

ber of measures which had nothing to do with the view of war accepted by her, as a struggle between armed forces, which measures were solely directed against the economic interests of the enemy? This took place not through the logical development of legal doctrines, but purely by the pressure of events. The Russian Government did not arrive at these special measures, the aggregate of which constitute the policy of the economic war of 1914-1918, by a series of deductions based on the traditional view of economic war as accepted in other countries. On the contrary, Russian measures of economic war were dictated by circumstances; they responded to the necessities of this or that particular moment, in order that the struggle against the enemy might be carried on successfully.

On 23rd August 1914 as a result of rumors that the deposits of Russian nationals in German banks had been confiscated, the Russian Council of Ministers was confronted with the problem of enemy deposits and capital investments in Russian banks. The objections, set forth in the minutes of the Council, to the adoption of a similar course of action are well worth noting. "The inviolability of the private property of enemy nationals is a principle firmly recognized by international law. Declaring itself in favor of the principles stated above and against any general measures of confiscation or sequestration of money, securities or other valuables belonging to nationals of Austria-Hungary or Germany entrusted to Russian banks, the Council of Ministers believes that this conviction would hardly be weakened, even though the seizure of such Russian assets deposited abroad might be proved beyond doubt. The rejection by an enemy of the right of property guaranteed by international treaties and conventions does not in itself constitute an excuse for action contrary to established law and justice. Nevertheless, it cannot be denied that exceptional circumstances may arise, which will compel us to take extreme measures, including the non-observance of the right of private property. It is true that there is no ground as yet for undertaking a detailed examination of this matter. The apprehension that non-interference with the right of enemy nationals to claim their deposits may give them an opportunity to use the funds thus obtained against Russia and to the advantage of the Powers with whom we are in a state of war, seems to be devoid of foundation. In fact, the transfer of deposits and assets from Russian depositories to German and Austro-Hungarian banks, firms, and private persons