリ百哩ヲ隔ツル「コロンビヤ」河口ノ「アストリヤ」港運輸部長「アール、デー、ピネオ」モ出席シタル處右「ピネオ」一人ヲ除キ他ハ悉ク前顯公第七二號中記載ノ理由ヲ以テ同條實施ニ反對ノ意嚮ヲ示シ候尚右聽取ノ際出席者ハ當港カ常ニ船舶不足ニ苦ミ居ル實情ヲ述ヘ院船配船ノ割合カ桑港並ニ「シヤトル」ヨリハ毎月三航海「ロスアンゼルス」ヨリハ二十日毎ニ一航海ナルニ對シ當港ヨリハ毎月僅々一航海ナルニ過キサルヲ指摘シテ此際院船ノ增配方ヲカ説シ他方是ト同時ニ商業會議所ヨリハ直接船舶院ニ對シ貨物船ノ增配方ヲ出願セル事本月十八日同院ヨリ從來配船経営

在ポートランド帝國領事館

ハ在ニ當リ居ル南地「コロンビヤ・トラスポルテク」流船会社
ニ對シ既ニ三隻ノ傭船ニ當許可致タル候ニ付従来ノ配
船数四隻(内五隻ハ海洋ニ)ニ対シ都合七隻ノ配船ヲ受クル
事ト相成候ハヾ船員ヲ乗ス不足ハ其ノ不許ニモ要ス九
千四百弗ノ貨物船ニ乗ス布ニテ右傭船着ノ上航路
ヲ二分シ北支那地方南支那ノ各ニ「マニラ」航路ニ充
テ毎月二回傭船ヲ出帆シ得ル事ナレバ極ニ有之候
右及御報告候

本信写送付先　在本代理大使

在ポートランド帝國領事館

在桑港帝國總領事館

綴込名

公第二四九號

在桑港

大正十年七月三十日　總領事　矢田七太郎

外務大臣伯爵内田康哉殿

大正十年貳月九日　記錄係受

米國商船法第廿八条ニ對スル問取會ニ関スル件

七月十七日米國船舶局委員 Benson, chamberlain 及 Lissner 等ハ當地 Federal Building 内ニ於テ商船法第廿八条實施ノ否ニ関シ當地商業會議所、港務部、各鉄道會社及重ナル汽船會社等ノ代表者ヲ集メ其意見ヲ聽取シタルカ當日出席セル各代表者ハ同条實施ノ結果ハ外國船ヲシテ他ニ航路ヲ轉セシムルニ至リ當地ノ運輸界ニ大ナル打撃ヲ與フルモノナリトノ理由ノ下ニ同条實施ニ反對ノ意志ヲ表明セル趣ニ有之候、右取敢報告申進候

敬具

本信寫送附先　在米大使

在桑港帝國總領事館

公信案

文書課長 大正十一年八月廿九日接受

文書課發送 大正十一年八月廿九日發送濟

別紙

主管 通商局長

機密 普通 第一一六六号

主任 総務課七

(起草 大正十一年八月廿八日)

淨書 校正(原稿) (淨書)

大正十一年八月廿九日附

大正十一年四月九日 記錄係受

附屬書 通

受信人名

發信人名

件名 米国船舶補助法案ニ対スル件

綴込名 国際商船会議ノ形勢ニ関スル件

若宮通信官発

伊東日本郵船会社長

堀大阪商船会社長

堀野東洋汽船会社長

以上各通

永井通商局長

本件ニ関シテハ六月二十日附通商第一一六〇号ヲ以テ申進置タル通リ目下在米佐分利臨時代理大使ヲ到着次第本邦ニ帰朝セシメ右ニ関シ及其他

公信案

外務省

送付方御査閲お願ひ致す旨

八月廿五日發
第五五一号在米佐藤大使来電
除之爾後別ノ通

外務省

（戊號用紙）

F-0029

東京
角田外務大臣　在米　佐分利代理次使

米國船舶補助法案ニ對スル議會ノ態勢

（本月廿三日）

昨廿二日大統領ハ下院ニ於テ和度院ノ修理
Wandell ニ対スル意見ヲ次期短期議
會迄延期スルコトヲ通告シ
タリ右ニ依レハ大統領ハ本法案ノ一刻モ
早ク通過セムコトヲ希望スルモ（ト雖本案ト）
其ノ関係ニ関スル問題及租税免除
ニ関スル條項ニ付テハ本案賛成者中ニ
異論アルヲ以テ豫メ懇談ヲ遂ケ意
見ノ一致ヲ計ルノ必要アリ而モ過般来産
業界ノ大問題ノ為多忙ヲ極メ居ルト他
方議会缺席多数ナルトノ為其ノ機ヲ得ス今
ニシテ急速其ノ決定ヲ計リテ法案ノ安全
通過ヲ期セムヨリハ次ノ會期ニ於テ充分
協議ヲ遂クルニ如カストナスニアリ高新聞

所報ニ依レハ反對者ノ多數ナル西部ノ豫選ハ畧ヽ終了シタルニ反シ賛成者ノ本擴タル東部諸州ハ今後益ヽ選擧ノ多忙ナラムトスル情態ニアル今日本案ノ決定ヲ爭フハ不利ナリトノ事情モ亦アルモノヽ如シ又「モニデル」ノ如キハ選擧終了セハ短期議会ノ開會ヲ待ツ迄モナク下院丈ヲ通過セシケルコトハ不可能ニアラスト述ヘタル趣旨ナリ

在倫敦本田南弼官ヨリ郵送セリ

要写回

要目付ケ

文書課長

公信案 大正一年八月廿九日接受

別紙

文書課發送 大正一年八月廿九日發送濟

主管 通商局長 主務課 山崎

大正一年八月二九日附 附屬書 通

受信人名 岡本農商務次官 若宮通信次官 宛

發信人名 埔原次官

件名 米國商船法第八条ニ対スル「コヒヤリング」用備件

名込綴

公信案

外務省

本件ニ関シテハ七月二日附通信普通第一二五八号ヲ以テ貴申通ノ次第有之ニ付今般左記ノ通ニ付ト

武田領事並左事情ニ関シ武田領事ヨリ

別紙写ノ通報告有之ニ付御参考

追テ及御送附候也

追テ武田領事ヨリ公信第七二号ト有之ニハ

永訳抜作中ニ

別紙ニテポートラン武田領事ヨリ公信第九二号

並左事情ニ関シ武田領事ヨリ公信第二三九号写

貨庶第二七五號

大正十一年九月一日

日本郵船株式會社
東洋汽船株式會社
社長 東米治郎

外務省通商局長
永井松三殿

一、米國船舶補助法案ニ對スル同國議會ノ形勢ニ關スル件

本件ニ關シ八月廿九日附貴翰通總普通合第一六六一號ヲ以テ在米佐分利臨時代理大使ヨリノ來電ノ趣弊社爲參考御移牒被成下難有奉存候

右不取敢御禮旁御請迄得貴意候也

日本郵船株式會社

第號

東洋汽船株式會社

東洋汽船株式會社
社長 淺野總一郎

大正十一年四月九日

外務省通商局長
永井松三殿

拜啓

一、米國船舶補助法案ニ關スル同國議會ノ形勢ニ關スル件

右件ニ關シ八月廿九日附通總普通合第一六六一號貴書ヲ以テ在米佐分利臨時代理大使ヨリノ御報告御内示被成下每度御厚志之段奉謹謝候就而不取敢右御請迄如此ニ御座候

敬具

大正十一年九月一日

要再回

要目付了

文書課長

公信案

大正十一年九月廿五日接受

文書課發送 大正十一年九月廿五日發送濟

主管 通商局

主任 總務課長

機密 普通 第 号

大正十一年九月二十日附

附屬書 通

受信人名 関東農商務 西野大使 若宮通信 各次長宛

發信人名 植原次官

綴込名 米国議会ニ関スル件

大正十一年九月廿五日

淨書 (寺島)

校正 (原稿) (淨書)

別紙 用紙

公信案

外務省

本件ニ関シ今般在米佐分利代理大使ヨリ別紙寫ノ通電報越来ニ付テハ行幸中参考迄右送及申轉送致也

(別紙寫其他ハ附在米佐分利代理大使来電第六一六号)

改文ヲ添付

F-0029

0453

別紙

第六十一本号

12984(号)

第六十一本号

当国議会、九月三十二日ヲ以テ無期延会セリ

尚諸新予ニ依レハ大統領ハ十月中旬

船舶補助法討議ノ為臨時議会ヲ召集

スル意向ヲ有スル趣ナリ

帝国領事 [illegible]

第六十一号

在布哇 [illegible] 領事 [illegible]

[illegible] 年九月 [illegible] 受領

[illegible] 外務大臣 [illegible] 殿

佐分利代理公使

主旨

F-0029

米國船協會ノ組織ニ關スル件

一四九六
(軍)

在伯府領事
本省書記官

大正十一年十月廿五日前五時四〇
主政

内閣外務大臣　佐分利代理大使

第六八八号

大正十一年十一月四日　記錄係受

十月廿三日新聞報、

一、在伯府發Chicago Tribune着電ハ平和會議ニ
提案ハ海峽及港灣問題領事裁
判廢止希土間ニ廿數民族ヲ交換スルコト、「阿剌
比藩邦」ノ獨立、バグダッド鐵道問題、「マセドニア」
ノ自治、公債ノ管理、賠償問題、大戰前英國ノ收容
セル超弩級艦三隻ノ返還等ナル可シト報ズ、

要再電

(電報)

廿三日大統領ハ近東救濟ノ為、赤十字及近東救
濟會等ト協力スベキ贊助委員ヲ任命スト云ハ
各所ノ知事及知名ノ士ヲ含ムヨリ、

二、二十二日ノ「タイムス」ニ依レバクレマンソー」ハ
會ニ十一月十八日組織着Council of Foreign
Relations可會ノ下ニ組織ポストン市俄左カ
ンサス、ニユーオーリアンス等府等ノ各地ニ於
ケル純知タル私人ノ資格ニテ講演ヲ試ムル由。

三、廿二日倫敦發「タイムス」特電ハ英國ハ十一月十
五日米國ニ對シ再ビ利息ノ支拂ヲ可ク其ノ額
ハ兩國協議ノ際ニ決定セラル可シト傳フ。

四、大統領ハ十一月廿日組織勅令討議ノ為臨時
議會ヲ招集スル意向ヲ有スト報ゼラル。

五、廿二日華府発「レッテアー」特電ニ依レバ「ヒューズ」ハ最近選挙運動ノ為五六回演説スベキガ其ノ内今週「ウッチアー」ノ為ニ「ボストン」ニ於テ行フ可キ外交演説ハ最モ重視スベキコトナルコトヲ報ズ

六、廿二日巴里発市俄ニ「トリビューン」著電ニ依レバ「ポアンカレ」ハ米国大使ニ対シ「ライン」駐屯軍ノ撤兵方ヲ本日政府ニ電稟スベキコトヲ請ヒ佛ハ右駐屯費ヲ賠償金ヨリ支拂フ可キコトニ賛成ナルコトヲ述ベタル由

七、廿二日「ヘラルド」巴里特電ニ依レバ佛国社会党ノ首領「ロングエイ」ハ巴ニ旅券ノ査証ヲ得テ

近々露来スベク其ノ目的ハ米国ニ於テ英国様労働党ヲ組織スルニ在リト報ズ。

八、廿一日北京発「レッテアー」特電ハ「ヨッフエ」ガ支那ニ東支鉄道調査委員会ノ設置ヲ提議シタルコトヲ報ズ、二十二日ノ「ヘラルド」論説ハ嘗テ東西比利ニ付傍観者ノ態度ヲ執リ居タル「ソヴィエット」ガ近来北方面ニ赤軍ヲ送リ又ハ白軍援助ニ付支那ニ抗議スル等本西比利ニ対スル政策ヲ一変シタルコトヲ指摘シ居レリ。

九、二十二日 [illegible] 論説ハ「著物」其ノ他ニ対スル大阪毎日ノ非難ヲ九ノコトトシ然シ華ヒニ之等ヲ相殺スベキ他ノ著述アルコトヲ指摘シ居レリ。（畢）

附屬書類添附

別紙添附

通總務課

公第三九五號

大正十一年五月六日

在米

大正三年四月九日

在米國日本大使館

普通

受第 372 號

11.11.12

要貫徹

外務大臣伯爵内田康哉殿

加奈陀ニ於ケル航海補助豫算

ニ関スル件

本件ニ関シ當國商務省ヨリ新聞社ニ供給

セラルヘキ別紙情報二部何等御參考迄ニ茲ニ

及御送付候也

通牒

CANADIAN OCEAN MAIL SUBSIDIES. OCT 7 - 1922

Radical Change in Policy-Appropriations for 1922 Less Than Half Those of 1915.

The Canadian ocean mail subsidy system has been changed radically in both its trans-Atlantic and trans-Pacific services, says E. T. Chamberlain of the Transportation Division of the Department of Commerce, in a special article in the forthcoming issue of Commerce Reports. In 1915, the sum of $1,000,000 was appropriated under contracts with the Allan line, the Canadian Pacific Railway (Atlantic Steamship Line) and the White Star Line for carrying the mails twice a week to Great Britain, and in addition $122,500 was voted for minor mail services to Great Britain. Another contract, with the Allan Line, provided $200,000 for not less than 15 nor more than 30 round voyages between Canada and France, so that the maximum of $1,322,500 was provided for the Canadian mails to Europe. The pre-war contracts were annual contracts, except the Allan Line contract to France for five years which was terminated in 1917.

This system has been abandoned and the Canadian Government now pays for the mails for Great Britain according to the space occupied, using such steamers as from week to week are found most suitable for the service. The rate is 50 cents per cubic foot for not more than 25,000 cubic feet per voyage, or a maximum of $12,500 for a voyage of about 2,600 miles. The volume of the mails rarely attains the maximum on a voyage and the total annual expenditures are about $200,000.

The contract with the Royal Mail Steam Packet Company for $340,666 for the service every fourteen days from Halifax and St. John to British Guiana, calling at Bermuda and the various British West Indies, including Barbados and Trinidad, is continued as before the war, and to an extent takes the place of the former Royal Mail Packet Company's contract with the British Government. The contract for $146,000 with the Elder Dempster Company for monthly service from Montreal and Quebec, or in the winter from Halifax to Capetown and not less than two other South African ports, is also continued as before the war.

The ten year contract with the Canadian Pacific Railway Steamship Service for a mail service every two weeks from Liverpool to Quebec (Halifax in winter) thence by the Canadian Pacific Railway to Vancouver, and thence by the company's steamers to Yokohama and Hongkong, expired April 6, 1921, and has not been renewed, and the expenditure of $375,000 annually by the government under the contract has ceased.

The contract with the Canadian Pacific Railway for its trans-Pacific mail service began in 1890-91, and was in effect contributory to the system of imperial defense by sea adopted by the British Empire to meet increasing German maritime aggression, as well as a means of assuring regular mail communication between the parts of the Empire. With the scuttling of the surrendered German High Seas Fleet by its officers at Scapa Flow in 1919 the German menace to the British Empire and the naval reason for the Canadian

Pacific contract ceased, and the deficits incurred by the Canadian Government Merchant Marine doubtless suggested economy in mail contracts.

Since April, 1921, the Canadian mails to the Orient are paid for according to international postal rates, the same as the United States pays to foreign steamers for ocean mail transportation, namely, at the rate of 35 cents per pound for letters and 4½ cents per pound for other articles. These rates are paid by the Canadian Government without regard to the flag of the ship which carries the mails, American, Canadian, British, Japanese or other nationality, and the Canadian Pacific Steamship company for over a year has come under this arrangement the same way as any other company, and at the same time is relieved of the conditions of the contract, some of which were somewhat arduous in performance.

The payment of $140,000 annually to the New Zealand Shipping Company for monthly voyages from Montreal during the open season of navigation to Australia and New Zealand ceased the same year. The five year contract with the Union Steamship Company of New Zealand for a service every four weeks between Vancouver and Auckland, New Zealand, for $180,509 expired in August, 1916. It has been renewed as a yearly contract with a reduction of the subsidy to $130,509, and retention of the provision that the call at Suva (Fiji Islands) is conditioned on a subsidy by those islands and the company is authorized to receive such subsidies as Australia and New Zealand may grant.

The mail contract service is now virtually confined to regular lines between Canada, the British crown colonies, and New Zealand in general compliance with the growing tendency of the United Kingdom, the Dominions beyond the Seas, and the colonies to promote inter-imperial trade and communication.

The total appropriations of the Canadian Government for mail subsidies and steamship subventions for the year 1913 were $2,962,900, and $1,463,467 for 1921. The estimates for 1922 were $1,033,800.

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16230

華府発
内田外務大臣
第七四八号

大正五年十月廿九日 記録係接受

廿日前着、一〇

佐分利代理大使

政府ハ目下船舶ノ所有人ニ依リ年々五千万弗ノ損失ヲ忍ヒツツアリ、而シテ船舶ノ蒙ル破損ノ割合ハ私営ノ場合ニ比シ頗ル大ニシテ此儘放任セバ我ガ遠洋航路ハ其必要ナル船舶ヲ失フニ至ラン、斯ノ如キ現状ニ鑑ミ余三アリ、其一ハ建設的ニシテ則チ題案中ナル法案ノ通過ニ和有私営ノ商船隊ヲ建設スルニアリ、其一ハ妨害的ニシテ則チ現在ノ政府任官ヲ徒ラニ以テ私営事業ヲ妨害シ長ク損失ヲ忍ブニアリ、其一ハ破壊的ニシテ政府所有ノ船舶ヲ破壊シ海運国タラントスルノ希望ヲ抛棄シテ以テ恥ノ天下ニ曝スニアリ、今各人ノ執ラントスル所則チ建設的政策ニ外ナラズ、然モ此建設的政策ノ実行ノ為政府ハ新ニ国庫ノ負担ヲ要求スルニアラズ、既ニ年々負担シ来レル五千万弗ヲ減ジテ勘クトモ三千万弗ニ止メントスルニアリ、斯ノ如クモ家的大問題ニ対シ地方的職業的乃至党派的見地ヨリ其運命ヲ決セントスル遺憾ニ堪ヘズ

以テ教育及商務長官、都迄。

15569

電報

在米 佐分利代理大使

内務大臣

十月十日着

十月十一日発

九日大統領ハ来ル十月三十日ヲ期シ臨時議会ヲ召集シタリ右ハ主トシテ船舶補助法案ヲ討議スルモノト解セラル。

F-0029

公信案

文書課長 [illegible]　大正十一年十一月貳日　接受

別紙

文書課發送　大正十一年十一月參日　發送

主管　通商局長

主任　総務課長

（起草大正十一年十一月二日）

（浄書）

（校正（原稿））

（甲號用紙）

機密
普通　第　号

大正十一年十一月二日　附

附屬書　通

受信人名　若宮遞信次官宛

發信人名　埴原次官

件名　加奈陀ニ於ケル航海補助豫算ニ関スル件

緩急

本件ニ関シ今般在米佐分利臨時代理大使ヨリ別紙ノ通リ送付越候ニ付何等御参考迄右ニ及轉送候也

公信案

外務省

別紙　貴方ニ附在米佐分利臨時代理大使来信写ニ通附

陽書二部中一部其後陽附

ノコト

大臣
次官
電信課長
亞細亞
歐米
通商
條約
情報
人事
會計
文書
平和條約

要貝付了

第七二四号

九日大統領ハ来ル十一月二十日ヲ期シ臨時議会ヲ召集シタリ右ハ主トシテ船舶封鎖助法案ヲ討議スルモノト解セラレ居レリ。

55569

華府発
本省着 大正十年十一月十日 午前一〇、二〇

内田外務大臣

佐分利代理大使

大正十二年十一月拾八日記録係接受

件名
綴込名

要領

要貯

公信案

文書課長

大正十一年十一月拾四日 接受

別紙

文書課發送 大正十一年十一月拾五日發送濟

主管 通商局長

主任 (起草大正十一年十一月 日) 大正三年四月九日 通商局總務課長 (淨書)

機密 普通 第 七〇七 號

大正十一年十一月十五日附

附屬書 通

受信人名 在京遞信次官宛

發信人名 外務次官

件名 船舶補助法案ニ關スル件

本件ニ關シ八月二十六日附貴信第一二五號ニ對シ別紙貴ノ通報有ラバ仰ニ在リ

公信案

外務省

ニ付テハ遞信省ヤ

別紙

本件ニ關シ我方ニ於テモ遞信當局ト協議ノ上ニ

(淨書)

(校正(原稿))

(伊號用紙)

急

要電

要電付ヲ

商務課

文書課長

公信案

文書課發送　大正十一年十一月廿七日發送濟

大正十一年十一月廿七日接受

主管　通商局長

主任　（起草大正十一年十一月二十日）

大正三年四月九日記錄係廢止

通商總務課長

機密 普通 第一七五號

大正十一年十一月二十七日附

附屬書　別紙通

受信人名　若宮遞信次官

發信人名　埼玉次官

件名　英國船舶補助法案

綴込

本件ニ関シ八月二十九日附通牒普通合第一五三号ヲ以テ申進ノ次第有之候處今般在米佐分利代理大使ヨリ別紙寫ノ通電報有之候ニ付右送付候也

別電　在米佐分利代理大使ヨリ電報

公信案

外務省

（甲號用紙）

×來ノ如ク特ニ臨時議会ニ上程シタルハ×

後

~~六六八七~~
暗

~~華盛頓発~~ 大正十一年十一月
~~本省着~~ 二十二日 後
主通

内田外務大臣　在米 佐分利臨時代理大使

大正十二年四月九日 記録係接受

米 ~~第七十七號~~

船舶補助法案ニ関シテハ屢次報告ノ次第アリタル処十一月二十日開会ノ臨時議会劈頭本法案下院ニ提出セラレタリ越テ二十一日大統領ハ議会ニ臨シテ大要別電~~第七十八號~~ノ如キ演説ヲ為シタルカ政府側殊ニ大統領ニ於テハ能ク本法案ノ成立ヲ希望シ居ルモノト推スヘク現ニ今次ノ臨時議会ノ召集ガ過般ノ議員選挙ニ於ケル共和党ノ頽勢ニ鑑ミ来年三月四日以後ノ次期新議会ニ至ラバ到底本法案通過ノ見込ナキヲ察シタル結果ニシテ務メテ予算案其他ノ各種重要議案ノ輻湊スル本年十二月開会ノ定期短期議会ニ至ラズ特ニ臨時議会ニ於テ本法案ノ討議ヲ開始シ一気（脱）カラムトスル作戦ナリト伝ヘラル而テ本案ノ下院通過ハ政府党ニ於テ多少ノ修正ヲ認メテ反対ヲ緩和スル以上必スシモ困難ナ

うゐゐゝしてハ一般ノ観測ゑんト言ヘルモ
上陸ニ於ケル本案反対者トシテハ大
部分ノ民主党議員ノ外共和党
中西部諸州選出議員ノ立場ニ属
シ居リテハ其勢力容易ニ抜クベカ
ラザルモノアリ加之民主党側ニテ
ハ東部議員ハ成ルベク之ヲ攻撃議
会ニ於テハ成ルベク煽動トスル用意
侵上方朝議ニ於テハ成ルベク其
結局議会ニ於テハ成ルベク
入ラザルヤ一般ニ

三重性ト観測ゑんヲ見シ。
紐育総領事及商務官ハ郵送ス。

差ノ通

16230

平 華府発 本省着 大十一年十一月廿三日前十一時

内田外務大臣　在米 佐分利代理大使

第七四八号（別電）

政府ハ目下船舶ニ所有人令ニ依リ年々五千万弗ノ損失ヲ忍ヒツヽアリ而シテ船舶ノ蒙ル破損ノ割合ハ私営ノ場合ニ比シ頗ル大ニシテ此侭放任セムカ我カ近キ将来ニ於テ其必要ナル船舶ヲ失フニ至ラン、斯ノ如キ現状ニ處スルノ途三アリ、其一ハ建設的ニシテ則チ懸案中ナル法案ヲ通過シ私有私営ノ商船隊ヲ建設スルニアリ、其ニハ妨害的ニシテ則チ現在ノ政府経営ヲ継續シ以テ私営事業ヲ妨害シ長ノ損失ヲ忍フニアリ、其三ハ破壊的ニシテ政府所有ノ船舶ヲ破壊シ海運國タラントスルノ希望ヲ抛棄シテ以テ恥ヲ天下ニ曝スニアリ、今吾人ノ執ラントスルハ則チ建設的政策ニ外ナラズ、然モ此建設的政策ノ実行ノ為政府ハ新ニ國庫ノ負担ヲ要求スルニアラズ、既ニ年々負担シ来レル五千万弗ヲ減シテ尠クトモ三千万弗ニ止メントスルニアリ、斯ノ如ク國家的大問題ニ対シ地方的職業的乃至党派的見地ヨリ其運命ヲ決セントスルハ遺憾ニ絶ヘズ云々

紐育及商務長官ヘ轉送。

門 類 項 號

電信課長

大臣
次官

亞細亞
米
歐
通
條
約
情
報
人
事
計
會
書
文
平和條約

要目付了

一六一八ニテ
暗

第七二七號

件名
綴込名

日本郵船株式會社
米国ノ船舶法案

盛頓發
有吉大公使ヨリ
二月二十日
二百信

日本郵船株式會社ノ
米国ノ船舶法案ニ付
佐分利臨時代理公使
ヨリ

主通

六年二月五日 記錄係接受

稲田補助法案ハ十一月二十日開會ノ臨時議會ニ提出セラレ翌二十一日大綱ハ議會ニ於テ可決セラレタル旨ハ既ニ電報シタルカ如ク政府側ハ此法案ノ通過ニ大ニ熱心ニ於テハ既ニ本案ノ成立ヲ期待シ居リ

議會ノ召集未タ遠カラサル頃ノ議員選擧ニ於ケル共和黨ノ顯著ナル敗北ニ鑑ミ來年ノ中間選擧ニ於テハ民主黨ノ勢力ニ新議會ニ至ラハ到底本案ノ通過ノ見込ナキヲ察シタル結果ニシテ殆ト本案ノ成立ハ望ミ難シ

尚他方本案ノ成立ニ關シ議會ノ空期短期議會ニ於テ本案ノ討議ヲ開始シ一旦(脱)カラムトスル作戰ナリト傳ヘラルルモ本案ノ下院通過ハ政府當局ニ於テモ之ヲ希望シ修正ヲ認メテ反対ヲ緩和スル以上必ズシモ困難ナ

うかゞヘシトハ一般ノ觀測ニトゴナルモ
上院ニ於テハ安來反対者トシテハ大
部分ノ民主党議員ノ外共和党
中西部諸州選出議員ノ立ニ廣
ゞシアリテ其勢力容易ニ抜ウヤカ
ラザルモノアリ加ヘテ民主党側ニテ
ハ重要議案ハ成ルベク上ノ次期議
會ニ於テ決定セン方得策トスル風
傾上本朝議會ニ於テハ成ルベク其
討議ヲ長引カシムルノ方針ニ出ヅル
結局「フィリバスター」ニ遭ヒ採決ニ
入ラズシテ本朝議會ノ終了ヲ見ル

二至ルベシト觀測ニモノヲシ。
紐育領事及商務官ハ郵送ス。

F-0029

電信課長

大臣
次官
亜細亜
欧米
通商
条約
情報
人事
会計
文書
平和条約

要目付了

第七六六號

一九二九(平)

件名
綴込名 商船補助法案第四

内閣
本府
書記官長

内田外務大臣　佐分利代理大使

大正十一年十二月四日　記録係接受

船舶補助法案ハ十一月廿九日多少ノ修正ヲ以テ二十四票ノ多数ニテ下院ヲ通過セリ。法案御送入、但詳細ハ商務官ヘ御送セリ。

主、通

公信案

文書課長 [illegible]　大正二年十二月六日　接受 22

文書課發送　大正二年十二月六日

主管 通商局長　主任 通總課長

（起草大正二年十二月一日）

（淨書）（校正（原稿））

大正二年四月九日 記錄係接受

別紙（甲號用紙）

通總 普第 [illegible] 號

大正十二年十二月六日　附屬書　通

受信人名 博多出張所及大阪商船會社長宛

發信人名 通商局長

件名 米國船舶補助法案ニ關シ

綴込名 米國船舶法

本件ニ關シ今般左米代理大使ヨリ別紙ノ如キ報告ニ接セリ右御參考迄

通商局長

商報課

雲再回

急

公信案

外務省

左ノ如キ電報ニ接セリ

別紙 十二月一日着在米佐藤代理大使

米電七六 帰ノ件ハ得ノ

F-0029

大正十一年十二月七日

日本郵船株式會社
社長伊東米治郎

外務省通商局長永井松三殿

一、米國船舶補助法案ニ關スル件

右ニ關シ通總普通合第二五〇九號ヲ以テ在米佐分利代理大使ヨリノ來電寫御送付被下難有入手仕候此段御請申上候　敬具

大正十一年十二月拾壹日記錄係

日本郵船株式會社

通總普第二五〇九號

通總務課

外務省通商局長
永井松三殿

東洋汽船株式會社
社長淺野總一

拜啓

一、米國船舶補助法案ニ關スル件

本件ニ關シ十二月六日附通總普通合第二五〇九號貴書ヲ以テ在米佐分利代理大使殿ヨリノ御來電寫御内示被成下正ニ落手御芳志之段難有奉深謝候就而不取敢右御請迄如此ニ御座候　敬具

大正十一年十二月七日

綴込名　大正十一年三月合第二号記錄係

東洋汽船株式會社

大臣
次官
亞細亞
歐米
通商
條約
情報
人事
會計
文書
平和條約

電信課長

電信案

暗號 ✱✱

發電 大正 十一 年 十一 月 十一 日 午前/午後 七 時 五 分

送電番號 九三八

舉天經由
長春經由

（丙號用紙）

主管 通商局長

（起草 大正 十一 年 十二 月 十 日）

主任

大正十一年十一月九日 記錄係接受

件名

綴込名

受信人名 在米 佐分利代理大使宛

第 三五三 號

發信人名 内田大臣

貴電第七六六號ニ關シ

(一) 下院通過案ハ今月十五日附貴信分第一八七號ノ附屬書ト同一ノモノナリヤ

(二) 大統領ハ下院ノ修正ニ滿足セズ上院ニ對シ原提案ニ復活スヘキヲ勸告セルヤノ情報アル處右ハ事實ナリヤ事實トセハ大統領ハ下院ノ爲シタル修正ニ異ラサルヤ

(三) 上院ニ於テハ既ニ高船委員會ヨリ本會議ニ報告セラレタル情報アル處右ハ事實ナリヤ事實トセハ其ノ報告ニ意見要領及今後ニ於ケル形勢

(四) 以上何分ノ儀折返シ回電アラタメテ又本件ハ本邦海運界ニ多大ノ影響アルモノニ付右御含ミノ上貴電第七八四号大統領演說中ニ本件ニ言及セル部分其他今後共心付キノ点ハ適時電報アラ度シ

外務省

電信案

直送

華族令

本省書 大正十年十月一日前、五、二八

内閣外務大臣 伯爵 牧野伊三郎 代理大使

第七六六號

船舶補助法案ハ十一月廿九日多数ノ修正ヲ以テ二十四票ノ多数ニテ下院ヲ通過セリ。

但青島領事及高等官ハ新設セリ。

監督課

商務課

通

郵船

商船

郵船

有附屬物

通 11.12.14 發

通 11.12.14 着

普通 第 69 號

在米國日本大使館

通信 總務課

公第四四一號

綴込名

大正十年十一月二十二日

在米

大正十年四月九日記錄係ヲ受

別冊添附

要注意

臨時代理大使 佐分利貞男

外務大臣伯爵内田康哉殿

船舶補助法案等送付件

十一月二十日下院ニ於テ船舶委員会委員長ヨリ提出セラレタル新船舶補助法案並之ニ関スル報告書各二部及二十一日議会ニ於テ大統領演説二部及送付仰ク

返

67TH CONGRESS, 3d Session. } HOUSE OF REPRESENTATIVES. { REPORT No. 1257.

AMEND AND SUPPLEMENT THE MERCHANT MARINE ACT, 1920.

NOVEMBER 21, 1922.—Committed to the Committee of the Whole House on the state of the Union and ordered to be printed.

Mr. GREENE of Massachusetts, from the Committee on the Merchant Marine and Fisheries, submitted the following

REPORT.

[To accompany H. R. 12817.]

The Committee on the Merchant Marine and Fisheries, to whom was referred the bill (H. R. 12817) to amend and supplement the merchant marine act, 1920, and for other purposes, having considered the same, report thereon with the recommendation that it do pass.

This bill is practically the same as H. R. 12021, reported to the House last June, except for a few changes which are hereinafter discussed. The reasons for the passage of this bill are fully set forth in House Report 1112, accompanying H. R. 12021. The following are the differences between this bill and that bill as reported:

REPORTS BY SHIPPING BOARD.

The second paragraph of section 12 of the shipping act, 1916, requires the board to include in its reports, among other things, "a statement of all expenditures and receipts under this act." This provision, strictly construed, would not require the board to make any statement of expenditures or receipts under any other act than the shipping act. In order to make clear that the board is required to make a statement of all expenditures and receipts, this paragraph of existing law is amended by section 703 of the bill.

INSURANCE.

This section amends section 9 of the merchant marine act of 1920 so as to permit the board to require purchasers of vessels from the board to place the insurance necessary to protect the equity of the United States in the vessel with the separate insurance fund, created

under section 10 of the merchant marine act of 1920, in any case where the purchaser is unable to place such insurance with American insurance companies at as low a rate as that quoted by foreign insurance companies. It is obviously desirable that such insurance shall be placed at home, but at the same time the purchaser should not be burdened with the added insurance cost where for any reason he is unable to obtain his insurance with American companies at as favorable rate as from the foreign companies. To meet this situation the board is given authority to permit the placing of such insurance under these special circumstances in the insurance fund. This applies both to hull insurance and to protection and indemnity insurance. With respect to the latter form of insurance the board is permitted to waive the requirement that it shall be furnished by the purchaser in all cases. This is to meet the situation where the character of the vessel sold by the board is such as to make protection and indemnity insurance unnecessary for the proper protection of the Government's equity.

Section 10 of the merchant marine act of 1920 is amended so as to make possible the carrying out of the provisions of section 9 as amended. In addition, the language of section 10 is broadened so as to remove any doubt as to the power of the board to cover in its separate insurance fund every form of insurance, including both hull and protection and indemnity insurance, to the full extent of the interest or equity of the United States in any vessel. (See secs. 3 and 4 of the bill.)

COMPENSATION FOR THE CARRIAGE OF MAILS.

Under H. R. 12021 it is contemplated that any vessel in respect of which a contract for compensation under that act was executed would forego any compensation for mail other than parcel post and that compensation which would otherwise have accrued for such transportation would be turned over to the merchant marine fund. This procedure met with objections on the part of the Post Office Department, which contended that without receiving compensation directly for the carriage of mails vessels would cease to take an interest in the carriage of mails and the efficiency of the service would suffer therefrom. They also felt that certain administrative difficulties would arise in view of the fact that all compensation would be vested in the hands of the Shipping Board and that the Post Office Department, on which the responsibility for mail services still lay, would be deprived of effective authority and control over the carriers.

It was also felt that a certain amount of inequity might result. Cases might occur where two carriers were receiving the same subsidy but one was carrying large quantities of mail, while the other was carrying little, if any.

In order to correct this situation and at the same time to remove conflicting and obsolete legislation, the following changes are made:

Vessels receiving subsidy are not required to carry mails free of charge and the provision whereby the compensation properly payable for such transportation of mails was to be paid into the merchant marine fund is struck out. The ocean mail act of 1891, no longer practically effective and under which no contracts exist to-day, is repealed. Sections 7 and 24 of the merchant marine act of 1920 are

amended by striking out so much thereof as authorizes the Postmaster General, in conjunction with the Shipping Board, to enter into contracts for the carriage of mails. (See sec. 6 of the bill.)

In addition to the foregoing reasons for the change, there is the added one that the application of the eighteenth amendment and the Volstead Act seriously affects the revenues of passenger ships. It is these ships which usually carry the mails, and the committee, feels that the slight additional compensation which would thereby accrue to passenger vessels is highly desirable in view of the difficulty experienced in maintaining under our laws American passenger services in competition with foreign services on which those laws are not applicable.

RATES OF INTERSTATE WATER CARRIERS.

The act of 1916 provided that common carriers by water in interstate commerce should file with the board their maximum rates and that if an unfair or unreasonable rate were charged the board could prescribe a just and reasonable maximum rate.

Section 704 amends section 18 of the shipping act of 1916 so that such carriers shall file with the board their actual rates, fares, and charges. These rates and charges can not be altered except with the approval of the board, and after 15 days' notice in the case of an increase and 5 days' notice in the case of reduction. In case the board disapproves any rate or charge on the ground that it is unjust or unreasonable, it may prescribe a reasonable rate or a maximum or minimum limit, or both. In this the procedure of the interstate commerce act is followed and the powers given the board herein with regard to interstate carriers by water are those which the Interstate Commerce Commission enjoys with regard to interstate commerce by rail.

APPROVAL OF BOARD TO TRANSFER OF DOCUMENTATION.

Section 42 of the shipping act of 1916 provides that vessels are documented under the laws of the United States until their documents are surrendered with the approval of the board. As it reads, however, this section only applies to subdivision B of section 37 of the same act, which subdivision prohibits the transfer without the approval of the board of a vessel documented under the laws of the United States during war or national emergency. The effect of the amendment, which consists of the addition of the words "of section 9 and," is to make the board's approval of the surrender of documents equally necessary in time of peace and to prevent any evasion of the provisions of section 9 by first surrendering the vessel's documents and then transferring the undocumented vessel. (See sec. 709 of the bill.)

HOME PORT OF VESSELS OF THE UNITED STATES.

Section 4141 of the Revised Statutes reads as follows:

Every vessel, except as is hereinafter provided, shall be registered by the collector of that collection district which includes the port to which such vessel shall belong at the time of her registry, which port shall be deemed to be that at or nearest to which the owner, if there be but one, or if more than one, the husband or acting and managing owner of such vessel, usually resides.

The above section was enacted in 1792, before the time when corporations were engaged in operating vessels. The language of the provision was framed without consideration of the possibility of corporate, as distinguished from individual, ownership of vessels. The result is that, if the requirement that a vessel's home port be the place where "the owner * * * usually resides" were literally enforced, many of our vessels would have home ports in such interior points as Denver, Colo., and Nogales, Ariz. However, the Bureau of Navigation has in practice generally authorized the issuance of the marine documents of a vessel at the port where the greater part of the vessel business of the owner is conducted rather than at such interior points. This interpretation of existing law is based in part upon the decision of the Supreme Court of the United States in White's Bank *v.* Smith (1868), 7 Wall. 646, in which the court remarked that the home port is the port where negotiations or dealings with respect to vessels would naturally be conducted and in part upon certain implications drawn from the case of Southern Pacific Co. *v.* Kentucky (1911), 222 U. S. 63. This existing practice of the Bureau of Navigation is made law by the present bill in order that any question as to the lawful authority of the bureau to select coast ports as home ports rather than interior points in the State in which the corporation is created may be removed.

The question of the home port of the vessel also is of importance, not only in connection with the place of issuance of marine documents but in determining the place at which records of sales, conveyances, and mortgages of vessels of the United States shall be made. Subsection B of section 30 of the merchant marine act, 1920, is therefore amended to require that such record shall be made at the home port, as shown in the vessel's documents. In inserting the language "as shown in the vessel's documents," the validity of the record is made to rest not upon the vendee's or mortgagee's guess as to the home port of the vessel but on the definite fact of the actual determination of the home port by the collector of customs and the Secretary of Commerce, as shown in the vessel's documents.

While the general rule provided by the change is that the home port shall be "that port of documentation at or nearest to, and in the same customs district as, the place at which there is conducted the greater part of the vessel business of the owner," the Secretary of Commerce is given power by regulation to prescribe home ports in cases not within the above rule—as, for instance, vessels owned by the United States or the United States Emergency Fleet Corporation, vessels not engaged in trade, as yachts or cable boats—and cases where there is no port of documentation in the same customs district as that which includes the place where the greater part of the vessel business of the owner is conducted.

The new provisions as to the home port of a vessel do not change the existing law (sec. 4178 of the Revised Statutes, as supplemented by sec. 21 of the act of June 26, 1884) relating to the port of hail of a vessel; i. e., the port whose name is to be painted upon the bow and stern of the vessel.

The new provisions determining the home port of a vessel do not in any way affect the situs of a vessel for taxation purposes, for the Supreme Court has held in Southern Pacific Co. *v.* Kentucky, above cited, that the taxable situs of a vessel is not dependent in any way upon the home port or port of hail.

Subsection O of section 30 of the merchant marine act, 1920, is also amended. The existing law provides that the documents of a vessel covered by a preferred mortgage may not be surrendered without the approval of the board, except in case of the forfeiture of the vessel and its sale by court order. By agreement between the Bureau of Navigation and the United States Shipping Board the board has given a blanket approval to surrender of the documents of a vessel covered by a preferred mortgage, in case of the renewal of the documents without change in ownership of the vessel, and in case of change of documents incident to change of trade, but without change of ownership of the vessel. These additional cases are now incorporated in the law. (See secs. 705 to 708 of the bill.)

TAX PROVISIONS.

Several minor changes have been made in the administrative provisions of Title II of the bill relating to taxation.

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MESSAGE

OF THE

PRESIDENT OF THE UNITED STATES

TO

THE CONGRESS

NOVEMBER 21, 1922

WASHINGTON
GOVERNMENT PRINTING OFFICE
1922

ADDRESS.

MEMBERS OF THE CONGRESS:

Late last February I reported to you relative to the American merchant marine, and recommended legislation which the Executive branch of the Government deemed essential to promote our merchant marine and with it our national welfare. Other problems were pressing and other questions pending, and for one reason or another, which need not be recited, the suggested legislation has not progressed beyond a favorable recommendation by the House committee. The committee has given the question a full and painstaking inquiry and study, and I hope that its favorable report speedily will be given the force of law.

It will be helpful in clearing the atmosphere if we start with the frank recognition of divided opinion and determined opposition. It is no new experience. Like proposals have divided the Congress on various previous occasions. Perhaps a more resolute hostility never was manifest before, and I am very sure the need for decisive action—decisive, favorable action—never was so urgent before.

We are not now dealing with a policy founded on theory, we have a problem which is one of grim actuality. We are facing insistent conditions, out of which will come either additional and staggering Government losses and national impotence on the seas, or else the unfurling of the flag on a great American merchant marine commensurate with our commercial importance, to serve as carrier of our cargoes in peace and meet the necessities of our defense in war. There is no thought here and now to magnify the relation of a merchant marine to our national defense. It is enough to recall that we entered the World War almost wholly dependent on our Allies for transportation by sea. We expended approximately three billions, feverishly, extravagantly, wastefully, and impractically. Out of our eagerness to make up for the omissions of peace and to meet the war emergency we builded and otherwise acquired the vast merchant fleet which the Government owns to-day.

In the simplest way I can say it, our immediate problem is not to build and support a merchant shipping, which I hold to be one of the highest and most worthy aspirations of any great people; our problem is to deal with what we now possess. Our problem is to relieve the Public Treasury of the drain it is already meeting. Let

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us omit particulars about the frenzied war-time building. Possibly we did full as well as could have been done in the anxious circumstances. Let us pass for the moment the vital relationship between a merchant marine and a commercially aspiring nation. Aye, let us suppose for a moment the absurdity that with one $3,000,000,000 experience, and with the incalculable costs in lives and treasure which may be chargeable to our inability promptly to apply our potency—which God forefend happening again—let us momentarily ignore all of these and turn to note the mere business problem, the practical question of dollars and cents with which we are confronted.

The war construction and the later completion of war contracts, where completion was believed to be the greater economy to the Public Treasury, left us approximately 13,200,000 gross tonnage in ships. The figures are nearer 12,500,000 tons now, owing to the scrapping of the wooden fleet. More than half this tonnage is Government owned, and approximately 2,250,000 tons are under Government operation in one form or another. The net loss to the United States Treasury—sums actually taken therefrom in this Government operation—averaged approximately $16,000,000 per month during the year prior to the assumption of responsibility by the present administration. A constant warfare on this loss of public funds, and the draft to service of capable business management and experienced operating directors, have resulted in applied efficiency and enforced economies. It is very gratifying to report the diminution of the losses to $4,000,000 per month, or a total of $50,000,000 a year; but it is intolerable that the Government should continue a policy from which so enormous a Treasury loss is the inevitable outcome. This loss, moreover, attends operation of less than a third of the Government-owned fleet.

It is not, therefore, a question of adding new Treasury burdens to maintain our shipping; we are paying these burdens now. It is not a question of contracting an outlay to support our merchant shipping, because we are paying already. I am not asking your authorization of a new and added draft on the Public Treasury; I am appealing for a program to diminish the burden we are already bearing.

When your executive Government knows of public expenditures aggregating fifty millions annually, which it believes could be reduced by half through a change of policy, your Government would be unworthy of public trust if such a change were not commended, nay, if it were not insistently urged.

And the pity of it is that our present expenditure in losses is not constructive. It looks to no future attainments. It is utterly ineffective in the establishment of a dependable merchant marine, whereas the encouragement of private ownership and the application of individual initiative would make for a permanent creation, ready and answerable at all times to the needs of the Nation.

But I have not properly portrayed all the current losses to the Public Treasury. We are wearing out our ships without any provision for replacement. We are having these losses through deterioration now, and are charging nothing against our capital account. But the losses are there, and regrettably larger under Government operation than under private control. Only a few years of continued losses on capital account will make these losses through depreciation alone to exceed the fifty millions a year now drawn to cover losses in operation.

The gloomy picture of losses does not end even there. Notwithstanding the known war cost of three billions of dollars for the present tonnage, I will not venture to appraise its cash value to-day. It may as well be confessed now as at some later time that in the mad rush to build, in establishing shipyards wherever men would organize to expend Government money, when we made shipbuilders overnight quite without regard to previous occupations or pursuits, we builded poorly, often very poorly. Moreover, we constructed without any formulated program for a merchant marine. The war emergency impelled, and the cry was for ships, any kind of ships. The error is recalled in regret rather than criticism. The point is that our fleet, costing approximately three billions, is worth only a fraction of that cost to-day. Whatever that fraction may be, the truth remains that we have no market in which to sell the ships under our present policy, and a program of surrender and sacrifice and the liquidation which is inevitable unless the pending legislation is sanctioned, will cost scores of millions more.

When the question is asked, Why the insistence for the merchant marine act now? the answer is apparent. Waiving every inspiration which lies in a constructive plan for maintaining our flag on the commercial highways of the seas, waiving the prudence in safeguarding against another $3,000,000,000 madness if war ever again impels, we have the unavoidable task of wiping out a $50,000,000 annual loss in operation, and losses aggregating many hundreds of millions in worn-out, sacrificed, or scrapped shipping. Then the supreme humiliation, the admission that the United States—our America, once eminent among the maritime nations of the world—is incapable of asserting itself in the peace triumphs on the seas of the world. It would seem to me doubly humiliating when we own the ships and fail in the genius and capacity to turn their prows toward the marts of the world.

This problem can not longer be ignored, its attempted solution can not longer be postponed. The failure of Congress to act decisively will be no less disastrous than adverse action.

Three courses of action are possible, and the choice among them is no longer to be avoided.

The first is constructive—enact the pending bill, under which, I firmly believe, an American merchant marine, privately owned and privately operated, but serving all the people and always available to the Government in any emergency, may be established and maintained.

The second is obstructive—continue Government operations and attending Government losses and discourage private enterprise by Government competition, under which losses are met by the Public Treasury, and witness the continued losses and deterioration until the colossal failure ends in sheer exhaustion.

The third is destructive—involving the sacrifice of our ships abroad or the scrapping of them at home, the surrender of our aspirations, and the confession of our impotence to the world in general, and our humiliation before the competing world in particular.

A choice among the three is inevitable. It is unbelievable that the American people or the Congress which expresses their power will consent to surrender and destruction. It is equally unbelievable that our people and the Congress which translates their wishes into action will longer sustain a program of obstruction and attending losses to the Treasury.

I have come to urge the constructive alternative, to reassert an American "We will." I have come to ask you to relieve the responsible administrative branch of the Government from a program upon which failure and hopelessness and staggering losses are written for every page, and let us turn to a program of assured shipping to serve us in war and to give guaranty to our commercial independence in peace.

I know full well the hostility in the popular mind to the word "subsidy." It is stressed by the opposition and associated with "special privilege" by those who are unfailing advocates of Government aid whenever vast numbers are directly concerned. "Government aid" would be a fairer term than "subsidy" in defining what we are seeking to do for our merchant marine, and the interests are those of all the people, even though the aid goes to the few who serve.

If Government aid is a fair term—and I think it is—to apply to authorizations aggregating $75,000,000 to promote good roads for market highways, it is equally fit to be applied to the establishment and maintenance of American market highways on the salted seas. If Government aid is the proper designation for fifteen to forty millions annually expended to improve and maintain inland waterways in aid of commerce, it is a proper designation for a needed

assistance to establish and maintain ocean highways where there is actual commerce to be carried.

But call it "subsidy," since there are those who prefer to appeal to mistaken prejudice rather than make frank and logical argument. We might so call the annual loss of fifty millions, which we are paying now without protest by those who most abhor, we might as well call that a "subsidy." If so, I am proposing to cut it in half, approximately, and to the saving thus effected there would be added millions upon millions of further savings through ending losses on capital account—Government capital, out of the Public Treasury, always remember—and there would be at least the promise and the prospect of the permanent establishment of the needed merchant marine.

I challenge every insinuation of favored interests and the enrichment of the special few at the expense of the Public Treasury. I am, first of all, appealing to save the Treasury. Perhaps the unlimited bestowal of Government aid might justify the apprehension of special favoring, but the pending bill, the first ever proposed which carries such a provision, automatically guards against enrichment or perpetuated bestowal. It provides that shipping lines receiving Government aid must have their actual investment and their operating expenses audited by the Government, that Government aid will only be paid until the shipping enterprise earns 10 per cent on actual capital employed, and immediately that when more than 10 per cent earning is reached, half of the excess earnings must be applied to the repayment of the Government aid which has been previously advanced. Thus the possible earnings are limited to a very reasonable amount if capital is to be risked and management is to be attracted. If success attends, as we hope it will, the Government outlay is returned, the inspiration of opportunity to earn remains, and American transportation by sea is established.

Though differing in detail, it is not more in proportion to their population and capacity than other great nations have done in aiding the establishment of their merchant marines, and it is timely to recall that we gave them our commerce to aid in their upbuilding, while the American task now is to upbuild and establish in the face of their most active competition. Indeed, the American development will have to overcome every obstacle which may be put in our path, except as international comity forbids. Concern about our policy is not limited to our own domain, though the interest abroad is of very differing character. I hope it is seemly to say it, because it must be said, the maritime nations of the world are in complete accord with the opposition here to the pending measure. They have a perfect right to such an attitude. When we look from their viewpoints we can understand. But I wish to stress the American view-

point. Ours should be the viewpoint from which one sees American carriers at sea, the dependence of American commerce, and American vessels for American reliance in the event of war. Some of the costly lessons of war must be learned again and again, but our shipping lesson in the World War was much too costly to be effaced from the memory of this or future generations.

Not so many months ago the head of a company operating a fleet of ships under our flag called at the Executive Offices to discuss a permit to transfer his fleet of cargo vessels to a foreign flag, though he meant to continue them in a distinctly American service. He based his request for transfer on the allegation that by such a transfer he could reduce his labor costs alone sufficiently to provide a profit on capital invested. I do not vouch for the accuracy of the statement nor mean to discuss it. The allusion is made to recall that in good conscience Congress has created by law conditions surrounding labor on American ships which shipping men the world over declare result in higher costs of operation under our flag. I frankly rejoice if higher standards for labor on American ships have been established. Merest justice suggests that when Congress fixes these standards, it is fair to extend Government aid in maintaining them until world competition is brought to the same high level, or until our shipping lines are so firmly established that they can face world competition alone.

Having discussed in detail the policy and provisions of the pending bill when previously addressing you, I forbear a repetition now. In individual exchanges of opinion not a few in House or Senate have expressed personal sympathy with the purposes of the bill, and then uttered a discouraging doubt about the sentiment of their constituencies. It would be most discouraging if a measure of such transcending national importance must have its fate depend on geographical, occupational, professional, or partisan objections. Frankly I think it loftier statesmanship to support and commend a policy designed to effect the larger good to the Nation than merely to record the too hasty impressions of a constituency. Out of the harmonized aspirations, the fully informed convictions, and the united efforts of all the people will come the greater Republic. Commercial eminence on the seas, ample agencies for the promotion and carrying of our foreign commerce, are of no less importance to the people of Mississippi and the Missouri Valley, the great Northwest, and the Rocky Mountain States, than to the seaboard States and industrial communities building inland a thousand miles or more. It is a common cause, with its benefits commonly shared. When people fail in the national viewpoint, and live in the confines of community selfishness or narrowness, the sun of this Republic will have passed its merid-

ian, and our larger aspirations will shrivel in the approaching twilight.

But let us momentarily put aside the aspiring and inspiring viewpoint. The blunt, indisputable fact of the loss of fifty millions a year under Government operation remains; likewise the fast diminishing capital account, the enormous war expenditure, to which we were forced because we had not fittingly encouraged and builded as our commerce expanded in peace. Here are facts to deal with, not fancies wrought out of our political and economic disputes. The abolition of the annual loss and the best salvage of the capital account are of concern to all the people.

It is my firm belief that the combined savings of operating losses and the protection of the capital account through more advantageous sales of our war-built or war-seized ships, because of the favoring policy which the pending bill will establish, will more than pay every dollar expended in Government aid for 25 years to come.

It should be kept in mind that the approximate sum of five millions annually paid for the transport of ocean mails is no new expenditure. It should be kept in mind that the loan fund to encourage building is not new; it is the law already, enacted by the essentially unanimous vote of Congress. It is only included in the pending bill in order to amend so as to assure the exaction of a minimum interest rate by the Government, whereas the existing law leaves the grant of building loans subject to any whim of favoritism.

It should be kept in mind, also, that there are assured limitations of the Government aid proposed. The direct aid, with ocean carrying maintained at our present participation, will not reach twenty millions a year, and the maximum direct aid, if our shipping is so promoted that we carry one-half our deep-seas commerce, will not exceed thirty millions annually. At the very maximum of outlay we should be saving twenty millions of our present annual operating loss. If the maximum is ever reached, the establishment of our merchant marine will have been definitely recorded and the Government-owned fleet fortunately liquidated.

From this point of view it is the simple, incontestable wisdom of businesslike dealing to save all that is possible of the annual loss and avoid the millions sure to be lost to the Government's capital account in sacrificing our fleet. But there is a bigger, broader, more inspiring viewpoint, aye, a patriotic viewpoint. I refer to the constructive action of to-day, which offers the only dependable promise of making our war-time inheritance of ships the foundation of a great agency of commerce in peace and an added guaranty of service when it is necessary to our national defense.

Thus far I have been urging Government aid to American shipping, having in mind every interest of our producing population, whether of mine, factory, or farm, because expanding commerce is the foremost thought of every nation in the world to-day.

I believe in Government aid becomingly bestowed. We have aided industry through our tariffs; we have aided railway transportation in land grants and loans. We have aided the construction of market roads and the improvement of inland waterways. We have aided reclamation and irrigation and the development of water power; we have loaned for seed grains in anticipation of harvests. We expend millions in investigation and experimentation to promote a common benefit, though a limited few are the direct beneficiaries. We have loaned hundreds of millions to promote the marketing of American goods. It has all been commendable and highly worth while.

At the present moment the American farmer is the chief sufferer from the cruel readjustments which follow war's inflations, and befitting Government aid to our farmers is highly essential to our national welfare. No people may safely boast a good fortune which the farmer does not share.

Already this Congress and the administrative branch of the Government have given willing ear to the agricultural plea for postwar relief, and much has been done which has proven helpful. Admittedly, it is not enough. Our credit systems, under Government provision and control, must be promptly and safely broadened to relieve our agricultural distress.

To this problem and such others of pressing importance as reasonably may be dealt with in the short session I shall invite your attention at an early day.

I have chosen to confine myself to the specific problem of dealing with our merchant marine because I have asked you to assemble two weeks in advance of the regularly appointed time to expedite its consideration. The Executive branch of the Government would feel itself remiss to contemplate our yearly loss and attending failure to accomplish if the conditions were not pressed for your decision. More, I would feel myself lacking in concern for America's future if I failed to stress the beckoning opportunity to equip the United States to assume a befitting place among the nations of the world whose commerce is inseparable from the good fortunes to which rightfully all peoples aspire.

門 2
類 6
項 一

電信課長

大臣
次官

要目付了

亞細亞
歐米
通商
條約
情報
人事
會計
文書
平和條約

17495
(暗)

第七九一號

電報ヲ六五三号ニ関シ

(一)ト院通過案ハ後電第一八七号ノ附
電報ト同一ノモノニ非ズ十一月三十三日附公第四
三一号ヲ以テ報告済ノ商船委員長提出
案ニ多少ノ修正ヲ加ヘタルモノナリ右通過案
ハ十二月六日附公第四四五号ヲ以テ郵送セリ
尚記事員長提案ナルモノハ後電第三八八号修
正ノ外更ニ(二)現行商船法第九条及第十条

件名
綴込名 第四回帝国議会関係 船舶

発電者 大正十年十二月十五日 発
着信者 佐分利代理公使

主通

大正十二年壹月拾六日記錄係接受

保険地建定ノ改正(二)前議案中ノ補助
船舶ノ郵便物魚料輸送ノ建定ヲ相当補償
ヲ普フル事ニ改メムトスル修正(三)現行法ノ船
籍税ニ関スル建定ノ修正等ヲ含タルモノナル処下
院ニ於ケル修正ノ主要ナルモノハ主要点ノ通
(一)「イ」運賃ノ五分ニ相当スル額ノ減税ニ関
スル條項ヲ削除セル事「ロ」毎年議会ノ協賛
ヲ経ルニ非ザレバ商船資金ヲ支出スル事ヲ得ズ
トノ建定ヲ附加セル事
(二)大統領ガ下院ノ修正案ニ満足セザル事ヲ
表明シタルハ事実ニシテ十二月一日新支記者トノ
会見ノ際其ノ旨ヲ述ベタル由聖日ノ諸新聞ニ

F-0029

報ゼラレタリ右下院ノ修正中大綱欽ノ品ヲ和
蘭トスル処ハ「ロ」項ニテ政府ガ商船資金ヲ
支出スルニ当リ年々議会ノ協賛ヲ要スル事ト
為スニ於テハ政府ノ継続的援助及保障ヲ奪
フヤウノコトニテ船舶ハ到底政府所有ノ船舶ノ購
入ヲ欲セザル可シトスルニアリ

（三）十二月九日十一對五ヲ以テ上院商務委員
会ヲ通過セリ右委員会案ハ郵送ス高委員
会ノ修正中主要ナルモノ左ノ通

「イ」外債保障ニ関スル規定全部削除セル
事「ロ」商船資金ノ支出ハ毎年議会ノ協賛
ヲ経ル事ヲ要ストノ規定ヲ削除シ之ニ代ルニ政府
ガ保障契約ヲ締結スルニ当リテハ十五年ヲ超
エル事ヲ得ズ又保障総額毎年三千万弗ヲ
超過スル事ヲ得ズトノ規定ヲ添加セル事

「ハ」建造費貸付資金ノ貸出ハ自己ノ製品ヲ
輸送スル為ニ建造スル船舶ニ適用セストノ規定
ヲ加ヘタル事

（四）往電第七八四号大統領諮問ノ説中ニハ直
接本件ニ言及セル部分ナシ

（五）上院ハ十一月ヨリ本案ノ討議ヲ開始シタ
ルガ同案ノ後ノ成行ニ関シテハ往電第七四七
号ノ通觀測ヲ為スヲ依然多数ナリ
紐育総領事ヨリ高務官ヘ郵送セリ

文書課長

公信案

大正十一年十二月拾八日接受

文書課發送　大正十一年十二月拾九日發送濟

主管　通商局長

主任　總務課

機密　第一九四號

大正十一年十二月十九日附

附屬書　別紙一通

受信人名　若宮遞信次官宛

發信人名　埴原次官

件名　米國船舶補助法案ニ関スル件

綴込名

本件ニ関シ今般在米佐分利代理大使ヨリ別紙寫一通電報有之候ニ付右送付ス

公信案

外務省

送付候間御了悉相成度此段申進候也

別紙十二月十二日付佐分利代理大使等七九号ノ改文電報寫送附ノコト

（起草大正十一年十一月十八日）

（浄書）

（校正）

（原稿）

（浄書）

大正十三年四月九日　記錄係接受

（甲號用紙）

主通

~~一八四七五~~
暗号

~~華盛頓~~東京 ~~発~~着 ~~十一年~~ 十二月十三日 前十時三十分

在米 佐分利代理大使

内田外務大臣

（第七九一號）（訂正）

米国下院ヲ通過セル船舶補助法案ノ

~~貴電第六五三號ニ関シ~~

（一）~~米國~~下院通過案ハ~~往信公第一八七號附屬~~

~~寫書ト同一ノモノニ非ス十一月三十日附公信~~

~~三十二號ヲ以テ報告済ナル商船委員長提出~~

~~案ニ多少ノ修正ヲ加ヘタルモノナル右通過案~~

~~ハ十二月十四日附公信四〇五號ヲ以テ郵送セリ~~

~~前記委員長提出案ト~~往電第三八八號ノ

往電通過案ト合第一一二〇號ヲ先ツ 修正ノ点ハ

更ニ（一）現行商船法第九條及第十條

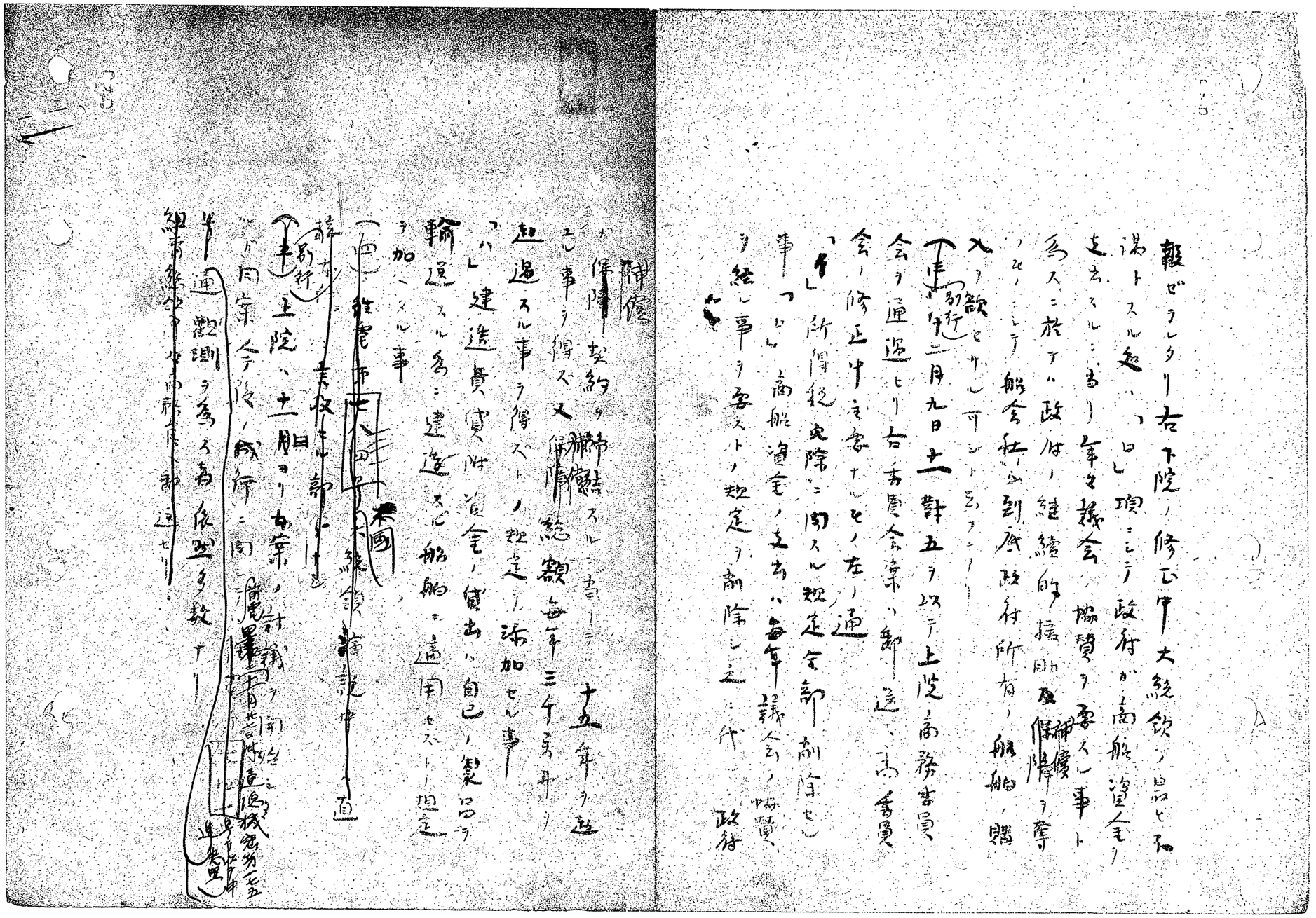
保険ノ規定ノ改正（二）前議案中ノ補助船舶ノ郵便物無料輸送ノ規定ヲ相当補償ヲ共フル事ニ改メムトスル修正（三）現行法ノ船籍ニ関スル規定ノ修正等ヲ企テタルモノナル処下院ニ於ケル修正ノ主要ナルモノハ大要

（イ）運賃ノ五分ニ相当スル額ノ減税ニ関スル條項ヲ削除セル事（ロ）毎年議会ノ協賛ヲ経ルニ非サレハ商船資金ヲ支出スル事ヲ得ス

△各項ヲ挿入セシコト「ハ」自己ノ生産品ノ運搬ニ従事スル船舶ニ対シテハ補償ヲ与ヘサルコトノ規定ヲ設ケタル事

（別行）大統領カ下院ノ修正案ニ満足セサル事ヲ表明シタルハ事実ニシテ十二月一日新年記念

~~会見~~ノ際其ノ旨ヲ述ヘタル由聖日ノ新聞ニ



公信案

文書課長 大正十一年十二月拾九日接受

文書課發送 大正十一年十二月拾九日 電送濟

主管 通商局長

主任 総務課 佐島

(起草大正十一年十一月十九日)

(淨書)

(校正(原稿))

(淨書)

(甲號用紙)

要目付

機密 普通 第一八八号

大正十一年十一月十九日附

附屬書 通

受信人名 若宮遞信次官宛

發信人名 植原次官

件名 米國船舶補助法案ニ関スル件

綴込名

本件ニ関シ今般在米佐分利代理大使ヨリ別添ノ通十一月九日米國下院商船委員會委員長ヨリ提出ノ新船舶補助法案ノ要旨並同日議會ニ於ケル米國大統領ノ演説要領送付越候ニ付右ニ及送付候間御査閲相成度此段申進候也

別紙十一月二十日附在米佐分利代理大使来信第四三一号附屬書一括添付ノコト

公信案

外務省

F-0029