

DEFER PEACE MOVE AS SENATORS BALK

Mild Reservationists and the
Irreconcilables Oppose Knox
Plan of Declaration.

LODGE TO CONSULT HOUSE

Owen Proposes Constitutional
Change for Majority Assent
—Inquiry on Yap Island.

Special to The New York Times.

WASHINGTON, March 22.—Congressional action, intended to bring about a state of peace between the United States and Germany, was further deferred today when Senator Lodge decided not to ask the Senate to act this week on the Knox resolution to terminate the war.

Mr. Lodge gave two reasons. One was the absence of many Senators, making it almost impossible to get a quorum to transact even routine business. The other was his desire to reach an agreement with House leaders on the form of a resolution which both branches could adopt with a minimum of debate.

The Knox resolution probably would have to be materially amended before it could pass the Senate, it was said today. Mild reservation Republicans, and irreconcilables as well, object to the declaration of policy which the resolution contains. This policy is set forth to be the settlement of disputes between the United States and other nations by arbitration, and the resolution provides for application of the principle to the world through the formation of a world tribunal to settle international controversies.

The mild reservationists said that they would oppose this provision on the ground that it would commit the United States to a plan of maintaining world peace which might preclude later adoption of the covenant of the League of Nations. The answer was made to the mild reservationists by supporters of the resolution that the Senate adopted the exact language of the Knox resolution in this regard in 1916, when it wrote into the Naval Appropriation bill a direction to the President to call an international conference for the purpose of organizing a world tribunal for settlement of disputes.

The Republican irreconcilables objected to the provision on the general ground that they do not want the United States in making peace to commit itself to any permanent policy in the formation of which the Senate does not have an important part.

Lodge to Confer with House Members.

Mr. Lodge was confident, however, that it would be possible to frame the resolution so that it would accomplish all that was necessary and not antagonize any of the Republicans, either in the House or Senate. He intends to confer this week with members of the House Foreign Affairs Committee on the form of the resolution.

Another resolution to declare the war at an end appeared in the House today. Representative Fred A. Britten of Illinois is the author. In addition to providing means to end the technical state of hostilities, Mr. Britten's resolution creates a European Trade Council, to consist of the President and the Secretaries of Commerce, Labor, State and the Treasury. The function of the Trade Council is to be "to work out and report to Congress a plan for securing the

Continued on Page Four.

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Continued from Page 1. Column 6.

resumption of commercial intercourse with European nations. An appropriation of \$20,000 for expenses is carried in the bill.

In explaining his aim, Mr. Britten said:

"An active, well equipped council ought to establish a credit system and a method of exchanging raw materials for finished products within sixty days."

Favor a Simple Declaration.

In general, Senators said they were willing to vote for a simple resolution bringing to an end the state of war and not committing the United States to anything beyond that.

Carrying out the suggestion of William J. Bryan, Senator Owen of Oklahoma, a Democrat, today introduced a resolution providing for the submission of an amendment to the Constitution to permit treaties to be ratified by a majority of the Senate. The resolution was referred to the Judiciary Committee. The proposed amendment reads:

"The President shall have power, by and with the advice of the Senate, to frame treaties, and, with the consent of the Senate, a majority of the Senators present concurring therein, to conclude the same."

Senators said it was extremely unlikely that the proposed amendment would be adopted at this session.

The Senate adopted a resolution offered by Mr. Lodge, inquiring concerning a report that David Lloyd George, the British Prime Minister, had stated that the Island of Yap, in the Pacific, had been awarded to Japan. Yap is the island concerning which members of the Senate Foreign Relations Committee questioned President Wilson when they were at the White House last August. At that time Senators asked him whether any of the Pacific islands taken from Germany had been retained by the United States for use as cable stations. They referred to recommendations of the General Board of the navy that this be done. The President replied in effect that he had asked that one of the islands be given to the United States. That island, he said, was Yap.

The resolution adopted today referred to the statement made in the House of Commons recently by Mr. Lloyd George in which he told how the German colonial possessions had been allotted under the provisions of the treaty relating to mandates. He said that all the German islands north of the equator had been allotted to Japan.

The Lodge resolution reads:

"Resolved, That the President be requested, if not incompatible with the public interest, to inform the Senate

whether the Island of Yap is to be given to Japan as recently announced by the British Prime Minister, and what, if anything, has been done by the Government of the United States to assure to the United States the possession of this island in accordance with the statements made by the President to the Committee on Foreign Relations Aug. 19, 1919."

Another measure presented today on the ground that it would help restore peace conditions was a bill by Senator Frelinghuysen of New Jersey, providing for an issue of \$30,000,000 of fifty-year bonds, with interest at 3½ per cent. They would be used, under the provisions of the bill, to retire all outstanding Liberty and Victory bonds. It was referred to the Finance Committee.

Expect Wilson to Notify Powers.

WASHINGTON, March 22 (Associated Press).—In the absence of any authoritative prediction of what President Wilson would do with the unratified treaty with Germany, the impression gained weight in diplomatic circles today that the first step probably would be a notification to the other powers that ratification had been refused by the Senate.

In some quarters it was predicted that Mr. Wilson might combine a notification of the treaty's failure with an announcement of his future purpose in the matter.

The question of establishing a modus vivendi with the Allies over clauses of the Versailles treaty in which the United States is inextricably bound by her interests, in case a separate peace with Germany is decided upon, is not believed to offer great difficulties. Officials of the Allies, it is thought, would be quick to endeavor to reach an understanding which might preserve ties established by the war.

In some diplomatic quarters it was thought probable that a separate peace might be established with Germany, a modus vivendi negotiated with the Allies and the question of the covenant of the League of Nations alone left to the "solemn referendum" of the nation.

The fate of the French defensive treaty appears to diplomatic officials to have been completely forgotten.

YAP UNDER JAPAN'S NAVY.

Ministry of Marine to Control Civil Administration of Island.

TOKIO, April 27 (Associated Press).—At the regular session today of the Privy Council, presided over by Premier Hara, Viscount Uchida, the Foreign Minister, made a lengthy report on the mandate question.

It is understood that the Cabinet has decided to place the mandated islands in the Pacific, including Yap, under a civil administration in control of the Ministry of Marine.

The newspapers assert that the Government will publish a full report of the mandate question from the time of the Peace Conference.

The New York Times

Published: April 28, 1921

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Text of the Agreement Reached on Yap And Other Mandated Pacific Islands

Special to The New York Times.

WASHINGTON, Dec. 13.—Following is the text of the State Department announcement of the agreement with Japan on Yap and other Pacific Islands:

"The United States and Japan have reached an agreement with respect to the Island of Yap and the other mandated islands in the Pacific Ocean north of the equator. The negotiations have been in progress since last June and the terms of settlement were almost entirely agreed upon before the meeting of the Conference on Limitation of Armament. The last steps in the negotiations have now been taken. The points of the agreement are as follows:

"1—It is agreed that the United States shall have free access to the Island of Yap on the footing of entire equality with Japan or any other nation, in all that relates to the landing and operation of the existing Yap-Guam cable or of any cable which may hereafter be laid by the United States or its nationals.

"2—It is also agreed that the United States and its nationals are to be accorded the same rights and privileges with respect to radio telegraphic service as with regard to cables. It is provided that so long as the Japanese Government shall maintain on the Island of Yap an adequate radio telegraphic station, co-operating effectively with the cables and with other radio stations on ships and shore, without discriminatory exactions or preferences, the exercise of the right to establish radio telegraphic stations at Yap by the United States or its nationals shall be suspended.

"3—It is further agreed that the United States shall enjoy in the Island of Yap the following rights, privileges and exemptions in relation to electrical communications:

"(a) Rights of residence without restriction and rights of acquisition and enjoyment and undisturbed possession, upon a footing of entire equality with Japan or any other nation or their respective nationals of all property and interests, both personal and real, including lands, buildings, residences, offices, works and appurtenances.

"(b) No permit or license to be required for the enjoyment of any of these rights and privileges.

"(c) Each country to be free to operate both ends of its cables either directly or through its nationals, including corporations or associations.

"(d) No cable censorship or supervision of operation or messages.

"(e) Free entry and exit for persons and property.

"(f) No taxes, port, harbor or landing charges or exactions, either with respect to operation of cables or to property, persons or vessels.

"(g) No discriminatory police regulations.

"4—Japan agrees that it will use its power of expropriation to secure to the United States needed property and facilities for the purpose of electrical communication in the island, if such property or facilities cannot otherwise be obtained. It is understood that the location and area of land to be expro-

propriated shall be arranged each time between the two Governments, according to the requirements of each case. American property and facilities for the purpose of electrical communication in the island are to be exempt from the process of expropriation.

As to Mandated Islands.

"5—The United States consents to the administration by Japan of the mandated islands in the Pacific Ocean north of the equator subject to the above provisions with respect to the Island of Yap, and also subject to the following conditions:

"(a) The United States is to have the benefit of the engagements of Japan set forth in the mandate, particularly those as follows:

ARTICLE III.

The mandatory shall see that the slave trade is prohibited and that no forced labor is permitted, except for essential public work and services, and then only for adequate remuneration.

The mandatory shall also see that the traffic in arms and ammunition is controlled in accordance with principles analogous to those laid down in the convention relating to the control of the arms traffic, signed on Sept. 10, 1919, or in any convention amending same.

The supply of intoxicating spirits and beverages to the natives shall be prohibited.

ARTICLE IV.

The military training of the natives, otherwise than for purposes of internal police and the local defense of the territory, shall be prohibited.

Furthermore, no military or naval bases shall be established or fortifications erected in the territory.

"(b) With respect to missionaries, it is agreed that Japan shall insure complete freedom of conscience and the free exercise of all forms of worship, which are consonant with public order and morality, and that missionaries of all such religions shall be free to enter the territory, and to travel and reside therein, to acquire and possess property, to erect religious buildings, and to open schools throughout the territory. Japan shall, however, have the right to exercise such control as may be necessary for the maintenance of public order and good government, and to take all measures required for such control.

"(c) Japan agrees that vested American property rights will be maintained and respected.

"(d) It is agreed that the treaties between the United States and Japan, now in force, shall apply to the mandated islands.

"(e) It is agreed that any modifications in the mandate are to be subject to the consent of the United States, and, further, that Japan will address to the United States a duplicate report on the administration of the mandate.

"A formal convention embodying these provisions will be drawn up for signature and will be subject to ratification by the Senate."

AMERICAN'S DAUGHTER REAL RULER OF YAP

Mrs. Alfred J. Scott Lives in Island's Biggest House and Owns Its Only Piano.

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YAP, Dec. 29.—The Japanese flag flies over Yap and a Japanese Governor makes the laws, but the real boss of the island is an American woman. If she is not 100 per cent. American by birth she makes up for it by 100 per cent. in American brains and business ability. In English her name is Mrs. Alfred J. Scott, and she is about 40 years old.

Mrs. Scott's father was David O'Keefe, a famous trader and sea captain of the old days. He is still a tradition in the Carolines, where his two fists made their mark on many a husky native. He was born in Savannah, Ga., and the story goes that when as a young man he sailed away to the Pacific he left a wife and daughter there who never saw him again.

O'Keefe finally settled at Yap and did a flourishing business in copra and other products of the South Seas. His trading schooner plied between the Carolines and Hongkong, and his coconut groves were numerous. He forgot Savannah and married a native girl. Mrs. Scott is their daughter.

When O'Keefe's fortune was at its height and his name was a terror to every native in the Carolines, he embarked on what proved to be his last voyage. Returning from Hongkong to Yap his schooner, with himself and crew, disappeared. Whether the ship was lost in a storm or whether the native sailors mutinied and killed him is still one of the unsolved riddles of the sea.

O'Keefe's wife and daughter, however, continued the business. Some years ago the daughter married a trader named Scott, who died in 1918. Since then she has managed her affairs single-handed. Today Mrs. Scott owns a crack trading schooner, several coconut plantations and lives in the biggest house in Yap.

Mrs. Scott is most proud of her son, who soon will be old enough to help her in business, and of her grand piano. As the piano is the only one on the island, Mrs. Scott ranks as the social leader of Yap's "400."

The New York Times

Published: December 30, 1921
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COLBY GETS DRAFT OF JAPAN'S MANDATE

**Government Will Not Recognize
It as Covering Island of
Yap, It Is Said.**

Special to The New York Times.

WASHINGTON, Feb. 17. — The State Department has received the draft form of the mandate for the Pacific Islands in the North Pacific formerly belonging to Germany, awarded to Japan and approved by the Council of the League of Nations on Dec. 17 last. The text was not communicated officially to this Government, but it was made clear at the department today that the United States does not recognize the mandate as covering the island of Yap, and it appears also that among the allied nations themselves there is a difference of opinion concerning the exact status of Yap.

From the attitude of the Republican leaders in the Senate it is believed the incoming Administration will uphold the contentions of the State Department respecting Yap, and that the United States will continue not to recognize the Japanese mandate as covering Yap until assurances are given in conformity with the understanding claimed to have been reached by President Wilson with the Supreme Council at Paris during the peace negotiations to the effect that Yap should be at the free and equal disposal of all nations as a communication base. Japan, it is understood, in holding to the letter of the mandate form, has been supported by Great Britain by reason of prior pledges given to Japan, but it is believed Japan will accede to America's demands provided Great Britain will allow Japan nationals to enjoy the same rights in the former German islands south of the Equator in the Pacific awarded to Australia and New Zealand, that those nationals enjoyed when the islands were administered by Germany.

The outlook is that protracted negotiations will be necessary before the question of Yap is settled, and there are present indications that it will figure in the question of mandates generally, raised by the British attitude of opposition to the admission of American interests in the economic development of Mesopotamia.

It was asserted authoritatively today that approval by the Council of the League of Nations of the mandate form for Mesopotamia would not change the position of the United States, and it is the belief of State Department officials that the next administration will continue the policy of this Government respecting equal rights for American nationals in the exploitation of the oil and other resources of Mesopotamia.

The State Department has addressed each of the Governments represented on the Council of the League, but it was said authoritatively that this Government will not address the Council of the League.

GUAM-YAP CABLE MAY COME TO US

Also the Former German Line
From New York to Brest Un-
der Tentative Agreement.

FINAL SETTLEMENT NEAR

Question of Status of Yap Island
Left Open—Other Powers Get
Important Lines Also.

Special to The New York Times.

WASHINGTON, March 18.—Informal conferences that have been in progress for more than a month among representatives of the State Department and delegates to the International Communications Conference, have reached the point where tentative decisions have been made for a definitive distribution of the former German cables. Prospects now are that final agreement will be reached within a week, based on the tentative understandings that have so far been arrived at informally.

In this allocation of the cables, it is now understood, the United States will receive full ownership of the line from Guam to Yap, in the Pacific, and the line from New York to Brest, in the Atlantic. This became known today following a conference between Norman H. Davis, former Under Secretary of State, American delegate and Chairman of the Communications Conference, and Baron Kijuro Shidehara, the Japanese Ambassador, who is now acting as Japan's principal delegate to the conference. Technical reasons are understood to prevent the immediate official announcement of the tentative agreement. Jules J. Jusserand, the French Ambassador and delegate to the conference, is understood to be waiting on instructions from his Government, which are momentarily expected, giving France's assent.

Unless the tentative allocation understanding now reached is upset, England would retain the line she diverted from New York and Germany to Canada and England, while Italy would receive an important link in one of the Azores cables, and a large allotment of former German cables would be made to France. Japan, it is understood, would obtain the former German cables from Yap to Shanghai and from Yap to the Dutch East Indies.

As the terms of the tentative understanding are understood, Japan insists upon Japanese operation of the Yap end of the Guam-Yap cable until the status of Yap is determined, and Holland would operate the Dutch East Indies end of the third cable running from Yap. The question of the status of Yap is understood to have been differentiated from the cable allocation question in the tentative understanding, but the American position that Yap necessarily must be considered as vital in any communications system in the Pacific is still being maintained.

The Communications Conference is not taking jurisdiction over the question of the status of Yap, that being left for adjudication between the United States and the principal allied powers. It is now considered probable that the last plenary session of the conference will be held next week.

THE HAGUE, March 18.—An official statement was issued today denying reports from Tokio that Holland favored internationalization of the Yap Island cables and would oppose the island becoming the property of a single power.

Official circles in Washington received advices late in February which said the Netherlands Government had become a party to the controversy over the German cables seized by Japan and emanating from Yap. One of the lines connects Yap with Menado, in the Dutch East Indies, and the Dutch Government was declared to have addressed a request to Japan for possession of this cable.

Holland was described in a dispatch from The Hague under date of March 2 as being against negotiations with any individual power concerning the control of the cables from Yap to Menado or Shanghai. It was added that the Dutch Government had nothing to say on any questions involving Yap, but opposed control of the cable by Japan, America or any one else.

HARDING PROCLAIMS THE TREATY ON YAP

Hughes-Shidehara Notes on Pacific Islands Are Also Made Public.

Special to The New York Times.

WASHINGTON, July 17.—The full text of the treaty between the United States and Japan with respect to the Island of Yap and other former German Islands in the Pacific north of the Equator was made public today by President Harding in a proclamation calling upon the people of the United States to fulfill the treaty in good faith.

At the same time there was made public a series of four notes exchanged between Secretary of State Hughes and Ambassador Shidehara dealing with the rights of American vessels to "the usual comity" when visiting harbors and waters of the islands and also pertaining to future treaties which the United States may make with Australia and New Zealand concerning the mandates held by those dominions in the Pacific south of the Equator.

The State Department had previously made public an official summary of the Yap treaty, but this is the first time that the full text of the treaty has been given out and it is also the first time that the text of the notes exchanged between Hughes and Shidehara has been made public.

The treaty begins with a recitation of the fact that Germany by the Treaty of Versailles renounced in favor of the principal allied and associated powers the rights and title to her overseas possessions and that the right of the United States as one of the principal allied and associated powers was conferred by the treaty concluded between the United States and Germany. The terms of the mandate conferred upon the Emperor of Japan over the islands in the Pacific north of the Equator are then set forth.

The text of the treaty proper provides: "In subject to the provisions of the present convention, the United States consents to the administration by Japan, pursuant to the aforesaid mandate, of all the former German Islands in the Pacific Ocean lying north of the Equator."

Article II, providing that the United States and its nationals shall receive all the benefits of the engagements of Japan defined in Articles 3, 4 and 5 of the mandate, notwithstanding the fact that the United States is not a member of the League of Nations. These articles of the mandate prohibit slave trade or forced labor, prohibit military training of natives otherwise than for internal police purposes and local defense of the territory, and prohibit the establishment of military or naval bases or fortifications.

It is further agreed between the high contracting parties, the treaty sets forth, as follows:

1. Japan shall insure in the islands complete freedom of conscience and the free exercise of all forms of worship which are consistent with public order and morality; American missionaries of all such religions shall be free to enter the islands and to travel and reside therein, to acquire and possess property, to erect religious buildings and to open schools throughout the islands; it being understood, however, that Japan shall have the right to exercise such control as may be necessary for the maintenance of public order and good government and to take all measures required for such control.

2. Vested American property rights in the mandated islands shall be respected and in no way impaired.

3. Existing treaties between the United States and Japan shall be applicable to the mandated islands.

4. Japan will address to the United States a duplicate of the annual report on the administration of the mandate to be made by Japan to the Council of the League of Nations.

5. Nothing contained in the present convention shall be affected by any modification which may be made in the terms of the mandate as recited in the convention unless such modification shall have been expressly assented to by the United States.

Article III, providing:

The United States and its nationals shall have free access to the Island of Yap on a footing of entire equality with Japan or any other nation and their respective nationals in all that relates to the landing and operation of the existing Yap-Guam cable, or of any cable which may hereafter be laid or operated by the United States or by its nationals connecting with the Island of Yap.

The rights and privileges embraced by the preceding paragraph shall also be accorded to the Government of the United States and its nationals with respect to radio telegraphic communication; provided, however, that so long as the Government of Japan shall maintain on the Island of Yap an adequate radio telegraphic station co-operating effectively with the cables and with other radio stations on ships or on shore, without discriminatory exactions or preferences, the exercise of the right to establish radio-telegraphic stations on the Island by the United States or its nationals shall be suspended.

Article IV declares that in connection with the rights embraced by Article III, specific rights, privileges and exemptions, in so far as they relate to electrical communications, shall be enjoyed in the Island of Yap by the United States and its nationals.

No censorship or supervision is to be exercised over cable or radio messages or operations.

Nationals of the United States are to have complete freedom of entry and exit in the island for their persons and property.

JAPAN TO WITHDRAW GARRISON FROM YAP

***Leaves That and Other Islands to
Police—Sentiment for Dis-
armament Strong.***

TOKIO, June 8 (Associated Press).—The Minister of the Navy, it was officially announced today, has ordered the withdrawal of the naval garrisons from the islands in the South Pacific, including the island of Yap, leaving the protection of the islands, including the wireless installation in Yap, to the police force attached to the civil administration.

Several destroyers, it is added, will remain in the water as guardships.

Yukio Ozaki, former Minister of Justice and one of the leaders in the movement for curtailment in naval expenditures, has returned here from a lecture tour in which he advocated this policy, reporting that he found sentiment everywhere he went in Japan in conformity with his views.

The former Minister expressed himself as greatly gratified, and he declared that no Cabinet in Japan would dare refuse taking part in the disarmament conference it was proposed in the United States that President Harding should take measures to bring about, as the objects of such a conference would be heartily approved by the Japanese nation.

Premier Hara, in a statement issued today, says that Japan feels profound appreciation for the reception of Crown Prince Hirohito in England. He adds that the manifestation of friendship further strengthens the bonds between the two empires.

THE QUESTION OF YAP.

From the point of view of a member of the Japanese Opposition party, Viscount KATO has fairly good warrant for speaking of the "Yap muddle." Both the Opposition and the Government party, of course, hold that Japan should retain control of the Island of Yap, the difference being that the Opposition feels that that control should have been acquired so smoothly and skillfully that no question could be raised about it. As it happens, a question has been raised by this Government which goes to the very root of the transaction. Hence the Opposition feels that the affair has been muddled.

Viscount KATO is on ground much less certain when he declares that "Japan should now insist upon her acquired rights." There was a time when Japan might with some show of reason have spoken of her acquired rights in the Island of Yap. Under the old agreement the Allies were to support her claim to the German islands north of the Equator. But that title, whatever it amounted to, was surrendered at the Paris Conference. By Article 119 of the Treaty Germany renounced "in favor of the principal Allied and Associated Powers all her rights and titles over her overseas possessions." By her signature to the Treaty Japan assented to this transfer of control over the island to the Allied and Associated Powers.

But Japan stands now upon the decree of the Council conveying to the Emperor the mandate for the Island of Yap. That conveyance is invalid, as successive notes from Washington under the last and the present Administration have demonstrated. It is invalid because the United States, by the terms of the Treaty a party in interest, was not consulted. We have never assented to the mandate and our protest was entered against it when it was first proposed. The island is an exchange station for the Pacific cables. It should be internationalized as we have urged; certainly it ought not to be under the control of one Power.