

judicial, military, and administrative authority in the regions named. However, as the British pointed out in the Fur Seal Arbitration, and as had been recognized in the United States at an earlier time, the ukase was intended primarily to regulate the activities of Russian subjects, rather than to interfere with the rights of foreigners.⁷

The ukase did eliminate most of the quarrelling among the Russian traders themselves, but it had little effect upon foreign traders, mainly British and American, who came to Alaskan waters in increasing numbers. As a result officials of the Russian American Company complained to their government, which endeavoured, without success, to support their cause through the medium of diplomatic protests.⁸ In the meantime the Russian company was trying to extend its own sphere of activity, and in 1812 established Fort Ross at Bodega Bay on the California coast, this marking approximately the southern limit of Russian enterprise in the region. Primarily to check the "secret and illicit traffic" of foreigners, the Emperor Alexander I on September 4/16, 1821, issued a sweeping ukase which purported to grant Russian subjects the exclusive right to the "pursuits of commerce, whaling, and fishery, and of all other industry on all islands, ports, and gulfs including the whole of the northwest coast of America, beginning from Behring's Straits to the 51° of northern latitude," and also the Aleutian Islands and the Kurile and other islands off the Siberian coast, from Bering Strait to Urup Island in the Kuriles at 45° 50'. The ukase also prohibited all foreign vessels not only from landing on all these coasts and islands, but also from approaching them within one hundred Italian miles, on pain of confiscation.⁹ Nine days afterwards, on September 19/25, 1821, the tsar issued a second charter

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