

**REPLY BY THE NEDERLANDSE VERENIGING VOOR ZEE- EN VERVOERSRECHT
(NVZV) (DUTCH MARITIME AND TRANSPORT LAW ASSOCIATION) TO THE CMI
QUESTIONNAIRE OF 15 MARCH 2013 ON THE GENERAL REVIEW OF THE RULES ON
GENERAL AVERAGE**

SECTION 1 - GENERAL

1. THE BIG PICTURE

1.1 During the discussion leading up to the 2004 Rules some parties advocated the “*abolition*” of General Average.

a) Would you support this approach?

The Netherlands: No. The *Commissie Avarij-grosse* (General Average Committee) of the Dutch MLA (hereafter: the “Committee”) is of the opinion that it is in the interest of all parties to a maritime adventure that the Master and Owners are encouraged to take measures in case of danger to preserve ship and cargo and that those measures are taken that are the best measures at the time, irrespective of the question who has to bear the costs. In the absence of a different mechanism to obtain this result, general average seems the best option and should thus be maintained.

The Committee does not support a ‘knock for knock’ system.

b) If so,

i) How would this be achieved, given that the York Antwerp Rules are incorporated as a matter of contract and their principles are embedded in the national law of maritime nations?

The Netherlands: Not applicable

ii) How, and to which parties, would you allocate the expenses and losses now dealt with as General Average?

The Netherlands: Not applicable

1.2 The current edition of Lowndes includes the following:

“The principles of general average, as now embodied in the York-Antwerp Rules, also continue to perform a useful function in patrolling two important borders that lie between:

- *Matters that form part of the shipowners' reasonable obligations to carry out the contracted voyage, and those losses and expenses that arise in exceptional circumstances.*
- *Property and liability insurers as their differing responsibilities meet and sometimes merge, in the context of a serious casualty.*

Both of these difficult areas benefit from the reservoir of established law and practice that general average provides, helping to secure a degree of certainty that is always the object of commercial interests. However, practitioners must be aware that such commercial interests will have little patience with any system that becomes inflexible or too demanding of time and money, and the principles and practice of general average will continue to need to be kept under review."

- a) Looking at the big picture, are there areas of the maritime adventure where the York-Antwerp rules are an impediment rather than a help to commerce?

The Netherlands: No. We are not aware of situations where the rules are an impediment.

- b) Alternatively, are there new areas where the "general average" approach could usefully be applied?

The Netherlands: No. In the Committee's opinion the YAR are flexible enough to cover situations in which the general average approach could be applied usefully.

2. **ROTTERDAM RULES**

Article 84 deals with the topic in general terms:

"Nothing in this Convention affects the application of terms in the contract of carriage or provisions of national law regarding the adjustment of general average."

Two earlier Articles deal with the specific points of dangerous goods and cargo sacrifices.

*"Article 15
Goods that may become a danger*

Notwithstanding articles 11 and 13, the carrier or a performing party may decline to receive or to load, and may take such other measures as are reasonable, including unloading, destroying, or rendering goods harmless, if the goods are, or reasonably appear likely to become during the carrier's period of responsibility, an actual danger to persons, property or the environment."

*"Article 16
Sacrifice of the goods during the voyage by sea*

Notwithstanding articles 11, 13, and 14, the carrier or a performing party may sacrifice goods at sea when the sacrifice is reasonably made for the common safety or for the

purpose of preserving from peril human life or other property involved in the common adventure.”

Articles 15 and 16 are referred to in Article 17.3 (o) as one of the excepted list of events. The effect of the “notwithstanding” in both Articles is rather confusing, and the question could be raised as to whether the carrier could escape any liability for a cargo sacrifice (say jettison to lighten the ship) if the ship had first got into difficulties due to unseaworthiness (Art 14).

By 2016 it is likely that the Rotterdam Rules may be more widely adopted.

- a) The IWG would invite your general comments as to whether the YARs need to be changed in any way to accommodate the new approach that the Rotterdam Rules bring to contracts of carriage.
- b) The following practical issues have been arisen in the context of a serious casualty:

“While hull insurers would not be greatly affected (except in the relatively rare cases of ship sacrifice) the P&I Clubs would clearly be paying cargo's proportion of general average much more frequently, as cargo declines to pay on the grounds of a breach of the contract of affreightment.

An immediate practical implication would be that the greatly increased likelihood of cargo sustaining a defence to contribution would make it unwise to automatically incur the costs of an expensive security collection from a multi-interest cargo. However, deciding not to collect security is not a call the shipowner should make without consulting the P&I Club, whose cover is likely to be conditional on proper security having been collected and a demonstrable breach of contract having occurred.

In most salvage cases (see Article 13.2 Salvage Convention 1989), cargo will still have a direct liability to provide security to salvors and pay their proportion of the award, before seeking recovery from the carrier, albeit with a much greater chance of success under the Rotterdam Rules. Counter-security in respect of cargo's rights to recover salvage paid (to salvors) may become a much bigger issue and this may result in delays. It is possible that Owners and their P&I Clubs may sometimes agree to provide security and pay 100% of the salvage in order to reduce costs and achieve a quick negotiated settlement, but the bigger the exposure the greater the pressure will be to let matters run their normal course.

That pressure can only be increased by the Rotterdam Rules repeated reference in Article 17 to "all or part" of liability for a loss and the concept of a loss being apportioned somehow if the carrier can partly disprove his fault.

*“Article 17
Basis of liability*

1. *The carrier is liable for loss of or damage to the goods, as well as for delay in delivery, if the claimant proves that the loss, damage, or delay, or the event or circumstance that caused or contributed to it took place during the period of the carrier's responsibility as defined in chapter 4.*
2. *The carrier is relieved of all or part of its liability pursuant to paragraph 1 of this article if it proves that the cause or one of the causes of the loss, damage, or*

delay is not attributable to its fault or to the fault of any person referred to in article 18.

3. *The carrier is also relieved of all or part of its liability pursuant to paragraph 1 of this article if, alternatively to proving the absence of fault as provided in paragraph 2 of this article, it proves that one or more of the following events or circumstances caused or contributed to the loss, damage, or delay:*
- (a) Act of God;*
 - (b) Perils, dangers, and accidents of the sea or other navigable waters;*
 - (c) War, hostilities, armed conflict, piracy, terrorism, riots and civil commotions;*
 - (d) Quarantine restrictions; interference by or impediments created by governments, public authorities, rulers, or people including detention, arrest, or seizure not attributable to the carrier or any person referred to in article 18;*
 - (e) Strikes, lockouts, stoppages, or restraints of labour;*
 - (f) Fire of the ship;*
 - (g) Latent defects not discoverable by due diligence;*
 - (h) Act or omission of the shipper, the documentary shipper, the controlling party, or any other person for whose acts the shipper of the documentary shipper is liable pursuant to article 33 or 34;*
 - (i) Loading, handling, stowing, or unloading of the goods performed pursuant to an agreement in accordance with article 13, paragraph 2, unless the carrier or a performing party performs such activity on behalf of the shipper, the documentary shipper or the consignee;*
 - (j) Wastage in bulk or weight or any other loss or damage arising from inherent defect, quality, or vice of the goods;*
 - (k) Insufficiency or defective condition of packing or marking not performed by or on behalf of the carrier;*
 - (l) Saving or attempting to save life at sea;*
 - (m) Reasonable measures to save or attempt to save property at sea;*
 - (n) Reasonable measures to avoid or attempt to avoid damage to the environment; or*
 - (o) Acts of the carrier in pursuance of the powers conferred by article 15 and 16"*

In a collision where it seems likely that both ships are equally to blame, the owner knows that he is no longer protected by the "nautical fault" exception, but equally he is not at fault in respect of the blame attaching to the other vessel. On that basis

could he not recover 50% of any general average contribution due from his cargo? That would seem to be the case.

Many of the most serious casualties in recent years have involved containership fires originating in cargo. These have given rise to complex legal disputes, particularly on factual issues with the shipper alleging poor stowage (perhaps over a heated bunker tank) and the carrier pointing to the (undeclared) dangerous nature of the cargo. This situation arose in the recent High Court judgement in the "Aconcagua". The carrier (actually the charterer seeking indemnity for US\$27 million paid to the shipowner) won the day on the basis that it was a rogue cargo and the shipper could not prove that the heating of the bunker tank was causative. However if the heating of the tank had been causative the Court indicated that this would have constituted negligence in the management of the ship – an excepted peril under the Hague Rules. Under the RR the carrier will lose the protection of that excepted peril but this would surely be a case in which the point about contributing causes (rogue cargo/fault of crew) would be at issue.

Whilst under the Rotterdam Rules it is highly likely the carrier will usually have to accept some degree of fault there will remain considerable incentive to allege partial fault of others. Some difficult decisions will need to be made very quickly about whether to collect general average and/or salvage security in such cases."

Is there anything that the YARs can or should try to do in resolving these practical issues?

The Netherlands: No. The Committee is of the opinion that the liability issues should not be included in the YAR. Further, the YAR should not be adjusted to match a particular convention or regulation, also in view of the fact that there are many different conventions/regulations in place, whereas it is as yet uncertain whether the Rotterdam Rules will enter into force and if so, whether they will be applied worldwide.

The described practical issues can and should in the Committee's opinion, be solved in a different way, for example by amending the P&I Club Rules or the cargo insurance liability cover.

3. **DEFINITIONS**

The YARs do not make any attempt to define the terms used. For example, in the "Trade Green" [2000] (see Lowndes 11.25 – 11.30) the judge rejected the view that the terms "voyage" and "common adventure" had the same meaning, saying that the voyage only referred to the vessel's progress from the load port to arrival at the port of discharge. Most practitioners would consider that the voyage lasts from the commencement of loading up to the completion of discharge. However, since one of the objectives of the YAR is to achieve a uniformity of practice, it is obviously undesirable that there is any variance in the interpretation of important words and phrases.

a) Should the YARs include a section of definitions?

The Netherlands: No. In the Committee's opinion there is no need for a definition section. It is the adjuster's task to make sure that the rules are applied in an uniform way. The Committee's impression is that this generally works satisfactorily. The "Association of Average Adjusters (AAA)" or the "International Association of Average Adjusters (AMD)" could provide the adjusters with information of the application in the various jurisdictions in order to increase the uniformity even further.

However, the Committee is concerned about the explanation given to the term 'common maritime adventure' in the English *Trade Green* case. In order to prevent that the decision is followed, the Committee suggests that the terms 'voyage' and 'common maritime adventure' are synchronised in the YAR. It should be clarified that the common maritime adventure/voyage starts for a particular cargo at the moment it passes the ship's rail/ramp on loading on board the carrying vessel and lasts until it passes the ship's rail/ramp on discharge at the port where the passage per the carrying vessel ends. However, when a cargo is carried forward under a Non Separation Agreement from a port of refuge to the original scheduled port of discharge per the original carrying vessel, the adventure ends on passing the ship's rail/ramp of the cargo at that scheduled port of discharge.

b) If so, what terms need to be defined?

The Netherlands: The term "common maritime adventure" should be defined. See under Section 1 - 3a above.

4. SCOPE

The York-Antwerp Rules are frequently admired for dealing with complex issues in a very succinct manner. This approach relies in part on average adjusters and, occasionally, the Courts filling in the gaps by reference to established law and practice; this leaves room for flexibility when dealing with different types of vessel or trade in a commercially effective way, and for practice to adapt to changing circumstances.

The possible downside is the risk of a lack of uniformity, particularly where inexperienced Courts are asked to rule on GA matters.

Do you consider the existing approach should be maintained, or should the YARs, at the expense of brevity, provide a more self-contained and complete code that needs less knowledge of external practice or law?

The Netherlands: It is the Committee's opinion that the existing approach should be maintained. One of the YAR's strengths is that the YAR are relatively brief. Moreover, it will be difficult to extend the YAR in such a way that it will not clash with the national legal systems of the countries where they will have to be applied.

5. FORMAT

The 2004 Rules introduced several "tidying up" amendments, including a more extensive numbering system.

Do MLA's consider this should be maintained?

The Netherlands: Yes. The Committee supports the 'tidying up' amendments.

6. DISPUTE RESOLUTION

Many codes or contracts include provision for arbitration in the case of disputes. CMI is accepted as the custodian of the YARs, should it also offer itself as part of the 2016 Rules as providing an arbitration or mediation facility on dispute resolution relating to the application of the Rules (excluding issues pertaining to the contract of affreightment)?

The Netherlands: No. The committee does not support an extension of the YAR with an arbitration or mediation facility. The Committee is concerned that this will cause tension with the contract of carriage which generally also contains an arbitration/jurisdiction clause. In addition, introduction of an arbitration or mediation facility may mean that a claim for cargo damage and a claim for a general average contribution may no longer be litigated in the same set of proceedings. It should also be noted that if an arbitration facility would be included in the YAR, a place of arbitration should also be inserted. The chosen place may be completely unrelated to the general average accident or the provisions of the relevant contract of carriage, which would cause extra and possibly unnecessary costs.

7. **ENFORCEMENT**

The York Antwerp Rules have never touched on areas relating to the legal basis for contributions, cost of exercising liens, the terms of security documents etc. Bills of Lading may incorporate terms dealing with some of these matters, but often they are left to the law governing the contract of affreightment or the Courts at the ports of discharge.

- a) Could additional provisions in the YARs offer greater uniformity and certainty in these areas?

The Netherlands: No. According to the committee, the issues mentioned will eventually have to be decided in accordance with the applicable national law. Additional provisions in the YAR are likely to cause difficulties.

- b) Should CMI consider offering, or including in the YARs, a recommended standard version of key documents such as the Average Guarantee and Average Bond?

The Netherlands: No. In the Committee's opinion, there is no need to provide a standard version of key documents. The documents used in practice are more or less similar. They can now be tailor made in order to comply with the specific merits of the matter (non-separation agreement, jurisdiction provision, extension of time bars etc.).

8. **ABSORPTION CLAUSES**

Absorption Clauses (whereby Hull insurers pay GA in full up to a certain limit) are now found in almost all Hull Policies, and have played a significant role in reducing the number of smaller uneconomic collections of security and contributions from cargo.

Are there any changes that might be made to the York Antwerp Rules that might further assist in this process?

The Netherlands: No. The Committee respectfully submits that the absorption clause should be dealt with in the commercial agreements that have been concluded in respect of the carriage, so the charterparty and Owners' insurance policy. The decision whether an absorption clause could be and/or is invoked depends on the wording of the clause and Owners' decision whether or not to invoke the clause. In the Committee's opinion, no further regulation in the YAR would be necessary or useful.

9. **PIRACY**

Under many maritime jurisdictions it has been accepted as a matter of law or practice that the payment of ransom is a legitimate expense. Where the normal criteria for Rule A are met (as has generally been the case with the Somali pirate seizures) allowances have been made without the need for express wording relating to piracy.

- a) Do you consider that express wording in YARs would be desirable to deal with the general principles or regulate specific allowances?

The Netherlands: No. It is the Committee's opinion that the current wording of the YAR is sufficient to cover piracy situations.

- b) To build up a general picture it would be useful if MLAs could advise whether in their jurisdictions there are statutory or other restrictions on the payment of ransoms, or other related expenses.

The Netherlands: The Committee is not aware of any such legislation or regulation.

10. **COSTS**

Are there any areas of the General Average process where the costs could be avoided, reduced or controlled, including:-

- a) Adjusters fees
- b) Costs of collecting security
- c) Format of adjustments
- d) Involvement of legal and other representatives

The Netherlands: Yes. In the Committee's opinion, the costs of a general average process may in specific circumstances be avoided or reduced. However, the Committee feels that the way in which a reduction could be obtained and the extent of such reduction will depend on the circumstances of a specific matter. In view of the reasonableness requirement of the Rule Paramount, the Committee does not advocate that a specific regulation is inserted in the YAR.

11. **OTHER MATTERS**

It is open to all parties receiving this questionnaire to raise questions or points that are not already covered by the questionnaire.

The Netherlands: The Committee does not have any questions or points to raise.

SECTION 2 - INTRODUCTORY RULES

1. RULE OF INTERPRETATION

This Rule makes the lettered rules subservient to the Rule Paramount and the numbered rules. However, in practice although Rules A, C and G are subordinated to the numbered rules, the matters treated in Rules D, E and F are in effect paramount because they deal with matters which are not conflicted by the numbered rules.

Should this Rule be re-worded to reflect the above?

The Netherlands: No. The Committee is not aware of any practical problems caused by the current wording. The Committee therefore does think there is no need to reword the Rule of Interpretation. On the other hand, the Committee does not have objections against rewording the rule either.

2. RULE PARAMOUNT

The Rule Paramount provides a defence to a claim in general average if the sacrifice or expenditure was unreasonable, even though the claimant was not himself responsible for the unreasonable conduct. Thus, for example, the owners of cargo unreasonably jettisoned by the Master will have no claim for contribution, at the least against those interests who were also not guilty of the unreasonable conduct.

Should this rule be re-worded so that those interests who are innocent of the unreasonable conduct are not denied their right to contribution?

The Netherlands: No. The Committee is concerned that a rewording in the suggested way would have the result that losses or expenses which are not general average would be considered as general average after all. In addition, it may result in a 'circuit d'action'. The interests who are innocent of the unreasonable conduct should bring a claim against the guilty party.

If the adjuster considers an action reasonable, he will allow it in GA. Owners will certainly also consider it reasonable and will compensate cargo interests of jettisoned goods with the adjusted loss. Any shortfall in cargo's contribution from other cargo interests will be picked up by the Club. If the adjuster does not consider the action of jettison reasonable, he will not allow it in GA and cargo owners can then claim the full loss direct from Owners.

3. RULE OF APPLICATION

The draft wordings put forward by CMI at Beijing included for the first time a Rule of Application which was explained as follows:-

"Most of BIMCO's existing GA clauses provide for the application of YAR 1994 (or 1974) "and any amendments hereof" or words to that effect. The purpose of the proposed Rule is to make YAR 2012 covered by such GA clauses to the extent possible. It is realised that some courts may hesitate to accept that the new Rule of Application can have any effect on the interpretation of older GA clauses. However, other courts may accept this and find the rule useful.

The rule is expected to save the printing of new standard documents, help in solving any uncertainty whether the “new” YAR is covered by terms like “any amendments hereof” and assist in a fast and widespread application of the new amended YAR.

The IWG has proposed that this rule be inserted as the first provision of the YAR before the Rule of Interpretation.”

The proposed rule had the following wording:

These York Antwerp Rules (2012) shall be considered to be an amendment or r modification of previous versions of the York Antwerp Rules. Notwithstanding the foregoing, these York Antwerp Rules (2012) shall not apply to contracts of carriage entered into before the formal adoption of the Rules.

Should the 2016 Rules contain a similar provision?

The Netherlands: No. It is the Committee’s opinion that parties should have the freedom to choose which version of the YAR is applied and that parties should not be “forced” into using a version of the YAR which they have not intentionally chosen for. In addition, some policies of insurance, finance contracts etc. do refer to specific YAR and may be unintentionally prejudiced.

SECTION 3 – LETTERED RULES

1. RULE A

No known issues.

The Netherlands: No comments

2. RULE B

2.1 Are the provisions relating to common safety situations involving tug and tow satisfactory?

The Netherlands: Yes. The Committee is not aware of problems that have arisen in practice.

2.2 Are further provisions needed to deal with allowances under Rules X and XI relating to tug and tow at a port of refuge?

The Netherlands: No

3. RULE C

3.1 The general exception of “loss of market” is considered by some commentators to be unfair in that it denies the owner of cargo a claim in general average for financial loss suffered due to loss of his market consequent upon a general average detention during the course of a voyage.

Is this an issue that should be revisited?

The Netherlands: No. The Committee is concerned that if loss of market would be included, it would be quite difficult and very time consuming to establish the market value of each cargo, in particular when many cargoes are involved. In addition, profit of market should then also be included. According to the Committee, the YAR should not be complicated or extended unnecessarily.

3.2 Should the second paragraph of Rule C:-

a) include express reference to the exclusion of liabilities (see Lowndes C.37)

The Netherlands: Yes. In order to prevent uncertainty, the exclusion of liabilities could be expressly included.

b) make it clear that “*in respect of*” includes preventative measures

The Netherlands: No. The Committee does not deem this a necessary amendment.

4. RULE D

See Section 1 re the Rotterdam Rules.

The Netherlands: The Committee considers the wording vague and open for different interpretations. It wonders whether it may be possible to formulate the rule in a clearer way either by deleting the words : “but this shall not prejudice any remedies or defences which may be open against or to that other party in respect of such fault” or in a different way.

5. **RULE E**

- 5.1 Are the present time limits sufficient or could further measures be included to help speed up the adjustment process?

The Netherlands: No. In the Committee’s opinion, the time limits of Rule E YAR are insufficient. The average adjustment should be issued within a reasonable time from the general average incident. Delay is quite often caused as a result of the fact that information and documentation is not provided by the parties, or at least not within a reasonable time. The Committee suggests that if information and documentation is not provided upon the adjuster’s request, the adjuster shall determine the value of the allowance claim as well as the contributory value.

This result could in the committee’s opinion be obtained by amending the wording of paragraph 3 of Rule E for example as follows:

“Failing such notification, or if within 12 months of a request for the same any of the parties shall fail to supply evidence in support of a notified claim, or particulars of value in respect of a contributory interest, the average adjuster shall determine the extent of the allowance or the contributory value on the basis of the information available to him.”

The provision that the estimate/determined values could be challenged should be deleted in the Committee’s opinion. If the adjustment is unreasonable, it could be challenged with reference to the Rule Paramount.

- 5.2 In the existing wording of paragraph three, does a request for (say) cargo claims by the adjuster re-start the clock for the 12 month period? If so, should the period in all cases be from the date of the casualty?

The Netherlands: Yes. If the period would in all cases be the event giving rise to the general average there would be more uniformity. However, the adjuster should nevertheless notify the parties and request them to submit documentation.

6. **RULE F**

- 6.1 Since 1974, substituted expenses are allowed wholly to GA “*without regard to savings to other interests.*” Previously, English Rules of Practice dealing with specific types of substantiated expense (cargo sold at a port of refuge, towage and cargo forwarding from a port of refuge) provided for the expense (up to the savings) to be divided in proportion to the saving in expenses thereby occasioned to the parties to the adventure.

The 1974 change was made in the interest of uniformity and simplicity, however do you consider this issue should be revisited?

The Netherlands: No.

- 6.2 The wording of Rule F refers only to any extra “expense” and the drafting committee in 1924 rejected the proposal that the words “or loss” should be included, following the English Rule of Practice F17 which states:-

“That for the purpose of avoiding any misinterpretation of the resolution relating to the apportionment of substituted expenses, it is declared that the saving of expense therein mentioned is limited to a saving or reduction of the actual outlay, including the crew’s wages and provisions, if any, which would have been incurred at the port of refuge, if the vessel has been repaired there, and does not include supposed losses or expenses, such as interest, loss of market, demurrage, or assumed damage by discharging.”

- a) Do you consider this Rule should be amended to include “loss”

The Netherlands: No. In the Committee’s opinion, the provision does not cause problems in practice. If the rule would be amended, this would result in extra work for the average adjusters.

- b) If not, do MLA’s consider that additional wording is required to define more clearly (perhaps along the line of the above Rule of Practice) the limits of what constitutes an expense?

The Netherlands: In general, according to the Committee, there is no additional wording required. However, it may be useful to explicitly mention bunker consumption as possible expense, since this is normally considered a sacrifice and not an expenditure.

- 6.3 It has been suggested that the most common Rule F allowances for towage to destination and forwarding of cargo are of such clear general benefit to commercial interests that they should be allowed as General Average (subject always to the Rule Paramount) without having to consider savings, which may often involve difficult or artificial calculations.

Do you consider this should be looked at further?

The Netherlands: No.

7. **RULE G**

- 7.1 The Rule sets out “non-separation allowances” and specifies that such allowances (removal to and whilst at a repair port) can only be made “for so long as justifiable under the contract of affreightment and the applicable law”. Whilst frustration by reason of damage may be easy to determine, frustration of a voyage by reason of delay is a much more uncertain matter.

Is there a better formula to determine a reasonable cut off point for such allowances?

The Netherlands: No. The Committee has discussed whether there would be a better formula, but has concluded that the current wording seems acceptable. It leaves leeway for both the average adjuster and the court to find a reasonable solution in each matter.

- 7.2 With regard to “non-separation allowances” there is variation in practice as to whether allowances can continue after repairs are completed while the vessel regains position, with many adjusters taking the view that, once available for trading, allowances should cease.

Do you consider this requires express provision in the Rules or can this be left to the discretion of the Adjuster?

The Netherlands: This can be left to the average adjuster's discretion.

7.3 Do you consider that the requirements for notification should be retained, or does it give rise to difficulties in practice?

The Netherlands: The requirement for notification should be retained. It does not give rise to practical problems as a letter in which parties are notified of the general average event is made up anyways.

7.4 Where a voyage is frustrated by reason of delay (e.g. the damage is serious and requiring lengthy repair but is not so costly as to make the vessel a commercial total loss), should non-separation allowances continue:-

a) Only up to the point at which it becomes apparent that the voyage is frustrated.

b) Up to the point at which the delay became sufficient to frustrate the voyage.

The Netherlands: The Committee supports option "A". When it is clear that the voyage is frustrated, the expenses are no longer made in the interests of the parties to the common maritime adventure.

7.5 Deciding how long is "*justifiable under the contract of affreightment and the applicable law*" has proved controversial in some cases. Given that the decision is often "fact sensitive" and subject to differing criteria according to national laws, is there a better way of establishing an equitable cut-off point for such allowances?

The Netherlands: No. Reference is also made to Section 3 - 7.1 above.

SECTION 4. NUMBERED RULES

1. RULE I

No known issues.

The Netherlands: According to the Committee, the provision could be deleted as it does not have added value given Rule A and the Rule Paramount. However, as this would mean that the numbering of the rules would change, it may be better to retain the current wording.

2. RULE II

No known issues.

The Netherlands: No comments

3. RULE III

No known issues.

The Netherlands: No comments

4. RULE IV

The use of the terms “wreck” and “carried away” sounds rather archaic and Lowndes (para 4.18/4.19) finds other grounds to criticise the rule.

Assuming the principle needs to be retained, can it be expressed in a clearer and more contemporary way?

The Netherlands: In the Committee’s opinion, the word wreck should be replaced by “severely damaged parts of the ship”. In addition and in order to include, for example, containers that are severely damaged and may have to be cut off, the Committee suggests that the words “or other property on board the ship” are added after “or parts of the ship”. Rule IV may thus be amended accordingly:

“Loss or damage sustained by cutting away the ship or severely damaged parts of the ship or other property on board which has/have previously been carried away by accident, shall not be made good as general average.”

5. RULE V

No known issues.

The Netherlands: No comments

6. RULE VI

6.1. The debate regarding the inclusion or exclusion of salvage where the law or contract already provides for a means of distribution between the parties (for simplicity we suggest

this is referred to as LOF salvage, although other contracts/jurisdictions achieve the same effect) was unresolved after Beijing.

The arguments for and against were set out in the Report by the CMI International Subcommittee on General Average which can be found in the CMI Yearbook 2003 at pages 290-292.

In 2012 a compromise version of Rule VI was put forward by a CMI WG (which can be found on the CMI website under Work in Progress, York-Antwerp Rules) which provided for exclusion of LOF salvage from GA if it constituted more than a fixed percentage of the total general average.

Some adjusters have commented that it is already their practice to approach the parties if it seems likely that the effect of re-apportioning salvage will be disproportionate to the time and cost involved.

Adjusters have also pointed out that if salvage payments are excluded from GA they still rank as an extra charge incurred in respect of the property subsequent to the GA act and therefore should be deducted from the Contributory Value (see Rule XVII). The saving in procedural cost of excluding salvage would therefore not necessarily be that significant.

Looking to 2016 the current options would appear to be:-

- i) Retaining the 1994 position
- ii) Adopting the 2004 position
- iii) Adopting a compromise position as put forward by CMI in Beijing which would also involve deciding on the percentage figure.
- iv) Continuing as in (i) but encouraging adjusters "ad hoc" approach wherever possible.
- v) Continuing as in (i) and (iv) but including an express provision obliging the adjuster to consider the possibility of not including salvage, perhaps linked to the Rule Paramount.

a) Which option(s) do you support?

The Netherlands: The committee supports options "iv" and "v". In the Committee's opinion, the adjuster should consider in each case whether salvage should be included.

b) Are there other options that should be considered?

The Netherlands: No.

c) If options (ii) or (iii) are supported should an amendment to Rule XVII be made so that salvage payments are not deducted from contributory values when salvage is not allowed as GA?

The Netherlands: Not applicable.

6.2 At present Rule VI makes no reference to legal and other costs incidental to a salvage operation and subsequent award. Such costs are customarily allowed by adjusters under Rule C, as a direct consequence of the GA act of engaging salvors.

a) Should the allowance for legal and other costs be expressly recognised in Rule VI?

The Netherlands: No. In the Committee's opinion this should be left to the adjuster's discretion.

- b) Would it encourage co-operation amongst salvaged property interests and early negotiated settlements if legal costs were expressly excluded?

The Netherlands: The Committee does not expect that exclusion of legal costs in GA would increase co-operation amongst salvaged interests. In practice, the salvaged interests may co-operate anyway.

7. RULE VII

Should the word "ashore" be replaced by "aground"?

The Netherlands: Yes.

8. RULE VIII

(a) Should the word "ashore" be replaced by "aground"?

The Netherlands: Yes.

(b) The word "reshipping" is capable of mis-interpretation; should it be replaced by "reloading"?

The Netherlands: Yes.

9. RULE IX

No known issues.

The Netherlands: No comments.

10. RULE X

10.1 In the second para of X(a) should the words in italics be inserted

"..... is necessarily removed to another port or place of refuge because repairs *necessary to complete the voyage* cannot be carried out at the first port of refuge."

in order to confirm the line taken in the "Bijela"? (see Lowndes para 10.36)

The Netherlands: No.

10.2 With regard to X(b) should express wording be introduced to say that the cost of discharge is not GA if the voyage is frustrated or voluntarily terminated, or if repairs are not carried out from some reason?

The Netherlands: No.

The Committee would like to suggest that the costs of restowage of the cargo incurred in a port of refuge are admissible in general average. These costs are generally necessarily incurred in order to complete the voyage in a safe way and could therefore be regarded as

general average expense. The costs are difficult to insure for shipowners as they are not covered under the standard P&I cover.

11. **RULE XI**

- 11.1 Wages and maintenance of crew are allowed in GA while detained at a port of refuge for the common safety or to effect repairs necessary for the safe prosecution of the voyage, under the YARs 1994 (XI(b)) but not in YARs 2004. Both sets of Rules allow wages during the deviation to a port of refuge, and some have suggested that no crew wages should be allowed in General Average at all. What should be the position under YARs 2016?

The Netherlands: In the Committee's opinion, the crew wages should be allowed in general average in both situations. This is an important provision for shipowners. If the crew wages are not included as per YAR 1994, the reference to the YAR 2016 may not be inserted in the contracts of carriage.

- 11.2 In the "Trade Green" the judge decided that the term "port charges" relates only to the charges a vessel would ordinarily incur in entering a port, and went on to say:

"I do not think that r.XI(b) can be construed so as to cover all sums charged by the port authority regardless of the circumstances; in my view it is much more limited in its scope. It is true that in the present case the services of the tugs and the charges for those services were imposed on the vessel by the port authority, but they were imposed in response to an unusual situation and were not imposed in the common interests of the ship and cargo. In these circumstances, I do not think that they can properly be regarded as port charges within the meaning of r.XI(b)."

Most adjusters would regard this view as being against both principle and practice. For example, the cost of a standby tug if required by the port authority is commonly allowed as a port charge.

Does this point now need to be covered expressly by the Rules either by amendment to Rule XI or by inclusion of a definitions section (see Section I-3 above)?

The Netherlands: Yes. In view of the decision in the Trade Green, the Committee deems it sensible to expressly stipulate that also 'extra' port charges should be allowed in general average.

As the Committee does not support a definition section, it suggests that a provision is inserted in Rule XI.

- 11.3 With regard to the phrase "*until the ship shall or should have been made ready to proceed upon her voyage*", Lowndes (para 11.34-5) refers to examples of delays caused by ice conditions or strikes.

Is express wording needed to deal with such contingencies and/or to clarify the situation when a delay arises from a second accident or the condition of cargo?

The Netherlands: No. The Committee does not consider this to be necessary.

- 11.4 Rules X(b) and XI(b) contain the proviso excluding allowances "*when damage is discovered at a port or place of loading or call without any accident or other extra-ordinary circumstances connected with such damage having taken place during the voyage.*"

Does the wording of this proviso (added in 1974) fulfil its intended purpose?

The Netherlands: Yes. In the committee's view it does.

11.5 The introduction of Rule XI(d) was the most significant feature of the 1994 Rules.

a) Is there any need to change the overall basis of the compromise between property/liability insurers reflected in the XI(d)?

The Netherlands: No.

b) Have you encountered any difficulties in the application or wording of XI(d)?

The Netherlands: No.

c) Do the words "actual escape or release" need to be qualified as in Rule C with the words "from the property involved in the common maritime adventure", or in any other way?

The Netherlands: The suggested qualification seems useful.

d) Should sub-paragraph (iv) include reference to bunkers as well as cargo?

The Netherlands: Yes. The Committee suggests that the same wording is applied as in Rule Xb, so "cargo, fuel and stores".

12. RULE XII

No known issues

The Netherlands: No comments.

13. RULE XIII

No known issues

The Netherlands: No.

14. RULE XIV

14.1 The 1994 and 2004 Rules deal with temporary repairs for the common safety and for sacrificial damage in the same way. The 2004 adopted a different approach which gives priority to Particular Average savings as illustrated by these figures:-

Actual temporary repair cost	US\$100,000
Actual permanent repair cost	<u>500,000</u>
	<u>US\$600,000</u>

Estimated permanent repair cost at the port of refuge:-

- a) US\$600,000 – no allowance.
- b) US\$550,000 – this is less than the combined actual costs so that US\$50,000 can be considered for allowance in General Average, subject as before to savings. On the basis of the figures used above, the US\$50,000 could be allowed in full, given savings of say US\$75,000 in port charges and other detention expenses.

Any reduction in General Average allowances under this wording would be met as part of the Particular Average claim, subject to the deductible and assuming the vessel to be insured.

Do you consider the 2004 version should be retained?

The Netherlands: No. In the opinion of the Committee, the YAR 1994 provision is clearer and causes less difficulties in the calculation.

- 14.2 The House of Lords judgement in the “Bijela” was handed down only shortly before the Sydney Conference on 1994. Have you encountered any practical difficulties regarding the application of Rule XIV, there having been no reported litigation since 1994?

The Netherlands: No. The Committee has not encountered practical difficulties.

15. **RULE XV**

No known issues.

The Netherlands: No.

16. **RULE XVI**

This Rule provides for cargo sacrifices to be determined “at the time of discharge”. Modern transportation involves cargo being carried under one contract of carriage from the port of shipment by sea to a port of discharge and thence by road or rail to inland destination for delivery to the consignee under a through Bill of Lading. The commercial invoice referred to in the Rule and Rule XVII will include the freight and insurance cost of the whole journey and will not normally be shown broken down between the different sea and land transits. For practical reasons average adjusters have normally, since such multimodal transport became common, adopted CIF values at the time and place of delivery in terms of the invoice; this is frequently the inland destination. They acknowledge that this practice is not strictly in accordance with the wording of the Rules. The practical reasons for its adoption are the great difficulty and consequent cost of determining in these circumstances what the value “at that time of discharge” is.

Should the relevant wording be changed to “*at the time of delivery under the contract of carriage*”, or should both phrases be included, allowing the adjuster to decide the most equitable basis?

(The point also arises with regard to the same wording found in Rule XVII.)

The Netherlands: In the Committee’s opinion, the wording should not be changed. The condition of the cargo upon discharge from the vessel after the sea carriage should be taken into account.

17. RULE XVII

- 17.1 Clause 15 of LOF 2011 LSSA Clauses expressly allows the Arbitrator to disregard low value cargo when “the cost of including such cargo in the process is likely to be disproportionate to its liability for salvage.”

Adjusters have similarly excluded low value cargo when appropriate as a matter of good practice, but would it be useful to have an express sanction for doing so in the Rules?

The Netherlands: No. In the Committee’s opinion, it is preferred to leave it up to the adjuster’s discretion.

- 17.2 Claims for deductions from contributory values of cargo may be made because of loss of a seasonal market or (for example) losses caused by the need to purchase a replacement item for a time sensitive contract. Rules C refers to losses by delay but only in the context of making allowances, not the calculation of contributory values.

Is this an area where clarification is required?

The Netherlands: No.

18. RULE XVIII

No known issues

The Netherlands: No comments.

19. RULE XIX

No known issues.

The Netherlands: No comments.

20. RULE XX

In the discussions at Vancouver it was argued strongly that payment of commission could no longer be justified under modern banking practices, and the 2004 Rules no longer provide for such allowances.

Do you consider that the 2004 position should be maintained in 2016?

The Netherlands: Yes. In the Committee’s opinion, commission is out dated.

21. RULE XXI

- 21.1 It appeared to be common ground at Vancouver that a fixed rate of interest was too inflexible over the life of a version of the YARs and that a variable rate, set annually by CMI, should be preferred.

Do you remain of this view?

The Netherlands: Yes. In the Committee's opinion the rate of interest should reflect the costs incurred in a commercial basis and should not be of extraordinary detriment or benefit to either of the parties. .

21.2 The Vancouver conference agreed guidelines for the CMI Working Group responsible, essentially that the rate should be *"interest applicable to moneys lent by a first class commercial bank to a shipowner of good credit rating."* Since then the rates have been set out as follows:-

2005.....	4.50%
2006.....	4.50%
2007.....	5.50%
2008.....	5.75%
2009.....	6.00%
2010.....	4.00%
2011.....	3.00%
2012.....	3.00%
2013.....	2.75%

While agreeing with the principle of flexible rates, some shipowners have expressed concern that the rates adopted are unrealistic in the current climate when bank lending is extremely tight and sentiment is against the credit-worthiness of the shipping industry, however reputable individual owners may be.

Do you have any proposals to assist with the setting of annual interest rates?

The Netherlands: The rate of interest should be set at a percentage which reflects a fair balance between debit and credit interest in order to reflect the actual costs. The Committee doubts that the interest percentage applied to 'a shipowner of a good credit rating' reflects the actual situation.

22. RULE XXII

Due to the difficulty in setting up joint accounts, sometimes in a foreign currency, it has become the practice of adjusters to hold deposits in trust accounts in their own name. Should this practice be recognised by the YARs?

The Netherlands: Yes. In the Committee's opinion, adjusters should be allowed to maintain trust accounts in their own name, provided that it is prevented that in case of the adjuster's liquidation, the monies fall within the liquidation fund. In addition, the Committee is of the opinion that it may be useful to allow the practice up to a specified limited amount only.

23. RULE XXIII

The 2004 Rules introduced the time bar provisions for the first time. While recognising possible difficulties in certain jurisdictions, do you consider these provisions should be retained and, if so, are there any areas needing improvement?

The Netherlands: No. In the Committee's opinion the insertion of a time bar in the YAR creates uncertainty and a pretence of safety, as the provisions of the applicable national law may not recognize the time bar of the YAR and in fact provide for shorter time limits.