

CARNEGIE ENDOWMENT FOR INTERNATIONAL PEACE  
DIVISION OF INTERNATIONAL LAW  
MONOGRAPH NO. 2

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THE "NAVICERT" SYSTEM  
DURING THE WORLD WAR

BY

H. RITCHIE

PUBLISHED BY THE ENDOWMENT  
WASHINGTON, D. C.

1938

Monograph Series of the  
**Carnegie Endowment for International Peace**  
Division of International Law  
No. 2

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BY

H. RITCHIE

*Formerly of the British  
Foreign Office*

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CARNEGIE ENDOWMENT FOR INTERNATIONAL PEACE  
700 JACKSON PLACE, N.W.  
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**PRINTED IN THE UNITED STATES OF AMERICA**  
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## NOTE

The monograph issued under the title *The "Navicert" System during the World War* describes, as the author explains, a system whereby particular consignments of goods to neutral countries adjacent to enemy territory during the World War were given a commercial passport by the British Government before they were shipped. It is a statement from the British point of view of the way the system was operated by the British authorities and is presented as a study by a competent person formerly associated with the British Foreign Office in London, based upon data which he has secured from the official files. No attempt has been made to add to the author's statement comments expressive of other points of view regarding the institution or operation of the system.

JAMES BROWN SCOTT,  
*Director, Division of International Law*

*Washington, D. C.*  
*April 1, 1938.*

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## THE "NAVICERT" SYSTEM DURING THE WORLD WAR



## GENERAL BACKGROUND <sup>1</sup>

This system, which first became operative in March, 1916, when it was made applicable to cargoes shipped from the United States to the Scandinavian countries adjacent to Germany, was in substance a system whereby particular consignments of goods were given what might be called a commercial passport before they were shipped; this passport, which derived its name from the code-word "navicert", insured the consignment an undisturbed passage. But a description of the system and its method of operation necessarily involves some preliminary reference to the conditions affecting maritime trade which the war had brought into existence in the early part of 1916 and which led to its adoption. A more extended survey of the conditions then existing will be found in the Parliamentary paper published in January, 1916, a copy of which is appended hereto as Annex A.<sup>2</sup>

2. Originally Great Britain by Orders in Council of August 20 and October 29, 1914, had announced her intention, in common with France and Russia, of acting in accordance with the Declaration of London, as if the same had been ratified, subject to certain additions and modifications. Revised lists of articles deemed to be contraband of war were published, and the doctrine of continuous voyage was made applicable to conditional contraband on certain specified grounds of intended enemy destination.

3. On February 18, 1915, Germany opened her submarine campaign against merchant shipping in the waters surrounding the United Kingdom. This led to the issue of the Reprisals Order in Council of March 11, 1915, with its requirements as to the discharge in British or Allied ports of goods of enemy destination borne on inward bound vessels proceeding to neutral ports. Goods so discharged were to be placed in the custody of the Prize Court, and, unless liable to condemnation or requisitioned, restored to the owners. This Order in Council may be said to have marked the beginning of a comprehensive "blockade,"<sup>3</sup> which became progressively more complete, and a main feature of which was the restriction of sea-borne commodities on their way to the enemy through the adjacent neutral countries.

<sup>1</sup> This study of the "navicert" system employed during the World War has been prepared by a former official of the British Foreign Office in London on the basis of an examination of the official archives which the Foreign Office has courteously made available to him.

<sup>2</sup> *Infra*, p. 28.

<sup>3</sup> The term is used, as it commonly was, to denote the operations of the Navy in intercepting contraband and in enforcing the Reprisals Orders in Council.

4. As the right of visit and search could no longer be safely or effectively carried out at sea, it was necessary to divert ships to suitable ports (Kirkwall, Stornoway, Falmouth, or the Downs) where the examination of vessels, often carrying large mixed cargoes, could be properly conducted. Moreover, correspondence received, intercepted communications, and such other information as might be relevant to each case, could not be made available to every boarding officer at sea, nor was it possible without a centralized control to secure uniformity of practice. It was necessary to form a representative central authority to which the manifests of the vessels intercepted could be sent, and which could decide as to their treatment in the light of all the information available.

5. For this purpose a Committee, called the Contraband Committee, was formed early in the war, consisting of representatives of the Foreign Office, the Admiralty, and the Board of Trade, with an eminent legal chairman appointed from without.<sup>1</sup> To this Committee, which sat at the Foreign Office, fell the task of discriminating between cargo genuinely intended for consumption in neutral countries, and that which, though manifested to a neutral country, was intended to be forwarded to an ulterior enemy destination. After considering all the evidence available, and the surrounding circumstances of each case, it decided whether particular cargoes, and the ships carrying them, should be detained or allowed to pass. As it was essential that the Committee should be equipped with the best advice and information concerning the cargoes with which it had to deal, it worked in close conjunction with other special departments or committees which were set up from time to time, among which may be mentioned the Procurator General's Department (concerned with the preparation of Crown cases for the Prize Court), the War Trade Intelligence Department (which collated information drawn from a wide field concerning foreign trade activities), and the War Trade Statistical Department (then engaged in the preparation of statistics concerning the imports of the neutral countries). It had also at its disposal the day-to-day reports received from the diplomatic and consular services abroad, as well as information furnished by the Allied Governments.

6. To this Committee detailed particulars of the manifest of each diverted vessel—and of those which called voluntarily or by agreement, as many did—were telegraphed by the Customs officers at the port of search on the vessel's arrival, or in the case of the Downs, by the Senior Naval Officer at Ramsgate. Having thus obtained details of the cargo, the Committee required to be supplied with the fullest particulars

<sup>1</sup>Successively, Lord Cave (afterwards Lord Chancellor), Sir Ernest Pollock (afterwards Master of the Rolls), and the Hon. Sir W. Finlay, K.C. (now Lord Finlay).

available as regards each shipment and the persons concerned in it: for this purpose reference was made to the neighboring departments likely to possess such information, and on receipt of all available particulars the Committee came to a decision. A telegram would then be sent to the Customs, or to the Senior Naval Officer at Ramsgate (as the case might be), directing either that the vessel should be allowed to proceed, or be detained for further inquiries; or that certain portions of her cargo should be placed in the Prize Court, or perhaps the vessel also. If the vessel had to discharge goods for the Prize Court, arrangements were made for her to be sent to a convenient port. But usually the vessel was enabled to continue her voyage, though often subject to the requirement that certain items of her cargo should be discharged in a British port, or retained by agreement at the neutral port of destination in storage, or returned to Great Britain for the institution of Prize Court proceedings. By the latter methods it was sought to avoid unnecessary delays to vessels engaged on regular services, goods discharged or returned for Prize Court proceedings being placed in the custody of the Admiralty Marshal, while perishable goods detained for such proceedings were sold.

7. Under the terms of the Reprisals Order in Council of March 11, 1915, the Contraband Committee were in a position to apply to each individual shipment that came before it the test whether or not there was presumption of enemy destination. Contraband, however, still remained subject to the Order in Council of October 29, 1914, and to the numerous proclamations issued modifying and extending the lists of articles deemed to be contraband of war.<sup>1</sup> In the course of its investigations the Committee had often to deal with intricate devices employed to conceal intended enemy destination; excessive importations of particular commodities into the adjacent neutral countries also afforded ground for the fullest inquiries before decisions could be reached.

8. Meanwhile other measures were taken to restrict the flow of commodities to enemy countries. In 1914-1915 understandings were reached with the Danish, Norwegian and Swedish Governments as regards the maintenance of their prohibitions of the export to the Central Powers of such commodities as might be of a contraband nature. Agreements were concluded with the Netherlands Oversea Trust, an association of Dutch traders formed in Holland, which provided for guarantees, to be obtained from each importer, against the re-export to enemy countries of contraband goods consigned to them or the contraband products of such goods. Other agreements were concluded with

<sup>1</sup> The Maritime Orders in Council and Contraband Proclamations issued during the war are shown in Annexes H and I, pp. 49 and 59.

central Danish associations, with the *Société Suisse de Surveillance Economique*, and the Greek Government. During 1915 many agreements were concluded, either of a general nature, or with particular shipping companies, importing or exporting combines, etc. It would be impossible in any brief space to give details of these agreements, which varied according to the particular locality or service to which they related; but, reduced to tabulated form, a list of them, as they existed at the beginning of 1916, with the essential substance of each, is appended hereto as Annex B<sup>1</sup> while some specimen copies are shown in Annexes D and E.<sup>2</sup> These agreements, which were later largely multiplied, materially reduced the volume of many classes of sea-borne commodities which would otherwise have passed in transit through neutral to enemy countries.

9. Early in 1916 a Ministry of Blockade was created, with a view of coordinating more fully the work of the various departments and committees then engaged in the task of supervision, and from that time onwards it was found possible to proceed to other and more effective measures of control, based on the principle that the imports of the adjacent neutral countries should bear a more exact relation to their own requirements, as shown in the statistical records of previous years. Such a process, styled rationing, had already in 1915 been begun as regards the importation of certain commodities into those countries, as shown in the agreements referred to.

#### ORIGIN OF THE NAVICERT SYSTEM

10. Almost immediately on its creation, the Ministry of Blockade was called upon to consider proposals put forward by Mr. R. P. Skinner, the United States Consul General in London, in order to remedy hardships experienced by American shippers of goods to these neutral countries. As is shown in *Papers relating to the Foreign Relations of the United States, 1915, Supplement, "The World War"*,<sup>3</sup> Mr. Skinner, in his despatches to the United States Government in 1915 had adversely criticized the treatment by the British authorities of shipments of goods from the United States, which he considered were subjected to onerous delays and heavy port charges, less because they were contraband than because of the existence of long lists of suspected consignees and a great deal of confidential information. In the course of informal conversations with Admiral Slade (of the War Trade Advisory Committee) he had suggested that the contents of the ships' manifests might be cabled and considered in advance, and he thought that some arrangement should be possible that would in this way obviate delays to vessels carrying American cargoes on their arrival in British waters.

<sup>1</sup> *Infra*, p. 37.

<sup>2</sup> *Infra*, pp. 42 and 44.

<sup>3</sup> Pages 372, 373, 382.

11. In his despatches <sup>1</sup> Mr. Skinner had also complained of a lack of uniformity in administrative methods which in practice appeared to subject American commerce with the neutral countries to a more severe scrutiny than British trade with the same border countries, and he furnished statistics showing the growth of British trade in certain commodities with those countries, the inference being that American trade suffered thereby. It was not difficult however to show that if British trade, whether direct or in transit from elsewhere, with those countries had increased, American trade with them had undergone a corresponding or greater development.

12. On a subsequent visit to the United States in the latter part of 1915, Mr. Skinner took an opportunity of discussing these matters in conversation with Sir R. Crawford, the Commercial Adviser to the British Embassy at Washington, when his suggestions for the adoption of a working scheme to remedy the disadvantages complained of took the following shape: The British shipper of goods to the neutral countries applied for a license to the War Trade Department in London, who either granted it, asked him for further particulars, or refused it. The worst that could happen to him was that he might have to sell his goods elsewhere. The American shipper who desired to send his goods to the same destination had no such guarantee, or means of obtaining information, but had to ship his goods subject to the risk of detention or seizure. Could not the British Embassy at Washington receive applications from American shippers, put them to similar tests to those applied by the War Trade Department in London to British exports, and furnish the shipper with a certificate that would protect his goods from interference? Vessels carrying such goods need be no more than nominally detained for the inspection of papers. If the certificate was refused, the shipper would be aware of the risk run, and the cause of refusal would remain open to discussion.

13. These suggestions were not in fact entirely new, for some beginnings of what might be called advance bookings had already come into existence. Under the early agreement with the copper producers of the United States arrangements had been made, in order to avoid delays to genuine neutral shipments, that letters of assurance should be given beforehand in respect of copper shipments already notified and approved. During 1915 a system had been inaugurated whereby British consuls at ports in the United States were authorized to issue certificates that cargoes loaded under their supervision corresponded with the cargoes declared in the ships' manifests. And in the same year the United Steamship Company of Denmark, followed by the Norwegian America Line, had adopted the practice of submitting all or most of

<sup>1</sup> *Papers relating to the Foreign Relations of the United States, 1915, Supplement, "The World War,"* pp. 466, 511.

their cargo bookings in advance to the Contraband Committee, who in reply would inform the company either that no objection was foreseen, or that such and such a shipment would be likely to lead to difficulties. The practice was substantially the same as that previously adopted as regards shipments of copper, and, as in that case, shipping companies found it to be of advantage not to carry shipments that might involve the risk of delay to their vessels.

14. Mr. Skinner's proposals were accordingly submitted to a special committee, who considered that the scheme suggested could be adopted in such a way as to place intending exporters in the United States in practically the same position as intending exporters in the United Kingdom, and they outlined arrangements under which an office might be established in the United States, under the general control of the British Embassy at Washington. Applications which might be received at that office would fall into two classes, *viz.*, those relating to goods which in the United Kingdom were on the list of prohibited or restricted exports, and the export of which consequently required a license; and those relating to goods which were not on that list. As regards the latter the British officials in the United States might issue a certificate forthwith, provided the consignee was not among those whose previous record had shown them to be untrustworthy, thus placing the American exporter on precisely the same footing as the British exporter. Applications relating to such goods as on export from the United Kingdom required a license would be telegraphed to the Foreign Office, considered daily by the Contraband Committee, in conjunction with the War Trade Department or its special branches, and the British Embassy at Washington informed by telegraph whether certificates could be granted or not. The scheme, it was considered, need not for the present apply to Holland, since shipments for the Netherlands Oversea Trust were not made until that association had issued a permit and had sent it to the United States, and so the issue of a certificate under the proposed scheme would not seem to add any further safeguard.

15. The British Ambassador at Washington was thereupon informed by telegraph of the proposed scheme, and replied that it was considered to be a practical one, but that it should be made clear that it was instituted to assist shippers who might apply for information. Later, on February 28, 1916, he telegraphed that he was taking steps to establish an office to which applications might be addressed, and was issuing a notice in the American Press to the following effect:<sup>1</sup>

It has been represented to the British Government that it would be of

<sup>1</sup> For the terms of a circular issued by the British Consulate General at New York to the same effect, see *Papers relating to the Foreign Relations of the United States, 1916, Supplement, p. 496.*

service to American exporters intending to ship goods to the Scandinavian countries if before shipment they could ascertain through some British authority in the United States whether their consignments would be regarded as unobjectionable under British military regulations, or whether any of the circumstances would require investigation. Accordingly arrangements have been made to provide applicants with this information through an office provisionally established at the British Embassy, which will be authorized to give to intending shippers in satisfactory cases letters of assurance to facilitate the passage of their shipments through the British naval patrol. Shippers who may desire to avail themselves of the facilities offered are advised that applications for information must relate to particular consignments, and should be made at least a fortnight before the date proposed for shipment. Shippers desiring to submit cases to the new office should address their applications, either directly or through the steamship company that would carry the goods, to the Trade Department, British Embassy, Washington.

16. Arrangements having been completed to insure the proper working of the scheme, full details were on March 24, 1916, communicated to the Admiralty and the Customs, who were requested to instruct the Naval officers and Customs officials respectively concerned that, subject to any delay caused by other cargo carried, such consignments as were covered by letters of assurance from the British Embassy at Washington should suffer as little detention as possible, unless indeed reasons for suspicion as to their ultimate destination should arise after the goods had been shipped, or the authenticity of the Embassy letter or the manifest appear doubtful. Full particulars of the scheme were also communicated to the Allied Governments.

#### THE NAVICERT SYSTEM

17. The scheme which thus originated, and which was known to the United States authorities as the Skinner scheme, may now be set out in fuller detail, to show the arrangements made to give effect to it, and the manner in which it operated.

Firms in the United States who might be desirous of ascertaining whether their shipments to the Scandinavian countries would be regarded as of a purely neutral character, in the light of the information possessed by the British Government as to enemy dealings, or whether any of the circumstances would require investigation, might apply to the Trade Department of the British Embassy at Washington, who would issue letters of assurance (hereafter called "Navicerts") in the case of goods the passage of which through the naval patrols the British authorities were prepared to facilitate as far as possible, unless evidence

of enemy destination should come to light after their shipment. For this purpose goods would be assimilated to the following categories: (1) Goods the export of which in the United Kingdom did not require a license; (2) Goods the export of which in the United Kingdom was prohibited or restricted except under license. The scheme would apply to all commodities except copper, petroleum and its products and lubricants, which were more conveniently dealt with under the agreements concluded with shipping companies, and such other commodities as were governed by specific agreements with exporters in the United States. The latter appear to have been those relating to rubber, tin, metallic ores and wool, which are mentioned at the end of Annex B.<sup>1</sup>

18. The British Embassy at Washington, who were furnished with digests of commercial intelligence similar to those in the possession of the War Trade Department in London, would be able in cases falling within category (1) above, to give information—and to issue navicerts in accordance therewith—without reference to London, this information being based on the fact whether the intended consignee did or did not appear on the list of consignees known to be untrustworthy. The list referred to was that which was known at the time as the Statutory Black List, and such extension as might afterwards be given to it.

19. In cases falling within category (2) above, applications would be telegraphed in an abbreviated form by the British Embassy at Washington to the Foreign Office, London, preceded by the code-word "Navicert", and continuing thereafter as follows: letter denoting the country of destination; serial number; name of consignor; description and weight of goods; name of consignee and place of destination. In these telegrams "A" would represent Norway; "B" Sweden; and "C" Denmark. Thus the form of a telegram might run:

Navicert A. 127. Armour Company. 10 tons fat backs. Hans Heen, Christiania. (continuing with other items).

The list of items in each telegram would be numbered consecutively for purposes of reference in replying thereto.

20. These telegrams on their receipt by the Foreign Office would be at once circulated to the Contraband Committee and the War Trade Departments and be taken into immediate consideration. The Contraband Committee sat every day and applications for navicerts formed the first items on each daily agenda. The decision on each item would be subject to the same conditions as those applicable in the case of the grant of a license to export from the United Kingdom.

<sup>1</sup> *Infra*, p. 37.



Within forty-eight hours the Contraband Committee would be in a position to telegraph a reply to each item in one or other of the three following forms: "*Accipe*", in which case the applicant could be informed that so far as is at present known there would appear to be no objection to the proposed shipment—consequently a navicert might be issued; "*Nolo*", which meant that the shipment would be likely to lead to difficulties if persisted in—consequently a navicert should not be issued; "*Pendens*", which meant that inquiries were being made and that a decision would be telegraphed as soon as possible.

21. In practice it was found that in most cases a positive ("*Accipe*") or negative ("*Nolo*") reply could at once be returned, but in cases where the application raised questions involving telegraphic communication with the British Legation in the country of destination, the reply "*Pendens*" was given, a definite acceptance or non-acceptance being afterwards telegraphed in accordance with the reply received from that Legation. This necessity might arise from a variety of circumstances, e.g. some novel statistical point<sup>1</sup> might be raised by the application, or the nature or quantity of the goods might appear to be beyond the scope of the consignee's legitimate trade, or the guarantee against re-export to enemy countries of a central importing association, or of the consignees themselves, might be necessary. Thus in the case of intended shipments to Denmark the issue of a navicert would be dependent on the usual guarantee against re-export by the Danish associations being furnished, and so also in other cases where agreements of a like nature had been concluded.

22. As regards such guarantees against re-export, it had been originally contemplated that consignors in the United States would obtain and furnish these when making application to the British Embassy for the issue of navicerts, in order to avoid delay in communicating to them definite decisions of the Contraband Committee; but it was represented by the Embassy that large numbers of applications for navicerts had already been received, and that to require these numerous applicants to communicate with the intended consignees in Scandinavia in order to obtain guarantees would involve much delay and give rise to serious complaint. It was accordingly arranged that such guarantees, where requisite, would be sought by telegraph from London on receipt of the application, even though this might entail a larger number of "*Pendens*" cases, and the custom thus begun was followed throughout.

23. Navicerts were worded as follows: "As far as is at present known there would appear to be no objection on the part of the British Government to this consignment." They bore a facsimile of Sir R.

<sup>1</sup> See paragraph 42.

Crawford's signature, initialled by an authorized member of his staff, and were printed on Embassy paper. They also bore the distinguishing mark and number of the telegraphic inquiry which had been made concerning them in cases involving reference to London—thus in the case quoted in paragraph 19 above "Navicert A.127." For goods not on the British prohibited or restricted list, where reference to London was not necessary, a separate series was used—thus "Navicert Z.1." For goods in transit to Russia a further series—thus, "Navicert T.1." The latter were issued forthwith without reference to London, when applied for under the then existing arrangements for the transit of goods to Russia. Some modifications of these code-words were from time to time introduced as the need might arise.

24. Navicerts were given a validity of two months extending from the date of issue up to the time of shipment. No fee was charged for their issue, but the applicant was expected to defray his share of the cost of the abbreviated telegram to London where such inquiry was necessary. It was arranged by the Embassy that the navicert issued, or if need be a duplicate, should be furnished to the shipping company, in order that it might accompany the shipment, being removed by the boarding officer on the vessel's arrival at a British port. It was further arranged that the distinguishing mark and number of each navicert should be entered against the item of cargo on the ship's manifest covered by it, and British consular officers at ports in the United States were notified by the Embassy of the issue of navicerts, and instructed to exercise a general supervision over the entries so made. On the arrival of the vessel at a British port each consignment covered by a navicert could thus be readily identified by the boarding officer, and telegraphed to the Contraband Committee for purposes of verification and record.

25. On the completion of the arrangements to give due effect to the system, it was at once brought into operation, and on March 11/12, 1916, three telegrams of inquiry were received from the British Embassy relating to sixty-six consignments of goods destined for Denmark, Norway and Sweden respectively, in regard to which applications had been made. By the end of that month thirty telegrams had been received relating to 645 consignments. From the outset the system is said to have worked satisfactorily, and, as it attained fuller development, to have conferred advantages which have been shortly summarized as follows: Exporters and shipping companies were exposed to a minimum of delay and inconvenience; parties were spared the cost of insurance against risk of detention; quicker clearance could be given to vessels; objectionable shipments were to a large extent eliminated; British ports did not have to be encumbered by the discharge of car-

goes; while the system also enabled a statistical record to be maintained in advance of the imports of the receiving countries.

#### CONDITIONS IN 1916

26. The system thus applied to goods shipped from ports in the United States to the Scandinavian countries continued to apply to such consignments during 1916 and 1917 for some considerable time after the entry of the United States into the war. But before commenting on the working of the system during those years, it is necessary to refer to developments which the progress of the war entailed in the conduct of maritime trade with the adjacent neutral countries, as constituting, so to speak, the environment in which the system and the corresponding grant of export licenses in the United Kingdom operated.

27. The creation of the Ministry of Blockade at the beginning of 1916 led to early measures to insure a more complete discrimination between neutral and enemy trade. Two methods already existed—the evidential and the quantitative. The former, after a long trial, had proved insufficient to prevent the importation into the neutral countries of important commodities of a contraband nature far in excess of their own requirements, which contributed directly or indirectly to enemy trade: the latter was yet but in an initial stage. Steps were accordingly taken to remove disabilities inherent in the Order in Council of October 29, 1914, and to add to the list of contraband; to extend a system already begun under which the imports of the adjacent neutral countries might rest upon a basis more in accordance with their real requirements; and to proceed further with agreements with exporting and importing combines in order to insure adequate safeguards.

28. Under the Order in Council of October 29, 1914, conditional contraband was liable to capture if the goods were consigned "to order," or if the bills of lading did not show who was the consignee, or if they showed a consignee in territory belonging to or occupied by the enemy. Those engaged in the contraband traffic at once ceased to ship goods on bills of lading "to order," and sought to evade detection by appointing their own nominees in neutral territory. On March 30, 1916, a further Order in Council was issued, which provided that the previous Order should not be deemed to limit the right, in accordance with the law of nations, to capture goods on the ground that they were conditional contraband, whether the carriage of the goods to their destination was direct, or entailed transshipment or subsequent transport by land. Later on July 7, 1916, the Maritime Rights Order in Council was issued, which, in repealing previous

Orders—with the exception of the Reprisals Order in Council of March 11, 1915—proceeded to repeat with modifications the presumptions of enemy destination which had been laid down from time to time, and substituted for the words "if the ship's papers do not show who is the consignee of the goods" the words "if the ship's papers do not show who is the real consignee of the goods."

29. In the covering note in which this Order in Council was communicated to the representatives of the neutral Powers in London it was stated that the rules laid down in the Declaration of London were unable to stand the strain imposed by the test of rapidly changing conditions and tendencies which could not have been foreseen, and that the Allied Governments had therefore come to the conclusion that they must confine themselves to applying the historic and admitted rules of the law of nations.

30. Early in the same year a special committee was set up to consider the home requirements of the adjacent neutral countries in respect of all such commodities as it was desirable should not reach enemy countries, and what proportions of these should come from overseas and from the United Kingdom respectively. The committee advised that trade with those countries should be allocated between the normal sources of supply in the normal pre-war proportions, and they took as the normal basis for each country its average annual imports as derived from the statistical records of its imports during the three pre-war years 1911 to 1913, allowance being made for neutral exports but not for exports to enemy countries, with an addition of some ten per cent for natural increase of population; the amounts so ascertained to be reviewed at the end of each successive quarter of the year.

31. The statistical investigation necessary for this purpose was undertaken by the War Trade Statistical Department, who for a year past had been engaged in collating statistics of this nature, and who from their records were in a position to furnish figures, classified under their respective heads, which, after making every allowance for abnormalities, were regarded as just estimates of the actual requirements of the neutral countries as regards all important commodities imported by them. These figures were accordingly held to form a basis for the negotiation of further agreements; in the meantime they were adopted for guidance in the regulation of trade with those countries.

32. Simultaneously the presumption of enemy destination arising out of excessive importations which had been incompletely determined by the Prize Court judgment of September 16, 1915, in the case of the *Kim*, was put to the test in the Prize Court by the seizure on April 18, 1916, of a large quantity of cocoa beans destined for Sweden on the *Baron Stjernblad*. In its judgment of November 27, 1916, the court

held that although there was no specific evidence of enemy destination, and that consequently the goods could not be condemned, the statistical disclosures justified the seizure of the goods with a view to detailed investigation of the facts, and the consignee's claim for damages for seizure and detention was refused. This judgment was, on appeal by the consignees, upheld by the Judicial Committee of the Privy Council in its judgment of November 22, 1917,<sup>1</sup> which after setting out all the available facts, concluded that there were circumstances of suspicion calling for further inquiry, and amply sufficient to justify the seizure.

33. Meanwhile the conclusion of agreements with exporting and importing combines was proceeded with. In April, 1916, an agreement was reached with the American Meat Packers to the effect that no shipment of their products should be made either directly or indirectly to enemy countries, and that shipments to neutral European countries should only be made under letters of assurance, and subject to the production by the purchasers of approved guarantees against re-export, the amounts not to exceed certain fixed quantities. In the course of the year many agreements were concluded. Viewed in the light of the rationing system, the effect of these, coupled with those previously concluded, is shown in Annex C.<sup>2</sup> Such agreements were continually being added to; the entire collection of agreements concluded during the war fills several volumes.

34. From early in 1916 the various measures referred to above came successively into operation, and the administrative processes consequent thereon might be depicted thus: The War Trade Statistical Department circulated monthly figures of the imports of the adjacent neutral countries in respect of all important commodities, and as every consignment which came forward was reported to that department, they were in a position at any time to state what additions should be made to the last list circulated. To normal importations of such commodities the following tests applied, *viz.*, whether the consignment was guaranteed against re-export by the neutral associations with whom agreements had been concluded, or failing this by approved guarantees from the consignees themselves; whether the guarantees were sufficient or whether the circumstances called for special inquiry; and whether any commercial intelligence received was applicable to the consignment. If the total import of the commodity was above normal further importations of that commodity from the United Kingdom ceased, and the Contraband Committee withheld further consignments from overseas. Where importations had already been markedly excessive, a statistical embargo operated at home and abroad until normal

<sup>1</sup> *Lloyds Reports of Prize Cases*, VI, 89. A similar decision was given in the French Prize Court in the *Tiber* (*Journal Officiel*, May 17, 1918, p. 4356).

<sup>2</sup> *Infra*, p. 39.

conditions were restored; notice of the embargo being issued simultaneously to all the authorities concerned, in order that common action might be taken in every quarter. Such an embargo might on occasion be extended to commodities similar to those which the neutral countries were exporting to enemy countries. The interception of contraband became regulated by the Order in Council of July 7, 1916; while by a further Order in Council which became operative on January 10, 1917, the Reprisals Order in Council of March 11, 1915, was extended to all the enemy countries.

### WORKING OF THE NAVICERT SYSTEM

35. The navicert system offered to the American exporter facilities equal to those accorded to the British exporter. The system being optional, the American exporter might ship his goods otherwise, and for several months after the introduction of the system he appears often to have done so, as the following instances show:

| <i>Date of arrival<br/>of vessel.</i> | <i>Items of cargo<br/>carried.</i> | <i>Items covered<br/>by navicerts.</i> |
|---------------------------------------|------------------------------------|--|
| May 18, 1916.....                     | 321                                | 82                                     |
| June 11, ".....                       | 315                                | 124                                    |
| July 19, ".....                       | 207                                | 98                                     |
| Aug. 15, ".....                       | 312                                | 128                                    |

But thereafter the system appears to have come into more general use, for instances of later arrivals are:

| <i>Date of arrival<br/>of vessel.</i> | <i>Items of cargo<br/>carried.</i> | <i>Items covered<br/>by navicerts.</i> |
|---------------------------------------|------------------------------------|--|
| Sept. 15, 1916.....                   | 198                                | 195                                    |
| Oct. 17, ".....                       | 634                                | 594                                    |
| Nov. 20, ".....                       | 289                                | 276                                    |
| Dec. 15, ".....                       | 195                                | 190                                    |

Later it would be difficult to find in the case of vessels calling at or diverted into British ports, while on their voyage from the United States to Scandinavia, more than a few instances where the system was not adopted.

36. The system was welcomed by neutral shipping companies engaged in the Atlantic trade, who had long hoped that some means might be found that would lessen the delays to their vessels arising out of the exercise of visit and search. In the case of Danish vessels it was remarked as early as June, 1916, that it was exceptional to find an item of cargo not covered by a navicert. In October it was said that practically all consignments from the United States destined for Scandinavia were so covered. In December it was reported that Scandinavian shipping companies were declining to accept consignments from the West Coast of the United States until navicerts had

been obtained for them. The fact that certain consignments out of a large cargo might not be so covered tended to focus attention upon these, and as the system became more fully established inquiries were often made by the Contraband Committee concerning them, as the omission seemed to impair the smooth working of a system which had for its main object the speedy clearance of vessels. But it was always possible, in virtue of undertakings given by the Danish and Norwegian shipping companies, for their vessels to proceed on their voyages, on condition that goods not so covered should, if necessary, be retained in storage at the neutral port of destination, pending the production of guarantees against re-export in respect of them, or further decisions as to their treatment. It appears that the trade between the United States and Scandinavian ports was carried on almost entirely in Scandinavian bottoms. The records of the Contraband Committee for the four months from July 1 to October 31, 1916, mention no American vessels engaged in that trade except thirteen oil tankers belonging to American companies with which agreements had been reached (see Annexes B and E<sup>1</sup>) and three small fishing craft with salt fish on board, all of which either called voluntarily at a British port or were diverted inwards by the naval patrols.

37. Between March 11, 1916, and August 31, 1917, the period during which the system had its fullest operation, 3,189 "Navicert" telegrams were received from the British Embassy at Washington. Many of these telegrams were concerned only with points of detail, requests for renewals of navicerts the validity of which had expired, and other minor matters; but the majority set out, in the abbreviated form shown in paragraph 19 above, lists of goods, numbering perhaps from twenty to sixty each, in respect of which applications for navicerts had been made. In a record of April, 1917, after the system had been in operation for rather more than a year, it was estimated that about 40,000 applications had been received, of which about 30,000 had been granted, while it was remarked that the proportion of cases in which a navicert had been dishonored in the light of subsequent evidence was negligible, probably not more than one in five hundred. A later record says that between December 1, 1916, and August 31, 1917, 32,000 applications were received, and, as illustrating the perfection of method reached in dealing with them, it was remarked that a telegram setting out what might constitute the entire cargo of a vessel could be pronounced on within six hours. It would probably be correct to say that the total number of applications received by the British Embassy during the period from March, 1916, to August 31, 1917, whether involving reference to London or not, was considerably over 50,000.

<sup>1</sup> *Infra*, pp. 37 and 44.

38. On the receipt of each telegram from the British Embassy, with its list of goods, it was at once referred to the War Trade Intelligence and Statistical Departments for their observations as regards the nature and quantity of the proposed consignments, the status of the consignees, the guarantees which might be requisite against re-export, the statistical position, and all such other matters as might bear upon the intended shipments. Some instances, taken at random from among telegrams received in successive months, are given below showing the replies returned in respect of the various items composing a single telegram. The comments in brackets are added here by way of completion.

(1) In May, 1916, a proposed shipment to Sweden of thirty-six consignments:

*Accipe* 25 items. *Nolo* 1 item [serge]. *Pendens* 9 items [referred to the British Legation, Stockholm, for inquiries and guarantees]; also 1 item to be resubmitted under Norway, as the ultimate consignee resided there. [Of the *Pendens* group all lapsed, as the Swedish consignees, in spite of repeated requests for guarantees, returned no answer].

(2) In June, 1916, a proposed shipment to Denmark of twenty-five consignments:

*Accipe* 21 items. *Nolo* 2 items [picks, mattocks]. *Pendens* 2 items [referred to the British Legation, Copenhagen, for guarantees against re-export. Of the *Pendens* group both were accepted].

(3) In July, 1916, a proposed shipment to Norway of thirty-two consignments:

*Accipe* 22 items. *Nolo* 2 items [whisky, carborundum]. *Pendens* 8 items [seven of which were referred to the British Legation, Christiania, for inquiries and guarantees against re-export; and one for inquiry as to the statistical position. Of the *Pendens* group five were afterwards accepted].

(4) In August, 1916, a proposed shipment to Sweden of forty consignments:

*Accipe* 20 items. *Nolo* 7 items [oils, chemicals, leather, meat]. *Pendens* 13 items [referred to the British Legation, Stockholm, for inquiries and guarantees against re-export. Of the *Pendens* group five were afterwards accepted; one consignee could not be traced].

(5) In September, 1916, a proposed shipment to Denmark of twenty-five consignments:

*Accipe* 18 items. *Nolo* 2 items [tobacco, binder twine; in the former, consignee untrustworthy, in the latter, excessive former imports]. *Pendens* 5 items [referred to the British Legation, Copenhagen, for guarantees against re-export. Of the *Pendens* group four were afterwards accepted, one of them for a reduced amount, *i.e.* the amount for which the Danish association gave a guarantee].

(6) In October, 1916, a proposed shipment to Norway of sixty-one consignments:



*Accipe* 31 items. *Nolo* 2 items [consignees untrustworthy]. *Pendens* 28 items [referred to the British Legation, Christiania, for inquiries and guarantees against re-export. Of the *Pendens* group fifteen can be traced as afterwards accepted, five of them for reduced amounts].

(7) In November, 1916, a proposed shipment to Norway of seventy-two consignments:

*Accipe* 42 items. *Nolo* 10 items [four because of statistical embargo; two as outside Meat Packers' agreement; and four as consignees untrustworthy]. *Pendens* 20 items [referred to the British Legation, Christiania, for inquiries and guarantees against re-export. Of the *Pendens* group, ten of which were for excessive amounts, nine can be traced as afterwards accepted].

(8) In December, 1916, a proposed shipment to Denmark of thirty-seven consignments:

*Accipe* 18 items. *Nolo* 1 item [consignee untrustworthy]. *Pendens* 18 items [referred to the British Legation, Copenhagen, for inquiries and guarantees against re-export. Of the *Pendens* group seventeen can be traced as afterwards accepted].

(9) In January, 1917, a proposed shipment to Sweden of twenty-four consignments:

*Accipe* 5 items. *Nolo* 4 items [consignees untrustworthy]. *Pendens* 15 items [six of which were referred to the British Legation, Stockholm, for inquiries and guarantees against re-export; and nine for inquiry as to the statistical position. Of the *Pendens* group nine can be traced as afterwards accepted].

In the *Pendens* cases, each guarantee against re-export, as it was received by the British Legation concerned, was notified by telegraph to London, and a telegram thereupon sent to the British Embassy at Washington denoting acceptance of that particular application. Where the *Pendens* group was large, and one or other of the intended consignees dilatory in furnishing a guarantee or in answering a necessary inquiry, a considerable interval might occur between the receipt of the early guarantees and the receipt of the last one. Thus in the cases mentioned above, it appears that the intervals which elapsed between the receipt of the original telegram from Washington and the transmission of replies covering the *Pendens* group, were, in the case of Denmark, normally from five to eight days, but in particular instances as much as six weeks; in the case of Norway from twelve to fifteen days, but in some instances from five to six weeks; and in the case of Sweden from two to three weeks, but on occasion seven weeks. The deferred replies however appear to have been sometimes due to the existence of a statistical embargo on the import of the commodity in question.

39. The entire correspondence arising out of the system was conducted by telegraph, wherever this was possible, and the interchange of telegrams between Washington, London, Copenhagen, Oslo, and

Stockholm, must in all have reached a total of about 10,000, while the consignments of goods to which they related were at least five times greater in number. It would be impossible in the circumstances to enter into a detailed description of this vast telegraphic correspondence, but an outline can be given of the features it presents.

40. In general the rule appears to have applied throughout that in cases in which in a similar instance permission to export from the United Kingdom could at the time readily be given, the reply *Accipe*, denoting that a navicert might be issued, was at once returned to the application. In cases where a guarantee against re-export was in the first instance requisite, either from a neutral association with whom an agreement had been concluded, or failing this, from the consignees themselves, the same answer was returned as soon as a telegram was received from the British Legation in the country concerned that such a guarantee had been furnished. Or again, in cases where from the nature of the commodity special inquiry was necessary as to its intended use and the *bona fides* of the firm concerned, as soon as a satisfactory reply to the inquiry was received from that Legation.

41. On the other hand, the term *Nolo*, indicating non-acceptance of the application—or, as defined in paragraph 20 above, that the shipment would be likely to lead to difficulties if persisted in—was returned where in a similar case permission to export from the United Kingdom would at the time have been refused. This might result from such facts as that the intended consignee was known to be untrustworthy, or actually an enemy agent; that inquiries made on the spot had failed to trace him; that he was found not to expect the consignment; that neither his own guarantee against re-export to enemy countries, nor that of a central importing association who might have acted on his behalf, could be obtained; that he was but an intermediary and not a dealer in such goods; that the nature of his business precluded his need of such articles; that he had already imported an excess of the commodity; that cases in which the same parties were concerned were awaiting trial in the Prize Court, or that they had already been detected in practices which would have justified their goods being placed there; that the proposed importation was found merely to serve the purpose of releasing a home product for export to enemy countries; or, it might be, that a definite embargo was at the time in existence against any further importation of the commodity. In quite a number of cases the reputed consignee was found to be unaware of the consignment said to be destined for him; in others no trace could be found of him in the name given; in others again he might desire to import on his own account an amount approximating to the total specified import for a great part of the year; while such

instances occurred as a wine merchant wishing to import great quantities of mechanical tools, an ironmonger five tons of sugar, a grocer fifty-three tons of birdshot, and a butter merchant 50,000 lbs. of apples. Under the agreements with Danish associations the grounds on which applications for importations were refused were in all cases to be explained to them, while they on their part might from time to time indicate consignees whose *bona fides* could no longer be relied on, or concur in a view expressed that this was the case.

42. The reply *Pendens* was returned in all cases in which inquiries were necessary. Usually this related to cases in which guarantees against re-export to enemy countries were required. These guarantees were in most cases furnished, though often delayed, and sometimes refused; or they might be given for reduced amounts of the commodity, as sufficing for the needs of the particular firm, a matter to which the central importing associations, representing the interests of the various firms, for whom they acted as sponsors, attached much importance. Or it might be necessary to communicate with the British Legation in the country of destination as regards the statistical position of some particular commodity for which rationing figures had not already been prepared. Or again the commodity might be one of military or other special importance concerning which inquiries were in the first instance necessary, the result of which must be awaited. The same reply might also be returned to an application because of the temporary suspension of the issue of export licenses and navicerts in respect of a particular commodity, owing to the specified total import having been exceeded, as indicating that the application, of which due note had been taken, must await the date on which normal imports could be resumed, when it would at once receive consideration. All *Pendens* cases were brought up at frequent intervals to ascertain the degree of progress reached, and where a long delay had ensued without any guarantee against re-export having been received—as might happen in the case of Sweden, where a special War Trade Law was for a time in force prohibiting Swedish consignees from giving such guarantees—the application could only eventually be answered in a negative sense. On one occasion seventy applications which had for many months awaited guarantees from intended Swedish consignees without these having been furnished, had eventually to be declined on this account.

43. Shortly after the introduction of the system, the imposition of a statistical embargo on a number of commodities, such as fresh and dried fruits, cocoa, coffee, etc., of which great quantities had previously been imported into one or other of the neutral countries, led to the suspension for a time of the issue of export licenses and navicerts in respect of these; this gave rise to representations from American

exporters of fruits, whose intended shipments might be accumulating at the ports of shipment. On the relaxation of the embargo the issue of navicerts was resumed for specified total amounts, which might be allotted between the applicants within the limits of those amounts, either by accepting in full their applications already received, where this could be done, or by scaling them down to proportionate amounts which in the aggregate would not exceed those limits, and subject to the necessary guarantees against re-export. With the continued growth of the rationing system, and the multiplication of agreements for its operation, detailed lists were from time to time drawn up and circulated of various commodities the importation of which into the neutral countries was suspended until a certain date or until further notice. An instance of such a list is appended as Annex F.<sup>1</sup> These statistical embargoes came into effect as soon as the importing country had exhausted its monthly or quarterly allowance of any given commodity, and importation was resumed with the commencement of a new rationing period. Each embargo was applied simultaneously to imports from the United Kingdom and to imports from elsewhere. While immediate control could thus be exercised in the case of United Kingdom trade, consignments already covered by navicerts would be allowed to pass, though their delivery might be delayed pending the expiry of the embargo. Where adjustments were necessary to keep within the prescribed limits, instances show that a temporary excess of shipments from overseas was on occasion met by making a corresponding reduction in the amounts allowed to be exported from the United Kingdom. The British Embassy at Washington was kept informed of all such embargoes, and requested to withhold the further issue of navicerts for the time being, except in special cases.

44. In administering the navicert system the principle underlying the agreements concluded with neutral importing associations, *vis.*, that the individual requirements of the various importing firms should form a criterion, was maintained. On many occasions the Danish associations declined to furnish guarantees on behalf of firms whose needs had in their estimation been already met, or would only do so for reduced amounts. Norwegian associations might recommend reductions where they considered this necessary in the interests of other firms whose requirements had also to be met out of a specified total import. Similarly an application for a navicert might be declined by the Contraband Committee because of previous large importations by the same firm, or the amount reduced, or the qualification made that the intended shipment should be spread over a period of some months, and re-applied for on each occasion. For the latter

<sup>1</sup> *Infra*, p. 46.

reason an application for a comprehensive navicert to cover shipments of 3,000 barrels of apples per month during the ensuing period of six months was declined, on the ground that many considerations might arise during that period which would have to be taken into account.

45. On the introduction of the system, and for some months thereafter until the procedure became generally known, some inconveniences no doubt arose, more especially perhaps in the case of intended shipments to Sweden, where guarantees against re-export to enemy countries were difficult to obtain. But on the whole it does not appear from the correspondence that any serious objection was taken by American exporters to cases in which, for one or other of the reasons mentioned in paragraph 41 above, a negative reply had to be returned to an application made; though there are a number of instances in which, where a satisfactory explanation of some proposed transaction was furnished, an application for a navicert which had been declined was afterwards accepted. Their objections seem rather to have been directed to cases in which the reply *Pendens* was given, and where some considerable delay might occur before a definite reply could be returned; in such cases it is shown they would often have preferred a *Nolo* reply. The difficulty however would seem to have been that while the possibility of accepting an application still remained open the latter reply could not well be returned, while to accept applications while doubts existed would have imperilled the value of the whole system.

46. In a case of this kind, where complaint was made of delay in returning a definite answer, it was observed in reply that in the great majority of applications made for the issue of navicerts for proposed shipments, such applications were accepted forthwith, without reference to the British Legation in the country of destination, but that in the case of articles to which importance was attached, the right to refer such cases to the British Legation in that country must be reserved, and that the delay in these cases was generally caused by the difficulties experienced in obtaining satisfactory guarantees against re-export from the consignees themselves.

47. As navicerts were given a validity of two months, it frequently happened that this period expired without the intended shipment having been made, and if it was still desired a fresh application then became necessary. In most cases this was at once acceded to, but sometimes refused, owing to facts detrimental to the intended consignee having since come to light, or the statistical position as regards the importation of the particular commodity having in the meantime altered. Applications of this and other kinds became so numerous

that new telegraphic code-words had to be coined to meet them. Thus, *Phoenix* indicated that a navicert which had passed out of date might be renewed; *Resurgat* that one temporarily barred might be resumed; while *Negat* served to replace *Nolo* in cases where a named consignee could not be traced or was found to have no knowledge of the proposed shipment.

48. To avoid confusion it was necessary from time to time to lay down such rules as that a navicert should relate to but a single shipment; that not more than one navicert should be issued for the same shipment; that both the gross and the net weights of the consignment should be given; that in the case of any one of the three Scandinavian countries the name of the consignee in that country should be stated; and that the consignee named should be the real consignee, *i.e.*, the ultimate receiver of the goods.

49. During the period that the system was in operation, goods (as apart from cargoes in bulk) exported from the United States to the Scandinavian countries in respect of which navicerts were issued appear to have been carried almost entirely by vessels belonging to the various Scandinavian shipping companies engaged in regular services from and to the United States, with most of whom agreements had been concluded. The bills of lading relating to the cargoes of these vessels, whether Danish, Norwegian or Swedish, contained clauses to the effect that the consignees were obliged to furnish the ship owners on demand with guarantees that the goods were for consumption in the country of destination and would not be exported, failing which the ship owners might withhold delivery or discharge the goods at any place. Prior to the introduction of the system, and for some time thereafter, there was also borne on the vessel a certificate from the British Consul at the port of shipment to the effect that the cargo had been loaded under his supervision, and that he was satisfied that the ship contained no other cargo than that manifested; in a few cases it was added that a small percentage of such shipments as cotton, sisal, or tobacco, had been X-rayed to insure that they contained nothing else, or that they had been packed under the superintendence of some local official in the United States who certified that they were free from adulteration. For the purpose of these investigations, it appears to have been customary for the Consul to employ some suitable person or persons, who attended the loading of the vessel and kept an exact tally of the goods shipped, which served to check the items set forth in the ship's manifest.

50. On the arrival of the vessel at a British port the entire content of the ship's manifest, with its appended record of the navicerts issued in respect of its various items, was telegraphed by the Customs, or

the Senior Naval Officer at Ramsgate (as the case might be), to the Contraband Committee, when the entries were checked and any discrepancies noted. These might fall under various heads, *e.g.*, a consignment might purport to be covered by a navicert that did not exist; or by one that related to different goods; or by one the time limit of which had expired; or by one for a less amount than that shipped; or a navicert might be quoted which could not be produced. Thus instances occurred in which thirty-five tons of leather purported to be covered by a navicert of which there was no record, and which could not be produced; a navicert issued in respect of an automobile was attached to three and one-half tons of boarding; navicerts were quoted the validity of which had expired from a week to several months prior to shipment; and navicerts issued for specified amounts used for shipments exceeding these amounts by from two to as much as two hundred tons.

51. In the case of all such discrepancies it was customary to call upon the shipping company for explanations, and this might lead to promises that their agents overseas would be enjoined to exercise greater care. Where the discrepancy was serious inquiries were set on foot as to the transaction and how the error had arisen, and where fraudulent intention was shown the goods would be placed in the Prize Court. Where it was unimportant (as where the time limit of the navicert had not been greatly exceeded, or the actual shipment was but slightly in excess of that shown in the navicert), or a satisfactory explanation furnished, the goods were allowed to pass; if more important fresh guarantees might be sought; even if regarded as excessive, the goods might still be allowed to pass on condition that they should be retained in storage at the neutral port of destination pending further decisions as to their treatment. There appears to have been in general an unwillingness to delay vessels carrying large numbers of *bona fide* consignments on account of the few to which exception might be taken, since it was held that where a navicert had been issued, the obligation to allow the goods to pass to their destination should, wherever possible, be observed.

52. Certain cases occurred however among these vessels carrying large numbers of consignments covered by navicerts which came within the reservation as regards goods found after shipment to be destined for the enemy. Certain instances may be given:

In June, 1916, information was received after shipment that one consignment (out of 311) was destined for the enemy; the consignment was ordered to be discharged and placed in the Prize Court.

In July, 1916, information was received after shipment that a named consignee was an enemy agent; the consignment (out of 229) was

ordered to be held in storage at the neutral port of destination or returned to Great Britain to be placed in the Prize Court.

In August, 1916, a navicert which had been issued was cancelled on receipt of the invoice for purchase of the goods, showing the consignee to be resident in Berlin.

In October, 1916, five consignments (out of 496) were ordered to be discharged or retained in storage at the neutral port of destination, owing to later evidence received that the consignee was acting in enemy interests.

In November, 1916, seven consignments (out of 306) were ordered to be returned to Great Britain to be placed in the Prize Court, evidence having been received that the consignees were enemy agents.

In December, 1916, one consignment (out of 155) was placed in the Prize Court as having been shipped on a misused navicert, the one actually issued being in favor of other consignors and consignees.

In January, 1917, five consignments (out of 286) were ordered to be returned to Great Britain to be placed in the Prize Court, one because the consignee named was found to have no knowledge of it, and four because of evidence received that the consignees were acting in enemy interests.

In February, 1917, one consignment (out of 376) was ordered to be returned to Great Britain and placed in the Prize Court, later information having shown that the consignee was acting in enemy interests.

53. The case of vessels carrying cargoes in bulk presented less difficulty than those engaged in regular service, since the latter often carried cargoes consisting of from two hundred to six hundred consignments of the most varied commodities. Details of bulk cargo loadings were in general usually obtainable in advance of the sailing of the vessel from the port of shipment, and in many cases appropriate guarantees were furnished in advance by the shipping agents; thus when the vessel called at a British port, or was diverted inwards, she could often be given immediate clearance. Otherwise the vessel would be sent to a convenient port until on full investigation a decision could be reached as to her treatment. Towards November, 1916, it would appear that about fifty per cent of the tramp steamers carrying bulk cargoes of grain, fodder, etc., to the Scandinavian countries had their cargoes covered by navicerts. In January, 1917, it was arranged that vessels carrying cargoes in bulk from the United States for Scandinavia might be given immediate clearance from British ports provided the entire cargo was covered by a navicert, and a guarantee in respect of it deposited at the British Legation in the country of destination and notified to the Contraband Committee several days in advance of the arrival of the ship in a British port. A similar procedure was extended



to vessels carrying bulk cargoes from South America or other countries to which the navicert system did not apply, subject to a fortnight's previous notice of the deposit of the guarantee.

54. In a written comment prepared for official use which was made upon the navicert system in April, 1917, after it had been in operation for a year, it was spoken of as having worked with remarkable accuracy and rapidity, the principal objection to it on the part of American shippers having been in respect of applications to which it was impossible to return an immediate answer; it was thought however that in all these cases any serious delay had been due to some fault on the part of the shippers or the importers rather than to any inherent defect in the system; thus a shipper would put forward an application which seemed to be, and often was, purely speculative, and therefore demanded special inquiry, or the importer would be dilatory in furnishing the necessary guarantee against re-export to the enemy; the latter difficulty, it was said, had arisen mainly in the case of Sweden. It was added that a merit of the system lay in the fact that it enabled individual neutral firms to share on a more or less equitable basis in the importation of commodities, the total amounts of which during any specified period had been prescribed by a system of rationing, and that in this respect, as in others, it had been of benefit to shippers and importers alike.

#### CONDITIONS IN 1917 AND THE END OF THE SYSTEM

55. On February 1, 1917, Germany began her unrestricted submarine warfare against merchant shipping. This at once led to changes in the arrangements for the examination of neutral ships proceeding to Scandinavia and Holland. In order to reduce the danger of traversing the areas most infested by submarines, an examination service was set up at Halifax (Nova Scotia) and Kingston (Jamaica) for the transatlantic trade, and at Port Said, Gibraltar and Freetown (Sierra Leone) for the eastern and South Atlantic trade. Vessels which cleared at those ports were exempted from the necessity of search in the United Kingdom, but the right to be examined at those oversea ports was granted only on condition that the cargoes were covered by letters of assurance or by approved cargo bookings. Details of the cargoes were telegraphed from those stations to London, and no vessel was allowed to proceed until the decision of the Contraband Committee was notified by telegraph. The granting or withholding of bunkering and other port facilities rendered the control more complete. In the case of vessels belonging to the Danish and Norwegian shipping companies with whom agreements had been concluded, it was arranged that the ships' manifests might be submitted in advance to the Contraband

Committee and the necessary guarantees against re-export deposited beforehand. To facilitate this arrangement, a Danish Trade Office, established in London, undertook to transmit such guarantees, thus making it unnecessary to exchange telegrams with the British Legation at Copenhagen except in special instances.

56. In order to make these measures enforceable by the Prize Courts as well as by the executive, the Reprisals Order in Council of February 16, 1917, was issued, whereby special penalties were imposed upon all vessels that disobeyed these regulations. By that Order it was laid down that all vessels on their way to or from a country affording means of access to enemy territory should be deemed to be carrying goods of enemy destination or origin unless they called at a British or Allied port to be examined; that a vessel carrying goods of enemy destination or origin was liable to capture and condemnation unless she called at an appointed British or Allied port for examination; and that all goods that were found upon examination to have an enemy destination or origin were liable to condemnation.

57. Hitherto the navicert system, as administered by the Contraband Committee, had applied to consignments destined for Denmark, Norway and Sweden alone, but it was now extended to shipments from the United States to Iceland, and in May, 1917, it was made applicable to shipments from the United States to Holland, whether consigned to the Netherlands Oversea Trust or to the Dutch Government. An analogous procedure was instituted in the case of shipments from Central and South America to those neutral countries, which involved submission of the ship's manifest to the Contraband Committee three weeks in advance of shipment, a copy being also furnished to the local British Consul, who would be informed by telegraph of such items as should be deleted as likely to cause difficulties. A similar procedure was made applicable to Dutch vessels with shipments from countries other than the United States.

58. The entry of the United States into the war on April 6, 1917, did not bring about any immediate change in the operation of the system. Between that date and August 31, 1917, 1,237 telegrams were received from the British Embassy at Washington relating to applications for navicerts by intending shippers. But already in the early months of that year the effects of the German submarine campaign and the dislocation it occasioned in transport trade had reduced the importations of the adjacent neutral countries to figures far below those contemplated under the rationing system. In the annexed table (Annex G)<sup>1</sup> is given a comparative statement of vessels arriving in those countries from overseas during the early months of 1915 and

<sup>1</sup> *Infra*, p. 48.

1917, respectively, showing the decline; the imported supplies had diminished in at least equal proportions. Norwegian imports of food and fodder fell below normal. Swedish imports of metals and ores practically ceased. A small quantity of oil and about half the cotton normally imported were delivered; but in respect of all the materials against which rationing had operated—oil-bearing nuts, animal and vegetable oils, etc., imports were reduced almost to nil. In Holland and Denmark imports of meat products ceased, and very little food and fodder were imported.

59. On the publication of the United States Proclamation of July 9, 1917, restricting exports from the United States, and the setting up of the American War Trade Board, the issue of navicerts was thereafter confined to cases in which the permission of the United States authorities had been previously obtained to the export of the commodity, and applicants for navicerts were informed that they must in the first instance apply for such permission.

60. Shortly afterwards the navicert system, as originally instituted and applied to shipments from the United States during a period of nearly eighteen months, came practically to an end. No navicerts were being issued at Washington except those for which applications might be received through the United States authorities, and these were confined to the case of shipments for Iceland. All other outstanding applications were cancelled. In furtherance of the American policy of a general embargo against the contiguous neutral countries until the native supplies of those neutrals should be exhausted and a rationing schedule prepared by common consent, an Order in Council was issued on October 12, 1917, which provided that no goods whatever should be exported from the United Kingdom to those countries without a license, with the exception of printed matter and personal effects accompanied by their owners. Thereafter it is shown that in 1918 the general embargo was raised to the extent that certain specified commodities were allowed to go forward to one or other of the adjacent neutral countries under cover of navicerts. Meanwhile the Contraband Committee had been enlarged by the addition of representatives of the Allied or Associated Powers, and continued to deal with ships and cargoes as before, subject to the obligation of referring all important questions of principle to the Allied Blockade Committee which was set up in March, 1918, until finally in September of that year it was itself merged in the latter Committee.

## ANNEX A

### STATEMENT OF THE MEASURES ADOPTED TO INTER- CEPT THE SEA-BORNE COMMERCE OF GERMANY <sup>1</sup>

1. The object of this memorandum is to give an account of the manner in which the sea power of the British Empire has been used during the present war for the purpose of intercepting Germany's imports and exports.

#### I. BELLIGERENT RIGHTS AT SEA

2. The means by which a belligerent who possesses a fleet has, up to the time of the present war, interfered with the commerce of his enemy are three in number:

- (i) The capture of contraband of war on neutral ships.
- (ii) The capture of enemy property at sea.
- (iii) A blockade by which all access to the coast of the enemy is cut off.

3. The second of these powers has been cut down since the Napoleonic wars by the Declaration of Paris of 1856, under which enemy goods on a neutral ship, with the exception of contraband of war, were exempted from capture. Enemy goods which had been loaded on British or Allied ships before the present war were seized in large quantities immediately after its outbreak; but for obvious reasons such shipments ceased, for all practical purposes, after the 4th August, 1914, and this particular method of injuring the enemy may therefore, for the moment, be disregarded.

No blockade of Germany was declared until March 1915, and therefore up to that date we had to rely exclusively on the right to capture contraband.

#### II. CONTRABAND

4. By the established classification goods are divided into three classes:

- (a) Goods primarily used for warlike purposes.
- (b) Goods which may be equally used for either warlike or peaceful purposes.
- (c) Goods which are exclusively used for peaceful purposes.

5. Under the law of contraband, goods in the first class may be seized if they can be proved to be going to the enemy country; goods in the second class may be seized if they can be proved to be going to the enemy government or its armed forces; goods in the third class must be allowed to pass free. As to the articles which fall within any particular one of these classes, there has been no general agreement in the past, and the attempts of belligerents to enlarge the first class at the expense of the second, and the second at the expense of the third, have led to considerable friction with neutrals.

6. Under the rules of prize law, as laid down and administered by Lord Stowell, goods were not regarded as destined for an enemy country unless they were to be discharged in a port in that country, but the American prize courts in the Civil War found themselves compelled by the then existing conditions of commerce to apply and develop the doctrine of continuous voyage, under which

<sup>1</sup> British Parliamentary Paper, Misc. No. 2 (1916), [Cd. 8145].

goods which could be proved to be ultimately intended for an enemy country were not exempted from seizure on the ground that they were first to be discharged in an intervening neutral port. This doctrine, although hotly contested by many publicists, had never been challenged by the British Government, and was more or less recognised as having become part of international law.

7. When the present war broke out it was thought convenient, in order, among other things, to secure uniformity of procedure among all the Allied forces, to declare the principles of international law which the Allied Governments regarded as applicable to contraband and other matters. Accordingly, by the Orders in Council of the 20th August and the 29th October, 1914, and the corresponding French Decrees, the rules set forth in the Declaration of London were adopted by the French and British Governments with certain modifications. As to contraband, the lists of contraband and free goods in the Declaration were rejected, and the doctrine of continuous voyage was applied not only to absolute contraband, as the Declaration already provided, but also to conditional contraband, if such goods were consigned to order, or if the papers did not show the consignee of the goods, or if they showed a consignee in enemy territory.

8. The situation as regards German trade was as follows: Direct trade to German ports (save across the Baltic) had almost entirely ceased, and practically no ships were met with bound to German ports. The supplies that Germany desired to import from overseas were directed to neutral ports in Scandinavia, Holland, or (at first) Italy, and every effort was made to disguise their real destination. The power which we had to deal with this situation in the circumstances then existing was:

(i) We had the right to seize articles of absolute contraband if it could be proved that they were destined for the enemy country, although they were to be discharged in a neutral port.

(ii) We had the right to seize articles of conditional contraband if it could be proved that they were destined for the enemy government or its armed forces, in the cases specified above, although they were to be discharged in a neutral port.

9. On the other hand, there was no power to seize articles of conditional contraband if they could not be shown to be destined for the enemy government or its armed forces, or non-contraband articles, even if they were on their way to a port in Germany, and there was no power to stop German exports.

10. That was the situation until the actions of the German Government led to the adoption of more extended powers of intercepting German commerce in March 1915. The Allied Governments then decided to stop all goods which could be proved to be going to, or coming from, Germany. The state of things produced is in effect a blockade, adapted to the condition of modern war and commerce, the only difference in operation being that the goods seized are not necessarily confiscated. In these circumstances it will be convenient, in considering the treatment of German imports and exports, to omit any further reference to the nature of the commodities in question as, once their destination or origin is established, the power to stop them is complete. Our contraband rights, however, remain unaffected, though they, too, depend on the ability to prove enemy destination.

### III. GERMAN EXPORTS

11. In carrying out our blockade policy great importance was from the outset attached to the stoppage of the enemy's export trade, because it is clear that to the extent that his exports can be stopped, and his power to establish credits for himself in neutral countries curtailed, his imports from such neutral countries will more or less automatically diminish. The identification of articles of enemy origin is, thanks to the system of certificates of origin which has been established, a comparatively simple matter, and the degree to which the policy of stopping German and Austrian oversea exports has been successful can best be judged by looking at the statistics of German and Austrian imports into America.

12. The normal imports into the United States of America from Germany and Austria, before the war, for the seven months March to September inclusive, are valued approximately and in round figures at 124,000,000 dollars (24,800,000*l.*) From March to September inclusive, this year's imports into the United States of America from those countries were valued at approximately 22,000,000 dollars (4,400,000*l.*). This sum includes the goods which were already in neutral ports in the way of shipment or in transit when the further measures adopted by the Allied Governments were announced in March, and also a considerable proportion of those which have been allowed to pass in the circumstances mentioned in paragraph 14. A certain amount is also to be accounted for by goods received from Germany and Austria by parcel post, which it was not originally possible to stop effectively. Steps have now been taken to close this channel to enemy exports. The latest returns available, those for September, show that over 92 per cent. of the German exports to the United States of America have been stopped.

13. The above figures allow of but one conclusion: the oversea exports of Germany and Austria are very near extinction. It is of special interest to note that in the main these exports have not been merely diverted to the neutral countries adjacent to Germany. The imports which those countries have received from Germany have not in fact exceeded the normal quantities of previous years.

14. The object of the policy being to injure the enemy, the Allied Governments have in certain cases permitted the export of goods which had been ordered before the 1st March, and had been either paid for prior to that date or ordered before that date on terms which rendered the neutral purchaser liable to pay whether the goods reached him or not. It is clear that in these cases no harm would be done to the enemy or, pressure put upon him, by not allowing the goods to pass. On the contrary, he would, if that were done, both receive his price and retain the goods and their possible use. The total value of the goods with which the Allied Governments have undertaken not to interfere in such cases up to the end of 1915 is approximately 3,000,000*l.* If the goods allowed to pass under this arrangement were deducted from the total enemy exports to the United States of America, it would be seen that the amount of German exports which serve to increase the resources of the enemy is almost negligible.

### IV. GERMAN IMPORTS

15. As regards German imports, however, the problem is much more complicated. Its central difficulty is that of distinguishing between goods with an

enemy destination from those with a genuine neutral destination. A belligerent who makes use of his naval power to intercept the commerce of his enemy has to justify his action in each particular case before a Prize Court, which is bound by international law and not by the ordinary law of the country in which it sits. It is not sufficient for him to stop a neutral vessel and remove from her such articles as he may believe to be intended for his enemy; it is necessary subsequently to demonstrate in a court of law that the destination of the goods was such as to justify the belligerent in seizing them. If this is not proved, the goods will be released, and damages may be awarded against the captor. It must also be remembered that, in order to justify the seizure of a particular consignment, it is necessary to satisfy the Prize Court of the enemy destination of that consignment, and evidence of a general nature, if unaccompanied by proofs directly bearing on a particular case, is not enough. All this applies as much to goods seized as contraband as it does to those seized for breach of blockade.

16. In earlier wars the production of the necessary proof was a comparatively simple matter. Owing to the difficulties of inland transport before the introduction of railways, goods for the enemy country were usually carried to ports in that country and the ship's papers showed their destination. When, therefore, the ship had been captured, the papers found on board were generally sufficient to dispose of the case. In the old cases of contraband, the question at issue was usually not where the goods were in fact going to, but whether their nature was such as to make them liable to condemnation in view of the destination shown on the ship's papers. Even in the American Civil War the difficulty of proving destination was usually not serious, because the neutral harbours through which the supply of goods for the Confederate States was carried on were in normal times ports of comparatively small importance, and it could be shown that in normal times there was no local market for goods of such quantities and character.

17. The case has been far different in the present war. The goods which Germany attempts to import are consigned to neutral ports, and it need hardly be said that the papers on board convey no suggestion as to their ultimate destination. The conditions of modern commerce offer almost infinite opportunities of concealing the real nature of a transaction, and every device which the ingenuity of the persons concerned, or their lawyers, could suggest has been employed to give to shipments intended for Germany the appearance of genuine transactions with a neutral country. The ports to which the goods are consigned, such as Rotterdam and Copenhagen, have in peace time an important trade, which increases the difficulty of distinguishing the articles ultimately intended to reach the enemy country from those which represent importation into the neutral country concerned for its own requirements. If action had to be taken solely on such information as might be gathered by the boarding officer on his visit to the ship, it would have been quite impossible to interfere to an appreciable extent with German imports, and the Allied Governments would therefore have been deprived of a recognised belligerent right.

18. In these circumstances, unless the Allied Governments were prepared to seize and place in the Prize Court the whole of the cargo of every ship which was on her way to a neutral country adjacent to Germany, and to face the consequences of such action, the only course open to them was to discover some test by

which goods destined for the enemy could be distinguished from those which were intended for neutral consumption.

19. The first plan adopted for this purpose is to make use of every source of information available in order to discover the real destination of sea-borne goods, and to exercise to the full the right of stopping such goods as the information obtained showed to be suspect, while making a genuine and honest attempt to distinguish between *bona fide* neutral trade and trade which, although in appearance equally innocent, was in fact carried on with the enemy country.

20. For this purpose a considerable organisation has been established in the Contraband Committee, which sits at the Foreign Office, and works in close touch with the Admiralty, Board of Trade, and War Trade Department. Nearly every ship on her way to Scandinavian or Dutch ports comes or is sent into a British port for examination, and every item of her cargo is immediately considered in the light of all the information which has been collected from the various sources open to the government, and which, after nearly a year and a half of war, is very considerable. Any items of cargo as to which it appears that there is a reasonable ground for suspecting an enemy destination are placed in the Prize Court, while articles as to the destination of which there appears to be doubt are detained pending further investigation.

21. If, however, this were all that could be done, there is little doubt that it would be impossible to effect a complete cutting off of the enemy's supplies. For instance, there are many cases in which it would be difficult to establish in the Prize Court our right to stop goods, although they or their products, perhaps after passing through several hands, would in all probability ultimately reach the enemy. To indicate more plainly the nature of these difficulties would obviously be to assist the enemy and the neutral traders who desire to supply him; but the difficulties exist, and, in order to meet them, it has been necessary to adopt other means by which neutral may be more easily distinguished from enemy trade, and the blockade of Germany made more effective than it would be if we relied solely on the right to stop goods which could be proved to be intended for the enemy.

#### V. GUARANTEES BY IMPORTERS

22. Importers in neutral countries adjacent to Germany have found that the exercise of our belligerent rights to some extent impedes the importation of articles which they genuinely need for the requirements of their own country, and consequently they have in many cases shown willingness to make agreements with this country which on the one hand secure their receiving the supplies which they need, while on the other guaranteeing to us that goods allowed to pass under the terms of the agreement will not reach the enemy. The neutral governments themselves have as a rule considered it inadvisable to make agreements on such points with His Majesty's Government; they have on the whole confined their action to prohibiting the export of certain articles which it was necessary for them to import from abroad. Inasmuch, however, as in most cases they reserved the right to grant exemptions from such prohibitions, and as trade between the Scandinavian countries themselves was usually excluded from the scope of such measures, the mere fact of the existence of such prohibitions could not be con-



sidered a sufficient safeguard that commodities entering the country would not ultimately reach Germany.

23. In some neutral countries, however, agreements have been made by representative associations of merchants, the basis of which is that the associations guarantee that articles consigned to or guaranteed by them, and their products, will not reach the enemy in any form, while His Majesty's Government undertake not to interfere with shipments consigned to the association, subject to their right to institute prize proceedings in exceptional cases where there is evidence that an attempt has been made to perpetrate a fraud upon the association, and to pass the goods ultimately through to Germany. The first of these agreements was made with the Netherlands Oversea Trust, and similar agreements, either general or dealing with particular commodities of special importance, such as rubber and cotton, have been made with bodies of merchants in Sweden, Norway, Denmark, and Switzerland. The details of these agreements it is impossible to give more fully, but the general principle is that the associations, before allowing goods to be consigned to them, require the would-be receivers to satisfy them, by undertakings backed by sufficient pecuniary penalties, that the goods will not leave the country, either in their original shape or after any process of manufacture, and notwithstanding any sales of which they may be the subject.

In some cases these agreements provide that the associations shall themselves be bound to detain or return goods believed by His Majesty's Government to be destined for the enemy; so that it does not follow that cargoes allowed to proceed to a neutral port will necessarily be delivered to the consignees.

24. The existence of such agreements is of great value in connection with the right of seizure, because the fact of articles not being consigned to or guaranteed by the association, or being consigned to it without the necessary consent, at once raises the presumption that they are destined for the enemy.

#### VI. AGREEMENTS WITH SHIPPING LINES

25. Delays caused by the elaborate exercise of the belligerent right of visit and search are very irksome to shipping; and many shipping lines who carry on regular services with Scandinavia and Holland have found it well worth their while to make agreements with His Majesty's Government under which they engage to meet our requirements with regard to goods carried by them, in return for an undertaking that their ships will be delayed for as short a time as possible for examination in British ports. Several agreements of this kind have been made; the general principle of them is that His Majesty's Government obtain the right to require any goods carried by the line, if not discharged in the British port of examination, to be either returned to this country for Prize Court proceedings, or stored in the country of destination until the end of the war, or only handed to the consignees under stringent guarantees that they or their products will not reach the enemy. The companies obtain the necessary power to comply with these conditions by means of a special clause inserted in all their bills of lading, and the course selected by the British authorities is determined by the nature of the goods and the circumstances of the case. In addition to this, some of these companies make a practice, before accepting consignments of certain goods, of enquiring whether their carriage is likely to lead to difficulties, and of

refusing to carry them in cases where it is intimated that such would be the case. The control which His Majesty's Government are in a position to exercise under these agreements over goods carried on the lines in question is of very great value.

#### VII. BUNKER COAL

26. Much use has been made recently of the power which the British Government are in a position to exercise owing to their ability to refuse bunker coal to neutral ships in ports in the British Empire. Bunker coal is now only supplied to neutral vessels whose owners are willing to comply with certain conditions which ensure that no vessels owned, chartered, or controlled by them trade with any port in an enemy country, or carry any cargo which proceeds from, or is destined for, an enemy country. The number of owners who accept these conditions increases almost daily. The use of this weapon has already induced several shipping lines which before the war maintained regular services between Scandinavian and German Baltic ports to abandon their services.

#### VIII. AGREEMENTS IN RESPECT OF PARTICULAR COMMODITIES

27. Special agreements have been made in respect of particular articles the supply of which is mainly derived from the British Empire or over which the British Government are in a position to exercise control. The articles covered by such agreements, the object of which is to secure such control over the supply of these materials as will ensure that they or their products will not reach the enemy, are rubber, copper, wool, hides, oil, tin, plumbago, and certain other metals.

#### IX. RATIONING

28. Though the safeguards already described do much to stop entirely all trade to and from Germany, yet, in spite of all of them, goods may and do reach our enemies, and, on the other hand, considerable inconvenience is caused to genuinely neutral trade. It is to avoid both evils that His Majesty's Government have for months past advocated what is called rationing, as by far the soundest system both for neutrals and belligerents. It is an arrangement by which the import of any given article into a neutral country is limited to the amount of its true domestic requirements. The best way of carrying this arrangement into effect is probably by agreement with some body representing either one particular trade or the whole commerce of the country. Without such an agreement there is always a risk that, in spite of all precautions, the whole rationed amount of imports may be secured by traders who are really German agents. These imports might go straight on to Germany, and there would then be great practical difficulty in dealing with the next imports destined, it may be, for genuine neutral traders. If they were to be stopped, there would be great complaint of injustice to neutrals, and yet unless that be done the system would break down. Accordingly, agreements of this kind have been concluded in various countries, and His Majesty's Government are not without hope that they may be considerably extended in the future. Even so the security is not perfect. An importer may always let his own countrymen go short and re-export to Germany. The temptation to do so is great, and as our blockade forces prices up

is increasing. But the amount that gets through in this way cannot be large, and the system is in its working so simple that it minimises the delays and other inconveniences to neutral commerce inseparable from war. Of the details of these arrangements it is impossible to speak. But their principle appears to offer the most hopeful solution of the complicated problems arising from the necessity of exercising our blockade through neutral countries.

#### X. RESULTS

29. As to the results of the policy described in this memorandum, the full facts are not available. But some things are clear. It has already been shown that the export trade of Germany has been substantially destroyed. With regard to imports, it is believed that some of the most important, such as cotton, wool, and rubber, have for many months been excluded from Germany. Others, like fats and oils and dairy produce, can only be obtained there, if at all, at famine prices. All accounts, public and private, which reach His Majesty's Government agree in stating that there is considerable discontent amongst sections of the German population, and there appear to have been food riots in some of the larger towns. That our blockade prevents any commodities from reaching Germany is not, and under the geographical circumstances cannot be true. But it is already successful to a degree which good judges both here and in Germany thought absolutely impossible, and its efficiency is growing day by day. It is right to add that these results have been obtained without any serious friction with any neutral Government. There are obvious objections to dwelling on the importance to us of the goodwill of neutral nations; but anyone who considers the geographical, military, and commercial situation of the various countries will certainly not underrate the value of this consideration. There is great danger when dealing with international questions in concentrating attention exclusively on one point in them, even if that point be as vital as is undoubtedly the blockade of Germany.

#### XI. CONCLUSION

30. To sum up, the policy which has been adopted in order to enforce the blockade of Germany may be described as follows:

(i) German exports to oversea countries have been almost entirely stopped. Such exceptions as have been made are in cases where a refusal to allow the export of the goods would hurt the neutral concerned without inflicting any injury upon Germany.

(ii) All shipments to neutral countries adjacent to Germany are carefully scrutinised with a view to the detection of a concealed enemy destination. Wherever there is reasonable ground for suspecting such destination, the goods are placed in the Prize Court. Doubtful consignments are detained until satisfactory guarantees are produced.

(iii) Under agreements in force with bodies of representative merchants in several neutral countries adjacent to Germany, stringent guarantees are exacted from importers, and so far as possible all trade between the neutral country and Germany, whether arising overseas or in the neutral country itself, is restricted.

(iv) By agreements with shipping lines and by a vigorous use of the power to refuse bunker coal, a large proportion of the neutral mercantile marine

which carries on trade with Scandinavia and Holland has been induced to agree to conditions designed to prevent goods carried in these ships from reaching the enemy.

(v) Every effort is being made to introduce a system of rationing which will ensure that the neutral countries concerned only import such quantities of the articles specified as are normally imported for their own consumption.

## ANNEX B

### AGREEMENTS CONCLUDED IN 1914-1915

#### I. GENERAL AGREEMENTS FOR OPERATING THE REPRISALS ORDER IN COUNCIL OF MARCH 11, 1915

| <i>With whom concluded.</i>                  | <i>Remarks.</i>  |
|--|--|
| Danish Grösserer Societat and Industrieraad. | Guarantees of home consumption on the rationing principle.   |
| Netherlands Oversea Trust.                   | Ditto. (two agreements).   |
| Société Suisse de Surveillance Economique.   | Ditto.   |
| Greek Government.                            | An exchange of notes whereby all articles on the British contraband lists were guaranteed against re-export. |

#### II. SHIPPING AGREEMENTS

| <i>With whom concluded.</i>          | <i>Remarks.</i>  |
|--------------------------------------|--|
| Norwegian:                           |  |
| Norwegian America Line.              | Guarantees given for investigating ultimate destination of goods and refusing cargoes of German destination or origin. |
| Garonne Line.                        | Ditto.   |
| Norway-Mexico Gulf Line.             | Ditto.   |
| Norwegian Africa and Australia Line. | Ditto.   |
| Bergenske Line.                      | Ditto.   |
| Thor Thoresen Line.                  | Guarantees of home consumption, ultimate destination of goods, and refusing cargoes of German destination or origin.   |
| Nordenfeldske Dampskipskelskat.      | Ditto.   |
| Otto Thoresen Line.                  | Ditto.   |
| Danish:                              |  |
| East Asiatic Company.                | Ditto.   |
| United S. S. Company.                | Ditto.   |

#### III. AGREEMENTS WITH REGARD TO PARTICULAR COMMODITIES

| <i>With whom concluded.</i>                  | <i>Commodity.</i> | <i>Remarks.</i>  |
|--|-------------------|--|
| Swedish Cotton Mills.                        | Cotton.           | Guarantees of home consumption on the rationing principle. |
| Norwegian Cotton Mills.                      | Ditto.            | Ditto.   |
| Danish Industrieraad and Grösserer Societat. | Ditto.            | Ditto.   |
| Netherlands Oversea Trust.                   | Ditto.            | Ditto.   |

|                                   |                                |  |
|-----------------------------------|--------------------------------|--|
| United States Copper Producers.   | Copper.                        | An association in London made sole agents for shipments to Scandinavia.                    |
| Standard Oil Company (U. S. A.).  | Oil and its products.          | Guarantees of home consumption of all shipments to East Mediterranean.                     |
| Vacuum Oil Company (U. S. A.).    | Ditto.                         | Guarantees not to trade with Greece, Bulgaria, Roumania & Montenegro.                      |
| Vacuum Oil Company (U. S. A.).    | Ditto.                         | Guarantees of home consumption of all shipments to Scandinavia on the rationing principle. |
| Mustad & Son (Norway and Sweden). | Copra and oil bearing produce. | Guarantees of home consumption of all raw materials imported on rationing principle.       |
| Lilliberg fabriker Norway.        | Ditto.                         | Ditto.   |

#### IV. AGREEMENTS FOR GUARANTEEING BRITISH EXPORTS AGAINST RE-EXPORT

| <i>With whom concluded.</i>    | <i>Commodity.</i>  | <i>Remarks.</i>                           |
|--------------------------------|--|---|
| Copenhagen Coal Bureau.        | Coal.  | Guarantees of ultimate destination given. |
| Netherlands Oversea Trust.     | Ditto.   | Ditto.                                    |
| Netherlands Oversea Trust.     | Copper.  | Ditto.                                    |
| American Rubber Manufacturers. | Rubber.  | Guarantees of home consumption given.     |
| American Tin Importers.        | Tin.   | Ditto.                                    |
| American Metal Importers.      | Chrome ore<br>Cobalt ore<br>Manganese ore<br>Tungsten ore<br>Nickel ore<br>Spiegeleisen ore<br>Molybdenite ore<br>Wolframite ore<br>Scheelite<br>Ferro alloys<br>Plumbago. | Ditto.                                    |
| American Textile Alliance.     | Wool.  | Ditto.                                    |

## ANNEX C

### RATIONING SYSTEM IN SO FAR AS EFFECTED BY AGREEMENTS IN 1915-1916

#### NETHERLANDS

| <i>No.</i> | <i>Date of agreement.</i> | <i>With whom concluded.</i> | <i>Substances rationed.</i>  |
|------------|---------------------------|-----------------------------|--|
| 1.         | 1 Sept. 1915.             | Netherlands Oversea Trust.  | Cotton.  |
| 2.         | 23 Sept. 1915.            | Ditto.                      | Maize, Rye, Linseed, Oil cake and meal, Animal and vegetable oils and fats, Oleaginous nuts and seeds, Lard, Mineral oils, Petroleum and its products, Gas and fuel oil, Raw wool. |
| 3.         | 28 June 1916.             | Ditto.                      | (Supplementary to No. 2.)<br>Cocoa beans, Tin, Hides, Leather, Tanning materials, Asbestos, Paraffin wax.  |
| 4.         | 2 Sept. 1916.             | Ditto.                      | Rice.  |

#### DENMARK

|    |                |   |   |
|----|----------------|---|---|
| 1. | 23 Aug. 1915.  | Industrieraad.  | Cotton.   |
| 2. | 24 Sept. 1915. | Industrieraad and Merchants Guild.  | Cotton.   |
| 3. |                | Danske Petroleums Aktieselskab and its affiliated companies in Norway and Sweden. | Petroleum and its products, Benzine, Naphtha, etc.  |
| 4. | 2 Feb. 1916.   | Industrieraad and Merchants Guild.  | Animal and vegetable oils and fats, Oleaginous seeds, Cocoa, Corkwood, Graphite, Hemp, Jute, Nitrate of soda, Rubber, Hides, Leather, Tanning materials, Tin, Nickel, Antimony, Copper, Ferro alloys, Malt, Coffee, Fresh and dried fruits. |
| 5. | 8 June 1916.   | Danish Trade Association.   | Phosphates and superphosphates.   |
| 6. | 28 Apr. 1916.  | International Harvester Corporation, Chicago.                                     | Agricultural machinery and Binder twine.  |
| 7. | 19 May 1916.   | Danish Trade Associations.  | Turpentine.   |
| 8. | 19 July 1916.  | Industrieraad.  | Cotton (supplementary to No. 2).  |

#### NORWAY

|    |               |                         |                         |
|----|---------------|-------------------------|-------------------------|
| 1. | 31 Aug. 1915. | Norwegian Cotton Mills. | Cotton.                 |
| 2. | 29 Apr. 1916. | Ditto.                  | Supplementary to No. 1. |

| No. | Date of agreement. | With whom concluded.  | Substances rationed.   |
|-----|--------------------|---|--|
| 3.  |                    | Mustad & Son: also with their establishment in Sweden.                | Copra and oil producing substances for margarine factories.  |
| 4.  | 26 July 1916.      | Ditto.  | Supplementary to No. 3.  |
| 5.  | 24 Sept. 1916.     | Aktieselskabet Lilleborg fabriker and Aktieselskabet Damp Olie Molle. | Copra, Linseed, Rapeseed and oils produced therefrom, Glycerine.   |
| 6.  | 5 Oct. 1916.       | Ditto.  | Supplementary to No. 5.  |
| 7.  | 17 Dec. 1915.      | Norwegian Automobile Club.  | Rubber tyres.  |
| 8.  | 2 Oct. 1916.       | Ditto.  | Supplementary to No. 7.  |
| 9.  | 29 Dec. 1915.      | Aktieselskab Valloe Oljefinerie.                                      | Petroleum and products.  |
| 10. | 11 Mar. 1916.      | Bergen, Kristiansund and Aalesund Margarine Manufacturers.            | Oils, fats and seeds used for margarine.   |
| 11. | 11 Mar. 1916.      | Stavanger, Kristiansund and Haugesund Margarine Manufacturers.        | Ditto.   |
| 12. | 11 Mar. 1916.      | Trondjem, Melbo and Tromsø Margarine Manufacturers.                   | Ditto.   |
| 13. | 12 Nov. 1915.      | Norwegian Tanners Association.  | Hides and Tanning materials.   |
| 14. | 28 Mar. 1916.      | Christiania, Drammen, Tonsberg, Fredrikshald Margarine Manufacturers. | Oils, fats and seeds for margarine.  |
| 15. | 18 Mar. 1916.      | Oljegruppen av Maskingrossisternes forening.                          | Lubricating oils.  |
| 16. | 28 Apr. 1916.      | International Harvester Corporation, Chicago.                         | Agricultural machinery, Binder twine.  |
| 17. | 18 Sept. 1916.     | Norwegian Pulpmakers Association.                                     | Resin.   |
| 18. | 5 Oct. 1916.       | Norwegian Soapmakers Association.                                     | Vegetable and fish oils and Resin.   |
| 19. | 25 Sept. 1916.     | Norwegian Colour Merchants Association.                               | Paraffin wax, Turpentine, Varnishes, Shellac, Linseed and Rapeseed oil, Resin and Animal and Vegetable oils. |

## SWEDEN

|    |               |   |  |
|----|---------------|---|--|
| 1. | 24 June 1915. | Swedish Cotton Spinners Association.          | Cotton.                                  |
| 2. | 28 Apr. 1916. | International Harvester Corporation, Chicago. | Agricultural machinery and Binder twine. |
| 3. | 8 Aug. 1916.  | Swedish Government.                           | Lubricants.                              |
| 4. | 3 July 1916.  | Ditto.  | Supplementary to No. 3.                  |

SCANDINAVIA (*in general*)

|    |               |                           |                             |
|----|---------------|---------------------------|-----------------------------|
| 1. | 24 Dec. 1915. | Alfred Olsen & Co.        | Lubricating oils.           |
| 2. | 4 Aug. 1916.  | Ditto.                    | Supplementary to No. 1      |
| 3. | 23 Dec. 1915. | Asiatic Petroleum Co.     | Petroleum and its products, |
| 4. | 3 Mar. 1916.  | Ove O. Ege of Copenhagen. | Lubricating oils.           |



RATIONING SYSTEM

41

| <i>No.</i> | <i>Date of agreement.</i> | <i>With whom concluded.</i>           | <i>Substances rationed.</i>  |
|------------|---------------------------|---------------------------------------|------------------------------|
| 5.         | 7 Apr. 1916.              | Bloch & Behrens.                      | South American wool.         |
| 6.         | 29 Dec. 1915.             | Scandinavisk Petroleums Aktieselskap. | Lubricants and Paraffin wax. |
| 7.         | 22 Oct. 1915.             | Vacuum Oil Company.                   | Ditto.                       |
| 8.         | 13 Apr. 1916.             | American Meat Packers.                | Meat products.               |
| 9.         | 3 May 1916.               | Cudahy Meat Packing Co.               | Ditto.                       |

SWITZERLAND

|    |               |                         |                             |
|----|---------------|-------------------------|-----------------------------|
| 1. | 26 Jan. 1915. | Swiss and French Govts. | Petroleum and its products. |
| 2. | 17 May 1915.  | Ditto.                  | Ditto.                      |

## ANNEX D

### AGREEMENT RESPECTING COTTON FOR SWEDEN

*Signed at London, June 24, 1915*

His Britannic Majesty's Government, being desirous of affording facilities for the free passage of cotton consigned to the Swedish Cotton Spinners Association and destined for home consumption in Sweden, and the Swedish Cotton Spinners Association declaring that the average monthly consumption of cotton in Sweden does not exceed 10,000 bales;

Now it is hereby agreed as follows:

1. His Britannic Majesty's Government will place at the disposal of the Swedish Cotton Spinners Association forthwith 15,000 bales of cotton, which is estimated to be the quantity required for consumption in Sweden for one and a half months from June 3 to July 17, 1915.

2. The Swedish Cotton Spinners Association shall be at liberty to select the qualities and grades of the bales to be included in the said consignment of 15,000 bales from amongst the cotton belonging to Swedish spinners who are members of the Association which is at the present time under detention in this country, whether on board detained vessels or otherwise.

3. The said cotton shall be consigned to the Swedish Cotton Spinners Association, who undertake its distribution in accordance with this Agreement.

4. The Association guarantee that the cotton will be consumed exclusively in Swedish mills, and before distribution will obtain from the mill-owners to whom it is to be delivered an undertaking that neither the raw cotton, nor waste, nor sewing thread will be re-exported, and substantial and adequate guarantees to ensure the observance of such undertaking.

In the event of a breach of the undertaking, the amount of the guarantee shall be forfeited to the Association, and by them devoted to some charitable object, and the offending firms shall be debarred from all further benefits under this Agreement.

5. On proof of prepayment of freight at the original port of shipment, His Britannic Majesty's Government will pay all reasonable costs of forwarding the said consignment of 15,000 bales of cotton to Gothenburg, including insurance, freight and warehousing charges in England, but the actual shipping arrangements shall be carried out by the Association. In cases in which the freight was not prepaid at the original port of shipment, His Britannic Majesty's Government shall be entitled to take credit against such costs for the amount of the original freight.

6. If cotton belonging to Swedish mills has already been disposed of by His Britannic Majesty's Government, His Britannic Majesty's Government shall, in making up the said consignments, replace the cotton sold by other cotton of the same quality and grade as far as may be reasonably possible.

7. If the final settlement of the Agreement which is at the present time the

subject of negotiation between His Britannic Majesty's Government and the Swedish Cotton Spinners Association with reference to the cotton now under detention has not been reached on or before July 17, His Britannic Majesty's Government shall put at the disposal of the Swedish Cotton Spinners Association a further consignment of 10,000 bales of cotton for the month July 17 to August 17, 1915.

8. The said further consignment shall be delivered to and accepted by the Swedish Cotton Spinners Association upon the terms above set out, save and except that His Britannic Majesty's Government shall not be under any obligation to provide or pay the cost of forwarding any cotton in excess of the quantity owned by Swedish mill owners who are or may become members of the Swedish Cotton Spinners Association, which is, at the date of the signature of this Agreement, detained by His Britannic Majesty's Government in this country.

9. The cotton belonging to Swedish merchants which is now under detention in England shall be deemed to form part of the cotton the subject of this Agreement if the merchants concerned shall submit themselves to all the terms involved by this Agreement.

10. The Swedish Cotton Spinners Association shall deliver to His Britannic Majesty's Government complete documents of title in exchange for each consignment which shall be put at its disposal.

11. This Agreement is subject to the total imports of cotton into Sweden other than cotton in transit from all sources during the periods in question not exceeding 10,000 bales each month.

12. The Swedish Cotton Spinners Association will indemnify His Britannic Majesty's Government against any claim which may be made against them by any claimant of cotton which may have been delivered to the Association under this Agreement.

## ANNEX E

### AGREEMENT BETWEEN HIS BRITANNIC MAJESTY'S GOVERNMENT AND THE VACUUM OIL COMPANY OF ROCHESTER, N. Y., U. S. A., RESPECTING THEIR SCANDINAVIAN TRADE IN LUBRICANTS, OILS, AND PARAFFIN WAX

*Signed at London, October 22, 1915*

1. The Vacuum Oil Company, hereinafter called the Company, acting on their own behalf and on that of their affiliated companies in Denmark, Norway and Sweden, to wit, Vacuum Oil Company of Denmark, Vacuum Oil Company of Christiania, Vacuum Oil Company of Stockholm, will notify the Foreign Office in London, through the Managing Director of the Vacuum Oil Company (Limited) of London, at as early a date as possible, not being less than fourteen days before the departure of the vessel concerned, of all proposed shipments of lubricants, oils, and paraffin wax to Denmark, Norway and Sweden. The notification shall include full details of quantities and descriptions.

2. Any observations the Foreign Office in London may desire to make shall be addressed to the said Managing Director of the Vacuum Oil Company (Limited) of London, and shall be considered by the Company.

3. Vessels owned or chartered by the Company shall call regularly at an United Kingdom port to receive any further observations or instructions from the British authorities.

4. Consignments to Denmark, Norway or Sweden shall be dealt with in consultation with the British consular officers at the port of destination, who shall be advised as to shipments through the Foreign Office in London, and, in advance, by the Company's local agents; and His Britannic Majesty's Government shall have the right at any time to cause the Company's books to be fully inspected, for the purposes of this Agreement, by a suitable person, being a British subject, at the Company's expense.

5. The Company undertake to use their best endeavours to secure that all lubricants, oils, and paraffin wax sold by them shall actually be consumed in the country in which they are documented for discharge; that all such commodities shall be imported directly into Denmark, Norway or Sweden, and not indirectly through one or the other, or through Holland; and further to use their best endeavours to prevent any such commodities from being used in any way to the detriment of Great Britain or her Allies, or from reaching countries at war with Great Britain. Before distribution, the Company shall obtain from the agents, dealers or purchasers, an undertaking that none of the said commodities shall be re-exported from Denmark, Norway or Sweden, as the case may be, and substantial and adequate guarantees, which can be legally enforced in the country concerned, to ensure the observance of such undertaking. All undertakings and guarantees shall be communicated to the nearest British consular officer.

6. A list of the Company's depots and agencies shall be supplied to the Foreign Office in London, and to H. B. M. Legation in Copenhagen, Christiania, or Stockholm, as the case may be.

7. The Company undertake that their imports of the above-named commodities into Denmark, Norway and Sweden respectively shall be regulated by the genuine normal home requirements of the country concerned, due regard at all times being had to the imports of similar commodities by other companies or persons; the extent of such genuine normal home requirements shall be agreed upon each four months in advance between H. B. M. Government and the Vacuum Oil Company (Limited) in London. Notwithstanding anything hereinbefore contained to the contrary, should H. B. M. Government at any time or times during the currency of such agreement desire the company to further limit their imports of lubricants, oils, and/or paraffin wax into Sweden, they will comply with such desire, provided that H. B. M. Government require all other importers of lubricants, oils and paraffin wax into Sweden, with whom H. B. M. Government enter into similar agreements, to give a similar undertaking.

It is also agreed that the Company will not, during the currency of the said agreement, ship any lubricants, oils or paraffin wax to any parties in Denmark, Norway or Sweden, other than the Vacuum Oil Company's affiliated Companies in Scandinavia.

8. If on investigation it is established that any lubricants, oils or paraffin wax have been exported to Germany from the Company's stocks, suitable measures will be taken to penalise the agent or dealer responsible, and to prevent any recurrence of such action to the best endeavours of the Company.

9. H. B. M. Government expressly reserve their belligerent rights to visit, search and detention in regard to vessels carrying the Company's shipments, but, so long as this agreement remains in force, and the provisions thereof are duly observed, they undertake to allow such shipments to proceed as rapidly as military exigencies may permit; and subject to the home requirements of the British Empire and of those of the Allies of His Britannic Majesty, and in particular to the provisions of Article 7 hereof, to take into favourable consideration applications which may be presented to the War Trade Department for licences to export lubricants, oils, or paraffin wax from the United Kingdom to the Vacuum Oil Company's affiliated Companies in Scandinavia.

10. H. B. M. Government and the Company declare that this agreement shall come into operation on December 1, 1915, and shall remain in force during the continuance of hostilities between Great Britain and her enemies, and so long only as an effective prohibition against the export of lubricants, oils and paraffin wax is enforced in any country to which this agreement applies.

## ANNEX F

### NOTICE ISSUED ON SEPTEMBER 9, 1916

No further export licences or other facilities will be given by His Majesty's Government for the importation of any commodity shown below in the first column into the corresponding country in the second column until the date corresponding in the third column:

| <i>Commodity.</i>                                    | <i>Country.</i> | <i>Date.</i>     |
|--|-----------------|------------------|
| Animal oils and fats.                                | Denmark.        | October 1, 1916. |
| Apricot kernels.                                     | "               | Further notice.  |
| Borate of lime.                                      | "               | "                |
| Borax and boron compounds.                           | "               | "                |
| Bristles.  | "               | "                |
| Egg yolk and albumen.                                | "               | "                |
| Grass seeds.   | "               | "                |
| Hair.  | "               | "                |
| Meat.  | "               | "                |
| Sago.  | "               | "                |
| Starches.  | "               | "                |
| Sulphur.   | "               | "                |
| Talc (powdered).                                     | "               | "                |
| Tapioca.   | "               | "                |
| Tea.   | "               | "                |
| Vegetable fibres.                                    | "               | "                |
| Vegetable oils and oil seeds (excluding soya beans). | "               | October 1, 1916. |
| Beef casings.  | Norway.         | Further notice.  |
| Borax and boron compounds.                           | "               | "                |
| Cocoa.   | "               | "                |
| Coffee.  | "               | "                |
| Nickel.  | "               | "                |
| Pitch.   | "               | "                |
| Sheepskins.  | "               | "                |
| Talc (powdered).                                     | "               | "                |
| Tar.   | "               | "                |
| Tar oil.   | "               | "                |
| Antimony.  | Sweden.         | Further notice.  |
| Apricot kernels.                                     | "               | "                |
| Binder twine.  | "               | "                |
| Bristles.  | "               | "                |
| Carnauba wax.  | "               | "                |
| Casein.  | "               | "                |
| Casings.   | "               | "                |
| Cocoa.   | "               | "                |
| Coffee.  | "               | "                |
| Corkwood.  | "               | "                |
| Dried fruit.   | "               | "                |
| Gums (except shellac).                               | "               | "                |
| Hair.  | "               | "                |

| <i>Commodity.</i>                                 | <i>Country.</i> | <i>Date.</i>    |
|---|-----------------|-----------------|
| Honey.  | Sweden.         | Further notice. |
| Leather.  | "               | "               |
| Margarine (raw materials used in manufacture of). | "               | "               |
| Meat.   | "               | "               |
| Peach kernels.                                    | "               | "               |
| Plum kernels.                                     | "               | "               |
| Rice.   | "               | "               |
| Rosin.  | "               | "               |
| Sisal.  | "               | "               |
| Spices.   | "               | "               |
| Starches.   | "               | "               |
| Steel (high speed).                               | "               | "               |
| Tea.  | "               | "               |
| Turpentine.                                       | "               | "               |
| Turpentine oil.                                   | "               | "               |
| Biscuits.   | Holland.        | Further notice. |
| Bristles.   | "               | "               |
| Egg yolk and egg albumen.                         | "               | "               |
| Fish oil.   | "               | "               |
| Fruit nuts and kernels.                           | "               | "               |
| Gums.   | "               | "               |
| Hair.   | "               | "               |
| Honey.  | "               | "               |
| Matches.  | "               | "               |
| Nickel.   | "               | "               |
| Pitch.  | "               | "               |
| Preserved and canned goods.                       | "               | "               |
| Spices.   | "               | "               |
| Spirits.  | "               | "               |
| Starches.   | "               | "               |
| Sulphur.  | "               | "               |
| Rubber and balata.                                | "               | "               |
| Talc (powdered).                                  | "               | "               |
| Tar.  | "               | "               |
| Vegetable fibres.                                 | "               | "               |
| Yeast.  | "               | "               |

Privy Council licences will similarly not be accepted by the Customs as authority for shipment without special authorisation from the War Trade Department. Holders of unexhausted licences should at once communicate with the War Trade Department, stating the reasons for which they desire to receive such special authorisation.

Any additional restrictions or modifications in this or subsequent announcements will be published in the same manner as above.

## ANNEX G

### COMPARATIVE STATEMENT OF THE NUMBERS OF VESSELS FROM OVERSEAS ENTERING THE COUNTRIES BORDERING ON GERMANY DURING THE EARLY MONTHS OF 1915 AND 1917

| NETHERLANDS |                            |             |         |             |                            |             |
|-------------|----------------------------|-------------|---------|-------------|----------------------------|-------------|
| <i>Feb.</i> | <i>1915</i><br><i>Mar.</i> | <i>Apr.</i> |         | <i>Feb.</i> | <i>1917</i><br><i>Mar.</i> | <i>Apr.</i> |
| 108         | 140                        | 176         |         | 38          | 27                         | 62          |
| -----       |                            |             |         | -----       |                            |             |
| 424         |                            |             |         | 127         |                            |             |
|             |                            |             | DENMARK |             |                            |             |
| 60          | 118                        | 105         |         | 23          | 23                         | 33          |
| -----       |                            |             |         | -----       |                            |             |
| 283         |                            |             |         | 79          |                            |             |
|             |                            |             | NORWAY  |             |                            |             |
| 46          | 78                         | 43          |         | 28          | 24                         | 27          |
| -----       |                            |             |         | -----       |                            |             |
| 167         |                            |             |         | 79          |                            |             |
|             |                            |             | SWEDEN  |             |                            |             |
| 61          | 71                         | 64          |         | 13          | 8                          | 7           |
| -----       |                            |             |         | -----       |                            |             |
| 196         |                            |             |         | 28          |                            |             |



## ANNEX H

### MARITIME ORDERS IN COUNCIL

AUGUST 20, 1914

WHEREAS during the present hostilities the Naval Forces of His Majesty will co-operate with the French and Russian Naval Forces; and

Whereas it is desirable that the naval operations of the allied forces so far as they affect neutral ships and commerce should be conducted on similar principles; and

Whereas the Governments of France and Russia have informed His Majesty's Government that during the present hostilities it is their intention to act in accordance with the provisions of the Convention known as the Declaration of London, signed on the 26th day of February, 1909, so far as may be practicable:

NOW, THEREFORE, His Majesty, by and with the advice of His Privy Council, is pleased to order, and it is hereby ordered, that during the present hostilities the Convention known as the Declaration of London shall, subject to the following additions and modifications, be adopted and put in force by His Majesty's Government as if the same had been ratified by His Majesty:—

The additions and modifications are as follows:—

(1) The lists of absolute and conditional contraband contained in the Proclamation dated August 4th, 1914, shall be substituted for the lists contained in Articles 22 and 24 of the said Declaration.

(2) A neutral vessel which succeeded in carrying contraband to the enemy with false papers may be detained for having carried such contraband if she is encountered before she has completed her return voyage.

(3) The destination referred to in Article 33 may be inferred from any sufficient evidence and (in addition to the presumption laid down in Article 34) shall be presumed to exist if the goods are consigned to or for an agent of the Enemy State or to or for a merchant or other person under the control of the authorities of the Enemy State.

(4) The existence of a blockade shall be presumed to be known:—

(a) to all ships which sailed from or touched at an enemy port a sufficient time after the notification of the blockade to the local authorities to have enabled the enemy Government to make known the existence of the blockade,

(b) to all ships which sailed from or touched at a British or allied port after the publication of the declaration of blockade.

(5) Notwithstanding the provisions of Article 35 of the said Declaration, conditional contraband, if shown to have the destination referred to in Article 33, is liable to capture to whatever port the vessel is bound and at whatever port the cargo is to be discharged.

(6) The General Report of the Drafting Committee on the said Declaration presented to the Naval Conference and adopted by the Conference at the eleventh plenary meeting on February 25th, 1909, shall be considered by all Prize Courts

as an authoritative statement of the meaning and intention of the said Declaration, and such Courts shall construe and interpret the provisions of the said Declaration by the light of the commentary given therein.

And the Lords Commissioners of His Majesty's Treasury, the Lords Commissioners of the Admiralty, and each of His Majesty's Principal Secretaries of State, the President of the Probate, Divorce, and Admiralty Division of the High Court of Justice, all other Judges of His Majesty's Prize Courts, and all Governors, Officers, and Authorities whom it may concern, are to give the necessary directions herein as to them may respectively appertain.

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OCTOBER 29, 1914

WHEREAS by an Order in Council dated the 20th day of August, 1914, His Majesty was pleased to declare that during the present hostilities the Convention known as the Declaration of London should, subject to certain additions and modifications therein specified, be adopted and put in force by His Majesty's Government; and

Whereas the said additions and modifications were rendered necessary by the special conditions of the present war; and

Whereas it is desirable and possible now to re-enact the said Order in Council with amendments in order to minimise, so far as possible, the interference with innocent neutral trade occasioned by the war:

NOW, THEREFORE, His Majesty, by and with the advice of His Privy Council, is pleased to order, and it is hereby ordered, as follows:—

1. During the present hostilities the provisions of the Convention known as the Declaration of London shall, subject to the exclusion of the lists of contraband and non-contraband, and to the modifications hereinafter set out, be adopted and put in force by His Majesty's Government.

The modifications are as follows:—

(i) A neutral vessel, with papers indicating a neutral destination, which, notwithstanding the destination shown on the papers, proceeds to an enemy port, shall be liable to capture and condemnation if she is encountered before the end of her next voyage.

(ii) The destination referred to in Article 33 of the said Declaration shall (in addition to the presumptions laid down in Article 34) be presumed to exist if the goods are consigned to or for an agent of the enemy State.

(iii) Notwithstanding the provisions of Article 35 of the said Declaration, conditional contraband shall be liable to capture on board a vessel bound for a neutral port if the goods are consigned "to order," or if the ship's papers do not show who is the consignee of the goods or if they show a consignee of the goods in territory belonging to or occupied by the enemy.

(iv) In the cases covered by the preceding paragraph (iii) it shall lie upon the owners of the goods to prove that their destination was innocent.

2. Where it is shown to the satisfaction of one of His Majesty's Principal Secretaries of State that the enemy Government is drawing supplies for its armed forces from or through a neutral country, he may direct that in respect of ships bound for a port in that country, Article 35 of the said Declaration shall not

apply. Such direction shall be notified in the "London Gazette" and shall operate until the same is withdrawn. So long as such direction is in force, a vessel which is carrying conditional contraband to a port in that country shall not be immune from capture.

3. The Order in Council of the 20th August, 1914, directing the adoption and enforcement during the present hostilities of the Convention known as the Declaration of London, subject to the additions and modifications therein specified, is hereby repealed.

4. This Order may be cited as "the Declaration of London Order in Council, No. 2, 1914."

And the Lords Commissioners of His Majesty's Treasury, the Lords Commissioners of the Admiralty, and each of His Majesty's Principal Secretaries of State, the President of the Probate, Divorce, and Admiralty Division of the High Court of Justice, all other Judges of His Majesty's Prize Courts, and all Governors, Officers, and Authorities whom it may concern, are to give the necessary directions herein as to them may respectively appertain.

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#### MARCH 11, 1915

WHEREAS the German Government has issued certain Orders which, in violation of the usages of war, purport to declare the waters surrounding the United Kingdom a military area, in which all British and allied merchant vessels will be destroyed irrespective of the safety of the lives of passengers and crew, and in which neutral shipping will be exposed to similar danger in view of the uncertainties of naval warfare;

And whereas in a memorandum accompanying the said Orders neutrals are warned against entrusting crews, passengers, or goods to British or allied ships;

And whereas such attempts on the part of the enemy give to His Majesty an unquestionable right of retaliation;

And whereas His Majesty has therefore decided to adopt further measures in order to prevent commodities of any kind from reaching or leaving Germany, though such measures will be enforced without risk to neutral ships or to neutral or non-combatant life, and in strict observance of the dictates of humanity;

And whereas the Allies of His Majesty are associated with Him in the steps now to be announced for restricting further the commerce of Germany:

His Majesty is therefore pleased, by and with the advice of His Privy Council, to order and it is hereby ordered as follows:—

I. No merchant vessel which sailed from her port of departure after the 1st March, 1915, shall be allowed to proceed on her voyage to any German port.

Unless the vessel receives a pass enabling her to proceed to some neutral or allied port to be named in the pass, goods on board any such vessel must be discharged in a British port and placed in the custody of the Marshal of the Prize Court. Goods so discharged, not being contraband of war, shall, if not requisitioned for the use of His Majesty, be restored by order of the Court, upon such terms as the Court may in the circumstances deem to be just, to the person entitled thereto.

II. No merchant vessel which sailed from any German port after the 1st

March, 1915, shall be allowed to proceed on her voyage with any goods on board laden at such port.

All goods laden at such port must be discharged in a British or allied port. Goods so discharged in a British port shall be placed in the custody of the Marshal of the Prize Court, and, if not requisitioned for the use of His Majesty, shall be detained or sold under the direction of the Prize Court. The proceeds of goods so sold shall be paid into Court and dealt with in such manner as the Court may in the circumstances deem to be just.

Provided that no proceeds of the sale of such goods shall be paid out of Court until the conclusion of peace, except on the application of the proper Officer of the Crown, unless it be shown that the goods had become neutral property before the issue of this Order.

Provided also that nothing herein shall prevent the release of neutral property laden at such enemy port on the application of the proper Officer of the Crown.

III. Every merchant vessel which sailed from her port of departure after the 1st March, 1915, on her way to a port other than a German port, carrying goods with an enemy destination, or which are enemy property, may be required to discharge such goods in a British or allied port. Any goods so discharged in a British port shall be placed in the custody of the Marshal of the Prize Court, and, unless they are contraband of war, shall, if not requisitioned for the use of His Majesty, be restored by order of the Court, upon such terms as the Court may in the circumstances deem to be just, to the person entitled thereto.

Provided that this Article shall not apply in any case falling within Articles II or IV of this Order.

IV. Every merchant vessel which sailed from a port other than a German port after the 1st March, 1915, having on board goods which are of enemy origin or are enemy property may be required to discharge such goods in a British or allied port. Goods so discharged in a British port shall be placed in the custody of the Marshal of the Prize Court, and, if not requisitioned for the use of His Majesty, shall be detained or sold under the direction of the Prize Court. The proceeds of goods so sold shall be paid into Court and dealt with in such manner as the Court may in the circumstances deem to be just.

Provided that no proceeds of the sale of such goods shall be paid out of Court until the conclusion of peace except on the application of the proper Officer of the Crown, unless it be shown that the goods had become neutral property before the issue of this Order.

Provided also that nothing herein shall prevent the release of neutral property of enemy origin on the application of the proper Officer of the Crown.

V. (1) Any person claiming to be interested in, or to have any claim in respect of any goods (not being contraband of war) placed in the custody of the Marshal of the Prize Court under this Order, or in the proceeds of such goods, may forthwith issue a writ in the Prize Court against the proper Officer of the Crown and apply for an order that the goods should be restored to him, or that their proceeds should be paid to him, or for such other order as the circumstances of the case may require.

(2) The practice and procedure of the Prize Court shall, so far as applicable, be followed *mutatis mutandis* in any proceedings consequential upon this Order.

VI. A merchant vessel which has cleared for a neutral port from a British or allied port, or which has been allowed to pass having an ostensible destination to a neutral port, and proceeds to an enemy port, shall, if captured on any subsequent voyage, be liable to condemnation.

VII. Nothing in this Order shall be deemed to affect the liability of any vessel or goods to capture or condemnation independently of this Order.

VIII. Nothing in this Order shall prevent the relaxation of the provisions of this Order in respect of the merchant vessels of any country which declares that no commerce intended for or originating in Germany or belonging to German subjects shall enjoy the protection of its flag.

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OCTOBER 20, 1915

WHEREAS by the Declaration of London Order in Council No. 2, 1914, His Majesty was pleased to declare that, during the present hostilities, the provisions of the said Declaration of London should, subject to certain exceptions and modifications therein specified, be adopted and put in force by His Majesty's Government; and

Whereas, by Article 57 of the said Declaration, it is provided that the neutral or enemy character of a vessel is determined by the flag which she is entitled to fly; and

Whereas it is no longer expedient to adopt the said Article:

Now, THEREFORE, His Majesty, by and with the advice of His Privy Council, is pleased to order, and it is hereby ordered, that, from and after this date, Article 57 of the Declaration of London shall cease to be adopted and put in force.

In lieu of the said Article, British Prize Courts shall apply the rules and principles formerly observed in such Courts.

This Order may be cited as "The Declaration of London Order in Council, 1915."

And the Lords Commissioners of His Majesty's Treasury, the Lords Commissioners of the Admiralty, and each of His Majesty's Principal Secretaries of State, the President of the Probate, Divorce, and Admiralty Division of the High Court of Justice, all other Judges of His Majesty's Prize Courts, and all Governors, Officers, and Authorities whom it may concern, are to give the necessary directions herein as to them may respectively appertain.

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MARCH 30, 1916

WHEREAS by the Declaration of London Order in Council No. 2, 1914, His Majesty was pleased to direct that during the present hostilities the provisions of the Convention known as the Declaration of London should, subject to certain omissions and modifications therein set out, be adopted and put in force by His Majesty's Government; and

Whereas doubts have arisen as to the effect of Article 1 (iii) of the said Order in Council on the right to effect the capture of conditional contraband on board a vessel bound for a neutral port; and

Whereas it is expedient to put an end to such doubts and otherwise to amend the said Order in Council in the manner hereinafter appearing; and

Whereas by Article 19 of the said Declaration it is provided that whatever may be the ulterior destination of a vessel or of her cargo, she cannot be captured for breach of blockade if, at the moment, she is on her way to a non-blockaded port; and

Whereas it is no longer expedient to adopt Article 19 of the said Declaration;

Now, THEREFORE, His Majesty, by and with the advice of His Privy Council, is pleased to order, and it is hereby ordered, as follows:—

1. The provisions of the Declaration of London Order in Council No. 2, 1914, shall not be deemed to limit or to have limited in any way the right of His Majesty, in accordance with the law of nations, to capture goods upon the ground that they are conditional contraband, nor to affect or to have affected the liability of conditional contraband to capture, whether the carriage of the goods to their destination be direct or entail transshipment or a subsequent transport by land.

2. The provisions of Article 1 (ii) and (iii) of the said Order in Council shall apply to absolute contraband as well as to conditional contraband.

3. The destinations referred to in Article 30 and in Article 33 of the said Declaration shall (in addition to any presumptions laid down in the said Order in Council) be presumed to exist, if the goods are consigned to or for a person, who, during the present hostilities, has forwarded imported contraband goods to territory belonging to or occupied by the enemy.

4. In the cases covered by Articles 2 and 3 of this Order, it shall lie upon the owner of the goods to prove that their destination was innocent.

5. From and after the date of this Order, Article 19 of the Declaration of London shall cease to be adopted and put in force. Neither a vessel nor her cargo shall be immune from capture for breach of blockade upon the sole ground that she is at the moment on her way to a non-blockaded port.

6. This Order may be cited as "The Declaration of London Order in Council, 1916."

And the Lords Commissioners of His Majesty's Treasury, the Lords Commissioners of the Admiralty, and each of his Majesty's Principal Secretaries of State, the President of the Probate, Divorce, and Admiralty Division of the High Court of Justice, all other Judges of His Majesty's Prize Courts, and all Governors, Officers, and Authorities whom it may concern, are to give the necessary directions herein as to them may respectively appertain.

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JULY 7, 1916

WHEREAS by an Order in Council, dated the 20th day of August, 1914, His Majesty was pleased to declare that during the present hostilities the provisions of the Declaration of London should, subject to certain additions and modifications therein specified, be adopted and put in force by His Majesty's Government;

And whereas the said Declaration was adopted as aforementioned in common with His Majesty's Allies;

And whereas it has been necessary for His Majesty and for His Allies from time

to time to issue further enactments modifying the application of the articles of the said Declaration:

And whereas Orders in Council for this purpose have been issued by His Majesty on the 29th day of October, 1914, the 20th day of October, 1915, and the 30th day of March, 1916;

And whereas the issue of these successive Orders in Council may have given rise to some doubt as to the intention of His Majesty, as also as to that of His Allies, to act in strict accordance with the law of nations, and it is therefore expedient to withdraw the said Orders so far as they are now in force:

Now, THEREFORE, His Majesty, by and with the advice of His Privy Council, is pleased to order, and it is hereby ordered, that the Declaration of London Order in Council No. 2, 1914, and all Orders subsequent thereto amending the said Order are hereby withdrawn;

And His Majesty is pleased further to declare, by and with the advice of His Privy Council, and it is hereby declared, that it is and always has been His intention, as it is and has been that of His Allies, to exercise their belligerent rights at sea in strict accordance with the law of nations;

And whereas on account of the changed conditions of commerce and the diversity of practice doubts might arise in certain matters as to the rules which His Majesty and His Allies regard as being in conformity with the law of nations, and it is expedient to deal with such matters specifically;

It is hereby ordered that the following provisions shall be observed:—

(a) The hostile destination required for the condemnation of contraband articles shall be presumed to exist, until the contrary is shown, if the goods are consigned to or for an enemy authority, or an agent of the enemy State, or to or for a person in territory belonging to or occupied by the enemy, or to or for a person who, during the present hostilities, has forwarded contraband goods to an enemy authority, or an agent of the enemy State, or to or for a person in territory belonging to or occupied by the enemy, or if the goods are consigned "to order," or if the ship's papers do not show who is the real consignee of the goods.

(b) The principle of continuous voyage or ultimate destination shall be applicable both in cases of contraband and of blockade.

(c) A neutral vessel carrying contraband with papers indicating a neutral destination, which, notwithstanding the destination shown on the papers, proceeds to an enemy port, shall be liable to capture and condemnation if she is encountered before the end of her next voyage.

(d) A vessel carrying contraband shall be liable to capture and condemnation if the contraband, reckoned either by value, weight, volume, or freight forms more than half the cargo.

And it is hereby further ordered as follows:—

(i) Nothing herein shall be deemed to affect the Order in Council of the 11th March, 1915, for restricting further the commerce of the enemy or any of His Majesty's Proclamations declaring articles to be contraband of war during the present hostilities.

(ii) Nothing herein shall affect the validity of anything done under the Orders in Council hereby withdrawn.

(iii) Any cause or proceeding commenced in any Prize Court before the making

of this Order may, if the Court thinks just, be heard and decided under the provisions of the Orders hereby withdrawn so far as they were in force at the date when such cause or proceeding was commenced, or would have been applicable in such cause or proceeding if this Order had not been made.

This Order may be cited as "The Maritime Rights Order in Council, 1916."

And the Lords Commissioners of His Majesty's Treasury, the Lords Commissioners of the Admiralty, and each of His Majesty's Principal Secretaries of State, the President of the Probate, Divorce, and Admiralty Division of the High Court of Justice, all other Judges of His Majesty's Prize Courts, and all Governors, Officers, and Authorities whom it may concern, are to give the necessary directions herein as to them may respectively appertain.

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JANUARY 10, 1917

WHEREAS on the 11th day of March, 1915, an Order was issued by His Majesty in Council directing that all ships which sailed from their ports of departure after the 1st day of March, 1915, might be required to discharge in a British or Allied port goods which were of enemy origin or of enemy destination or which were enemy property;

And whereas such Order in Council was consequent upon certain Orders issued by the German Government purporting to declare, in violation of the usages of war, the waters surrounding the United Kingdom a military area, in which all British and Allied merchant vessels would be destroyed, irrespective of the lives of passengers and crew, and in which neutral shipping would be exposed to similar danger, in view of the uncertainties of naval warfare;

And whereas the sinking of British, Allied, and neutral merchant ships, irrespective of the lives of passengers and crews, and in violation of the usages of war, has not been confined to the waters surrounding the United Kingdom, but has taken place in a large portion of the area of naval operations;

And whereas such illegal acts have been committed not only by German warships but by warships flying the flag of each of the enemy countries;

And whereas on account of the extension of the scope of the illegal operations carried out under the said German Orders, and in retaliation therefor, vessels have been required under the provisions of the Order in Council aforementioned to discharge in a British or Allied port goods which were of enemy origin or of enemy destination or which were enemy property, irrespective of the enemy country from or to which such goods were going or of the enemy country in which was domiciled the person whose property they were;

And whereas doubts have arisen as to whether the term "enemy" in articles 3 and 4 of the said Order in Council includes enemy countries other than Germany:

NOW, THEREFORE, His Majesty is pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, as follows:—

1. In articles 3 and 4 of the said Order in Council of the 11th March, 1915, aforementioned, the terms "enemy destination" and "enemy origin" shall be deemed to apply and shall apply to goods destined for or originating in any enemy



country, and the term "enemy property" shall be deemed to apply and shall apply to goods belonging to any person domiciled in any enemy country.

2. Effect shall be given to this Order in the application of the said Order in Council of the 11th March, 1915, to goods which previous to the date of this Order have been discharged at a British or Allied port, being goods of destination or origin or property which was enemy though not German, and all such goods shall be detained and dealt with in all respects as is provided in the said Order in Council of the 11th March, 1915.

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FEBRUARY 16, 1917

WHEREAS by an Order in Council dated the 11th day of March, 1915, His Majesty was pleased to direct certain measures to be taken against the commerce of the enemy;

And whereas the German Government has now issued a memorandum declaring that from the 1st February, 1917, all sea traffic will be prevented in certain zones therein described adjacent to Great Britain and France and Italy, and that neutral ships will navigate the said zones at their own risk;

And whereas similar directions have been given by other enemy Powers;

And whereas the orders embodied in the said memorandum are in flagrant contradiction with the rules of international law, the dictates of humanity, and the treaty obligations of the enemy;

And whereas such proceedings on the part of the enemy render it necessary for His Majesty to adopt further measures in order to maintain the efficiency of those previously taken to prevent commodities of any kind from reaching or leaving the enemy countries, and for this purpose to subject to capture and condemnation vessels carrying goods with an enemy destination or of enemy origin unless they afford unto the forces of His Majesty and His Allies ample opportunities of examining their cargoes, and also to subject such goods to condemnation:

His Majesty is therefore pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, that the following directions shall be observed in respect of all vessels which sail from their port of departure after the date of this Order:—

1. A vessel which is encountered at sea on her way to or from a port in any neutral country affording means of access to the enemy territory without calling at a port in British or Allied territory shall, until the contrary is established, be deemed to be carrying goods with an enemy destination, or of enemy origin, and shall be brought in for examination, and, if necessary, for adjudication before the Prize Court.

2. Any vessel carrying goods with an enemy destination, or of enemy origin, shall be liable to capture and condemnation in respect of the carriage of such goods; provided that, in the case of any vessel which calls at an appointed British or Allied port for the examination of her cargo, no sentence of condemnation shall be pronounced in respect only of the carriage of goods of enemy origin or destination, and no such presumption as is laid down in Article 1 shall arise.

3. Goods which are found on the examination of any vessel to be goods of enemy origin or of enemy destination shall be liable to condemnation.

4. Nothing in this Order shall be deemed to affect the liability of any vessel or goods to capture or condemnation independently of this Order.

5. This Order is supplemental to the Orders in Council of the 11th day of March, 1915, and the 10th day of January, 1917, for restricting the commerce of the enemy.

# ANNEX I

## CONTRABAND PROCLAMATIONS

AUGUST 4, 1914

### SPECIFYING THE ARTICLES TO BE TREATED AS CONTRABAND OF WAR

WHEREAS a state of war exists between us on the one hand and the German Empire on the other:

And whereas it is necessary to specify the articles which it is Our intention to treat as contraband of war:

Now, THEREFORE, We do hereby, by and with the advice of Our Privy Council, that during the continuance of the war or until We do give further public notice the articles enumerated in Schedule I hereto will be treated as absolute contraband, and the articles enumerated in Schedule II hereto will be treated as conditional contraband:

#### *Schedule I*

The following articles will be treated as absolute contraband:

1. Arms of all kinds, including arms for sporting purposes, and their distinctive component parts.
2. Projectiles, charges, and cartridges of all kinds, and their distinctive component parts.
3. Powder and explosives specially prepared for use in war.
4. Gun mountings, limber boxes, limbers, military wagons, field forges, and their distinctive component parts.
5. Clothing and equipment of a distinctively military character.
6. All kinds of harness of a distinctively military character.
7. Saddle, draft, and pack animals suitable for use in war.
8. Articles of camp equipment and their distinctive component parts.
9. Armour plates.
10. Warships, including boats, and their distinctive parts of such a nature that they can only be used on a vessel of war.
11. Aeroplanes, airships, balloons, and air craft of all kinds, and their component parts, together with accessories and articles recognizable as intended for use in connection with balloons and air craft.
12. Implements and apparatus designed exclusively for the manufacture of munitions of war, for the manufacture or repair of arms, or war materials for use on land and sea.

#### *Schedule II*

The following articles will be treated as conditional contraband:

1. Foodstuffs.
2. Forage and grain suitable for feeding animals.
3. Clothing, fabrics for clothing, and boots and shoes, suitable for use in war.
4. Gold and silver in coin or bullion; paper money.
5. Vehicles of all kinds available for use in war and their component parts.
6. Vessels, craft, and boats of all kinds; floating docks, parts of docks, and their component parts.
7. Railway material, both fixed and rolling stock, and materials for telegraphs, wireless telegraphs, and telephones.

8. Fuel; lubricants.
9. Powder and explosives not specially prepared for use in war.
10. Barbed wire, and implements for fixing and cutting the same.
11. Horseshoes and shoeing materials.
12. Harness and saddlery.
13. Field glasses, telescopes, chronometers, and all kinds of nautical instruments.

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SEPTEMBER 21, 1914. NO. 1410

**SPECIFYING CERTAIN ADDITIONAL ARTICLES WHICH ARE TO BE TREATED AS  
CONTRABAND OF WAR**

WHEREAS on the 4th day of August last, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband of war during the war between us and the German Emperor;

And whereas on the 12th day of August last We did by Our Royal Proclamation of that date extend Our Proclamation aforementioned to the war between Us and the Emperor of Austria, King of Hungary;

And whereas by an order in council of the 20th day of August, 1914, it was ordered that during the present hostilities the convention known as the Declaration of London should, subject to certain additions and modifications therein specified, be adopted and put in force as if the same had been ratified by Us;

And whereas it is desirable to add to the list of articles to be treated as contraband of war during the present war;

And whereas it is expedient to introduce certain further modifications in the Declaration of London as adopted and put into force:

NOW, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the war, or until We do give further public notice, the articles enumerated in the schedule hereto will, notwithstanding anything contained in Article 28 of the Declaration of London, be treated as conditional contraband.

*Schedule*

|                            |                                      |
|----------------------------|--------------------------------------|
| Copper, unwrought.         | Magnetic iron ore.                   |
| Lead, pig, sheet, or pipe. | Rubber.                              |
| Glycerine.                 | Hides and skins, raw or rough tanned |
| Ferrochrome.               | (but not including dressed leather). |
| Hæmatite iron ore.         |                                      |

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OCTOBER 29, 1914. NO. 1613

**REVISING THE LIST OF CONTRABAND OF WAR**

WHEREAS, on the fourth day of August, 1914, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband of war during the war between Us and the German Emperor; and

Whereas, on the twelfth day of August, 1914, We did by Our Royal Proclamation of that date extend Our Proclamation aforementioned to the war between Us and the Emperor of Austria, King of Hungary; and

Whereas on the twenty-first day of September, 1914, We did by Our Royal Proclamation of that date make certain additions to the list of articles to be treated as contraband of war; and

Whereas it is expedient to consolidate the said lists and to make certain additions thereto:

Now, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that the lists of contraband contained in the schedules to Our Royal Proclamations of the fourth day of August and the twenty-first day of September aforementioned are hereby withdrawn, and that in lieu thereof during the continuance of the war or until We do give further public notice the articles enumerated in Schedule I hereto will be treated as absolute contraband, and the articles enumerated in Schedule II hereto will be treated as conditional contraband.

*Schedule I*

1. Arms of all kinds, including arms for sporting purposes, and their distinctive component parts.
2. Projectiles, charges, and cartridges of all kinds, and their distinctive component parts.
3. Powder and explosives specially prepared for use in war.
4. Sulphuric acid.
5. Gun mountings, limber boxes, limbers, military wagons, field forges and their distinctive component parts.
6. Range-finders and their distinctive component parts.
7. Clothing and equipment of a distinctively military character.
8. Saddle, draft, and pack animals suitable for use in war.
9. All kinds of harness of a distinctively military character.
10. Articles of camp equipment and their distinctive component parts.
11. Armour plates.
12. Hæmatite iron ore and hæmatite pig iron.
13. Iron pyrites.
14. Nickel ore and nickel.
15. Ferrochrome and chrome ore.
16. Copper, unwrought.
17. Lead, pig, sheet, or pipe.
18. Aluminium.
19. Ferro-silica.
20. Barbed wire, and implements for fixing and cutting the same.
21. Warships, including boats and their distinctive component parts of such a nature that they can only be used on a vessel of war.
22. Aeroplanes, airships, balloons, and aircraft of all kinds, and their component parts, together with accessories and articles recognizable as intended for use in connection with balloons and aircraft.
23. Motor vehicles of all kinds and their component parts.
24. Motor tires; rubber.
25. Mineral oils and motor spirit, except lubricating oils.
26. Implements and apparatus designed exclusively for the manufacture of munitions of war, for the manufacture or repair of arms, or war material for use on land and sea.

*Schedule II*

1. Foodstuffs.
2. Forage and feeding stuffs for animals.
3. Clothing, fabrics for clothing, and boots and shoes suitable for use in war.
4. Gold and silver in coin or bullion; paper money.

5. Vehicles of all kinds, other than motor vehicles, available for use in war, and their component parts.
6. Vessels, craft, and boats of all kinds; floating docks, parts of docks, and their component parts.
7. Railway materials, both fixed and rolling stock, and materials for telegraphs, wireless telegraphs, and telephones.
8. Fuel, other than mineral oils. Lubricants.
9. Powder and explosives not specially prepared for use in war.
10. Sulphur.
11. Glycerine.
12. Horseshoes and shoeing materials.
13. Harness and saddlery.
14. Hides of all kinds, dry or wet; pigskins, raw or dressed; leather, undressed or dressed, suitable for saddlery, harness, or military boots.
15. Field glasses, telescopes, chronometers, and all kinds of nautical instruments.

DECEMBER 23, 1914

REVISING THE LIST OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR

WHEREAS on the 4th day of August, 1914, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband of war during the war between Us and the German Emperor; and

Whereas on the 12th day of August, 1914, We did by Our Royal Proclamation of that date extend Our Proclamation aforementioned to the war between Us and the Emperor of Austria, King of Hungary; and

Whereas on the 21st day of September, 1914, We did by Our Royal Proclamation of that date make certain additions to the list of articles to be treated as contraband of war; and

Whereas on the 29th day of October, 1914, We did by Our Royal Proclamation of that date withdraw the said lists of contraband and substitute therefor the lists contained in the schedule to the said proclamation; and

Whereas it is expedient to make certain alterations in and additions to the said lists:

NOW, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that the lists of contraband contained in the schedule to Our Royal Proclamation of the twenty-ninth day of October aforementioned are hereby withdrawn, and that in lieu thereof during the continuance of the war or until We do give further public notice the articles enumerated in Schedule I hereto will be treated as absolute contraband, and the articles enumerated in Schedule II hereto will be treated as conditional contraband.

*Schedule I*

1. Arms of all kinds, including arms for sporting purposes, and their distinctive component parts.
2. Projectiles, charges and cartridges of all kinds and their distinctive component parts.
3. Powder and explosives specially prepared for use in war.
4. Ingredients of explosives, viz.: nitric acid, sulphuric acid, glycerine, acetone, calcium acetate and all other metallic acetates, sulphur, potassium nitrate, the fractions of the distillation products of coal tar between benzol and cresol, inclusive, aniline, methylaniline, dimethylaniline, ammonium perchlorate, sodium

perchlorate, sodium chlorate, barium chlorate, ammonium nitrate, cyanamide, potassium chlorate, calcium nitrate, mercury.

5. Resinous products, camphor, and turpentine (oil and spirit).
6. Gun mountings, limber boxes, limbers, military wagons, field forges, and their distinctive component parts.
7. Range-finders and their distinctive component parts.
8. Clothing and equipment of a distinctively military character.
9. Saddle, draught, and pack animals suitable for use in war.
10. All kinds of harness of a distinctively military character.
11. Articles of camp equipment and their distinctive component parts.
12. Armour plates.
13. Ferro alloys, including ferro-tungsten, ferro-molybdenum, ferro-manganese, ferro-vanadium, ferro-chrome.
14. The following metals: Tungsten, molybdenum, vanadium, nickel, selenium, cobalt, hæmatite pig-iron, manganese.
15. The following ores: Wolframite, scheelite, molybdenite, manganese ore, nickel ore, chrome ore, hæmatite iron ore, zinc ore, lead ore, bauxite.
16. Aluminium, alumina, and salts of aluminium.
17. Antimony, together with the sulphides and oxides of antimony.
18. Copper, unwrought and part wrought, and copper wire.
19. Lead, pig, sheet, or pipe.
20. Barbed wire, and implements for fixing and cutting the same.
21. Warships, including boats and their distinctive component parts of such nature that they can only be used on a vessel of war.
22. Submarine sound signalling apparatus.
23. Aeroplanes, airships, balloons, and aircraft of all kinds, and their component parts, together with accessories and articles recognizable as intended for use in connection with balloons and aircraft.
24. Motor vehicles of all kinds and their component parts.
25. Tires for motor vehicles and for cycles, together with articles or materials especially adapted for use in the manufacture or repair of tires.
26. Rubber (including raw, waste, and reclaimed rubber) and goods made wholly of rubber.
27. Iron pyrites.
28. Mineral oils and motor spirit, except lubricating oils.
29. Implements and apparatus designed exclusively for the manufacture of munitions of war, for the manufacture or repair of arms, or war material for use on land and sea.

*Schedule II*

1. Foodstuffs.
2. Forage and feeding stuffs for animals.
3. Clothing, fabrics for clothing, and boots and shoes suitable for use in war.
4. Gold and silver in coin or bullion; paper money.
5. Vehicles of all kinds, other than motor vehicles, available for use in war, and their component parts.
6. Vessels, craft, and boats of all kinds; floating docks, parts of docks, and their component parts.
7. Railway materials, both fixed and rolling stock, and materials for telegraphs, wireless telegraphs, and telephones.
8. Fuel, other than mineral oils. Lubricants.
9. Powder and explosives not specially prepared for use in war.
10. Horseshoes and shoeing materials.
11. Harness and saddlery.
12. Hides of all kinds, dry or wet; pigskins, raw or dressed; leather, undressed or dressed, suitable for saddlery and harness, or military boots.
13. Field glasses, telescopes, chronometers, and all kinds of nautical instruments.

MARCH 11, 1915

## ADDING TO THE LIST OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR

WHEREAS on the twenty-third day of December, 1914, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities or until We did give further public notice; and

Whereas it is expedient to make certain additions to the lists contained in the said proclamation:

NOW, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the war or until We do give further public notice the following articles will be treated as absolute contraband in addition to those set out in Our Royal Proclamation aforementioned:

Raw wool, wool tops and noils and woollen and worsted yarns.  
 Tin, chloride of tin, tin ore.  
 Castor oil.  
 Paraffin wax.  
 Copper iodide.  
 Lubricants.  
 Hides of cattle, buffaloes, and horses; skins of calves, pigs, sheep, goats, and deer; leather, undressed or dressed, suitable for saddlery, harness, military boots, or military clothing.  
 Ammonia and its salts whether simple or compound; ammonia liquor, urea, aniline, and their compounds.

And We do hereby declare that the following articles will be treated as conditional contraband in addition to those set out in Our Royal Proclamation aforementioned:

Tanning substances of all kinds (including extracts for use in tanning).

And We do hereby further declare that the terms "foodstuffs" and "feeding stuffs for animals" in the list of conditional contraband contained in Our Royal Proclamation aforementioned shall be deemed to include oleaginous seeds, nuts and kernels; animal and vegetable oils and fats (other than linseed oil) suitable for use in the manufacture of margarine; and cakes and meals made from oleaginous seeds, nuts and kernels.

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 MAY 27, 1915

## MAKING CERTAIN FURTHER ADDITIONS TO AND AMENDMENTS IN THE LIST OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR

WHEREAS on the twenty-third day of December, 1914, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities or until We did give further public notice; and

Whereas on the eleventh day of March, 1915, We did by Our Royal Proclamation of that date make certain additions to the list of articles to be treated as contraband of war; and

Whereas it is expedient to make certain further additions to and amendments in the said list:



Now, **THEREFORE**, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the war, or until We do give further public notice, the following articles will be treated as absolute contraband in addition to those set out in Our Royal Proclamations aforementioned:

Toluol, and mixtures of toluol, whether derived from coal-tar, petroleum, or any other source.

Lathes and other machines or machine-tools capable of being employed in the manufacture of munitions of war.

Maps and plans of any place within the territory of any belligerent, or within the area of military operations, on a scale of four miles to one inch or on any larger scale, and reproductions on any scale by photography or otherwise of such maps or plans.

And We do hereby further declare that item 4 of Schedule I of Our Royal Proclamation of the twenty-third day of December aforementioned shall be amended as from this date by the omission of the words "and all other metallic acetates" after the words "calcium acetate."

And We do hereby further declare that in Our Royal Proclamation of the eleventh day of March aforementioned the words "other than linseed oil" shall be deleted and that the following article will as from this date be treated as conditional contraband:

Linseed oil.

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AUGUST 20, 1915

**ADDING TO THE LIST OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR**

WHEREAS on the 23rd day of December, 1914, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities or until We did give further notice; and

Whereas on the 11th day of March and on the 27th day of May, 1915, We did, by Our Royal Proclamations of those dates, make certain additions to the list of articles to be treated as contraband of war; and

Whereas it is expedient to make certain further additions to the said lists:

Now, **THEREFORE**, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the war or until We do give further public notice, the following articles will be treated as absolute contraband in addition to those set out in Our Royal Proclamations aforementioned:

Raw cotton, cotton linters, cotton waste, and cotton yarns.

And We do hereby further declare that this Our Royal Proclamation shall take effect from the date of its publication in the London Gazette.

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OCTOBER 14, 1915

**REVISING THE LIST OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR**

WHEREAS on the 23rd day of December, 1914, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities or until We did give further public notice; and

Whereas on the 11th day of March, and on the 27th day of May, and on the 20th day of August, 1915, We did, by Our Royal Proclamations of those dates, make certain additions to the lists of articles to be treated as contraband of war; and

Whereas it is expedient to make certain further additions to and amendments in the said lists:

Now THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that the lists of contraband contained in the Schedules to Our Royal Proclamation of the 23rd day of December, as subsequently amended by Our Proclamations of the 11th day of March, and of the 27th day of May, and of the 20th day of August aforementioned, are hereby withdrawn, and that in lieu thereof, during the continuance of the war or until We do give further public notice, the articles enumerated in Schedule I hereto will be treated as absolute contraband, and the articles enumerated in Schedule II hereto will be treated as conditional contraband.

*Schedule I*

1. Arms of all kinds, including arms for sporting purposes, and their component parts.
2. Implements and apparatus designed exclusively for the manufacture of munitions of war, or for the manufacture or repair of arms or of war material for use on land or sea.
3. Lathes and other machines or machine tools capable of being employed in the manufacture of munitions of war.
4. Emery, corundum, natural and artificial (alundum), and carborundum, in all forms.
5. Projectiles, charges, and cartridges of all kinds, and their component parts.
6. Paraffin wax.
7. Powder and explosives specially prepared for use in war.
8. Materials used in the manufacture of explosives, including:—Nitric acid and nitrates of all kinds; sulphuric acid; fuming sulphuric acid (oleum); acetic acid and acetates; barium chlorate and perchlorate; calcium acetate, nitrate and carbide; potassium salts and caustic potash; ammonium salts and ammonia liquor; caustic soda, sodium chlorate and perchlorate; mercury; benzol, toluol, xylol, solvent naphtha, phenol (carbolic acid), cresol, naphthalene, and their mixtures and derivatives; aniline, and its derivatives; glycerine; acetone; acetic ether; ethyl alcohol; methyl alcohol; ether; sulphur; urea; cyanamide; celluloid.
9. Manganese dioxide; hydrochloric acid; bromine; phosphorus; carbon disulphide; arsenic and its compounds; chlorine; phosgene (carbonyl chloride); sulphur dioxide; prussiate of soda; sodium cyanide; iodine and its compounds.
10. Capsicum and peppers.
11. Gun mountings, limberboxes, limbers, military waggons, field forges, and their component parts; articles of camp equipment and their component parts.
12. Barbed wire, and the implements for fixing and cutting the same.
13. Range-finders and their component parts; searchlights and their component parts.
14. Clothing and equipment of a distinctively military character.
15. Saddle, draught, and pack animals suitable, or which may become suitable, for use in war.
16. All kinds of harness of a distinctively military character.
17. Hides of cattle, buffaloes, and horses; skins of calves, pigs, sheep, goats, and deer; and leather, undressed or dressed, suitable for saddlery, harness, mili-

tary boots, or military clothing; leather belting, hydraulic leather, and pump leather.

18. Tanning substances of all kinds, including quebracho wood and extracts for use in tanning.

19. Wool, raw, combed or carded; wool waste; wool tops and noils; woollen or worsted yarns; animal hair of all kinds, and tops, noils and yarns of animal hair.

20. Raw cotton, linters, cotton waste, cotton yarns, cotton piece goods, and other cotton products capable of being used in the manufacture of explosives.

21. Flax; hemp; ramie; kapok.

22. Warships, including boats and their component parts of such a nature that they can only be used on a vessel of war.

23. Submarine sound-signalling apparatus.

24. Armour plates.

25. Aircraft of all kinds, including aeroplanes, airships, balloons and their component parts, together with accessories and articles suitable for use in connection with aircraft.

26. Motor vehicles of all kinds and their component parts.

27. Tyres for motor vehicles and for cycles, together with articles or materials especially adapted for use in the manufacture or repair of tyres.

28. Mineral oils, including benzine and motor spirit.

29. Resinous products, camphor and turpentine (oil and spirit); wood tar and wood-tar oil.

30. Rubber (including raw, waste, and reclaimed rubber, solutions and jellies containing rubber, or any other preparations containing rubber, balata, and gutta-percha, and the following varieties of rubber, viz.: Borneo, Guayule, Jelutong, Palembang, Pontianac, and all other substances containing caoutchouc), and goods made wholly or partly of rubber.

31. Rattans.

32. Lubricants.

33. The following metals: Tungsten, molybdenum, vanadium, sodium, nickel, selenium, cobalt, hæmatite pig-iron, manganese, electrolytic iron, and steel containing tungsten or molybdenum.

34. Asbestos.

35. Aluminium, alumina, and salts of aluminium.

36. Antimony, together with the sulphides and oxides of antimony.

37. Copper, unwrought and part wrought; copper wire; alloys and compounds of copper.

38. Lead, pig, sheet, or pipe.

39. Tin, chloride of tin, and tin ore.

40. Ferro alloys, including ferro-tungsten, ferro-molybdenum, ferro-manganese, ferro-vanadium and ferro-chrome.

41. The following ores: Wolframite, scheelite, molybdenite, manganese ore, nickel ore, chrome ore, hæmatite iron ore, iron pyrites, copper pyrites and other copper ores, zinc ore, lead ore, arsenical ore, and bauxite.

42. Maps and plans of any place within the territory of any belligerent, or within the area of military operations, on a scale of 4 miles to 1 inch or any larger scale, and reproductions on any scale, by photography or otherwise, of such maps or plans.

*Schedule II*

1. Foodstuffs.

2. Forage and feeding stuffs for animals.

3. Oleaginous seeds, nuts and kernels.

4. Animal, fish, and vegetable oils and fats, other than those capable of use as lubricants, and not including essential oils.

5. Fuel, other than mineral oils.

6. Powder and explosives not specially prepared for use in war.
7. Horseshoes and shoeing materials.
8. Harness and saddlery.
9. The following articles, if suitable for use in war: Clothing, fabrics for clothing, skins and furs utilisable for clothing, boots and shoes.
10. Vehicles of all kinds, other than motor vehicles, available for use in war, and their component parts.
11. Railway materials, both fixed and rolling stock, and materials for telegraphs, wireless telegraphs, and telephones.
12. Vessels, craft, and boats of all kinds; floating docks and their component parts; parts of docks.
13. Field glasses, telescopes, chronometers, and all kinds of nautical instruments.
14. Gold and silver in coin or bullion; paper money.

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JANUARY 27, 1916

**MAKING CERTAIN ADDITIONS TO AND AMENDMENTS IN THE LIST OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR**

WHEREAS on the 14th day of October, 1915, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities or until We did give further public notice; and

Whereas it is expedient to make certain further additions to and amendments in the said list:

NOW, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council that, during the continuance of the war or until We do give further public notice, the following articles will be treated as absolute contraband, in addition to those set out in Schedule I of Our Royal Proclamation aforementioned:

Cork, including cork dust.  
Bones in any form, whole or crushed, and bone ash.  
Soap.  
Vegetable fibres and yarns made therefrom.

And We do hereby further declare that as from this date the following amendments shall be made in Schedule I of Our Royal Proclamation aforementioned:

In item 8, for "acetone" shall be substituted "acetones, and raw or finished materials usable for their preparation."  
In item 9, for "phosphorus" shall be substituted "phosphorus and its compounds."  
In item 26 there shall be added after the word "parts" the words "and accessories."  
In item 38 the more general term "lead" shall be substituted for the words "lead, pig, sheet, or pipe."

And We do hereby further declare that the following articles shall as from this date be treated as conditional contraband in addition to those set out in Schedule II of Our Royal Proclamation aforementioned:

Casein.  
Bladders, guts, casings, and sausage skins.

APRIL 12, 1916

**MAKING CERTAIN ADDITIONS TO AND AMENDMENTS IN THE LIST OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR**

WHEREAS on the 14th day of October, 1915, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities, or until We did give further public notice;

And whereas on the 27th day of January, 1916, We did by Our Royal Proclamation of that date make certain additions to and modifications in the list of articles to be treated as contraband;

And whereas it is expedient to make certain further additions to and modifications in the said list:

NOW, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the war or until We do give further public notice, the following articles will be treated as absolute contraband in addition to those set out in Our Royal Proclamations aforementioned:

Gold, silver, paper money, and all negotiable instruments and realisable securities.

Metallic chlorides, except chloride of sodium; metalloidal chlorides; halogen compounds of carbon.

Starch.

Borax, boric acid, and other boron compounds.

Sabadilla seeds and preparations therefrom.

And We do hereby further declare that as from this date the following amendments shall be made in Schedule I of Our Royal Proclamation aforesaid:

In item 3 the following shall be substituted for the present wording:

“Lathes, machines, and tools capable of being employed in the manufacture of munitions of war.”

In item 8 for “ether” shall be substituted “formic ether; sulphuric ether.”

And We do hereby further declare that no gold, silver, or paper money captured after this date shall be treated as conditional contraband, and that, except as to captures already effected, item 14 shall as from this date be struck out of Schedule II of Our Royal Proclamation aforementioned.

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JUNE 27, 1916

**MAKING CERTAIN ADDITIONS TO THE LIST OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR**

WHEREAS on the 14th day of October, 1915, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities, or until We did give further public notice; and

Whereas on the 27th day of January, 1916, and the 12th day of April, 1916, We did by Our Royal Proclamations of those dates make certain additions to and modifications in the said list of articles to be treated as contraband; and

Whereas it is expedient to make certain further additions to the said list:

Now, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the war or until We do give further public notice, the following articles will be treated as absolute contraband in addition to those set out in Our Royal Proclamations aforementioned:

Electric appliances adapted for use in war and their component parts.  
 Asphalt, bitumen, pitch, and tar.  
 Sensitized photographic films, plates, and paper.  
 Felspar.  
 Goldbeaters' skin.  
 Talc.  
 Bamboo.

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OCTOBER 3, 1916

MAKING CERTAIN ADDITIONS TO AND AMENDMENTS IN THE LIST OF ARTICLES TO  
 BE TREATED AS CONTRABAND OF WAR

WHEREAS on the 14th day of October, 1915, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities, or until We did give further public notice;

And whereas on the 27th day of January, 1916, the 12th day of April, 1916, and the 27th day of June, 1916, We did, by Our Royal Proclamations of those dates, make certain additions to and modifications in the said list of articles to be treated as contraband;

And whereas it is expedient to make certain further additions to the said list:

Now, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the war or until We do give further public notice, the following articles will be treated as absolute contraband, in addition to those set out in Our Royal Proclamations aforementioned:

Insulating materials, raw and manufactured.  
 Fatty acids.  
 Cadmium, cadmium alloys, and cadmium ore.  
 Albumen.

And We do hereby further declare that as from this date the following amendments shall be made in Schedule I of Our Royal Proclamation of the 14th day of October, 1915, aforementioned:

For item 6, "paraffin wax," there shall be substituted "waxes of all kinds."

And We do hereby further declare that the following article shall as from this date be treated as conditional contraband in addition to those set out in Our Royal Proclamations aforementioned:

Yeast.

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NOVEMBER 23, 1916

MAKING CERTAIN ADDITIONS TO AND AMENDMENTS IN THE LIST OF ARTICLES TO  
 BE TREATED AS CONTRABAND OF WAR

WHEREAS, on the 14th day of October, 1915, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband

during the continuance of hostilities, or until We did give further public notice; and

Whereas, on the 27th day of January, 1916, the 12th day of April, 1916, the 27th day of June, 1916, and the 3rd day of October, 1916, We did, by Our Royal Proclamations of those dates, make certain additions to and modifications in the said list of articles to be treated as contraband; and

Whereas it is expedient to make certain further additions to the said list:

NOW, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the war or until We do give further public notice, the following articles will be treated as absolute contraband, in addition to those set out in Our Royal Proclamations aforementioned:

Diamonds suitable for industrial purposes.  
Silk in all forms and the manufactures thereof; silk cocoons.  
Artificial silk and the manufactures thereof.  
Quillaia bark.  
Zirconium, cerium, thorium, and all alloys and compounds thereof.  
Zirconia and monazite sand.

And We do hereby further declare that, as from this date, the following amendments shall be made in Schedule I of Our Royal Proclamation of the 14th day of October, 1915, aforementioned:

For item 4, "emery, corundum, natural and artificial (alundum), and carborundum in all forms," there shall be substituted "emery, corundum, carborundum, and all other abrasive materials whether natural or artificial, and the manufactures thereof."

And We do hereby further declare that, as from this date, the following amendments shall be made in Our Royal Proclamation of the 12th day of April, 1916, aforementioned:

For "gold, silver, paper money, and all negotiable instruments and realisable securities," there shall be substituted "gold, silver, paper money, securities, negotiable instruments, cheques, drafts, orders, warrants, coupons, letters of credit delegation or advice, credit and debit notes, or other documents, which in themselves, or if completed, or if acted upon by the recipient, authorise, confirm, or give effect to the transfer of money, credit, or securities."

And We do hereby further declare that the following articles shall, as from this date, be treated as conditional contraband in addition to those set out in Our Royal Proclamations aforementioned:

Sponges, raw and prepared.  
Glue, gelatine, and substances used in the manufacture thereof.  
Empty barrels and casks of all kinds and their component parts.

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DECEMBER 29, 1916

MAKING CERTAIN ADDITIONS TO, AND AMENDMENTS IN, THE LIST OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR

WHEREAS on the 14th day of October, 1915, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities, or until We did give further public notice; and



Whereas on the 27th day of January, 1916, the 12th day of April, 1916, the 27th day of June, 1916, the 3rd day of October, 1916, and the 23rd day of November, 1916, We did, by Our Royal Proclamations of those dates, make certain additions to and modifications in the said list of articles to be treated as contraband; and

Whereas it is expedient to make certain further additions to the said list:

Now, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the war or until We do give further public notice, the following articles will be treated as absolute contraband, in addition to those set out in Our Royal Proclamations aforementioned:

Oxalic acid and oxalates.  
 Formic acid and formates.  
 Phenates.  
 Metallic sulphites and thiosulphates.  
 Soda lime, and bleaching powder.  
 Platinum, osmium, ruthenium, rhodium, palladium, iridium, and the alloys and compounds of these metals.  
 Strontium salts and compounds thereof.  
 Sulphate of barium (barytes).  
 Bone black.

And We do hereby further declare that, as from this date, the following amendments shall be made in Schedule I of Our Royal Proclamation of the 14th October, 1915, aforementioned:

For item 8, "ethyl alcohol; methyl alcohol," there shall be substituted "Alcohols, including fusel oil and wood spirit, and their derivatives and preparations."

For item 35, "aluminium, alumina, and salts of aluminium," there shall be substituted "aluminium and its alloys, alumina, and salts of aluminium."

For item 41, "wolframite, scheelite," there shall be substituted "tungsten ores."

And We do hereby further declare that, as from this date, the following amendments shall be made in Schedule II of Our Royal Proclamation of the 14th October, 1915, aforementioned:

For item 5, "fuel, other than mineral oils," there shall be substituted "fuel, including charcoal, other than mineral oils."

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JULY 2, 1917

CONSOLIDATING, WITH ADDITIONS AND AMENDMENTS, THE LISTS OF ARTICLES TO BE TREATED AS CONTRABAND OF WAR

WHEREAS on the 14th day of October, 1915, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband during the continuance of hostilities or until We did give further public notice;

And whereas on the 27th day of January, and on the 12th day of April, and on the 27th day of June, and on the 3rd day of October, and on the 23rd day of November, and on the 29th day of December, 1916, We did, by Our Royal Proclamations of those dates, make certain additions to the lists of articles to be treated as contraband of war;



And whereas it is expedient to make certain additions to and amendments in the said lists, and to consolidate and re-issue the same in alphabetical order:

NOW, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that the lists of contraband contained in the Schedules to Our Royal Proclamation of the 14th day of October, 1915, as subsequently amended by Our Proclamations of the 27th day of January, and of the 12th day of April, and of the 27th day of June, and of the 3rd day of October, and of the 23rd day of November, and of the 29th day of December, 1916, aforementioned, are hereby withdrawn, and that, in lieu thereof, during the continuance of the war or until We do give further public notice, the articles enumerated in Schedule I hereto will be treated as absolute contraband, and the articles enumerated in Schedule II hereto will be treated as conditional contraband.

*Schedule I*

Abrasive materials. (See "Emery.")  
 Acetic acid and acetates.  
 Acetic anhydride.  
 Acetic ether.  
 Acetones, and raw or finished materials usable for their preparation.  
 Aircraft of all kinds, including aeroplanes, airships, balloons, and their component parts, together with accessories and articles suitable for use in connection with aircraft.  
 Albumen.  
 Alcohols, including fusel oil and wood spirit, and their derivatives and preparations.  
 Aluminium, and its alloys, alumina, and salts of alumina.  
 Ammonia.  
 Ammonia liquor.  
 Ammonium salts.  
 Aniline and its derivatives.  
 Animals, saddle, draught, and pack, suitable, or which may become suitable, for use in war.  
 Antimony, and the sulphides and oxides of antimony.  
 Apparatus which can be used for the storage or projecting of compressed or liquefied gases, flame, acids, or other destructive agents capable of use in warlike operations, and their component parts.  
 Armour plates.  
 Arms of all kinds, including arms for sporting purposes, and their component parts.  
 Arsenic and its compounds.  
 Arsenical ore.  
 Asbestos.  
 Asphalt.  
 Balata. (See "Rubber.")  
 Bamboo.  
 Barbed wire, and the implements for fixing and cutting the same.  
 Barium chlorate and perchlorate.  
 Barium sulphate (barytes).  
 Bauxite.  
 Benzine. (See "Mineral Oils.")  
 Benzol and its mixtures and derivatives.  
 Bitumen.  
 Bleaching powder.  
 Bone black.

Bones in any form, whole or crushed; bone ash.  
Borax, boric acid, and other boron compounds.  
Bromine.  
Cadmium, cadmium alloys, and cadmium ore.  
Calcium acetate, nitrate, and carbide.  
Calcium sulphate.  
Camp equipment, articles of, and their component parts.  
Camphor.  
Capsicum.  
Carbolic acid. (See "Phenol.")  
Carbon disulphide.  
Carbon, halogen compounds of.  
Carborundum. (See "Emery.")  
Carbonyl chloride. (See "Phosgene.")  
Cartridges. (See "Projectiles.")  
Caustic potash.  
Caustic soda.  
Celluloid.  
Cerium, and its alloys and compounds.  
Charges. (See "Projectiles.")  
Cheques. (See "Gold.")  
Chloride of lime.  
Chlorides, metallic (except chloride of sodium), and metalloids.  
Chlorine.  
Chromium and its alloys, salts, compounds and ores.  
Clothing and equipment of a distinctively military character.  
Cobalt and its alloys, salts, compounds and ores.  
Copper pyrites, and other copper ores.  
Copper, unwrought and part wrought; copper wire; alloys and compounds of copper.  
Cork, including cork dust.  
Corundum. (See "Emery.")  
Cotton, raw, linters, cotton waste, cotton yarns, cotton piece-goods, and other cotton products capable of being used in the manufacture of explosives.  
Coupons. (See "Gold.")  
Credit notes. (See "Gold.")  
Cresol and its mixtures and derivatives.  
Cyanamide.  
Debit notes. (See "Gold.")  
Diamonds suitable for industrial purposes.  
Electrical appliances adapted for use in war and their component parts.  
Electrolytic iron.  
Emery, corundum, carborundum, and all other abrasive materials, whether natural or artificial, and the manufactures thereof.  
Equipment. (See "Clothing.")  
Explosives, materials used in the manufacture of.  
Explosives specially prepared for use in war.  
Fatty acids.  
Felspar.  
Ferro-alloys of all kinds.  
Ferro-silicon.  
Fibres, vegetable, and yarns made therefrom.  
Financial documents. (See "Gold.")  
Flax.  
Forges, field, and their component parts.  
Formic acid and formates.  
Formic ether.  
Fusel oil. (See "Alcohols.")

Gases for war purposes and materials for production thereof.

Glycerine.

Gold, silver, paper-money, securities, negotiable instruments, cheques, drafts, orders, warrants, coupons, letters of credit, delegation, or advice, credit and debit notes, or other documents which in themselves, or if completed, or if acted upon by the recipient, authorise, confirm, or give effect to the transfer of money, credit, or securities.

Goldbeaters' skin.

Gun-mountings and their component parts.

Gutta-percha. (See "Rubber.")

Hæmatite iron ore.

Hæmatite pig-iron.

Hair, animal, of all kinds, and tops, and noils and yarns of animal hair.

Harness, of all kinds, of a distinctively military character.

Hemp.

Hides of cattle, buffaloes, and horses.

Hydrochloric acid.

Implements and apparatus designed exclusively for the manufacture of munitions of war, or for the manufacture or repair of arms or of war material for use on land or sea.

Incendiary materials for war purposes.

Insulating materials, raw and manufactured.

Iodine and its compounds.

Iridium and its alloys and compounds.

Iron (electrolytic).

Iron pyrites.

Kapok.

Lathes, machines, and tools, capable of being employed in the manufacture of munitions of war.

Lead and lead ore.

Leather, undressed or dressed, suitable for saddlery, harness, military boots, or military clothing.

Leather belting; hydraulic leather; pump leather.

Letters of credit, delegation, or advice. (See "Gold.")

Light producing materials for war purposes.

Limbers and limber-boxes and their component parts.

Lithium. (See "Strontium.")

Lubricants.

Machines. (See "Lathes.")

Manganese and manganese ore.

Manganese dioxide.

Maps and plans of any place within the territory of any belligerent, or within the area of military operations, on a scale of 4 miles to 1 inch or any larger scale, and reproductions on any scale, by photography or otherwise, of such maps or plans.

Mercury.

Metallic sulphites and thiosulphates.

Mineral oils, including benzine and motor-spirit.

Molybdenum and molybdenite.

Monazite sand.

Motor-spirit. (See "Mineral Oils.")

Motor vehicles of all kinds, and their component parts and accessories.

Naphtha. (See "Solvent Naphtha.")

Naphthalene and its mixtures and derivatives.

Negotiable instruments. (See "Gold.")

Nickel and its alloys, salts, compounds and ores.

Nitrates of all kinds.

Nitric acid.

- Oleum. (See "Sulphuric Acid.")
- Orders. (See "Gold.")
- Osmium and its alloys and compounds.
- Oxalic acid and oxalates.
- Palladium and its alloys and compounds.
- Paper-money. (See "Gold.")
- Peppers.
- Phenates.
- Phenol (carbolic acid) and its mixtures and derivatives.
- Phosgene (Carbonyl Chloride).
- Phosphorus and its compounds.
- Photographic films, plates, and paper, sensitised.
- Pitch.
- Platinum and its alloys and compounds.
- Potassium salts.
- Powder specially prepared for use in war.
- Projectiles, charges, cartridges, and grenades of all kinds, and their component parts.
- Prussiate of soda.
- Quebracho wood. (See "Tanning substances.")
- Quillaia bark.
- Ramie.
- Rangefinders and their component parts.
- Rattans.
- Resinous products.
- Rhodium and its alloys and compounds.
- Rubber (including raw, waste, and reclaimed rubber, solutions and jellies containing rubber, and any other preparations containing balata and gutta-percha, and the following varieties of rubber, viz.: Borneo, Guayule, Jelutong, Palembang, Pontianac, and all other substances containing caoutchouc), and goods made wholly or partly of rubber.
- Ruthenium and its alloys and compounds.
- Sabadilla seeds and preparations thereof.
- Searchlights and their component parts.
- Securities. (See "Gold.")
- Selenium.
- Silk, artificial, and the manufactures thereof.
- Silk, in all forms, and the manufactures thereof; silk cocoons.
- Silver. (See "Gold.")
- Skins of calves, pigs, sheep, goats, and deer.
- Smoke producing materials for war purposes.
- Soap.
- Soda lime.
- Sodium.
- Sodium chlorate and perchlorate.
- Sodium cyanide.
- Solvent naphtha and its mixtures and derivatives.
- Starch.
- Steel containing tungsten or molybdenum.
- Strontium and lithium compounds and mixtures containing the same.
- Submarine sound-signalling apparatus.
- Sulphur.
- Sulphur dioxide.
- Sulphuric acid; fuming sulphuric acid (oleum).
- Sulphuric ether.
- Talc.
- Tanning substances of all kinds, including quebracho wood, and extracts for use in tanning.

Tantalum and its alloys, salts, compounds and ores.  
 Tar.  
 Thiosulphates. (See "Metallic Sulphites.")  
 Thorium and its alloys and compounds.  
 Tin; chloride of tin; tin-ore.  
 Titanium and its salts and compounds; titanium ore.  
 Toluol and its mixtures and derivatives.  
 Tools. (See "Lathes.")  
 Tungsten and its alloys and compounds; tungsten ores.  
 Turpentine (oil and spirit).  
 Tyres for motor vehicles and for cycles, together with articles or materials especially adapted for use in the manufacture or repair of tyres.  
 Uranium and its salts and compounds; uranium ore.  
 Urea.  
 Vanadium and its alloys, salts, compounds and ores.  
 Vegetable fibres. (See "Fibres.")  
 Wagons, military, and their component parts.  
 Warrants. (See "Gold.")  
 Warships, including boats and their component parts of such a nature that they can only be used on a vessel of war.  
 Waxes of all kinds.  
 Wire, barbed. (See "Barbed wire.")  
 Wire, steel and iron.  
 Wood spirit. (See "Alcohols.")  
 Wood tar and wood-tar oil.  
 Woods of all kinds capable of use in war.  
 Wool, raw, combed, or carded; wool waste; wool tops and noils; woollen or worsted yarns.  
 Xylol and its mixtures and derivatives.  
 Zinc and its alloys.  
 Zinc ore.  
 Zirconia.  
 Zirconium and its alloys and compounds.

*Schedule II*

Algae, lichens, and mosses.  
 Barrels and casks, empty, of all kinds, and their component parts.  
 Bladders.  
 Boots and shoes, suitable for use in war.  
 Casein.  
 Casings.  
 Casks. (See "Barrels.")  
 Charcoal. (See "Fuel.")  
 Chronometers.  
 Clothing and fabrics for clothing, suitable for use in war.  
 Docks, floating, and their component parts; parts of docks.  
 Explosives not specially prepared for use in war.  
 Field glasses.  
 Foodstuffs.  
 Forage and feeding-stuffs for animals.  
 Fuel, including charcoal, other than mineral oils.  
 Furs utilisable for clothing suitable for use in war.  
 Gelatine and substances used in the manufacture thereof.  
 Glue and substances used in the manufacture thereof.  
 Guts.  
 Harness and saddlery.  
 Horse-shoes and shoeing materials.  
 Lichens. (See "Algae.")

Mosses. (See "Algae.")  
 Nautical instruments, all kinds of.  
 Oils and fats, animal, fish, and vegetable, other than those capable of use as lubricants, and not including essential oils.  
 Oleaginous seeds, nuts, and kernels.  
 Powder not specially prepared for use in war.  
 Railway materials; both fixed and rolling stock.  
 Sausage skins.  
 Skins utilisable for clothing suitable for use in war.  
 Sponges, raw and prepared.  
 Telegraphs, materials for; materials for wireless telegraphs.  
 Telephones, materials for.  
 Telescopes.  
 Vehicles of all kinds, other than motor vehicles, available for use in war, and their component parts.  
 Vessels, craft, and boats of all kinds.  
 Yeast.

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CLASSIFIED LIST OF ARTICLES TREATED AS ABSOLUTE AND  
CONDITIONAL CONTRABAND FROM JULY, 1917, TO ARMISTICE

I. ARMS, MUNITIONS, AND MILITARY EQUIPMENT

*Absolute Contraband:*

Aircraft of all kinds, including aeroplanes, airships, balloons and their component parts, together with accessories and articles suitable for use in connection with aircraft.  
 Animals, saddle, draught, and pack, suitable or which may become suitable for use in war.  
 Apparatus which can be used for the storage or projecting of compressed or liquified gases, flame, acids, or other destructive agents capable of use in warlike operations, and their component parts.  
 Armour plates.  
 Arms of all kinds, including arms for sporting purposes, and their component parts.  
 Barbed wire and the implements for fixing and cutting the same.  
 Camp equipment, articles of, and their component parts.  
 Cartridges.  
 Electrical appliances adapted for use in war and their component parts.  
 Explosives, materials used in the manufacture of.  
 Explosives specially prepared for use in war.  
 Forges, field, and their component parts.  
 Gases for war purposes and materials for production thereof.  
 Gun mountings and their component parts.  
 Harness of all kinds, of a distinctly military character.  
 Implements and apparatus designed exclusively for the manufacture of munitions of war, or for the manufacture or repair of arms or of war material for use on land or sea.  
 Incendiary materials for war purposes.  
 Lathes, machines, and tools, capable of being employed in the manufacture of munitions of war.  
 Leather, undressed or dressed, suitable for saddlery, harness, military boots, or military clothing.  
 Light producing materials for war purposes.  
 Limbers and limber boxes and their component parts.  
 Maps and plans of any place within the territory of any belligerent, or within the area of military operations, on a scale of four miles to one inch or any

larger scale, and reproductions on any scale, by photography or otherwise, of such maps or plans.  
 Powder specially prepared for use in war.  
 Projectiles, charges, cartridges, and grenades of all kinds, and their component parts.  
 Rangefinders and their component parts.  
 Searchlights and their component parts.  
 Smoke producing materials for war purposes.  
 Submarine sound signalling apparatus.  
 Toluol.  
 Wagons, military, and their component parts.  
 Warships, including boats, and their component parts of such a nature that they can only be used on a vessel of war.  
 Woods of all kinds, capable of use in war.

*Conditional Contraband:*

Boots and shoes suitable for use in war.  
 Clothing and fabrics for clothing suitable for use in war.  
 Furs utilisable for clothing suitable for use in war.  
 Skins utilisable for clothing suitable for use in war.  
 Vehicles of all kinds, other than motor vehicles, available for use in war, and their component parts.

II. FOODSTUFFS AND FORAGE

*Conditional Contraband:*

Casein.  
 Casings.  
 Foodstuffs.  
 Forage and feeding stuffs for animals.  
 Sausage skins.

III. OILS

*Absolute Contraband:*

Benzine.  
 Benzol and its mixtures and derivatives.  
 Glycerine.  
 Lubricants.  
 Mineral oils including motor spirit.  
 Naphtha.  
 Naphthalene and its mixtures and derivatives.  
 Solvent naphtha and its mixtures and derivatives.  
 Turpentine (oil and spirit).

*Conditional Contraband:*

Oils and fats, animal, fish, and vegetable, other than those capable of use as lubricants, and not including essential oils.  
 Oleaginous seeds, nuts, and kernels.

IV. METALS AND MINERALS

*Absolute Contraband:*

Aluminium, and its alloys, alumina and salts of alumina.  
 Arsenical ore.  
 Asbestos.  
 Asphalt.  
 Bauxite.  
 Bitumen.  
 Cadmium, cadmium alloys, and cadmium ore.  
 Cerium, and its alloys, and compounds.

Chromium, and its alloys, salts, compounds, and ores.  
 Cobalt and its alloys, salts, compounds, and ores.  
 Copper pyrites, and other copper ores.  
 Copper, unwrought, and part wrought.  
 Copper wire.  
 Copper alloys and compounds.  
 Electrolytic iron.  
 Felspar.  
 Ferro alloys of all kinds.  
 Ferro silicon.  
 Hæmatite iron ore.  
 Hæmatite pig iron.  
 Iridium and its alloys and compounds.  
 Iron pyrites.  
 Lead and lead ore.  
 Manganese and manganese ore.  
 Manganese dioxide.  
 Mercury.  
 Molybdenum and molybdenite.  
 Monazite sand.  
 Nickel and its alloys, salts, compounds and ores.  
 Osmium, and its alloys and compounds.  
 Palladium and its alloys and compounds.  
 Phosphorus and its compounds.  
 Platinum and its alloys and compounds.  
 Rhodium and its alloys and compounds.  
 Ruthenium and its alloys and compounds.  
 Selenium.  
 Steel containing tungsten and molybdenum.  
 Talc.  
 Tantalum and its alloys, salts, compounds and ores.  
 Thorium and its alloys and compounds.  
 Tin; chloride of tin; tin ore.  
 Titanium and its salts and compounds; titanium ore.  
 Tungsten and its alloys and compounds; tungsten ores.  
 Uranium and its salts and compounds; uranium ore.  
 Vanadium and its alloys, salts, compounds, and ores.  
 Zinc and its alloys.  
 Zinc ore.  
 Zirconia.  
 Zirconium and its alloys and compounds.

#### V. TEXTILES AND CLOTHING

##### *Absolute Contraband:*

Clothing and equipment of a distinctly military character.  
 Cotton, raw, linters, cotton waste and yarns, cotton piece goods, and all cotton products capable of being used in the manufacture of explosives.  
 Wool, raw, combed, or carded.  
 Wool waste.  
 Wool tops and noils.  
 Woollen and worsted yarns.

#### VI. CHEMICAL SUBSTANCES

##### *Absolute Contraband:*

Acetic acid.  
 Acetates.  
 Acetic anhydride.  
 Acetic ether.



Acetones, and raw or finished materials usable for their preparation.  
 Ammonia.  
 Ammonia liquor.  
 Ammonium salts.  
 Aniline and its derivatives.  
 Antimony, and the sulphides and oxides of antimony.  
 Arsenic and its compounds.  
 Barium chlorate, and perchlorate.  
 Borax, boric acid and other boron compounds.  
 Bromine.  
 Calcium acetate, nitrate, and carbide.  
 Calcium sulphate.  
 Capsicum.  
 Carboic acid.  
 Carbon disulphide.  
 Carbon, halogen compounds of.  
 Carbonyl chloride.  
 Caustic potash.  
 Caustic soda.  
 Chloride of lime.  
 Chlorides, metallic (except chloride of sodium), and metalloïdic.  
 Chlorine.  
 Cresol, and its mixtures and derivatives.  
 Cyanamide.  
 Formic acids and formates.  
 Formic ether.  
 Hydrochloric acid.  
 Iodine and its compounds.  
 Metallic sulphites and thiosulphates.  
 Nitric acid.  
 Oleum (fuming sulphuric acid).  
 Oxalic acid and oxalates.  
 Phenates.  
 Phenol (carboic acid) and its mixtures and derivatives.  
 Phosgene (carbonyl chloride).  
 Potassium salts.  
 Prussiate of soda.  
 Sabadilla seeds and preparations thereof.  
 Soda lime.  
 Sodium.  
 Sodium chlorate and perchlorate.  
 Sodium cyanide.  
 Strontium and lithium compounds and mixtures containing the same.  
 Sulphur.  
 Sulphur dioxide.  
 Sulphuric acid.  
 Sulphuric ether.  
 Urea.

#### VII. INDUSTRIAL MATERIALS AND EQUIPMENT

##### *Absolute Contraband:*

Emery, corundum, carborundum, and all other abrasive materials, whether natural or artificial, and the manufactures thereof.  
 Albuten.  
 Alcohols, including fusel oil and wood spirit, and their derivatives and preparations.  
 Balata.  
 Bamboo.

Bleaching powder.  
 Bone black.  
 Bones in any form, whole or crushed.  
 Bone ash.  
 Camphor.  
 Celluloid.  
 Cork, including cork dust.  
 Diamonds suitable for industrial purposes.  
 Fatty acids.  
 Fibres, vegetable, and yarns made therefrom.  
 Flax.  
 Gutta-percha.  
 Hair, animal, of all kinds, and tops, and noils, and yarns of animal hair.  
 Hemp.  
 Hides of cattle, of buffaloes, and of horses.  
 Insulating materials, raw and manufactured.  
 Kapok.  
 Leather belting; hydraulic leather; pump leather.  
 Motor vehicles of all kinds, and their component parts and accessories.  
 Nitrates of all kinds.  
 Pitch.  
 Quilliaia bark.  
 Ramie.  
 Rattans.  
 Resinous products.  
 Rubber (including raw, waste, and reclaimed rubber, solutions and jellies containing rubber, and any other preparations containing balata and gutta-percha, and the following varieties of rubber, viz.:—Borneo, Guayule, Jelutong, Palembang, Pontianac, and all other substances containing caoutchouc), and all other goods made wholly or partly of rubber.  
 Silk, artificial and the manufactures thereof.  
 Silk, in all forms, and the manufactures thereof.  
 Silk cocoons.  
 Skins of calves, pigs, sheep, goats, and deer.  
 Soap.  
 Starch.  
 Tanning substances of all kinds, including quebracho wood, and extracts for use in tanning.  
 Tar.  
 Tyres for motor vehicles and for cycles, together with articles or materials especially adapted for use in the manufacture or repair of tyres.  
 Waxes of all kinds.  
 Wire, steel and iron.  
 Wood tar and wood tar oil.  
 Xylol.

*Conditional Contraband:*

Algae.  
 Barrels and casks, empty, of all kinds and their component parts.  
 Bladders.  
 Docks, floating, and their component parts; parts of docks.  
 Explosives, not specially prepared for use in war.  
 Fuel, including charcoal, other than mineral oils.  
 Gelatine and substances used in the manufacture thereof.  
 Glue and substances used in the manufacture thereof.  
 Guts.  
 Harness and saddlery.  
 Horse shoes, and shoeing materials.

Lichens.  
 Mosses.  
 Powder not specially prepared for use in war.  
 Railway materials; both fixed and rolling stock.  
 Sponges, raw and prepared.  
 Telegraphs, materials for; materials for wireless telegraphs.  
 Telephones, materials for.  
 Vessels, craft, and boats of all kinds.

VIII. MISCELLANEOUS

*Absolute Contraband:*

Gold.  
 Silver.  
 Paper money.  
 Securities, negotiable instruments.  
 Cheques, drafts, orders, warrants, coupons.  
 Letters of credit, delegation or advice.  
 Credit and debit notes, or other documents which in themselves, or if completed or acted upon by the recipient, authorise, confirm, or give effect to the transfer of money, credit, or securities.  
 Goldbeaters' skin.  
 Peppers.  
 Photographic films, plates, and paper, sensitized.

*Conditional Contraband:*

Chronometers.  
 Field glasses.  
 Nautical instruments.  
 Telescopes.  
 Yeast.