

carrying them was to call at neutral ports only. The ease with which, in consequence of the development of railway communication in the nineteenth century, a neutral merchant can now supply a belligerent with munitions of war by combined sea and land carriage, renders the law of contraband practically useless for dealing with a continental enemy unless, as is admitted in the United States' Note of December 28, 1914, a reasonable belief that shipments have in reality a hostile destination is sufficient to justify their seizure.

#### CONTRABAND ARTICLES

A great many treaties have, from the beginning of the sixteenth century, been concluded between numerous States for the purpose of settling what articles should be regarded between the parties as contraband of war ; but their provisions are various and contradictory, and it is obviously impossible to draw up a list of contraband objects that will hold good for all time and in all circumstances. Articles and commodities of use in war are continually changing, while different wars are waged under different conditions, and the needs of all countries cannot be the same owing to the variations in their situation and means. It has accordingly been the universal practice for belligerents to exercise their discretion, subject to such restrictions as may attach either by treaty or under the general law of nations, with regard to the objects to be treated as contraband. The extent to which a belligerent is entitled to interfere with neutral trade in a particular war can only be determined by applying to its special conditions the general principle that neutral traders are bound to refrain from carrying to either belligerent any object intended to assist him in his warlike operations.