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INSTRUCTIONS AND ORDERS FOR
PORT GUARDS AND
NAVAL SHIP INSPECTORS.

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NAVY DEPARTMENT
OFFICE OF CHIEF OF NAVAL OPERATIONS
Washington

24 January 1936

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TO BE INSERTED FOLLOWING LETTER OF PROMULGATION DATED 19 OCTOBER 1932

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NAVAL GUARDS.

Part I.

HISTORICAL

1. During the World War one of the great needs was found to be shipping. The same will be true in a similar major emergency and in consequence conservation of that already afloat or what may be acquired will be vital.

2. The Intelligence Services of all the Allied countries regarded the handling of crews, passengers and cargoes as one of the most important matters to cover in counter-espionage in order to prevent sabotage of vessels or cargoes and in uncovering enemy agents and spies. There was no doubt that the carrying of correspondence and contraband became a regular business, and large sums of money were paid for smuggling persons, correspondence and material to or from belligerent countries. It was found that the examination of baggage, ships and cargoes, without search of the persons of officers, crews, and passengers, as well as cabins and store rooms of ships, was futile and useless, as the seagoing public quickly learned that only baggage and ships were searched, and not the person. In consequence, contraband, letters, and other matter were carried both in and out, on the person and in the clothing. Letters were written even on the skin.

3. Under the terms of the Espionage Act of 15 June, 1917, the Secretary of the Treasury makes, "subject to the approval of the President, rules and regulations governing the anchorage and movement of any vessel - - - - in the territorial waters of the United States", and "may inspect such vessel at any time, place guards thereon, and, if necessary in his opinion in order to secure such vessel from damage or injury, or to prevent damage or injury to any harbor or waters of the United States, or to secure the observance of the rights and obligations of the United States, may take, by and with the consent of the President, for such purposes, full possession and control of such vessel, and remove therefrom the officers and crew thereof and all other persons not specially authorized by him to go or remain on board thereof".

4. Section 4 of the act provides that "The President may employ such part of the land or naval forces of the United States as he may deem necessary to carry out the purpose of this title".

5. Following a Presidential Proclamation invoking the authority of the "Espionage Act", The Secretary of the Treasury issued certain general rules, and immediately called upon the Navy for aid in protecting shipping.

6. Because of the looseness of the rules and regulations, and lax enforcement by civilian departments, friction and misunderstandings immediately began to appear, to obviate which, various conferences were held, and supplementary orders and instructions were issued from

PROMULGATION.

SECRET.

Navy Department,
Washington, D.C.,
19 October 1932.

INSTRUCTIONS AND ORDERS FOR PORT GUARDS AND NAVAL SHIP

INSPECTORS.

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- References: (a) W.P.L. (8).
(b) W.P.L. (14).
(c) Naval District Manual, 1927.

1. The following instructions for Port Guards and Naval Ship Inspectors are issued for use in connection with the preparation of Plan O-8 (COLOR), and for execution in time of hostilities, when ordered.

2. They are the result of studies, made in the Office of Naval Intelligence, of instructions, orders, rules, and regulations issued from time to time during the World War for the control and guidance of men assigned to Ship Inspection and as Port Guards to carry out the duties laid down for the Navy for the protection of shipping, the prevention of espionage and sabotage, and the safeguarding of national interests so far as the Navy was empowered to act.

3. The execution of these instructions is dependent upon emergency legislation, or the authority of a Presidential Proclamation. One or the other is expected before the outbreak of any hostilities. Preparations, however, must be made for safeguarding shipping, and all Districts must be prepared to take action under these instructions as soon as ordered.

4. Comments, suggestions, or inquiries in connection therewith are invited, but until changed by this Office these instructions will govern.

Hayne Ellis,
Captain, U. S. Navy,
Director of Naval Intelligence.

Approved.

W. R. Sexton,
Rear Admiral, U.S. Navy,
Acting Chief of Naval Operations.

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time to time. However, until the Office of Naval Intelligence formulated, issued and executed a plan for the protection of the shipping in our ports, vessels were, to all intents and purposes, unprotected.

7. Under an agreement arranged between representatives of the interested Offices and Bureaus of the Departments of State, War, Justice, Commerce, Labor and Navy, the Office of Naval Intelligence was charged with the duty of keeping strict surveillance over all passengers arriving in or departing from United States ports. All information received by a Government Department in regard to the arrival or attempted departure of suspects was referred to that Office, and by it transmitted to the Naval District offices in the proper district. It was then the duty of the District Intelligence Officer to locate the suspect, and have him detained by the Immigration officers, awaiting investigation.

8. The Office of Naval Intelligence collected the evidence, and, if sufficient proof of guilt was established, took action through the Department of Justice leading to prosecution and incarceration.

9. Later, when the rules governing the work in the Districts was promulgated, the surveillance of the Office of Naval Intelligence was extended to include ships, their officers and crews, and cargoes, in addition to passengers.

10. The State Department, being the Department controlling passports, and having the final authority on visas, drew up rules and regulations for their control during the war. The Treasury Department, under the authority of the Espionage Act, issued orders to carry out the State Department regulations in this connection, in part as follows: - (Note. As these were issued to govern conditions existing during the World War they are not now in effect).

11. (a) "Attention is invited to the provisions of Section 49 of the Confidential Instructions relating to the control of foreign travel, dated 8 August, 1918, and to the provisions of the Supplementary Order, dated 21 October, 1918, issued by the Department of State as follows: -

"Sec. 49. Representatives of the Office of Naval Intelligence, the Military Intelligence Branch, and the Department of Justice shall be entitled to attend and participate in all examinations of aliens or citizens about to depart from or enter the United States. If any such representatives object to the departure or admission of an applicant the Control Officer shall temporarily refuse permission to depart or enter, and shall forthwith refer the case to the Secretary of State for final decision; provided that no American passport shall be taken up without the consent of the Secretary of State".

(b) Supplemental Order.

"Examination and Search of persons entering and leaving the

"United States".

(1) Examination of persons who leave the United States shall be carried on in accordance with the Provisions of Sections 42 to 49 inclusive, of the Confidential Instructions of August 8, 1918, but the following additional rules shall be followed:

"The representatives of the Immigration and Customs Services, the Office of Naval Intelligence, the Military Intelligence Division and the Department of Justice, who participate in the examination of persons desiring to enter or leave the United States on any vessel, shall compose a Special Examining Board. To this Board shall be referred, for special examination, all persons who are under suspicion because of information previously obtained or facts brought out by the preliminary examination. This special examination shall be held in camera, and the control officers shall see that the preliminary examinations shall not be delayed by extended interrogation of individuals. Whenever such interrogation seems necessary, it shall be made by the Special Examining Board.

"Immigration Officers acting as Control Officers in cases of persons desiring to enter the United States are authorized to hold a suspected person temporarily for examination by the Special Examining Board, upon the request of the representative of any of the three intelligence services mentioned in Section 42 of the Confidential Instructions, with the understanding that, if the further investigation justifies it, the procedure now outlined in Section 49 will be followed, namely, the objections will be interposed, the applicant will be detained, and the case will be referred to the Secretary of State for final decision. If, on the other hand, the suspected person is cleared by the Special Examining Board, he will be released.

(2) "Upon the recommendation of a majority of the members of the Special Examining Board, the baggage or person, or both, of an individual desiring to enter or leave the United States may be searched. Such search may be carried out under the direction of a representative or representatives of one or more of the intelligence services concerned, it being always understood that, when a female suspect is to be searched, the examination must be made by a woman. The search may be carried on in connection with the regular search or separately.

(3) "The Inspectors of Customs must be instructed to give the representatives of the Office of Naval Intelligence, the Military Intelligence Division, and the Department of Justice, full opportunity to exercise their rights, powers and duties, under said section 49 and the Supplemental Order, above quoted. Particular attention is invited to the fact that under Section 48, if an objection is made by any of the three services above mentioned to the de-

"parture of a seaman or passenger, permission to depart shall be temporarily refused until the case has been passed upon by the Special Examining Board and, if that Board shall require, by the Secretary of State. The objections referred to in said Section 49, however, may be interposed without any examinations or search, or before or after such examination or search.

(d) "The Deputy Collector in charge of the searching of vessels will make report to the Collector of Customs of the port, in duplicate, upon the completion of the search of any outward bound vessel destined to a foreign port, in the following form, viz: "

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Place
Date 19--

The Collector of Customs,
Place.

Sir:

I have to report that the S.S. _____ has this day been carefully searched by the force under my supervision and that nothing was disclosed in such search to justify a refusal of clearance to the said vessel.

(Deputy Collector)".

"The duplicate of this report will be sent to the Office of the District Intelligence Officer of the Navy in whatever Naval District the port may be situated".

12. During the World War the War Trade Board expressed the wish that all examinations and searches conducted on behalf of the Board be made by representatives of the Office of Naval Intelligence.

13. (a) Merchant vessels, foreign and domestic, were found carrying an enormous quantity of spare machinery and electrical parts, much more in quantity than necessary. The spares were taken on in U. S. ports, being purchased under the color of "stores" for the vessel and not as cargo, and in small quantities from various dealers, were obtained without export license from the War Trade Board, and were not entered or declared on their manifests. When the vessel returned from a voyage all the stores would be found to have been "expended", although their quantity was entirely too great to have been possibly expended on the trip. In fact, many of the articles were unnecessary, such as boiler and condenser tubes and boiler zines, taken in unusual quantities, and replenished to capacity each trip.

(b) Radio apparatus was frequently purchased by vessels while lying in U.S. ports, and installed on board in the guise of repairs. By this method any amount of apparatus was taken aboard and hooked up to the existing apparatus in the radio-room, without being at all necessary to maintain radio communication. When the vessels would return the new apparatus would be found missing. Also, apparatus installed in

one port might be missing, and be duplicated at another port of call. The same for stores. Thus a vessel touching at Boston, New York, Philadelphia, Baltimore, and Norfolk could, and no doubt did, take on a full line of stores and radio parts in every port, which were removed and hidden away between ports and disposed of abroad.

(c) Next to the supplies mentioned above, the most important item taken out in quantity was lubricating oil (followed probably in the following order by soap, paint, waste, cordage and hardware). Ships left New York for Holland with enough lubricants to carry them around the world, yet on their return to New York had barely enough to make the port.

14. It was possible to check up on the stores of a number of these ship's through the records of dealers, and as a result a number of masters of merchant vessels were disciplined for making fraudulent manifests, and exporting without licenses from the War Trade Board.

15. The only sure method of eliminating the crews as mail and information carriers was to keep them aboard ship during their entire stay in port, and carefully to scrutinize all persons from shore with whom they could come in contact. The next best means was the searching of each member of the crew each time he left or returned aboard ship. The latter method was the one in usual practice except in special cases.

16. It was confidently believed that the searching prevented, to a very great extent, the carrying of information, and entirely eliminated smuggling, or the placing of bombs or incendiary devices aboard ship.

17. The plan formulated for this preventive and protective work was founded on placing guards, known as "Port Guards", on the ships during their stay in port. This was a permanent body of officers and men trained and indoctrinated to carry out the rules and regulations prescribed.

18. (a) On March 17, 1918, the Office of Naval Intelligence had information that there were 1333 vessels in United States ports, adequately to guard which would have required approximately 6,500 men, without any allowance for absences, sick, or men on leave.

(b) It was found for the port of New York, (which is taken as a model in some of the following articles and examples and appendices) there was required a force consisting of 2,500 seamen 1st and 2nd class; 500 line petty officers, 1st, 2nd, and 3rd classes; and 150 line Chief Petty officers. At least 200 members of this force, mostly chief petty officers, were always required for ship inspection work, and were kept as a permanent body.

(c) In addition, there were required the officers necessary for command, administration, drill, instruction, discipline, welfare, etc., plus additional personnel, both officer and enlisted for feeding, clothing, and caring for health, physically and spiritually, of this large body of men, numbering as a total in round numbers, probably 3,500 men and officers.

19. The men and officers comprising the various parts and groups of the Naval Intelligence Service were almost entirely reservists and recruits. They had little or no military (particularly naval) background or experience. During the World War at one large center it was found that the men had little, if any, training, and practically no sense of discipline, subordination, or knowledge of their duties. As a result there were constant court-martials, and serious accidents constantly occurred due to their ignorance of handling weapons, and due, too, to lack of inspection, instruction, drill and discipline. As a result the functioning of the Port Guards and Ship Inspection Details was weak and ineffective until the evils were corrected.

20. Although the Port Guards were not instituted until January, 1918, yet it was definitely reported on 19 March, 1918, that at least three ships of over 10,000 tons had already been saved from serious disaster in the port of New York alone.

21. It was found most advisable that the representatives of the Navy Department, excepting secret agents or operatives, should be in uniform for all duties connected with ships, cargoes, crews and passengers.

22. Necessity was found for several patrol vessels on duty in New York Harbor at all times; one large sea-going vessel, and smaller ones for dispatch work, boarding, etc. These patrols were necessary to maintain contact with the Guards on vessels proceeding to or from piers and anchorage. Also, the matter of junk boats, bum boats, tugs, etc., coming along side with attempts at communication, taking off or putting aboard personnel, etc., required patrol of harbors and anchorages.

23. (a) The great difficulty during the war was lack of men, which was never entirely overcome. It was felt by some that the Port Guard was of doubtful service, and was only partly effective in special cases where the vessel was being held by a strong guard because of suspicious circumstances. It was felt that a doubtful service was rendered because of the fact that the guard on a vessel was too small to perform any real guarding service, that the personnel rarely had any knowledge of the language spoken on the vessel, that their presence was resented, and in cases the charge was made that they were aboard to spy on the innocent activities of the vessel, and finally that they had little, if any, authority, and any interference set up an irritation usually resulting in a complaint by the Captain to his Consul.

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(b) It would seem either that the plan is worth doing well, or not at all. The conservation of the shipping, and prevention of illicit trade and communications would seem to warrant the services of the men required.

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PART II

GENERAL INTRUCTIONS

24. Although conditions that may exist in a future war can not be foretold, it is considered that the general procedure as developed during the Great War will be applicable either in part or in whole until time and experience show the necessity of change. Based upon this assumption the following general instructions are set forth to guide in the formulation of the detailed instructions by the different districts to fit their varying needs.

25. When hostilities appear imminent or certain necessary steps will be taken to have issued the required Presidential Proclamation, departmental rules, regulations and agreements as mentioned in paragraphs 3, 4, 5, 7, 10, and 11.

26. Naval Guard details will be established in such Naval Districts as circumstances may require in accordance with the provisions of the Basic War Plan. Thses details consist of Port Guards, Ship Inspectors and Radio Sealing units. To ensure efficiency in the performance of these duties the personnel should be especially trained therein and a reasonable degree of permanence maintained.

27. The District Intelligence Officers will prepare the necessary detailed plans and instructions for the establishment and operation of these services.

28. Broadly speaking, Port Guards are for the distinct purpose of assuring the safety of merchant vessels and the prevention of unauthorized persons or material coming on board; the Ship Inspection details, in cooperation with agents of other government departments, to prevent the arrival or departure of enemy aliens or agents, attempts at illegal communication with the enemy, or attempts at illegal trade with the enemy through the medium of merchant vessels. The vessels referred to include all neutral vessels and all allied or United States vessels.

Port Guards

29. ORGANIZATION. The organization consists of one officer, detailed by the Commandant, in charge of the Naval Guard Detail at each base; one detail of officers, as large as the Commandant shall deem necessary, for duty as Officer-of-the-Day and assistants to the Officer-of-the-Day, for placing guards on board merchant vessels and inspecting these guards daily while on board; one Paymaster and such number of Pay Clerks or other assistants of lower rating as may be necessary; one Surgeon or Assistant Surgeon and as many assistants as may be necessary; and sufficient interpreters to enable the Officer-of-the-Day to carry out the work. The guard for each vessel

shall consist of one Petty Officer and as many enlisted men as the Commandant may consider necessary for the vessel in question. A "Radio Sealing Detail", will also be under the jurisdiction of the officer in charge of the Naval Guard Details.

30. EQUIPMENT. (a) The equipment of each naval guard shall be:- One revolver, belt and holster, with twenty rounds of ammunition, for each man. There shall be assigned to each detail, one rifle, fifty rounds of rifle ammunition, carried in bandoleer, one red hand-lantern, two white hand-lanterns, three rockets, and one can of lantern oil. (See note No. 4).

31. TRANSPORTATION. (a) A sufficient number of boats or tugs will be provided for the transportation of men from the base to Quarantine or other proper designated station where they will be placed on board such ships as are to be guarded, as those vessels enter. The men will leave the ships and be transported back to the base in the same manner when the ships reach Quarantine or designated station on the way out.

(b) A sufficient number of boats or tugs will be provided by the Commandant for the daily inspection of all merchant vessels in the stream having naval guards aboard, this inspection to be made by the Officer-of-the-Day or one of the assistants to the Officer-of-the-Day and an intelligence officer, and a surgeon.

(c) For the inspection of naval guards aboard vessels tied up at the docks separate inspection details will be sent each day at 9 A.M. (or such other hour as the Commandant may assign) to such other points as may be necessary, and will cover all vessels at all the docks in the Harbor. (In New York this includes Long Island, Manhattan and New Jersey).

(d) The inspecting officer will invariably pay his respects to the Master, or acting Master daily, and ascertain if he has any criticism or comment to make regarding the port guards and their actions.

(e) Transportation back to the base will be arranged for the return of these inspection details at such hours as the officer in charge of the merchant vessel guard detail shall find most suitable.

32. PLACING GUARDS ON BOARD VESSELS. (a) As soon as a vessel, aboard which a Naval Guard is to be placed, - namely, neutral, American or allied merchant vessels - shall reach Quarantine or designated station on the way in, the Navy Surgeon attached to the "Merchant Ship Port Guard Detail", or one of his assistants, will board the incoming vessel with the Port Surgeon, except in cases where the vessel comes from an American port and does not require pratique, when he will board the vessel with the Officer-of-the-Day. In either case he will satisfy himself that the merchant crew do not constitute a

danger of epidemic or communicable diseases to the Navy personnel and that the quarters assigned to the Naval Guard are fit and sanitary for the quartering of Navy personnel. He will report the result of his inspection to the Officer-of-the-Day, or Assistant Officer-of-the-Day, as the case may be, for the guidance of the latter.

(b) After the vessel has received pratique from the Marine Hospital Officers the Officer in Charge of the Naval Guard Detail shall immediately send aboard the vessel the Officer-of-the-Day, an Intelligence officer, or an assistant, a Paymaster's assistant, the "Radio Sealing Detail," an interpreter if necessary, and a naval guard consisting of one petty officer and as many enlisted men as the officer in charge (acting under instructions from the Commandant) shall consider necessary for the vessel in question.

(c) On arrival alongside the vessel the Officer-of-the-Day or his assistant shall conduct his assistants and the Naval Guard on board and shall report to the commanding officer of the vessel the fact that he has been instructed to place a Naval Guard on board; he shall give to the commanding officer of the vessel a copy of the written instructions in regard to the guard, in some language which the commanding officer can understand; he shall request quarters for the guard (if possible, overlooking the open deck) and shall inspect the quarters assigned to see that they are adequate, and a fit and sanitary place for the guard to live in, being guided in his decision by the report of the inspecting surgeon.

(d) He shall, with the assistance of the Paymaster or his assistant, arrange for subsistence of the men while on board, at the rate of seventy-five (75%) cents per meal, and of such quantity, quality and variety of food as the Commandant shall from time to time decide, and shall make arrangement for recompensing the commanding officer at the time the guard is removed on the vessel's departure from this port. Suitable forms will be issued for taking care of this subsistence and remuneration. (See Note No. 1 at end of this Section).

(e) On boarding the ship the Officer-of-the-Day will issue orders to the "Radio Sealing Squad" to disconnect and seal the antenna, seal the apparatus and windows of the radio room, lock the door and turn the key over to him; he will, in turn, give the key to the petty officer commanding the Naval Guard. The Radio Sealing Squad will leave the vessel either with the Officer-of-the-Day or later with the Ship Inspection Detail as directed by the Officer-of-the-Day.

(f) If possible, the Ship Inspection Detail will go aboard the vessel in the same boat with the Officer-of-the-Day and the Naval Guard. If the Naval Guard Bases are established at such points that this is not possible, the Ship Inspection Detail will go aboard in its own boat; but in either case, on going aboard the Officer in Charge of the Ship Inspection Detail will report to the Officer-of-the-Day and will consider himself under that officer until the Officer-of-the-Day leaves the ship; at the same time he will acquaint himself

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with the petty officer in charge of the Naval Guard.

(g) Both officers will co-operate in every way possible with inspectors of the Department of Labor and the Department of the Treasury.

(h) On reporting to the Officer-of-the-Day the Officer in Charge of the Ship Inspection Detail will request the key to the radio room, for the purpose of inspecting that room, and will be sure to turn the key over to the petty officer in charge of the Naval Guard before the inspection detail leaves the vessel.

(i) After completing arrangements for the installation of the guard on board and before leaving the vessel, the Officer-of-the-Day will turn over the Naval Guard to the Officer in Charge of the Ship Inspection Detail, who will be considered in charge of the Naval Guard until he leaves the ship and will so place the guard as will best carry out the purposes of the inspection.

(j) On leaving the ship after it has been fully inspected, the Officer in Charge of the Ship Inspection Detail will turn over the charge of safeguarding the ship to the petty officer in command of the Naval Guard, who will be considered in charge until the outgoing Ship Inspection Detail comes aboard before the departure of the ship from the port, at which time he will report to the Officer in Charge of this outgoing Ship Inspection Detail and will consider himself under that officer's orders.

(k) In the case of some ships the Ship Inspection Detail will go on board only when the vessel reaches its dock, in which case the Officer-of-the-Day shall, on his departure, turn over to the petty officer in charge of the Naval Guard the duty of safeguarding the ship, and on the arrival of the Ship Inspection Detail on board the petty officer in charge of the Naval Guard shall report to the Officer in Charge of that detail, and shall consider himself under the orders of such officer as long as he remains on board.

33. REMOVAL OF THE GUARD. (a) When a vessel reaches Quarantine or designated station on the way out, the Officer in Charge of the Naval Guard Detail shall immediately send to the vessel a tug or suitable type of vessel for removing the guard, together with one of the Officer-of-the-Day's assistants and one of the Paymaster's assistants, provided with sufficient funds to remunerate the commanding officer of the vessel for the subsistence of the Naval Guard while on board.

(b) The bill for this subsistence shall be prepared by the Commanding Officer of the vessel, approved by the petty officer in command of the Naval Guard, and ready for the Paymaster's assistant on his arrival on board. Immediately upon the arrival of the guard boat alongside the vessel, the Officer-of-the-Day's assistant and the Paymaster's assistant shall proceed on board and shall complete

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the removal of the guard and the remuneration of the Commanding Officer for their subsistence while on board with the utmost despatch, in order not to delay the vessel more than is absolutely necessary.

(c) Before the departure of the vessel a written report shall be obtained from the master of the vessel, in the proscribed form, in regard to the conduct of the Naval Guard while on board. A similar report shall be obtained from the petty officer in command of the Naval Guard, in regard to the actions of the personnel of the vessel and any suspicions which may have been aroused.

(d) No Naval (minimum) Guard (one petty officer, three seamen) will be kept on board any one merchant vessel longer than four consecutive days unless it is known that the vessel will leave port within the ensuing twenty-four hours. Members of the Naval Guard will not be allowed any liberty while on actual detail to a merchant vessel.

34. DUTIES OF THE GUARD ON BOARD. (a) Besides carrying out the following detailed rules the guards on board merchant vessels must not neglect any other measures which may be necessary for carrying out the purposes of the guard, - namely, the protection of the ship against all acts inimical to the interests of the United States or damage to any part of the vessel or its personnel or equipment.

(b) After the incoming Ship Inspection Detail has left the ship, the petty officer in charge of the naval guard will place his men in the vessel for permanent duty, as previously instructed by the Officer-of-the-Day. The petty officer in charge of the Naval Guard must keep continually in mind the fact that the purpose of the guard is to protect the ship on which his guard is placed against injury from internal or external enemies of the United States, and also to prevent the arrival on board or departure from the vessel of all persons (either members of the crew or outsiders) without proper papers, as required by the Collector of Customs, and of all material not covered by the same variety of papers, or which he may consider open to suspicion as being inimical to the interests of the United States.

(c) No letter or package or other tangible form of communication shall be allowed to be received on board, or delivered from any vessel except on permit of the Customs officers after examination by them, and with the concurrence of the representative of the Naval Intelligence Service, other than the regular sealed bags of mail from the Post Office Department. This includes consignees mail, which is not usually sent in the regular mail, but sent in the ship with the shipments. When handled in a careless or superficial manner loose mail, etc., affords an excellent and easy channel for illicit communications.

(d) Any matter considered suspicious, or of value to the censorship bureau should be transmitted under sealed cover to the nearest postal censorship bureau.

(e) Port guards will search officers and members of the crews of vessels whenever they go on board or leave the vessel. Suspects will be very thoroughly searched. The search will be made in cooperation with any customs officer who may be present and on duty on the vessel. All suspicious packages must be inspected.

(f) In carrying out his duties the petty officer of the Naval Guard must use all efforts, intelligence and ingenuity, and so arrange his guard as to be cognizant of all happenings on the ship, and to cover all means of approach to the ship as well as those of ingress and egress to the ship. It should not be possible for any one to go ashore from, or board, a vessel without the knowledge and consent of the guard. The off-shore side, bow and stern, of vessels must not be overlooked. Brilliant lighting is a great aid and safeguard in preventing illicit communication at night. The inspecting officer-of-the-day should provide for this, and the guard should see it maintained. Any failure should be reported by the guard to the officer-of-the-day or merchant ship patrol boat at once. Repeated failures should be subjected to investigation.

(g) Notation should be made of all articles brought aboard ostensibly for the ships own use, and be reported to the inspecting Officer-of-the-Day, and to the "Ship Inspection Party" before sailing.

(h) Both the discharge and loading of cargoes should be under constant supervision. He must pay attention to the stevedores engaged in working the cargo, see that no unauthorized persons are engaged in the work (see note No. 3), and see that enemies do not take advantage of the loading or unloading to place explosives or dangerous articles on board the ship, to smuggle articles ashore, or to damage the machinery or parts of the vessel itself.

(i) Particular attention must also be paid to coaling ship, as it is known that time incendiary bombs have been manufactured, shaped as lumps of coal, which having once reached the bunkers of the vessel have caused disastrous fires. Should the vessel be anchored in the stream, particular attention shall be paid to the personnel of water barges in order to see that the drinking water of the ship is not poisoned.

(j) The petty officer in charge of the Naval Guard will cooperate fully with Customs and other officials of the Government; but before taking action will in every case satisfy himself as to the identity of those officials. (See Note No. 2)

(k) For the minimum guard, which consists of three enlisted men and one petty officer, one enlisted man must remain on guard at all times, equipped with loaded revolver, belt and twenty rounds of ammunition. He will be placed by the petty officer in charge, according to instructions from the Officer-of-the-Day, so as best to cover the ship. Between the hours of 7 A.M. and 9 P.M. the petty

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officer in charge of the Naval Guard will consider his post to be on the open deck and will actually remain there except when below for his meals or attending to calls of nature, or when he is inspecting the lower decks, which last he must do at intervals of not greater than two hours.

(l) During the night the petty officer of the guard will make at least two inspections of the entire ship, including general holds and deck houses, where accessible, - one between the hours of ten and twelve, the other between the hours of twelve and four.

(m) After his guard has taken its last meal on board, the petty officer shall request the master of the vessel to fill out one of the food remuneration forms, which he shall approve when correct. This form he shall turn over to his relief if the vessel is not leaving port, or to a representative of the Guard Paymaster if the vessel is leaving.

(n) In carrying out his work on board ship the petty officer in charge of the Naval Guard must bear in mind that he is charged with the double duty of assisting the master of the vessel against attempts to damage the ship on the part of enemies of the United States and to protect the interests of the United States against damage by the personnel on board. However, unless suspicion is aroused he must treat all persons with utmost courtesy, and must remember that the master is in command of the vessel and is responsible for it. To the master, especially, he must show the utmost courtesy and must cooperate with him in every way possible, unless in the judgement of the petty officer in charge of the guard the master uses his authority in a way inimical to the interests of the United States, in which case he will immediately report the fact to the Officer-of-the-Day or the first available "Merchant Ship Patrol Boat" officer.

(o) Care must be exercised by the petty officer in charge that there be no fraternizing with the officers or crew, maintaining, however, a friendly attitude at all times. Common sense must be exercised by the petty officer and his guard in its attitude, and every effort made not to offend or to irritate, yet strict care taken to carry out instructions.

(p) Whenever time permits, cases where action is required shall be referred to the Officer-of-the-Day. Only in case of emergency, or in cases where malofactors may escape, shall the petty officer in charge of the guard take action with his force. In other cases he shall call the Merchant Ship Patrol Boat, or use the telephone, and refer the matter to the Officer-of-the-Day for action.

(q) An adequate patrol of the harbor by Merchant Ship Patrol Boats constantly cruising is necessary. The boats must have instructions to watch for signals from vessels under guard, and to respond immediately when signalled.

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35. SIGNALS. To call a merchant ship patrol boat, aboard which will be the Officer-of-the-Day, or one of his officer assistants, the petty officer in charge of the naval guard will use the following signals:-

(a) In cases of great emergency by day - International "Z" over International Pennant. This hoist is to be repeated by all merchant vessels (of whatever nationality) and kept hoisted until the immediate approach of the merchant ship patrol boat, keeping in mind the direction in which emergency hoist is first seen and directing the merchant ship patrol boat toward the vessel originally hoisting it.

(b) In cases of great emergency by night - a RED lantern at the masthead and rockets fired at intervals of five minutes until answered by a rocket from the merchant ship patrol boat. This signal is not to be repeated by other merchant vessels.

(c) In cases where no emergency exists, but where it is desired that the merchant ship patrol boat stop at that vessel while on its inspection tour, there shall be used by DAY - International "F" over International Code flag; by NIGHT - a red lantern at the masthead. Neither of these calls is to be repeated by other merchant vessels.

(d) For making the flag signals the petty officer of the guard shall have placed at his disposition, immediately after the vessel has anchored or reached her dock, the signal flag locker of the ship.

(e) For making the rocket and lantern signals, he shall use the rockets and lanterns which are part of his equipment.

(f) The flag of the merchant ship patrol boat shall be a white flag of regulation bunting, three feet square, with a four-inch blue border and diagonal blue stripes, two inches wide, from corner to corner.

(g) The inspection boat shall carry a white flag, three feet square, with a red border, four inches wide, and one red diagonal stripe, two inches wide, from the upper corner of the fly to the lower corner of the hoist.

(h) These flags shall be carried at the masthead, immediately beneath the commission pennant.

(i) If the vessel is secured to a dock or pier, and there is a telephone on board, in the pier or at another available point within the immediate vicinity, instead of using the above-mentioned signals the petty officer in charge of the guard shall either go himself or send one of his men to the telephone and telephone his information to the Officer-of-the-Day at the base. When the information is of too confidential a nature to telephone, the Officer-of-the-Day

shall be requested to send the Merchant Ship Patrol Boat or a messenger, depending on circumstances. If the Officer-of-the-Day is unable to be communicated with by telephone, after a few minutes' trial, the regular visual signals shall be made.

(j) At night, the Merchant Ship Patrol Boat shall carry at the masthead two red lanterns, visible all around the horizon, with a vertical distance of three feet between them.

36. (a) At night, there shall be at least one (and, if necessary, more) Merchant Ship Patrol Boats on patrol continuously, for the purpose of answering such emergency calls as may be made from merchant vessels in the harbor. This boat shall, in addition, inspect at least five ships between the hours of ten and twelve, and ten ships between the hours of twelve and five A.M., or if less vessels are in port, a similar proportionate number.

(b) In the daytime, Merchant Ship Patrol Boats shall carry a medical officer for the purpose of looking after the health of naval guards, the sanitary condition of their quarters and of the vessels on which they are placed.

NOTE NO. 1. Some reports indicate the desirability of guards carrying their own subsistence on board, and that no favors of food or drink (except possibly water) be accepted from the vessel. Much was made of the complaint that ships under guard supplied meals for naval personnel, and also the guards complained of inadequate, strange, or poorly prepared foods. The solution of this question must be left to the Commandant.

NOTE NO. 2. Regular and proper officials of any government department or activity (such as the Army, Customs, Immigration, Public Health, State, Justice, etc.), on duty and properly accredited and identified, will have the necessary access to piers and vessels at all times in the discharge of their duties, and will receive full cooperation. However, the mere wearing of a uniform is not necessarily a proper identification or badge of authority.

NOTE NO. 3. The identification of dock personnel, cargo handlers, etc., is expected to be under the jurisdiction of either the Army or the Customs, and such persons, it is expected, will be required to have identification cards or badges with photograph and signature of proper holder. Such persons as come under observation of port guards should be checked to see they have the proper identification.

NOTE NO. 4. (a) In regulations previously issued in a naval district it was prescribed that the uniform to be worn should be that prescribed by the Commandant for the whole district, plus leggings and the required arms, together with the following, which is quoted from the order:-

(b) "In addition, each man, before reporting for detail, will carry service knapsack, containing the following articles:- One single

blanket; one suit of blue or white (as ordered); one suit of under-clothes; two pairs of socks; one pair of shoes; one watch cap and one white cap, packed in the following order: Blanket in flat fold, exact size of knapsack, next to the back; undershirt and drawers folded separately, flat folds, side by side, forming second layer; extra suit, similarly folded, forming third and outer layer; each layer to fit the knapsack snugly; shoes tucked down one on each side, soles outward, heels up and flush with top of clothing; cap or white hat and socks on top of all; then make fast the tie-ties. The knapsack-pocket will contain towel, soap, comb, toothbrush, sewing kit, pipe and tobacco. Pipe and tobacco may be carried in the haversack if preferable or practicable."

(c) "A rubber blanket will be rolled tightly on its width and secured by tie-ties placed in the eyelet holes; then middle it across top of knapsack and secure it by the two straps, the ends of the latter to be tightly coiled up on top. The ends of the roll to be secured down the sides of the knapsack by buttoning over them the buckles that secure the flap. The rubber blanket may be placed over the head and shoulders as a poncho in rainy weather."

(d) "The overcoat: If carried, to be rolled lengthwise inside the rubber blanket."

(e) "Rain-clothes: If carried in place of the rubber blanket, will be rolled and secured in the same manner as the rubber blanket."

SHIP INSPECTION UNITS.

COMPOSITION.

37. The Ship Inspection Force on any vessel should be large enough to make the examination thorough and rapid. This can be facilitated by division of the force into sections to: -

- (1) Examine passengers and officers' cabins,
- (2) Examine crews quarters, engineering spaces, stores and deck compartments,
- (3) Search bunker spaces, cargo holds, bulkheads and bilges.

AUTHORITY OF INSPECTORS.

38. The extent of the authority of the Ship Inspectors will depend upon the scope and nature of emergency legislation that may be enacted, and of the Presidential Proclamations and Executive Orders issued. It is possible that the activities will be limited to acting in an advisory capacity, the authority resting on the Customs Bureau of the Treasury Department. In such case, the Ship Inspectors act as check for the Navy Department to make sure nothing dangerous or inimical to the interests of the United States occurs.

39. In cases of difference of opinion between the Ship Inspectors and the Customs or Immigration officials, no orders can be given by the former, but protest only can be made. All objections, suggestions, or protests regarding the examination and inspection of vessels, cargoes, personnel or passengers shall be made by the naval officer or petty officer in charge to the Inspector of Customs in charge at the time. A copy of such objections, suggestions or protests will be forwarded by the District Intelligence Officer to the Office of Naval Intelligence, together with report of action taken by him, or other pertinent comment.

40. In any case where a vessel arrives in or departs from any port under the jurisdiction of the United States without sufficient inspection and examination of the ship, its cargo, crew, passengers and baggage to satisfy the representatives of the Navy Department that the safety and welfare of the vessel, and the interests of the United States have been assured, so far as such precautionary measures are concerned, a report should be made at once to the Office of Naval Intelligence stating the circumstances,

and the reasons therefor. The extent of the search will depend upon the circumstances developed by the war, the conditions existing at the port and any suspicious circumstances arising prior to or during the search. In some localities, as the Panama Canal, it may be necessary to conduct a thorough search of every merchant vessel.

GENERAL PROCEDURE.

41. The searches are to be conducted simultaneously, and utmost care should be taken to avoid unnecessary damage, and to leave spaces as nearly as possible in the same condition as found. (See Par. 32(f), (g), (h), (i), (j), and (k)).

42. The Inspection Party should be mustered prior to the search, and again on preparing to leave. A central location on the vessel should be named where it will be possible to find the Search Commander should he be needed.

43. A watch should be set at the gangway, and the decks patrolled during the search to prevent anything being passed from the vessel during that period. In no instance should any one be allowed to leave or board the vessel, nor any boat or floating equipment be permitted alongside, other than the official party, prior to the completion of the muster and search.

44. Immediately prior to the search it is advantageous to inform the captain, or in his absence the senior mate, of the intended action, and to make arrangements to bring the naval officer-in-charge and the ship's officers any matter of importance that may arise during the search requiring decisive action. It is not considered advisable to notify officials of the line of the contemplated search as it offers too great an opportunity for an information leak.

SHIP INSPECTION.

45. Petty officers in searching parties should have a fair knowledge of ships construction in order to direct their squads for competent examination.

46. Search parties should be equipped with all necessary paraphernalia as ship's officers often refuse to permit their equipment to be used.

47. Ordinarily it is unnecessary to obtain deck plans. Few vessels offer unknown places of concealment which would appear in the plans, and further, because naval searching officers, by referring to Lloyds' Register, can get full information as to size, number of decks, etc., prior to the search.

48. In cases where deck plans are found necessary they may usually be found at the offices of Lloyd's Register of Shipping,

American Bureau of Shipping, Bureau Veritas, Norwegian Veritas, Germanischer Lloyd, Steamboat Inspection Service, of the Department of Commerce, and similar offices in the various larger seaports.

49. Any material removed from the vessel must be shown to the vessel's officer-in-charge, carefully checked, listed, and a receipt given. This is especially necessary in case of a vessel of foreign registry, as in the past Consuls have objected strongly to seizure and removal without the listing and giving a receipt.

50. Exact particulars as to location in which seized material is found should be incorporated in the report of the Naval Officer conducting the search, for future reference and use, and the names and rates of the personnel locating same should be also included.

51. Should the vessel be in Customs' custody it is advisable to inform the Customs Inspector, if he be at hand, of any material taken from the vessel. Should it be of a confidential nature, the information can be of such a character that it will inform him in general of the nature of the seizures, but not of the confidential information contained therein.

52. It is desirable that no breaking and entering be made until the ship's officers are requested to open the barred area for examination. If forcible entry be resorted to, a full report must be made of all the facts, and the damage clearly identified. Usually claims arising from forcible entry are not made until long after the occurrence with consequent exaggeration of the damage.

53. The greatest irritation will be met in the examination of officers' quarters, and care must be exercised not to subject their belongings to confusion, soiling or damage. Locked compartments or bags should be offered for opening before being forced.

54. It is imperative that offerings of food or drink be NOT ACCEPTED by any member of the searching organization, and that every act be in strict accord with the nature of the business at hand.

55. When excess material is found in ships stores it will be reported at once through the District Intelligence Officer to the nearest representative of the War Trade Board, or other licensing officer, for investigation and removal.

INSPECTION OF PERSONNEL.

56. (a) Crews of vessels are expected to be mustered and inspected by representatives of the Departments of the Treasury (Customs Bureau), Labor (Immigration Bureau), and Commerce (Ship-

(b) Just prior to the sailing, Immigration Inspectors are to be expected to require the masters of vessels, both of domestic and foreign registry, to furnish a list of seamen, specified in Section 36 of the Immigration Act (or whatever section is appropriate at the time of hostilities), "Containing the names of alien or domestic employees who were not employed thereon at the time of the arrival, but who will leave port thereon at the time of her departure", and will examine the crews of the vessels to see that their papers are regular, and that the officers, men and employees are those named, and that they have the right of entry or departure as the case may be.

57. All members of crews are required to furnish authentic documents which prove that the holders are in reality just what they claim themselves to be. In addition to inspecting the documents, inspectors must question the holders judiciously in order to satisfy themselves that the documents are in possession of the persons to whom they were originally issued. Photographs must be compared with the faces of those producing the documents, as cases are known where fraudulent photographs have been substituted. It is necessary to scrutinize the fastenings with which the photographs have been attached to the documents. Signatures must be identified, and any marks of identification mentioned in the documents must be checked up with the marks on the persons. In a word, the inspection of documents must not be done perfunctorily, but the Inspector must use his wits. Spies and other enemies will undoubtedly arm themselves with documents the spuriousness of which cannot be easily detected.

ALIEN ENEMIES,
ALIEN NEUTRALS AND ALLIES,
CITIZENS OF THE U.S. - (a) -- OF MILITARY AGE,
(b) -- NOT OF MILITARY AGE,
(c) -- ASPIRANTS FOR CITIZENSHIP
WITH FIRST PAPERS.

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59. ALIEN ENEMIES should not be permitted to depart from the United States. When found on board a vessel, they should be held and the necessary disposition and arrangements made for such cases carried out. Spies, of course, are ENEMIES, no matter what their nationality may be, and are to be handled in the same manner as alien enemies.

60. ALIEN NEUTRALS AND ALLIES must produce satisfactory evidence that they are in reality just what they represent themselves to be. Members of the crews of vessels will be required by the Customs authorities to have certain specified means of identification, as follows: -

(a) American Seamen must have passports, or certificates of American citizenship issued by the Collector of Customs, the Bureau of Navigation of the Department of Commerce, or the State Department.

(b) Alien officers and seamen arriving from foreign ports, or departing thereto, must produce as evidence of nationality: -

(1) A passport issued by a duly authorized representative of their Government.

(2) Identification certificates which may be issued by foreign consuls to their citizens or subjects, and which give a sufficient description to identify the holder.

(3) A continuous discharge book or other seamen's report book sufficient to establish the identity and nationality of the holder.

61. Documents such as passports, identification certificates, etc., should be of recent date to be of any avail; say, not over a year old, unless a shorter period is specified in the document itself.

62. Every document accepted should bear the photograph and signatures of the person to whom issued. When photographs are attached to documents by members of the Searching Squad, the signature of the holder should appear partly on the photographs and partly on the document to which the photograph is attached, and the U. S. Customs stamp should be impressed partly on the photograph and partly on the document to preclude substitution. (See Note No. 1 at end of this part).

63. The utmost care is to be exercised in scrutinizing documents issued by certain countries (Denmark, Sweden, Greece, Russia, Spain or Switzerland, during the Great War), for the purpose of detecting spurious documents, or authentic documents in the possession of those to whom they do not rightfully belong. Spies are always prepared for close scrutiny. When in doubt, al-

ways resolve the doubt in favor of the Government. If you err in favor of the Government, your error can be rectified by higher authority. When our national safety is at stake, take no chances.

64. IF ALIEN NEUTRALS OR ALLIES are coming to the U. S. for the first time, caution the Master of the vessel to produce them before the immigration authorities.

65. IF ALIEN NEUTRALS OR ALLIES were living in the U. S. on _____, and were of military age on that date, they should have registered. If they have no blue card, or its equivalent, refer them to the Department of Justice, for all information in regard to the Selective Draft and its requirements and report the facts in your Report. If they have registered and have no certificates of exemption, refer them to their Local Board for a certificate of exemption.

66. CITIZENS OF THE U.S. OF MILITARY AGE - United States citizens of military age on _____, must, in addition to other documents, produce a certificate of exemption before being permitted to depart from the U. S. Certificates of Exemption were issued prior to _____, so BOTH a local and District Board may be accepted. If the Certificates of Exemption were issued by ONLY a Local Board prior to _____, it is not sufficient and the holder must not be permitted to depart from the United States, but must be referred back to his Local Board to have an endorsement made to bring the Certificate of Exemption up to date. Certificate of Exemption issued on or since _____, by Local Boards, may be accepted. All Certificates of Exemption are to be issued by Local Boards hereafter. Those who registered outside of the Naval District, may apply for exemption to the Local Board nearest to their present residence, or, if they have not residence there, to the Local Board nearest to the dock or other place where their vessel is lying.

67. The above rules in regard to exemption are to be applied to the case of citizens of military age to every member of the crew, from the Captain down, - no exceptions. (This applies also to neutrals and allies with first papers).

68. When inspecting documents of citizens of the U.S., besides the question of exemption, bear in mind the possibility of disloyalty to our country. Citizens of the U. S. should be provided with at least one of the following credentials:

Passports issued by the State Department,
Seaman's Certificate of American Citizenship,
issued by Collectors of Customs and U.S.
Shipping Commissioners,
Seaman's Temporary Certificate of American Seamanhip,
issued by our Consuls abroad.

Licenses (not provisional) issued to Deck Officers
and Engineer Officers.
Naturalization Papers.

69. Every American member of a crew who has no Seaman's Passport Certificate of American Citizenship, should be directed to get one. These are issued by the Collector of Customs at the Custom House.

70. Deserters, those whose numbers have been called and who have not responded, should, be held. All cases of failure to comply with the Draft Regulations must be stated in Report of Inspection.

71. CITIZENS NOT OF MILITARY AGE - must prove their identity. They should have a Seaman's Passport.

72. ALIEN NEUTRALS OR ALLIES who have taken out First Papers, no matter what the date of the papers, provided they were taken out less than seven years prior, are to be handled in the same manner as citizens of the U. S., so far as the question of exemption is concerned. (See above). Be very thorough in questioning those with First Papers. They may have been taken out merely as a means of obtaining the Searching Squad's U. S. Custom stamp impression. The First Papers of Alien Enemies are not to be passed upon by members of the Ship Inspection party, but referred to the Special Examining Board. (See Art. 11(b)).

73. A verbal guarantee is not satisfactory proof that a man has a right to sail, as it must be borne in mind that the Steam Ship Companies are desirous of having full crews for their ships, even if it is necessary to attain this object to take men whose identity is unknown to them, losing sight of the fact that often-times a man who is unknown to them may be there for the purpose of damaging their ship. It is this practice which makes it difficult to check up on every one of the crew. The Naval Inspecting Officer has no redress in cases of this sort except to protest in accordance with Art. 39.

74. At all times co-operate in every way possible with the Customs Officials in charge of mustering, with the idea in view of taking charge of the mustering at his request or in his absence.

75. After passengers' passport are inspected and visaed, the holders shall be required to go on board immediately, if passed, and not be allowed to have contact with those not sailing, nor be allowed to leave the vessel thereafter. Cases of doubt or suspicion shall be referred to the Special Examining Board. (See Art. 11(b)).

76. (a) If suspected persons are reported or believed to be on board, a special search and examination will be made by the Customs authorities or representatives of the Intelligence Services of the Army, Navy, State or Immigration Services, either separately or jointly.

(b) The Controlling Authority should remove from any vessel any person, (passenger, officer, member of crew or employee),

when requested by a representative of one of the Intelligence Services who deems it not desirable that such person be permitted to land or depart, and such person should be held until thorough examination by the Special Examining Board, or higher authority, shall establish his status to the satisfaction of all concerned. If such detention is refused by the Controlling Authority, appeal shall be made forthwith to the Collector of Customs, giving the reasons for the desired detention. If such appeal is not sustained, a full report of all the facts shall be forwarded by the representative of the Intelligence Service to the head office of the service in Washington, through his local office, for official action and settlement in Washington.

77. The examination and search of passengers shall extend not only to the baggage and effects, but shall include the persons and apparel. Without such personal search, the examination of baggage is futile and useless, as experience shows.

78. Friends, relatives or other visitors of passengers sailing will not be allowed either on the deck or aboard the vessel. Fruits, flowers, candies, cigars, cigarettes, books, magazines, and other articles brought by such visitors at sailing time are prohibited from going on the deck or aboard. Such things are not essential and such prohibition works no hardship.

79. Reports of inspections will be made to the Director of Naval Intelligence until such time as the general procedure may become standardized and established.

Note No. 1 Certificates of identification will probably be issued by Collectors of Customs or Immigration Inspectors to officers and crews of all vessels, American or foreign, arriving from or departing for foreign ports, provided such persons have the required identification papers. The certificate will probably have affixed thereto a photograph of the holder with his signature both on the photograph and on the pass, and bear a stamp or the seal of the customs district, so placed as to be partly on the certificate and partly on the photograph. The name of the vessel, date of arrival, and time of expiration of the certificate shall also be noted thereon. This certificate is intended for use as a landing permit only, and not to be used for any other purpose. It does not relieve the holder from the necessity of producing proper evidence of nationality. It may be retained on departure, and used on successive arrivals in the United States by presentation by the holder to the customs or other officer in charge who shall endorse thereon the name of port, vessel, and required dates. The certificate should be issued in duplicate, one copy to be retained and filed by the official issuing the same.

APPENDIX I

DECLASSIFIED
Authority NND 937004

(SAMPLE)

_____, (Place)

_____, 19__

FROM: The Admiral Commanding the Naval District
comprising _____.

TO : The Master of the S. S. _____.

1. In order best to protect the vessel under your command against possible injury at the hands of enemies of the United States, and its allies, there is being placed on board a Naval Guard consisting of _____ enlisted men of the Navy in charge of _____, U.S.N.R.F.

2. It is requested that you co-operate with the Navy of the United States in carrying out the work of this guard by giving such information and aid as is requested by the Officer-in-Charge of the Naval Guard, and in providing proper quarters and food for the Naval Guard, for which you will be remunerated at the rate of seventy-five (75) cents per meal for each man of the Naval Guard before the vessel leaves port, provided that you have furnished satisfactory food as specified on the attached sheet.

3. The quarters provided should be, if possible, overlooking the open deck and must be suitable for quartering Navy personnel.

4. The food should be of the quantity, quality and variety shown on the attached sheet.

5. You should inform the petty officer in charge of the Naval Guard of the details and operation of the fire apparatus on board at the earliest moment convenient.

6. You should place your signal flag locker at the disposition of the Naval Guard.

7. You should report immediately to the Petty Officer of the Naval Guard all suspicious circumstances, both of men or materials, that come to your notice.

8. In cases where the force possessed by the Naval Guard is not sufficient to meet emergencies which may arise, you are requested to lend to the Petty Officer of the Naval Guard on his request such assistance as you may possess through the personnel or material under your command.

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9. As the laws of the United States prohibit the serving of intoxicating liquors to men in uniform of the United States, you should not serve such drinks to members of the Naval Guard.

10. In case of an insurmountable controversy between yourself and the Petty Officer in charge of the Naval Guard, you should at once request the Petty Officer of the Guard to call the merchant ship patrol boat and explain the matter to the Officer-in-Charge of that boat, whose decision shall be final.

NOTE: This letter should be in the tongue spoken by the Captain of the vessel.

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(SAMPLE)

MEMORANDUM

SUBJECT: SHIP INSPECTION - DETAIL FORM

In addition to filling in all information called for by this form, the following must also be embodied:

(a) PREVIOUS PORT OF VESSEL _____

(b) CARGO _____

If ship is in ballast, same must be noted on the form.

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(SAMPLE)

SUBJECT: RULES FOR SHIP INSPECTION DETAIL.

Vessels must be thoroughly searched for -

- (a) Contraband,
- (b) Excessive Stores and Gear,
- (c) Mines,
- (d) Mail.

In the event of irregularities, same are to be immediately reported to Aid for Information, 411 New Monroe Building, Norfolk, Va., and must also be noted on Inspection Report.

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Authority WMD 937004

(SAMPLE)

SHIP INSPECTION DETAIL

Aid for Information
_____ Naval District.

S.S. _____ Pier of Inspection _____
Tonnage _____ Date of Inspection _____
Nationality _____ Time of Inspection _____
Destination _____ Customs Inspectors _____
Captain _____ Custom Inspector in Charge _____
Nationality of Captain _____ Navy Inspector _____
Number in crew _____ Department _____

(EXAMPLE)

L O G

S. S. "BATON ROUGE" Lower Yard Baltimore Drydock
Watched by A. E. Anderson and L. T. Boyer
Boarded ship January 28th, 1918.

January 28th, 1918 -

2:15 P.M. On watch. Had cable moorings replaced
by homp ropes. Fire pumps under repair
the hose connection from dock to ship.
Was relieved between 5 P.M. and 6 P.M.
for supper. Fourteen yard men working
on board all night.

7:45 P.M. Four men of crew went ashore.

/s/ A. E. Anderson

11:00 P.M. On watch.
12:00 Mid. Two men of ship's crew came aboard.

/s/ L. T. Boyer

January 29th, 1918 -

4:00 A.M. Relieved Boyer. Everything O.K.
8:30 A.M. Was relieved.

/s/ A. E. Anderson

7:30 A.M. Yard workmen came aboard.
10:00 A.M. Second mate went to the gate and brought
five men aboard. Three of them new hands.
Their baggage was properly searched.
10:45 A.M. Radio officer and enlisted man and two plain
clothes men came aboard to inspect wireless,
and went ashore about 12 o'clock noon. The
officer did not have a pass but had substan-
tial paper.
10:45 A.M. First mate went to gate and brought aboard
three new men. Their baggage was searched.
12:45 P.M. Was relieved. Everything O.K.

/s/ L. T. Boyer

12:45 P.M. Relieved Boyer. Workmen boarded and left
ship at different intervals during watch.
9:45 P.M. Was relieved; everything O.K.

/s/ A. E. Anderson

6:00 P.M. Nine men of ship's crew went ashore.
11:15 P.M. ditto returned.

/s/ L. T. Boyer

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Log S.S. "BATON ROUGE" (Cont'd)

January 30th, 1918.

2:30 A. M. Two members of crew came aboard.

/s/ A. E. Anderson

7:00 A. M. Yard working party came aboard.

7:00 A. M. Two watchmen were relieved.

/s/ L. T. Boyer

9:30 A. M. U. S. Commission came aboard.

11:00 A. M. U. S. Commission left ship.

11:15 Radio man came aboard.

11:45 Radio man left ship.

/s/ A. E. Anderson

P. M. Taking on stores most of afternoon.
Nothing of importance.

/s/ L. T. Boyer

8:45 P. M. Stevedors coming and going all through the
watch. Two officers of ships Co. went ashore
at 7:15 P. M.

/s/ A. E. Anderson

January 31st, 1918.

1:30 A. M. Small fire broke out in after part of ship.
It was soon extinguished.

/s/ L. T. Boyer

7:30 A. M. Some boiler makers came aboard.

7:50 Two officers came aboard.

/s/ A. E. Anderson

9:00 A. M. Captain came aboard ship.

12:00 Noon Tug came along side and put two anchor stocks
aboard.

/s/ L. T. Boyer

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Log S.S. BATON ROUGE (Cont'd)

January 31st, 1918.

3:10 P. M. New mess boy came aboard.
3:20 Warrant Officer came aboard ship and left at once.

/s/ A. E. Anderson

6:30 P. M. Eight of ship crew went ashore.
10:30 Four of crew came aboard drunk.
10:30 Stevedors quit work. All finished.

/s/ L. T. Boyer

February 1st, 1918.

12:15 A. M. Two of ship crew came aboard.
12:45 First mate and one of crew came aboard.

/s/ A. E. Anderson.

7:00 A. M. All of ships crew reported back.
7:45 Tug came along side to take ship to stream.
9:00 Ship in stream waiting for Convoy.

/s/ L. T. Boyer

February 2nd, 1918.

9:05 A. M. Tug came along side and notified Captain that
Convoy would sail the next morning.
10:00 Tug came along side to take the Captain ashore.
But Captain had changed his mind and did not go.

/s/ L. T. Boyer

12:00 Noon Captain and 1st mate had argument over the
repacking of ice box.
5:45 P. M. Tug came along side to take Captain ashore.

/s/ A. E. Anderson

February 3rd, 1918.

7:30 A. M. Tug came along side with the Captain and Pilot.
9:00 Convoy was reported to sail at this time.

/s/ L. T. Boyer.

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EXAMPLE

Section No. 1,
BALTIMORE, MARYLAND.

Bri S/S Royal Prince Master J. Chilyers
 Passed in Cape Henry Jan. 11/18 Owners Prince Line Co.
 Arrived Jan. 13/18 Boarded March 5/18 Tonnage 3515 (Net) 5547 (Gross)
 Entered Customs January 16/18 From Liverpool
 Cleared Customs March 13/18 For Liverpool
 Sailed March 13th, 1918 Speed 9-1/2 knots
 Baltimore Agents Furness Withy
 Inward Charter Furness Withy Co.
 Outward Charter Furness Withy Co.
 Wireless Marconi Range 120 miles
 Guns One Gun Crew Two
 Quarters of Officers and Men Officers midship, men aft.
 Mail and Baggage None
 Passengers None

INWARD CARGO

Discharge began January 23/18 Dock Dry Dock Wharf Co. Discharged Sand
 (a) Moved to _____ date _____ Discharged _____
 (b) " " " " "
 (c) " " " " "
 (d) " " " " "
 Finished January 24/18

OUTWARD CARGO

Loading Began March 1/18 Dock Dry Dock Whf. To Load Copper
 (a) Moved to Locust Point Pier 8 Date March 4/18 " General
 (b) " " Standard Oil Wharf " March 6/18 " Fuel Oil
 (c) " " Locust Point Pier 8 " March 7/18 " General
 (d) " " P.R.R. Pier 7 Canton " March 9/18 " Flour & Tractors
 Finished _____

Coal (in bunkers) 890 tons. Taken on 342 tons.
 Storcs No excess.

SAMPLE

ORDERS FOR SENTINELS ON POST

Orders for sentinels on post are divided into two classes,
general orders and special orders.

Sentinels will be required to memorize the following:

My general orders are:

- (1) To take charge of this post and all Government property in view.
- (2) To walk my post in a military manner, keeping constantly on the alert, observing everything that takes place within sight or hearing.
- (3) To quit my post only when properly relieved.
- (4) To receive, transmit, and obey all orders from, and allow myself to be relieved by, the commanding officer, officer of the day, an officer or petty officer of the guard only.
- (5) To hold conversation with no one except in the proper discharge of my duty.
- (6) In any case not covered by instructions, to call the petty officer of the guard.
- (7) To salute all naval officers and colors not cased, also the master of the vessel when seeing him for the first time in the day, when speaking to him, and when he leaves the ship or returns on board.
- (8) At night to exercise the greatest vigilance. Between sunset and sunrise, challenge all persons seen on or near the ship and allow no person to pass without proper authority.
- (9) To allow no one to commit a nuisance in the vicinity of my post.
- (10) In case of fire or disorder to give the alarm.

SAMPLE

GENERAL INSTRUCTIONS FOR SENTINELS OF NAVAL GUARDS
ON DUTY ON BOARD MERCHANT VESSELS WHILE ANCHORED IN THE WATERS
OF THE HARBOR OF

1. The uniform of the day will be prescribed by the Officer-of-the-Day on his daily rounds of inspection, and will be strictly conformed with at all times between the hours of sunrise and sunset.

2. Sentinels at all times will wear the uniform of the day, revolver in holster (loaded), with twenty rounds of reserve ammunition in belt, and will further wear sweater, overcoat, or poncho if, in the opinion of the petty officer of the guard, weather conditions require them.

3. The rifle, loaded, and with its bandoleer of ammunition attached, shall be kept placed in such a position in the quarters of the guard as to be easily accessible when needed.

4. Sentinels will at all times remain upon their feet and will keep a bright lookout on all sides of the ship, hailing all vessels that may come alongside during the day, requesting the business of the persons handling such vessels. At night they will permit no vessel, except the guard vessel of the Officer-of-the-Day, to come within one hundred feet of the vessel until she has been hailed and has satisfied him that she is authorized to come alongside. Junk boats and bum boats will be prevented from coming alongside vessels at all times. In any case where the sentry on duty is not satisfied with the vessel which replies to his hail, he will call the petty officer of the guard and explain to him the existing conditions and request further instructions.

5. In cases where repeated hailings are ignored, the sentry will hail the boat two distinct times, and then if his orders are still ignored he will fire into the air two shots in quick succession and send the first person appearing on deck to call the guard. If the boat not heeding or hearing the warning persists in approaching to within thirty feet of the ship before reversing its engines, he shall open fire upon the boat itself.

6. The one red and two white lanterns, which are a part of the equipment of the guard, shall be trimmed and lighted before dusk and both white lights shall be kept at the regular post of the petty officer of the guard. The red light shall be kept bent on to the mast-head halliards ready for hoisting and the rockets at hand ready for firing.

7. The sentinel will consider it his duty to look along both sides of the ship at least once every five minutes during his watch.

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8. He will at no time permit any unauthorized person to board the vessel, and will permit no person to board the ship until he has satisfied himself that said person is carrying no material which might be used against the interests of the United States or its allies.

9. He will in all cases conduct himself with dignity and decorum in accordance with "The Article for the Government of the United States Navy" and will at no time raise his voice except when necessary to carry out his duties, nor will he swear or use insulting language against anyone with whom he may be thrown in contact while on duty. He will carry out his duties and instructions in a thoroughly impersonal manner.

10. In all cases of emergency the sentinel, in the daytime, will call the petty officer of the guard who will either take action if immediate action is necessary, or where time permits will break the emergency call pennant at the masthead, and at night, will fire the emergency call rocket, this rocket to be ready at all times for immediate use.

11. Sentinels are forbidden to use intoxicating liquors while on board any merchant vessel.

12. In all questions which may arise, not covered by these instructions, the sentinel will call the petty officer of the guard and obtain a ruling as to the proper course of procedure.

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NAVY DISTRICT

Guard No. _____ Naval Guard Detail

From: Officer-of-the-Day Harbor

To: Officer-in-Charge, Naval Guard Detail 19

Subject: Efficiency Report of Naval Guard.

Name of Vessel _____

Date and time below listed guard arrived on board _____

Date and time below listed guard left the vessel

[illegible]

Officer-of-the-Day.

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Authority NND 937004

NAVY DISTRICT
NAVY GUARD DETAIL

19 (b)(7)(D)

Subject: Guards available for duty.

Guard No.	Names	Rating	Days since last duty	Days absent on last duty	Estimate of efficiency of guard on last duty
					scale of 4.0

Officer of the Day.

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Authority NND 937004

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SAMPLE.

- - - - - Harbor,

Date.

From: Commandant, _____ Naval District.

To:

Subject: Orders.

1. A Naval Guard consisting of yourself, as Petty Officer of the Guard, together with U.S.N.R.F.

will upon the arrival of the S.S.
at this port assemble at your base and under the orders of the Officer-of-the-Day proceed on board that vessel.

2. You will carry out your duties in accordance with the written instructions attached hereto and will not fail to carry out any additional precautions not covered by these instructions, which may be necessary to efficiently protect the vessel under your care and the interests of the United States and its allies.

3. After being placed in charge of the vessel by the Officer-of-the-Day of the Naval Guard Detail, you will consider the vessel in your care except when you are relieved by superior naval authority in the person of a representative of the Officer-of-the-Day or by a naval officer or Chief Petty Officer in charge of ship inspection detail, until such time as you are finally relieved by a representative of the vessel from this port.

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NAVAL DISTRICT
Naval Guard Detail

Date _____

[illegible]

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Authority NND 937004

NAVAL DISTRICT

Naval Guard Detail

S.S. _____

Harbor

Date _____

From: S.S.

Petty Officer in Charge, Naval Guard.

To: Officer-in-Charge, Naval Guard.

Subject: Delinquency Sheet:

[illegible]

REMARKS:

Petty Officer in Charge, Naval Guard.

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Authority NND 937004

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SAMPLE

NAVAL DISTRICT

Naval Guard Detail

Harbor

19

From:

(Officer-of-the-Day).

To:

Officer-in-Charge of Naval Guard Detail.

Subject: Report of extraordinary efficiency on the part

of

1. While doing duty as a member of the Naval Guard, regularly detailed on board the _____
(nationality)

(name of vessel)

(name of man)

(rating)

did on

(date)

Officer-of-the-Day.

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SAMPLE

NAVAL DISTRICT

Naval Guard Detail

Harbor

Date _____

DAILY SICK REPORT

[illegible]

Surgeon, USN.

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SAMPLE.

NAVAL DISTRICT

Naval Guard Detail

Harbor

19

From: Officer-of-the-Day.
(name) (rank)

To: Petty Officer-in-Charge of Naval Guard Detail.

Subject: Report of inefficiency on the part of

(name) (rating)

1. (name) (rating)

while on duty as a member of the Naval Guard, regularly

detailed on board the (nationality) (type)

(name of vessel) (name of man) (rating)

did on

Officer-of-the-Day.

APPENDIX II.

The following rules and instructions were issued by the Treasury Department for the guidance of Customs Inspectors.

It is assumed similar instructions will be issued again in case of hostilities.

They are quoted here for information and guidance, as cooperation in the execution of them will be necessary on the part of the Navy, and, perhaps, assistance in their enforcement.

February 18, 1918

MEMORANDUM OF "ESPIONAGE ACT", AND OF THE ACTION TO BE TAKEN THEREUNDER BY COLLECTORS OF CUSTOMS OF DISTRICTS LOCATED ALONG THE ATLANTIC, PACIFIC AND GULF COASTS.

Section 1 of Title II of the Act of Congress approved June 15, 1917, commonly known as the "Espionage Act", reads as follows:

"Whenever the President by Proclamation or Executive Order declares a national emergency to exist by reason of actual or threatened war, insurrection, or invasion, or disturbance or threatened disturbance of the international relations of the United States, the Secretary of the Treasury may make, subject to the approval of the President, rules and regulations governing the anchorage and movement of any vessel, foreign or domestic, in the territorial waters of the United States, may inspect such vessel at any time, place guards thereon, and, if necessary in his opinion in order to secure such vessels from damage or injury, or to prevent damage or injury to any harbor or waters of the United States, or to secure the observance of the rights and obligations of the United States, may take, by and with the consent of the President, for such purposes, full possession and control of such vessel and remove therefrom the officers and crew thereof and all other persons not specially authorized by him to go or remain on board thereof".

The Executive Order dated December 3, 1917, reads as follows: -

"And the Secretary of the Treasury is therefore hereby authorized to make rules and regulations governing the anchorage and movement of any vessel, foreign or domestic, in the territorial waters of the United States, and to inspect such vessels at any time, place guards thereon, and, if necessary in his opinion in order to secure such vessel from damage or injury, or to prevent damage or injury to any harbor or waters of the United States, or to secure the observance of the rights and obligations of the United States, to take, for such purposes, full possession and control of such vessel and remove therefrom the officers and crew thereof and all other persons not specially authorized by him to go or remain on board thereof".

I. GUARDING OF VESSELS ARRIVING FROM AND DEPARTING TO FOREIGN PORTS.

While in the territorial waters of the United States, all vessels will be under the control and supervision of the Treasury Department. It is the intention of the Navy Depart, at the request of this Department, to place a guard on all vessels, except those having on board armed guards or gun crews, arriving from foreign ports, on their arrival at Quarantine, which guard will remain on board until such vessels departs. When British,

French and Italian vessels arrive with armed guards or gun crews on board, the collector of customs will request the master of such vessels to arrange for the maintenance of a continuous guard by them over their vessels while in port, in a manner similar to the guard to be maintained by naval forces.

While in port, officers and members of the crew may be allowed to leave and board the vessel on presentation to the guard of an identification card (hereinafter prescribed) to be furnished by the Collector of Customs, but no mail matter or packages shall be allowed to be taken ashore or aboard the vessel by officers and members of the crew without authority from the Collector of Customs, who shall in each instance cause such mail matter or packages to be carefully examined, and a search to be made of the clothing and persons of such officers and members of the crew when deemed necessary. All other persons desiring to board vessels may do so only on a special permit issued by the Collector of Customs, and should the circumstances so warrant, they and their clothing will be subjected to search both before they board and after leaving the vessel. No communications or packages shall be received on, or delivered from such vessels except after permission has been granted therefor by the Collector of Customs and after a thorough examination by the guard.

Cards of identification, under customs seal, will be issued by Collectors of Customs, to all seamen who present the required identification papers, arriving from foreign ports. This card shall have affixed thereto a photograph of the holders, and his signature; will bear the name of the vessel and date of arrival, and will be sealed or stamped in such a manner that the impress will be on both the photograph and the card. The possession of this card will not relieve the holder thereof from the necessity of producing proper evidence of nationality, although it may be retained by the holder on leaving port and used on successive arrivals at ports in the United States, in which event the holder of the card of identification, should he desire to land, shall present the same to the customs or other officer in charge, who shall endorse thereon the name of the port, the vessel and date of arrival. A duplicate of this card will be retained by the Collector of Customs at the port of issue.

Seamen's identification cards will be supplied upon request by the Collector of Customs at New York. Customs passes will be furnished collectors by the Division of Printing and Stationery, Treasury Department, as soon as they have been printed and are ready for distribution.

II. SEARCH OF VESSELS.

No vessel destined to a foreign port shall be permitted to lade cargo or baggage or take on passengers except under strict customs supervision. All neutral vessels, and all vessels arriving from or bound to ports in neutral European countries, in Mexico, or in the West Indies, shall be thoroughly searched to determine whether prohibited articles have been stowed or communications have been placed thereon. In making such search the Collector of Customs may call upon the Commandant of the

Naval District for assistance whenever the customs force is inadequate for that purpose, and such naval force is available. The search should consist of a thorough examination of all parts of the vessel, including the cabins of the officers and passengers, if any, the living quarters of the crew, the engine and fire-room spaces, coal bunkers, bilges, cargo holds wherever possible, and any other parts of the vessel in which merchandise or communications may be concealed. American vessels and vessels belonging to one of the allied countries arriving from or departing for countries other than those named will be given in addition to the usual customs search, such additional search as the circumstances warrant.

Neither cargo nor passengers should be placed on board the vessel until the search has been completed, and after the cargo has been laden, unless the character of the vessel, its cargo and intended voyage are such as to render the same needless, a search of the vessel should again be made immediately before departure. These operations should be conducted in such a manner as not to unnecessarily retard the movement of vessels.

Representatives of the Navy Department may be present at the search and lading of vessels, and may request special examination of cargoes, or parts of cargoes, concerning which they may have private information.

VESSELS CLEARING FOREIGN AND STOPPING AT ANOTHER DOMESTIC PORT FOR BUNKERS AND SHIP'S STORES OR ADDITIONAL CARGO.

When a vessel destined to a foreign port clears from one American port and stops at another American port for bunkers or for any other purpose, no search of the vessel or examination of the cargo laden at the first port will be necessary at the intermediate port if the vessel's papers are regular and there are no suspicious circumstances. The Collector of Customs at the initial American port will advise the Collector of Customs at the intermediate port by mail, or note on the clearance papers or manifest, the character of the search made, whenever such course is deemed advisable.

When a vessel arrives from a foreign port at an American port and proceeds coastwise to another American port to discharge the balance of cargo, the search of the vessel shall be made at the first port of arrival, and the Collector of Customs at the next American port advised by mail or by notation made on the manifest of the extent of the search made.

III. COIN, BULLION AND CURRENCY (T. D. 37333) AND LETTERS, WRITINGS OR OTHER FORMS OF COMMUNICATIONS (T. D. 37427) REQUIRING LICENSE.

When a passenger presents his passport at the customhouse for visa, he will be furnished with and required to execute a declaration as to the amount and kind of money he intends to take out of the country.

The passenger shall also be required to declare that he does not intend to take out of the United States any letters, writings, or other

tangible forms of communications except such as are shown and enumerated in his declaration. If the Collector of Customs is satisfied that the letters, writings or other tangible forms of communication so declared are being taken out of the United States without any intention to violate or evade the law or to injure the interests of the United States or to advance the interests of its enemies, and if such letters, writings, or other tangible forms of communications are not intended to be delivered to an enemy or ally of the enemy, he may grant a license therefore upon the postage stamps being affixed thereto that will be required if sent in the regular course of the mail. If such letters or writings or other tangible forms of communications are intended for or to be delivered to an enemy or ally of the enemy and a license therefore has not been issued by the War Trade Board, the Collector of Customs will take possession of the same and turn them over to the nearest representative of the War Trade Board for disposition. If the Collector finds on investigation that such letters, writings, or other tangible forms of communications are being taken out of the United States with intention to violate or evade the law, or if the effect thereof would be to injure the United States, or to advance the interests of its enemies, he will seize such letters, writings, or other tangible forms of communications and detain the person in whose possession they were found, or who had the same under his control, and report the facts to the United States District Attorney for the District in which the seizure was made for such action as he may deem proper.

The combined declaration of moneys and communications intended to be taken out of the country shall be in the following form, a supply of which will be furnished Collectors of Customs upon request by the collector of customs at New York, viz:

From NOTICE TO OUTGOING PASSENGERS AND DECLARATION NO.

Read carefully to avoid delay. It is unlawful for any person to send or take out of, or attempt to send or take out of the United States any letter or other writing or tangible form of communication except in the regular course of the mail unless the same has been licensed by the collector of customs or the War Trade Board in the manner prescribed by the regulations, under a penalty of a fine of \$10,000.00 or 10 years in jail or both.

It is also unlawful to carry out of the United States without a license from the Treasury Department money in excess of the following amounts: United States notes, national bank notes, and Federal Reserve notes not to exceed \$5,000 American silver dollars, subsidiary silver coins and silver certificates not to exceed \$200 gold coin or gold certificates of any country not to exceed \$200.

Instructions. - Any letters, writings, or other tangible forms of communication carried on the person or contained in baggage or brought with you or under your control must be presented at the customhouse in ample time before your departure to permit the same to be inspected and licensed. Friends and relatives are not permitted on the pier. Fruit, flowers, candy, etc., should be delivered to the passenger prior to arrival on dock.

Vessel.....Date of sailing.....19
 Full name of passenger.....Destination.....
 Resided in U. S. at.....from.....to.....
 Occupation.....Born.....19 ...Age.....yrs.
 Place of birth.....Nationality.....
 Nationality of parents.....
 Purpose of trip.....
 Accompanied by.....
 Baggage: Trunks....., Valises....., Bags....., Boxes..., etc.Total.

I do solemnly swear that the above statement is true and that nei-
 ther I nor any member of my family or party now bound from this port to
 a foreign country intends to take or will take any letter, writing, map,
 plan, or other form of communication out of the United States without
 presenting the same to the proper customs officer, for a license. I fur-
 ther solemnly swear that neither I nor any member of my family or party
 intends to take or will take out of the United States or its possessions
 on our persons or in our baggage or in any other manner any coin bullion
 or currency in excess of the amounts allowed by law.

Sworn to before me

on 19 . Passenger.....

.....
 Deputy Collector of Customs.

Baggage examined and found.....Inspector.
 Passenger examined and found.....Inspector.
 Money examined and found.....Inspector.
 Passport No. ... issued at.....Inspector.
 License for.....Inspector.

IV EXAMINATION OF OUTGOING PASSENGERS AND BAGGAGE.

The baggage of all passengers departing for foreign countries, ex-
 cept to Great Britain, France, Italy, and Canada, shall be thoroughly
 searched to prevent any prohibited articles or communications inimical
 to the interests of the United States being taken out of the United States.
 The person and clothing of the passengers shall also be subject to search.

Representatives of the Navy Department may be present at all examina-
 tion of passengers and baggage and may request a personal examination of
 any passenger concerning whom they may have information, at the same time
 divulging to the customs inspector, for his guidance, the nature of the
 information. Such representatives may also request the detention of any
 passenger, and in case of refusal by the customs inspector to detain such

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passenger, may appeal to the collector of customs or his designated representative, and such passenger shall be detained from boarding the vessels pending the decision of the collector of customs in the matter.

On sailing dates, prior to the beginning of the examination of passengers and their baggage, the docks shall be closed to all persons other than those authorized to sail and who hold the necessary passports, or who are employed upon the vessel or dock. Dock employes or other persons having business to transact on the dock will be furnished with passes by the collector of customs, or given cards of identification countersigned by the collector of customs, permitting them to pass customs lines.

Taxicabs and other vehicles shall not be permitted within the customs lines, and all outgoing baggage shall be transferred by the transportation company and deposited in a roped inclosure on the dock opposite the side where the vessel is berthed. As soon as any baggage is examined it will be transferred to an inclosure on the side of the dock nearest the vessel and as soon as possible thereafter will be placed on board the vessel. The passenger will also be required to embark immediately upon conclusion of his examination, without coming in contact with any other person on the dock, and after going aboard shall not be permitted to return to the dock, except in extreme cases and only when accompanied by a guard.

No person will be admitted on the dock or on board the vessel as a member of the crew or dock employe until he has presented his credentials establishing his status and until his person has been searched.

V. VISING OF PASSPORTS.

No citizen of the United States will be allowed to embark as a passenger on a vessel bound for a foreign port except upon presentation to the Collector of Customs, or his representative, of a passport in the prescribed form, nor shall any alien passenger be permitted to so embark unless possessed of a passport issued by the consular or other prescribed representatives of the country of which such person is a citizen. When practicable a Passport Bureau will be established in the customhouse, and steamship companies instructed not to sell tickets to passengers bound for foreign ports until the passenger's passport has been examined and vised at the customhouse, and a certificate stamped thereon showing the name of the vessel of departure and the date of sailing. In case of emergency a passport may be vised on the dock, but in no case shall a passport be vised by a customs officer until the identity of the holder is established.

No passport, consular or otherwise, will be accepted without having affixed thereto the photograph and signature of the citizen or alien under Department or consular seal.

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VI. EXAMINATION OF CREWS OF VESSELS.

Upon the arrival of all vessels from foreign ports, either directly or via another domestic port, the crew should be mustered by customs inspectors and their clothing, quarters and effects thoroughly searched at the same time the vessel is searched, for the purpose of discovering any prohibited letters or other communications. A similar muster and search shall be made immediately prior to the vessel's departure, and any persons on board not having the required passport or other documents will be removed from the vessel and not permitted to depart. In the mustering and examination of crews, customs officers should cooperate with the other branches of the Government who may be engaged in similar work with the view of securing harmonious and efficient action.

Due notice of the time and place of the muster of seamen aboard vessels shall be given the Commandant of the Naval District so that representatives of the Navy Department may be present. Such representatives may request the removal from a vessel of any person whose evidence of nationality is not satisfactory to them, and in case of refusal by the customs inspector to remove such person from the vessel, may appeal to the Collector of Customs or his designated representative, and such person shall not be permitted to sail pending the final decision of the Collector in the matter.

Every seaman or other employe, whether male or female, on vessels arriving from foreign ports, or departing thereto, must bear a passport or other official document showing his or her identity and nationality, with photograph and signature attached under seal.

Under no circumstances shall an alien enemy or an ally of the enemy be allowed on board any vessel destined to a foreign port, either as a passenger or member of the crew, except by express authority of the Secretary of the Treasury.

American officers and seamen must produce as evidence of nationality:

- (a) A passport issued by the State Department.
- (b) A "Seaman's Certificate of American Citizenship or Intention Papers", issued by Collectors of Customs, or United States Shipping Commissioners, under authority of the Department of Commerce.
- (c) An Identification Certificate, which may have been issued by an American Consul abroad (Identification Certificates issued by American Consuls abroad will, however, be taken up by customs officers and returned to the State Department for cancellation and the bearers thereof should be instructed to provide themselves with proper passports or seaman's certificates before sailing on another voyage abroad).

Alien officers and seamen must produce as evidence of nationality:

- (a) A passport issued by a duly authorized representative of their Government.

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- (b) An Identification Certificate such as is issued by Foreign Consuls to their country's citizens or subjects, and which give a sufficient description to identify the holder.
- (c) A continuous discharge book or other seamen's record book sufficient to establish the identity and the nationality of the holder.

Each of the above documents must have affixed thereto a photograph of the person to whom issued.

VII. CENSORSHIP OF MAIL AND COMMUNICATIONS BROUGHT INTO OR CARRIED OUT OF THE UNITED STATES OTHERWISE THAN IN THE REGULAR COURSE OF THE MAILS.

In accordance with an understanding had with the United States Post Office Department, until such time as the Censorship Board of that Department has stations sufficiently equipped throughout the country for the censoring of all mail matter, communications, ship's mail, or other similar matter found or delivered to customs officers during the course of their examinations of vessels, crew, and passengers, as set forth in Paragraph 2 of Treasury Decision 37427, may be examined and censored by customs officials at the port of arrival or dispatch. Customs officials will therefore examine and promptly send on to destination, properly stamped and marked "Censored by Customs" such mail as they deem clearly harmless, and transmit under sealed cover to the nearest postal censorship bureau any such mail matter which they may consider suspicious or questionable, or of value to the censorship bureau. At present the only censorship bureau in operation is that at 641 Washington Street, New York City, but it is intended to establish others at various points along the Atlantic Coast, and as they are established, Collectors of Customs will be duly informed as to their location. The "Trading with the Enemy Act" (Treasury Decision 37427) does not authorize the licensing of incoming letters, only outgoing letters. Letters and other communications brought in by special messenger outside of the regular mails should be examined and if deemed harmless and brought in ignorance of the law, may be permitted to be delivered after censorship as above provided, but they should not be licensed.

Customs officials should confer freely with the military, naval or Department of Justice representatives at the various ports concerning any communications the passing of which they may be in doubt, and at the large ports of entry customs censorship bureaus should be established, at which the officers of Naval Intelligence, and of War Intelligence, may be represented and be permitted to examine all communications and other papers if they so desire.

VIII. SPECIAL INSTRUCTIONS.

Hereafter, and until otherwise directed, "Seamen's Certificates of American citizenship or Intention Papers" shall be issued solely by collectors of customs in the manner prescribed by Treasury Decision 37484.

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The issuance of seamen's identification cards by the Immigration Authorities on Form No. 685 will be discontinued, and seamen's identification cards issued by collectors of customs will be used both by American and alien seamen in lieu thereof, as permits to land in ports of the United States.

Relative to the photographs necessary to be attached to seamen's identification cards, care should be exercised to see that only loyal and capable photographers are chosen for such work. Collectors should, therefore, advertise for bids and select from those submitting proposals the most trustworthy photographer available for the purpose.

No persons except pilots, customs and other Government officers, or persons legally entitled or specially authorized by collectors of customs shall be allowed to come alongside, or hold communication with or board any vessel in port. Captains of tugboats holding special passes, towing and docking inbound or outbound vessels, will be considered harbor pilots. Barges, tugboats, or other vessels will not be permitted to tie up to, or anchor by any vessel under customs supervision, unless required to do so for some specific purpose, approved by the customs officer in charge.

Customs officers should closely inspect every pass for official seal, photograph, etc., and scrutinize the conduct of all holders of passes while they are on board vessels or about piers and report to the collector all persons under suspicion, or those who abuse the privilege by engaging in business other than that designated on the pass.

All merchandise for ship's crew, and all ship's supplies will be delivered on the pier alongside the vessel, and will not be permitted to be placed aboard the vessel until after the list has been checked and approved by the customs officer in charge.

When vessels arrive in the harbor boarding officers should immediately confer with masters and fully explain to them every detail in connection with the rules to be observed while their vessels remain in port. Customs officers should particularly impress on the master that one of the principal objects is to keep solicitors and other persons off vessels if their business can be transacted on the pier or at the office of the authorized agent of the vessel and that the earnest cooperation of the master and crew is absolutely necessary to protect their vessel from injury.

In carrying out the procedure outlined above it is of the utmost importance that complete harmony of action be maintained between the representatives of the various Departments and Bureaus of the Government who may be engaged in similar work, and with that end in view special pains should be taken by customs officials and employees to afford the representatives of the Office of Naval Intelligence, Office of War Intelligence, War Trade Board, Department of Labor and the Post Office Department every facility for obtaining any information or making any special investigation

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they may desire.

It is the desire of the Department that the regulations be uniformly enforced in all customs districts. In case, however, collectors should deem a departure therefrom in certain particulars necessary in order to fit local conditions, they should bring the matter to the attention of the Department for further instructions.

February 25, 1918.

TO COLLECTORS OF CUSTOMS
AND OTHERS CONCERNED:

In accordance with Title II, Section 1, of the so-called Espionage Act, approved June 15, 1917, entitled "An Act to punish acts of interference with the foreign relations, the neutrality, and the foreign commerce of the United States, to punish espionage, and to better enforce the criminal laws of the United States, and for other purposes", and with the Executive Order dated December 3, 1917, the following rules and regulations are promulgated:

1. All existing rules and regulations governing anchorages and movements of vessels in the navigable waters of the United States established by lawful authority are hereby reaffirmed and continued in force, during the period of the present war, under the authority vested in the Secretary of the Treasury by the aforesaid Act and Executive Order.
2. The following persons are hereby authorized to enforce the rules and regulations governing the anchorage of vessels herein reaffirmed or promulgated:
 - (a) For the port and harbor of New York and vicinity, the officer designated by the Secretary of the Treasury as Captain of the Port.
 - (b) For the port of Norfolk, Hampton Roads, and vicinity, the officer designated by the Secretary of the Treasury as Captain of the Port.
 - (c) For all other ports and territorial waters of the United States, the Collector of Customs for the district in which such port and waters are located, or the Captain of the Port when such officer has been designated by the Secretary of the Treasury.
3. The Collector of Customs, through the Captain of the Port or other agency acting for the Collector, is hereby authorized to inspect and search at any time any vessel, foreign or domestic, or any person or package thereon, within the territorial waters of the United States, to place guards upon such vessels, and to remove therefrom any or all persons not specially authorized by him to go or to remain on board thereof.
4. The Collector of Customs, through the Captain of the Port or other agency acting for the Collector, is hereby authorized to take full possession and control of any vessel, foreign or domestic, in the territorial waters of the United States, whenever, in his judgment, such action is necessary in order to secure such vessels from damage or injury, or to prevent damage or injury to any harbor or waters of the United States, or to secure the observance of the rights and obligations of the United States.

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

6. The Secretary of the Treasury may require all lighters, barges, tugs, motor-boats, sail-boats, and similar craft operating in the harbor or waters of any port of entry, to be especially licensed by the Collector of Customs for such purpose, and may revoke any license so granted for any failure to comply with the anchorage or harbor regulations for such port, or to obey the orders of the Captain of the Port in such regard, or for any act inimical to the interests of the United States in the conduct of the war.

W. G. McAdoo

Secretary of the Treasury.

APPROVED:

WOODROW WILSON

President.

26 February, 1918.