The thoughts and opinions expressed are those of the authors and not necessarily of the U.S. Government, the U.S. Department of the Navy or the Naval War College.
Decree relating to clearance of merchant vessels January 5, 1915.

[Gaceta Oficial, Jan. 13, 1915.]

Juan I. Jimenes, Constitutional President of the Republic:

Whereas it is the duty imposed by the neutrality of States to prevent any illicit traffic by sea;

Whereas the decree of November 25, 1914, relative to the dispatch of foreign merchant vessels leaves unsanctioned the order contained in its sole article:

In use of the attributes that the constitution of State in article 53, 3d insert, confers on me:

I decree:

ARTICLE 1. No merchant vessel shall be dispatched from the ports of the Republic without the statement of the consular agent of the country to which it belongs that the trip is a commercial one, and without the port of destination and stopping places being indicated.

ART. 2. If it should be proved that a vessel dispatched from one of the ports of the Republic has not gone directly to its stopping places or port of destination, according to the declaration made by the consular agent, the Dominican maritime authorities shall detain that vessel the first time it returns to one of the ports of the Republic and shall consider it as a part of the naval forces of the country to which it belongs and shall treat it as such.

Let it be communicated and published.

Given in Santo Domingo, etc., January 5, 1915.

J. I. JIMENES.

The Secretary of War and Marine,

DESIDERIO ARIAS.

FRANCE.

WAR DECLARATIONS.

Notification of war with Germany, August 4, 1914.

[French Yellow Book. Journal Officiel, Aug. 6, 1914, p. 7133.]


The German Imperial Government, after having allowed its armed forces to cross the frontier, and to permit various acts of murder and pillage on French territory; after having violated the neutrality of the Grand Duchy of Luxemburg in defiance of the stipulations of the Convention of London, 11th of May, 1867,1 and of Convention V of The Hague, October 18, 1907, on the rights and duties of powers and persons in case of war on land (arts. 1 and 2), conventions which have been signed by the German Government; after having addressed an ultimatum to the Royal

1 British and Foreign State Papers, 57:32.
Government of Belgium with the object of requiring passage for
German troops through Belgian territory in violation of the
treaties of April 19, 1839,¹ which had been signed by them, and
in violation of the above Convention of The Hague.

Have declared war on France at 6.45 p. m. on August 3, 1914.

In these circumstances the Government of the Republic find
themselves obliged on their side to have recourse to arms.

They have in consequence the honor of informing by these pres­
ents the Government of the * * * that a state of war exists between
France and Germany dating from 6.45 p. m. on August 3, 1914.

The Government of the Republic protest before all civilized
nations, and especially those Governments which have signed the
conventions and treaties referred to above, against the violation
by the German Empire of their international engagements, and
they reserve full right for reprisals which they might find them­selves brought to exercise against an enemy so little regardful of
its plighted word.

The Government of the Republic, who propose to observe the
principles of the law of nations, will, during the hostilities, and as­
suming that reciprocity will be observed, act in accordance with the
International Conventions signed by France concerning the law of
war on land and sea.

The present notification, made in accordance with article 2 of
the Third Convention of The Hague of October 18, 1907, relating
to the opening of hostilities and handed to * * *.

PARIS, August 5, 1914—2 p.m.²

Note relating to breaking of diplomatic relations with Austria-
Hungary, August 10, 1914.

[Austro-Hungarian Red Book.]

LXIII. Count Szécsen to Count Berchtold.

(Telegram.)

PARIS, August 10, 1914.

Received telegram of 9th August.

Immediately communicated contents to M. Doumergue. The
Minister, having received a similar telegraphic report from M.
Dumaine concerning his conversation with you, is satisfied that
our troops are not on the French frontier, but says that he has
positive information that an Austro-Hungarian army corps has
been transported to Germany, thus enabling the latter to with­
draw her own troops from the German territories now occupied by
our forces. In the Minister's view this facilitates the military
operations of the Germans.

¹ British and Foreign State Papers, 27:990.
I have repeatedly called the Minister's attention to the wording of your reply; he recognizes that there could be no question of an active participation of our troops in the Franco-German war, but insists that the presence of our troops on German territory is undeniable and represents military support to Germany. Under these circumstances, he has instructed the French Ambassador in Vienna to ask immediately for his passports and to leave Vienna with the entire staff of the Embassy, to-day.

The Minister told me that, under the circumstances, my presence here could be of no avail, but owing to public excitement, might even give rise to unpleasant incidents which he would like to avoid. He offered to have a special train ready to-night for my conveyance out of France. I replied that it would be impossible for me to obtain instructions from you by to-night, but in view of the recall of M. Durnaine, I begged him to have my passports handed to me.

Notification of declaration of war against Austria-Hungary, August 13, 1914.


The following notification was, under date of yesterday, sent to his excellency the Ambassador of the United States at Paris, in charge of Austro-Hungarian interests in France, as well as to the diplomatic representatives of powers accredited at Paris.

"After having been, in spite of pacific affirmations, the original co-author of the aggression of Germany against France, the imperial and royal Government of Austria-Hungary, by acts of military assistance given to Germany, and incompatible with neutrality, provoked, on the date of August 10, 1914, the rupture of diplomatic relations between the cabinets of Paris and Vienna.

"New information having established that the imperial and royal government persists in the assistance above denounced, the government of the Republic, sees itself constrained to no longer recognize it as neutral and to consider it as an enemy from the date of August 12, at midnight.

"The present notification is made in conformity with article 2, of the III Convention of the Hague of October 18, 1907, relative to the opening of hostilities and is sent to (diplomatic representative at Paris of the power to which notification is made) at Paris, August 13, 1914, at 4 o'clock in the afternoon.

For text of note to Austro-Hungarian Government, transmitted through the British Government, see supra, p. 117.
Provisions for Peace.

Notice of declaration by the Triple Entente, September 4, 1914.

[French Yellow Book.]

No. 160.—M. Delcassé, Minister for Foreign Affairs, to the French ambassadors and ministers abroad.

PARIS, September 4, 1914.

The following declaration has this morning been signed at the foreign office at London:

The undersigned, duly authorized thereto by their respective Governments, hereby declare as follows:

"The British, French, and Russian Governments mutually engage not to conclude peace separately during the present war. The three Governments agree that when terms of peace come to be discussed, no one of the allies will demand terms of peace without the previous agreement of each of the other allies."

PAUL CAMBON.
COUNT BENCKENDORFF.
EDWARD GREY.

This declaration will be published to-day.

DELCASSE.

ADHESION OF JAPAN. (REV. GÉN., DOC., 23: 4.)

The Ambassadors of France and Russia and the Secretary of State for Foreign Affairs of Great Britain to the Ambassador of Japan at London, M. Inouye.

LONDON, October 19, 1915.

EXCELLENCY: We, the undersigned, duly authorized by our respective Governments, have the honor to invite the Imperial Government of Japan to signify, by the intermediary of your excellency, its adhesion to the declaration between the French, Russian, and British Governments, signed at London, September 4, 1914, the text of which is thus conceived:

"The French, Russian, and British Governments mutually engage not to conclude peace separately during the present war. The three Governments agree that when terms of peace come to be discussed, no one of the allies will demand terms of peace without the previous agreement of each of the other allies."

Wishing your, etc.

PAUL CAMBON.
COUNT BENCKENDORFF.
E. GREY.

REPLY OF THE JAPANESE AMBASSADOR AT LONDON.

LONDON, October 19, 1915.

I have the honor to make known to your excellency that the Imperial Japanese Government has authorized me to make known its entire and complete adhesion to the terms of this declaration.

INOUYE.

ADHESION OF ITALY. (REV. GÉN., DOC., 23: 124.)

The Italian Government having decided to adhere to the declaration made at London, September 4, 1914, by the British, French, and Russian Governments, a declaration to which the Japanese Government has ad-
hered under date of October 19, 1915, the undersigned, duly authorized by their respective Governments, make the following declaration: "The British, French, Italian, Japanese, and Russian Governments engage not to conclude a separate peace during the course of the present war. The five Governments agree that when there will be occasion for discussion of terms of peace, none of the allied powers will propose conditions of peace without a previous understanding with each of the other allies."

In faith of which the undersigned have signed the present declaration and have attached thereto their seals.

Done at London, in five originals, November 30, 1915.

E. GREY.
PAUL CAMBON.
IMPERIALI.
INOUE.
BENCKENDORFF.

Declaration recognizing a state of war with Turkey, November 5, 1914.¹


The acts of hostility which the Turkish fleet, commanded by German officers, has committed against a French merchant vessel and which have caused the death of two Frenchmen and serious damage to the vessel, not having been followed by the dismissal of the German military and naval missions, a measure by which the Porte might still have relieved itself of responsibility, the Government of the Republic is obliged to state that by the act of the Ottoman Government the state of war exists between France and Turkey.

¹ Exequatur were withdrawn from Turkish consuls on November 6 (Journ. Off., Nov. 7, 1914):

The President of the French Republic, on the report of the minister of foreign affairs—

Decrees:

ARTICLE 1. By reason of the state of war between France and Turkey, the exequatur accorded to the Ottoman consul general, consuls and consular agents in France and in the colonies and protectorates are withdrawn.

Art. 2. The minister of foreign affairs is charged with the execution of the present decree.

Done at Bordeaux, the 6th November, 1914.

By the President of the Republic.

R. POINCARÉ.

The Minister of Foreign Affairs.

The French prize court has said: "The state of war existed en fait between France and Turkey since October 29, 1914, at 3 o'clock in the morning, the time of the bombardment by the Turks of the port of Odessa, where there was a French vessel which was bombarded and on board of which two French nationals were killed." (The Mahrousseh, Journ. Off., Dec. 17, 1915; Décisions du Conseil des Prises, 1: 94.)
Notifications of Blockade.

Declaration of war against Bulgaria, 6 a. m., October 16, 1915.


Bulgaria having taken action with our enemies and against one of the allies of France, the Government of the Republic announces that a state of war exists between France and Bulgaria, from October 16 at 6 o'clock in the morning, through the action of Bulgaria.

BLOCKADES AND COMMERCIAL RESTRICTIONS.

Notification, blockade of Cameroons, April 23, 1915.¹


On date of April 20, 1915, the commander of the allied naval forces, present at the Cameroons, acting by virtue of the powers vested in him, declared that from Wednesday, April 23, 1915, at midnight, mean Greenwich time, the part of the coast of Cameroons comprised between the limits indicated below will be held in a state of blockade by the said naval forces:

1. Between the mouth of the Akwayafe River, latitude 4° 41' north, longitude 8° 30' east, and the mouth of the Bimbia Creek, latitude 3° 58' north, longitude 9° 18' east.

2. Between the mouth of the Sanaga River, latitude 3° 35' north, longitude 9° 39' east, and the mouth of the Campo River, latitude 2° 21' north, longitude 9° 50' east.

The longitudes are counted from the Greenwich meridian.

Friendly and neutral vessels present on the blockaded coast may weigh anchor and will be free to pass until Sunday, April 25, 1915, at midnight, mean Greenwich time.

All vessels which attempt to violate the blockade will be proceeded against according to international law.

Notification of this declaration has been regularly made to the German authorities of the parts of Cameroons not occupied by the allied troops, as well as to the Governor General at Fernando-Po.

Notification, restriction of Cameroons blockade, January 10, 1916.¹


On date of January 10, zero o'clock, the blockade of the coast of the Cameroons (coast of West Africa), the object of the notification published in the Journal Officiel of April 23, 1915, is restricted to the following limits:

Between the mouth of the Sanaga River, latitude 3° 35' north, longitude 9° 30' east, and the mouth of the Campo River, latitude 2° 21' north, longitude 9° 50' east.

The longitudes are counted from the Greenwich meridian.

¹ See British notifications, infra, p. 135.
French Blockades.

Notification, raising of Cameroons blockade, March 1, 1916.


From the date of March 1, 1916, zero o'clock, the blockade of the coast of the Cameroons (coast of West Africa), the object of notifications published in the Journal Officiel of April 23, 1915, and January 12, 1916, is declared raised.

Notification, blockade of Asia Minor, June 2, 1915.


The Government of his Britannic Majesty made known on June 1, 1915, its decision to declare under blockade, from June 2, 1915, the coast of Asia Minor extending between 37° 35' north latitude and 40° 45' north latitude, and comprising the entrance of the Dardanelles. Seventy-two hours of grace from the date of the commencement of the blockade have been accorded to neutral vessels to leave the blockaded zone.

The Government of the Republic hereby gives notice that the said blockade is also maintained by French naval forces.

Notification, blockade of Asia Minor and Syria, August 25, 1915.


On date of August 22, 1915, the commander in chief of the navy in the Mediterranean, acting by virtue of the powers conferred upon him by the Government of the Republic, declared in a state of blockade the coasts of Asia Minor and of Syria from the Island of Samos to the Egyptian frontier—that is to say, between the following points: Latitude 37° 38', longitude 27° 2' east (Greenwich) and latitude 31° 20', longitude 34° 13' east (Greenwich).

The blockade is declared effective from August 25, 1915, at noon. Neutral vessels can leave blockaded points until August 28, 1915, at noon.

The order has been given at the same time to the commanders of blockading forces to proceed immediately to the notification of the local authorities.

Notification, blockade of Bulgaria, October 16, 1915.


On date of October 16, 1915, the commander in chief of the navy in the Mediterranean, acting by virtue of the powers conferred

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1 See British notification, infra, p. 136.
upon him by the Government of the Republic, declared in a state of blockade the coasts of Bulgaria on the Aegean Sea, from the Greek frontier to the Turkish frontier.

The blockade is declared effective from October 16, at 6 o'clock in the morning.

Friendly or neutral vessels may leave blockaded points until October 18, 1915, at 6 o'clock in the morning.

The order has been given at the same time to commanders of the blockading forces to proceed immediately to notification of the local authorities.

(Notification, blockade of Cavalla, September 16, 1916.


On September 16, 1916, the commander in chief of the navy on the Mediterranean, acting by virtue of the powers which have been conferred upon him by the Government of the Republic, has, in view of the state of war with Bulgaria and the occupation of Cavalla by the Bulgarian Army, declared in a state of blockade the coast of Macedonia from the mouth of the Strouma (40° 46' north latitude, 23° 53' east longitude, Greenwich) to the Greco-Bulgarian frontier (40° 51' north latitude, 24° 50' east longitude (Greenwich).

The blockade is declared effective from September 16, 1916.

Neutral vessels can leave blockaded points until September 21, 1916, at 8 o'clock in the morning (West European time).

Notification of the said declaration has been addressed to the local authorities.

(Notification, blockade of Greece, December 8, 1916.


The Government of the French Republic, having agreed with its allies to declare a blockade of Greece, hereby gives notice of the conditions by which they will proceed.

The blockade is declared effective from December 8, 1916, at 8 o'clock in the morning.

The blockade extends to the coasts of Greece and comprises the islands of Eubee, Zaraite, and Sainte-Maure from a point situated at 39° 20' north, 20° 20' east of Greenwich, to a point situated 39° 50' north, 22° 50' east of Greenwich, as well as the islands actually under the dependence or the occupation of the Royal Hellenic authorities.

Vessels of third powers finding themselves in blockaded ports can freely depart until December 10 at 8 o'clock in the morning.

1 In the announcement in the London Times, Dec. 9, 1915, p. 7, d, this reads "December 12."
French Attitude on German War Zones.

The order has been given to the commander in chief of the blockading forces to proceed immediately to notify the local authorities of the present declaration.


Decree authorizing retaliatory measures against trade of Germany, March 13, 1915.


Report to the President of the French Republic.

MINISTRY FOR FOREIGN AFFAIRS,


Mr. President: The German Government has decreed certain measures which, in violation of the usages of war, are aimed at declaring the waters which encircle northern France and the United Kingdom a military zone, in which all Allied merchant vessels shall be destroyed without regard for the lives of the crew and the noncombatant passengers and in which neutral shipping will be exposed to the same dangers.

In a memorandum accompanying the publication of the aforesaid measures neutrals are warned not to embark sailors, passengers, or cargo on ships belonging to the Allies.

Such pretensions on the part of the enemy give to the Allied Governments the right to respond by preventing every kind of merchandise from reaching or leaving Germany. However, the Allied Governments never intend to follow their enemy in the cruel and barbarous methods of which he habitually makes use, and the measures to which they have been obliged to have recourse shall not in their intention carry any risk for neutral vessels or for the lives of neutrals or noncombatants and shall be applied in strict conformity with the laws of humanity.

It is under these conditions and in this spirit that the joint declaration hereto annexed, notified to the Allied Governments on March 1, 1915, has been conceived, and in which are drafted the terms of the decree which we have the honor to submit for your high approval.

We beg you to accept, Mr. President, the assurances of our profound respect.

Minister of Finance: A. RIBOT.

Minister of Marine: VICTOR AUGAGNEUR.

Minister for Foreign Affairs: DELCASSÉ.

Minister of War: A. MILLERAND.

*Infra, p. 137.*
The President of the French Republic, on the part of the minister for foreign affairs, the minister of finance, the minister of war, and the minister of marine, decrees:

ARTICLE 1. All goods belonging to subjects of the German Empire, either shipped from or to Germany and having taken the sea since the promulgation of this present decree shall be stopped by the cruisers of the Republic.

All territory occupied by the German armed forces is assimilated to German territory.

ART 2. All articles and goods either of German brand or manufacture or made in Germany, the products of German soil, as well as all articles and merchandise, whatsoever the point of departure of which, either direct or in transit, is in German territory, shall be considered as merchandise coming from Germany.

However, the present stipulation shall not apply to articles or merchandise which the subject of a neutral country may prove to have brought lawfully into a neutral country prior to the promulgation of the present decree or of which he may prove that he was in regular and lawful possession prior to the said promulgation.

ART. 3. All articles and merchandise whatsoever shipped either direct or in transit to Germany or to a country close to Germany, whenever the documents accompanying said articles or merchandise shall not show proof that their ultimate and true destination is in a neutral country, shall be considered as merchandise destined for Germany.

ART. 4. Neutral vessels on board of which shall be found merchandise falling within article 1 shall be conducted to a French or allied port. In the event of the vessel being brought to a French port the merchandise shall be unloaded unless otherwise provided as hereinafter stipulated. The vessel shall afterward be liberated.

All merchandise recognized as belonging to German subjects shall be placed under sequestration or sold, the proceeds thereof being deposited at the caisse des dépôts et consignations until the conclusion of peace to the account of the persons entitled thereto.

All merchandise belonging to neutrals and coming from Germany shall be held at the disposal of their neutral owners to be reshipped to their port of departure within a delay which shall be determined. After expiration of the said delay the said merchandise shall be subject to requisition or sold for the account and at the expense and risk of the owners.

Merchandise belonging to neutrals and bound for Germany shall be held at the disposal of the neutral owners, either to be returned

1 "The Department of the Marine gives notice to those interested that the delay provided in Article 4, paragraphs 3 and 4, of the decree of Mar. 13, 1915, has been fixed at three months, from the time of insertion in the Journal Officiel of the notice of deroulement of the vessel.

"After this delay the merchandise will be disposed of as provided in the above-mentioned decree." (Journ. Off., May 28, 1915, p. 3401.)
French Regulation of Commerce.

to the port of departure or to be sent to any other French, allied, or neutral port as may be authorized. In either case a period of time shall be fixed, at the expiration of which the merchandise shall be subject to requisition or sold for the account and at the expense and risk of the owner.

Art. 5. In exceptional cases, at the suggestion of the minister for foreign affairs, approved by the minister of war, the minister of marine may grant authorization for the passage of a specified cargo or a certain special category of merchandise destined to or coming from a specified neutral country.

Goods coming from Germany shall only be authorized to pass when they shall have been loaded in a neutral port after having paid the customs duty of the neutral country.

Art. 6. Nothing in this decree shall be deemed to affect the provisions decreed regarding merchandise declared absolute or conditional contraband of war.

Art. 7. The question as to whether the captured merchandise belongs to German subjects or is bound to or from Germany shall be decided before a prize court as hereinafter provided.

Within two days from the arrival of the captured ship, the ship's papers and other documents justifying the capture shall be sent by the prize service of the port through the minister of marine to the commissioner representing the Government at the prize court, who will immediately notify the president of the said court.

The president shall convene the court which shall declare sentence upon the said documents within eight days of the registration of the dossier at the court. Notwithstanding the said delay, the court shall always be entitled to order any investigation which may appear to it advisable and to grant, if necessary, to the parties who may so demand sufficient time to justify their rights.

The decision of the prize court shall be transmitted to the minister of marine, who shall be directed to execute same.

Art. 8. The minister for foreign affairs, the minister of finance, the minister of war, and the minister of marine shall be directed, in so far as they are respectively concerned, to execute the present decree.

Done at Paris March 13, 1915.

By the President of the Republic.

R. Poincaré.

The minister for foreign affairs,
DÉCASSÉ.

The minister of finance,
A. RIBOT.

The minister of war,
A. MILLERAND.

The minister of marine,
VICTOR AUGAGNEUR.
Notification as to Mines.

MISCELLANEOUS WAR MEASURES.

Notification of mined area October 6, 1914.

MINISTRY FOR FOREIGN AFFAIRS,
French Republic.

The minister for foreign affairs has the honor to transmit to his excellency the ambassador of the United States, the accompanying notification made in conformity with the stipulation of article 3, paragraph 2 of the Eighth Convention of The Hague, 1907, relative to the use of submarine mines.

BORDEAUX, October 6, 1914.

NOTICE.

[Published in the Journal Officiel, official part.]

Automatic mines having been sown in the Adriatic sea by the Austro-Hungarian Navy, the French naval forces have been obliged to resort to similar measures in the said sea.

However, in order to avoid that inoffensive neutral ships should suffer harm such as has been unjustly caused by the Austro-Hungarian mines, the mines laid down by the French Navy are in conformity with the provisions stipulated by the Eighth Convention of The Hague, 1907.

The zone that is dangerous to navigation, comprises the territorial waters of the Austro-Hungarian Kingdom and the channels between the islands along the coast of Dalmatia.

Notice is hereby given to all whom it may concern, in conformity with article 3, paragraph 2 of the aforesaid convention.

Approved:
The Minister for Marine.

VICTOR AUGAGNEUR.

Attest:
The Vice Admiral Chief of Staff.

PIVET.

43760—18—7
Memorandum relating to the sojourn of belligerent submarines in neutral waters, August 21, 1916.

[Memorandum.] 2

FRENCH EMBASSY,

In the presence of the development of submarine navigation, under existing circumstances and by reason of what may unfortunately be expected from enemy submarines, the allied Governments deem it necessary, in order to protect their belligerent rights and the freedom of commercial navigation, as well as to remove chances of conflict, to exhort the neutral Governments, if they have not already done so, to take efficacious measures tending to prevent belligerent submarines, regardless of their use, to avail themselves of neutral waters, roadsteads, and harbors.

In the case of submarines the application of the principles of international law offers features that are as peculiar as they are novel, by reason, on the one hand, of the facility possessed by such craft to navigate and sojourn in the seas while submerged and thus

1 Identical memoranda were received from the embassies of Great Britain, Russia, and Japan, and on Sept. 2, 1916, from the Italian Embassy, and on Sept. 11, 1916, from the Portuguese Legation.

2 Memorandum of the United States to the French Embassy.

[Same to the Embassies of Great Britain, Russia, and Japan, and, mutatis mutandis, to the Italian Embassy, Sept. 8, 1916, and to the Portuguese Legation, Sept. 13, 1916.]

DEPARTMENT OF STATE,
Washington, August 31, 1916.

The Government of the United States has received the identical memoranda of the Governments of France, Great Britain, Russia, and Japan in which neutral Governments are exhorted “to take efficacious measures tending to prevent belligerent submarines, regardless of their use, to avail themselves of neutral waters, roadsteads, and harbors.” These Governments point out the facility possessed by such craft to avoid supervision or surveillance or determination of their national character and their power “to do injury that is inherent in their very nature,” as well as the “additional facilities” afforded by having at their disposal places where they can rest and replenish their supplies. Apparently on these grounds the allied Governments hold that “Submarine vessels must be excluded from the benefit of the rules heretofore accepted under international law regarding the admission and sojourn of war and merchant vessels in neutral waters, roadsteads, or harbors; any submarine of a belligerent that once enters a neutral harbor must be held there,” and, therefore, the allied Governments “warn neutral powers of the great danger to neutral submarines attending the navigation of waters visited by the submarines of belligerents.”

In reply the Government of the United States must express its surprise that there appears to be an endeavor of the allied powers to determine the
escape any supervision or surveillance, and, on the other hand, of
the impossibility to identify them and determine their national
character, whether neutral or belligerent, combatant or innocent,
and to put out of consideration the power to do injury that is in-
herent in their very nature.

It may be said, lastly, that any submarine war vessel far away
from its base, having at its disposal a place where it can rest and
replenish its supplies, is afforded, by mere rest obtained, so many
additional facilities that the advantages it derives therefrom turn
that place into a veritable basis of naval operations.

In view of the present condition of things the allied Govern-
ments hold that——

Submarine vessels must be excluded from the benefit of the rules
heretofore accepted in international law regarding the admission
and sojourn of war and merchant vessels in the neutral waters,
roadsteads, and harbors; any submarine of the belligerents that
once enters a neutral harbor must be held there.

The allied Governments take this opportunity to warn the neu-
tral Powers of the great danger to neutral submarines attending the
navigation of waters visited by the submarines of belligerents.

rule of action governing what they regard as a "novel situation" in re-
spect to the use of submarines in time of war and to enforce acceptance of
that rule, at least in part, by warning neutral powers of the great danger
to their submarines in waters that may be visited by belligerent subma-
rines. In the opinion of the Government of the United States the allied
powers have not set forth any circumstances, nor is the Government of the
United-States at present aware of any circumstances, concerning the use
of war or merchant submarines which would render the existing rules of
international law inapplicable to them. In view of this fact and of the
notice and warning of the allied powers announced in their memoranda
under acknowledgement it is incumbent upon the Government of the United
States to notify the Governments of France, Great Britain, Russia, and
Japan that, so far as the treatment of either war or merchant submarines
in American waters is concerned, the Government of the United States re-
serves its liberty of action in all respects and will treat such vessels as, in
its opinion, becomes the action of a power which may be said to have taken
the first steps toward establishing the principles of neutrality and which
for over a century has maintained those principles in the traditional spirit
and with the high sense of impartiality in which they were conceived.

In order, however, that there should be no misunderstanding as to the
attitude of the United States, the Government of the United States an-
nounces to the allied powers that it holds it to be the duty of belligerent
powers to distinguish between submarines of neutral and belligerent na-
tionality, and that responsibility for any conflict that may arise between
belligerent warships and neutral submarines on account of the neglect of a
belligerent to so distinguish between these classes of submarines must rest
entirely upon the negligent power.
German Declaration against Russia.

GERMANY.

WAR ULTIMATA AND DECLARATIONS.

Ultimatum to Russia, July 31, 1914.

[German White Book.]

Annex 24.—Telegram of the Imperial German Chancellor to the Imperial German Ambassador in St. Petersburg.

JULY 31, 1914.

In spite of still pending mediatory negotiations, and although we ourselves have up to the present moment taken no measures for mobilization, Russia has mobilized her entire army and navy; in other words, mobilized against us also. By these Russian measures we have been obliged, for the safeguarding of the empire, to announce that danger of war threatens us, which does not yet mean mobilization. Mobilization, however, must follow unless Russia ceases within twelve hours all warlike measures against us and Austria-Hungary and gives us definite assurance thereof. Kindly communicate this at once to M. Sazonof and wire hour of its communication to him.

Declaration of War Against Russia, 7.10 p. m., August 1, 1914.¹

[German White Book, see also Russian Orange Paper, No. 76.]

Annex 26.—Telegram of the Imperial German Chancellor to the Imperial German Ambassador in St. Petersburg.

Important! AUGUST 1, 1914.

In case the Russian Government gives no satisfactory answer to our demand, will your excellency, at 5 o'clock this afternoon (central European time), kindly hand to it the following declaration:

The Imperial Government has endeavored from the beginning of the crisis to bring it to a peaceful solution. In accordance with a wish expressed to him by His Majesty the Emperor of Russia, His Majesty the Emperor of Germany, in cooperation with England, applied himself to the accomplishment of a mediating role toward the cabinets of Vienna and St. Petersburg, when Russia, without awaiting the outcome, proceeded to mobilize her entire land and naval forces.

Following this threatening measure, occasioned by no military preparation on the part of Germany, the German Empire found itself confronted by a serious and imminent peril. If the Imperial Government had failed to meet this peril, it would have jeopardized

¹ "Note handed in by the ambassador of Germany at St. Petersburg on July 19 (Aug. 1), 1914, at 10 minutes past 7 in the evening." (Russian Orange Paper No. 76.)