THE ROTTERDAM RULES IN A NUTSHELL

What are the Rotterdam Rules?
The formal name of the Rotterdam Rules is the United Nations Convention for the International Carriage of Goods Wholly or Partly by Sea, 2008. The Rules were initially drafted by the Comité Maritime International, then by Uncitral. The current status of the Rules is that the text has been completed in final form and will not now be modified again. Once a convention has reached that stage, it can usually be modified only by the states parties agreeing a new Protocol (Art 95).

The Rotterdam Rules are similar to the Hague Rules, the Hague-Visby Rules and the Hamburg Rules in that they aim to fulfil roughly the same function: to secure uniformity by way of predictable content in contracts for the carriage of goods by sea, while providing a threshold level of protection to the parties to the contract of carriage. To help secure uniformity, reservations to the Rules are excluded by Article 90 and the scope for declarations is very limited (Art 91).

When will the Rotterdam Rules enter into force?
The answer for now is that it is too soon to tell. The signing ceremony took place on 23 September 2009. However, a signing ceremony is at best an early indication of the level of political support for a convention. Until the convention enters into force, it will not be legally binding on states who have signed it. The conditions for entry into force are specified by the Rotterdam Rules (Art 94): 20 states must adopt it. They can do so by binding signature, signature plus ratification or by accession. The 20th state to give binding acquiescence will start the process so that when one year has passed thereafter, the convention becomes binding on all states parties.

The Rotterdam Rules are denominated by a state which signs up to the Rotterdam Rules, so that in principle any one state will apply only one set of rules at any given time.

Even if the Convention does enter into force, will it achieve its aim of providing uniformity in contracts for the carriage of goods by sea? For that to happen, a majority of states needs to sign up to the Convention. The 34 (as of 23 June 2009) states that have signed up to the Hamburg Rules, for example, constitute at best a minority. The Rotterdam Rules are unlikely ever to receive the support of all nations: some trading nations will consider it a competitive advantage to opt for a minority regime in order to appear more carrier-friendly or more cargo-friendly than the majority.

To which contracts will the Rotterdam Rules apply?
Once the Rotterdam Rules are in force, they are binding on states parties. States who have not signed up will not be bound. It will therefore be of the utmost importance to know which states are parties to the convention at a given time, because the Rotterdam Rules apply where, according to the contract of carriage, either the place of receipt and/or the port of loading and/or the place of delivery and/or the port of discharge is in a contracting state (Art 5).

The Rotterdam Rules themselves specify that they apply to 'contracts of carriage' as defined by Article 1. This is a deceptively simple description – and there are a number of important limitations (for example, Art 6) which are discussed below.

The Rotterdam Rules apply to contracts for carriage of goods by sea, including those where the sea leg is only a minor part of the carriage as a whole. The Rules apply to the land legs of carriage and to a wide range of other activities before and after the sea leg of carriage of goods and would replace not only the Hague-Visby Rules but also the Multi-Modal Convention 1980. The familiar tackle-to-tackle rule of the Hague Rules is abandoned by the Rotterdam Rules whose scope is better described as 'door-to-door' (Art 13). The duty of the carrier begins when the carrier receives the goods for carriage and ends when the goods are delivered (Art 13).

Limits of application
The scope of application of the Rotterdam Rules overlaps with several other conventions.
Some conflicts are foreseen and catered for: Article 82 gives precedence to other conventions applicable to carriage by air, road, rail or inland waterways which came into force before the Rotterdam Rules. The Rules will therefore apply to a finite list of conventions in force on the day before the entry into force of the Rotterdam Rules. Furthermore, the Rotterdam Rules will not apply before loading and after discharge where there is another international convention that applies to those phases of the carriage (Art 26). This can be any transport convention, whether it is in force at the time the Rotterdam Rules enter into force or is an entirely subsequent product. Article 26 applies only where no part of the loss, damage or delay is attributable to the sea leg and on three conditions, which must all be present. The other convention:

i) must be mandatory in the sense that it cannot be departed from by contract;
ii) must specifically provide for the carrier’s liability, limitation of liability and time bar; and

iii) must be capable of regulating the loss, damage or delay in question.

There cannot be any conflict between Articles 82 and 26: they will by definition apply to different conventions. Article 26 will apply to any convention that does not fall under Article 82, which is a finite and defined number settled on the date before entry into force of the Rotterdam Rules.

The Rotterdam Rules do not apply to charterparties or to slot charters in liner transportation (Art 6(1)), contracts for the carriage of passengers and their luggage (Art 85), and do not affect tonnage limitation (Art 83) under, say, the 1976 Limitation Convention and its 1996 Protocol, general average (Art 84) or nuclear incidents (Art 86). In non-liner transportation, they apply to the contract of carriage only when a transport document (i.e. a bill of lading) has been issued and there is no charterparty or slot charter between the parties to the contract of carriage (Art 6(2)).

Special regimes with a generally increased freedom of contract apply to deck cargo (Art 25), live animals (Art 81(a)), special cargoes (Art 81(b)) and volume contracts (Art 80). Article 80 allows for contracting out of the Rotterdam Rules between the carrier and the shipper in volume contracts, providing it is done ‘prominently’ and the alternative terms are individually negotiated. However, this exception will only apply to a party other than the contracting carrier and shipper where the conditions in Article 80(5) are fulfilled. Those conditions are aimed at ensuring that the other party knew of and consented to the derogating terms.

No contracting out

According to Article 79, any term in a contract of carriage is void to the extent that it conflicts with the Rotterdam Rules. The parties cannot contract out of the Rules, either in favour of the shipper, or in favour of the carrier.

DUTIES OF THE CARRIER

Who is the carrier?

A carrier is defined simply as ‘a person who enters into a contract of carriage with a shipper’; and a shipper is ‘a person who enters into a contract of carriage with a carrier’ (Art 1(5) and (8)).

When the contract of carriage does not name a carrier, there is a presumption that the registered owner is the carrier and, if he is sued within the time bar, the claimant may thereafter modify the law suit by adding further parties; see under ‘Time bars’ below. Given that this is an exception to the time bar of two years, registered owners of ships would be wise to encourage their bareboat charterers systematically to name themselves (or some other party) as carriers in the contract of carriage. This presumption is otherwise practically an invitation to make the registered owner the first defendant to law suits filed near the two-year time bar, to counter the risk that the claimant’s information about the identity of the carrier turns out to be incomplete. A claimant may also do so in order to force the carrier to supply information about the identity of other potential carriers.

There are however other parties who may come to shoulder some of the liability of the carrier and for whose faults the carrier may be liable.

The carrier and other performing parties

The carrier’s liability extends to breaches of its obligations under the Rotterdam Rules (further below) caused by the acts or omissions of performing parties, master and crew, employees and employees of a performing party as well as ‘any other person that performs or undertakes to perform any of the carrier’s obligations under the contract of carriage, to the extent that the person acts, either directly or indirectly, at the carrier’s request or under the carrier’s supervision or control’ (Art 18(d)).

It is necessary to address briefly the Rotterdam Rules’ concepts of ‘performing parties’ and ‘maritime performing parties’. Performing parties (defined in Art 1(6)) are essentially the carrier’s subcontractors of any kind: they are persons other than the carrier who perform or undertake to perform any of the carrier’s obligations in relation to the goods, directly or indirectly at the carrier’s request or under the carrier’s supervision or control – a definition capable of encompassing a fairly large circle of individuals.
These ‘performing parties’ do not become directly liable under the Rotterdam Rules, but they may naturally incur liabilities under some other legal framework. If a performing party is liable under some such other legal framework, the carrier is not vicariously liable by virtue of the Rotterdam Rules; the liability of the carrier is based on the Rotterdam Rules and for breaches that result from the acts or omissions of these third parties.

‘Maritime performing parties’ are ‘performing parties’ that carry out any of the carrier’s obligations in relation to the goods, from the point in time of the arrival of the goods at the port of loading until their departure from the port of discharge (Art 1(7)). By way of example, stevedores would obviously qualify as a maritime performing party, unless retained by the shipper. A freight forwarder who carries the goods on a land leg would qualify, if it also handles the goods within the port area. Unlike ‘performing parties,’ a ‘maritime performing party’ is liable on the same terms as the contractual carrier, with the same defences and limits. They are subject to more or less the same liabilities as the carrier; provided some part of their performance was carried out in a contracting state and the damage to the cargo is related to their part of the performance of the carriage contract (Art 19).

Where the carrier and a maritime performing party are both liable under the convention, liability is joint and several (Art 20).

**Duty to issue a transport document**

There is a general duty on the carrier to issue a transport document (Art 35). However, there is no duty to issue a transport document where the parties have agreed not to use a transport document or it is the practice of the trade not to use one.

The Rotterdam Rules are generally rather formalistic in relation to documents. Article 3 provides that notices, confirmation, consent, agreement, declarations and other communications under the convention must be in writing (including electronic writing). Other articles list the precise contents of a particular document. For instance, Article 36 provides a detailed list of information that the transport document must contain.

**What is a transport document?**

What type of document is the carrier obliged to issue under the Rules? The Rotterdam Rules completely avoid the use of the well-known categorisation into bills of lading, sea waybills and so forth in favour of their own terminology. There are two main groups of transport documents: the negotiable transport document and the non-negotiable transport document (and the electronic transport record – more on that below).

At first glance it would seem that the abandonment of familiar categories such as bill of lading and sea waybill is a recipe for confusion – however it is also reasonable to imagine that by the time the Rules enter into force, new forms for transport documents will have been developed that state unambiguously to which of the Rotterdam Rules categories they belong and, perhaps, even which articles of the Rules are intended to apply.

The concept of transport documents’ is based on the familiar notions of the ‘contract of carriage function’ and the ‘receipt function’. Thus far the logic is clear and the division into negotiable and non-negotiable transport documents is fairly logical. However the provisions dealing with delivery are very complex; more on that below (under ‘Delivery without production’).

**Electronic transport documents**

Electronic transport records are defined in Article 1(18) as ‘information in one or more messages issued by electronic communication under a contract of carriage by a carrier’ that ‘evidences the carrier’s or a performing party’s receipt of goods under a contract of carriage and evidences or contains a contract of carriage’.

While currently existing regimes are essentially focused on the liability regime, the Rotterdam Rules have wider ambitions. They are a forward-looking product in that they also cover electronic data interchange, provide detailed regulation of the use of electronic transport documents (negotiable and non-negotiable) and attempt to provide a workable, harmonised framework in support of a future of paperless trading.

**Duties in relation to the goods**

The carrier’s duties in relation to the goods are not radically different from those under regimes such as the Hamburg Rules and the Hague-Visby Rules. The way liability arises and is proven by the parties is set out in Article 17 in a complex but logical structure. The starting point is that the carrier is liable for any loss, damage or delay arising during the period of its responsibility (Art 17(1)). The period of responsibility is defined as from receipt to delivery (Art 13).

Once the claimant has proven that the loss, damage or delay occurred during that period, the carrier may avoid liability either by proving that the cause of the loss, damage or delay was not attributable to its fault (Art 17(2)), or by proving that the cause of the loss was one of those listed in Article 17(3). That list is more or less that found in Article IV r 2 of the Hague-Visby Rules, starting with Act of God.
If the carrier succeeds in proving that one of those listed events was the cause of the loss, the ball is once again in the claimant’s court. The claimant then has three options: i) it may prove (Art 17(4)) that the carrier was at fault in relation to the exclusion that it has proven under Article 17(3); or ii) it may prove that there is another contributing cause not listed in Article 17(3) and, if so, it is once again the carrier’s turn to prove that it was not at fault in relation to that contributing cause; or iii) the claimant may prove that the loss, damage or delay was due to unseaworthiness (Art 17(5)). If the claimant succeeds in proving a lack of seaworthiness, the carrier’s last option is to prove that the lack of seaworthiness did not cause the loss, or else that it exercised due diligence.

It should be noted that, if there is more than one cause of loss, damage or delay, and the carrier is liable only for one of them, liability is to be apportioned accordingly (Art 17(6)).

Some main differences compared to existing liability regimes are discussed below.

DUTIES OF THE SHIPPER
Who is the shipper?
The liabilities and duties of the shipper are gathered in Chapter 7 of the Rotterdam Rules. The duties of the shipper apply, apart from to the person who enters into the contract of carriage with the carrier, also to a character called the ‘documentary shipper’, defined as ‘a person, other than the shipper, that accepts to be named as shipper in the transport document’ (Art 1(9)). The duties, liabilities and defences of the documentary shipper are those of the shipper (Art 33). The shipper is also liable for losses arising from the actions of employees, subcontractors and others (Art 34).

Oddly, the definition of documentary shipper refers not simply to ‘a person named’ but to ‘a person that accepts to be named’. The unnecessary, italics words could feasibly cause interpretation problems if a person ‘named’ as documentary shipper later plausibly denies having ‘accepted’ to be named, because he is seeking to distance himself from liability in relation to the shipment and the business relationships in question.
The documentary shipper is subject to the same duties as the shipper in relation for example to dangerous goods, and if he can credibly argue that he has not ‘agreed’ to be named, he could possibly avoid liability, for instance where something has gone wrong with dangerous goods. In sum, if a documentary shipper plausibly denies having accepted to be named, the carrier must revert back to the actual shipper.

What are the shipper’s duties?
Some of the shipper’s duties give rise to a strict liability, others to fault-based liability. If the duty fits under Articles 31 or 32, liability is strict, otherwise it is fault-based.

Duties in relation to the cargo
The duties of the shipper in relation to the cargo are to deliver the cargo ready for carriage and to perform any FIOS duties it may have undertaken to perform (Art 27). In relation to dangerous cargo, including legally dangerous cargo, the shipper must notify the carrier of its dangerous nature and furnish it with appropriate marks. If the shipper fails to do so, the liability is strict. The duties under Article 27 give rise only to fault-based liability.

Information duties
The shipper is under several different information duties under Articles 28, 29 and 31. The duty under Article 28 is to exchange information and instructions with the carrier (a bilateral duty), whereas Article 29 imposes a duty on the shipper to provide information, instructions and documents to the carrier. These duties give rise to a fault-based liability according to Article 30. By contrast, the shipper is also under a strict duty to provide information in relation to contract particulars (Art 31). This duty is a weighty one: not only is liability strict, but by providing the information, the shipper guarantees its accuracy. The carrier is thus entitled to rely on the information provided by the shipper.

DELIVERY WITHOUT PRODUCTION
Letters of indemnity are not covered by the Rotterdam Rules and indeed would not fit into the definition of contracts of carriage. Nevertheless, there are provisions which may affect their use. A framework of provisions regulates the situation when the receiver does not have the transport document at its disposal.

The provisions on delivery are largely familiar, with some exceptions. An important provision for the carrier is Article 47(2), which applies to negotiable transport documents and which expressly states that delivery without production may take place. According to this provision the carrier is, in some circumstances, discharged from the obligation of delivering the goods to the holder of the negotiable transport document; namely, when no verifiable holder presents itself and the carrier fails to obtain instructions from the holder of the negotiable transport document. The carrier may then deliver in accordance with instructions from the shipper or the documentary shipper, who must indemnify the carrier for loss arising from that delivery and provide security if required.

This is only a brief summary of this intricate provision which is potentially of great importance to the carrier because it provides, essentially, for a feasible cut-off point for the carrier’s responsibility for the goods.

In addition, the Rotterdam Rules (Chapter 10) designate a ‘controlling party’ and stipulate that that party may give delivery instructions to the carrier. When the carrier delivers according to those instructions, even if delivery is not then in accordance with the transport document, the carrier is absolved of liability (Arts 50 to 56). The controlling party, who may or may not be a party to the contract of carriage itself, is entitled to give instructions in respect of the care and handling of the goods, as long as they do not constitute a variation of the contract of carriage. The Rotterdam Rules do not clarify what constitutes a ‘variation’ of the contract of carriage. Different jurisdictions may well have different ideas in this respect, and it is therefore especially important to remember that the Rotterdam Rules, like any international convention, must be uniformly interpreted from country to country.

The controlling party is also entitled to obtain delivery at a scheduled port of call or anywhere en route in respect of a land voyage. This delivery provision means that if the container has been loaded for discharge at one named port, the controlling party is entitled to take delivery at any other port where the vessel is scheduled to call, before or after that port. The main rule is that the shipper is the controlling party, but there are exceptions in relation to non-negotiable transport documents requiring presentation for delivery and negotiable transport documents. In any case, the right of control may be transferred as per the Rules in Articles 51 and 52.

MEASURE OF LOSS
The carrier and the shipper may agree between them in the contract of carriage on a manner of calculating compensation for loss of or damage to the goods (Art 22). Such agreement will also affect the right to limit liability (Art 59(1)).

If they do not agree on compensation, Article 22(2) provides for a limit to what compensation the carrier may be liable to pay: the carrier is to pay compensation for loss of or damage to the goods calculated on the commodity exchange price, or if none is available the market price, or if there is no market price, the normal value of goods of the same type and quality at the agreed place of delivery at the intended time of delivery.
**TIME BARS, NOTICE OBLIGATIONS AND LIMITS**

**Time bars**
According to Article 62, any action will be time barred after two years from delivery or when delivery should have taken place. The time bar is not subject to the suspensions or interruptions of national law, meaning that it is unaffected by for instance insolvency events, but it may be interrupted by declaration by the defendant to the claimant. The time bar applies both to claims by the carrier against the shipper, and to claims by the shipper against the carrier. Time barred claims may still be used for set off. Set off is potentially possible against any claims so this is potentially a useful instrument.

As mentioned above, the registered owner is vulnerable to lawsuits when there is no indication in the contract of carriage of the identity of the carrier. An action against the bareboat charterer or other person identified as the carrier may be instituted within whichever is the later of two deadlines: 90 days after the rebuttal of the registered owner or bareboat charterer of the presumption that he is the carrier, or the carrier has otherwise been identified; or within the time allowed by national law in the jurisdiction of the proceedings.

The consignee's duty under a non-negotiable transport document to notify the carrier of any loss due to delay within 21 days has been mentioned above.

**Limitation of liability**
Limitation is package limitation. The carrier may limit its liability for loss caused by breaches of the carrier's obligations under the Rotterdam Rules, meaning any of the carrier's obligations – this is a new formula intended to be clearer than those used in the past (Art 59). The system bears most similarity to the Hamburg Rules but the number of Special Drawing Rights (SDR) has been increased to 875. The shipper and the carrier may agree between them on a higher compensation than that provided for by the Rotterdam Rules. What constitutes a 'unit', for the purpose of calculating the package limit, is given greater clarity in the Rotterdam Rules (see Art 59(2)).

There is also a special provision on limitation for loss or damage caused by delay, calculated separately in a slightly different manner (Art 60). While compensation for damage to or loss of the goods resulting from delay follows the usual rule, liability for economic loss is separately limited to 2½ times the freight payable on the goods delayed. This is cumulative with the normal compensation, but there is also an outside limit: the sum of the liability for loss of or damage to the goods due to delay and the liability due to other causes may not exceed the limit for total loss of the goods (Art 60).

The carrier may, as ever, lose the right to limit liability, both for loss and for loss due to delay, if the loss was attributable to (or in the case of loss due to delay, resulted from) the personal act or omission of the person seeking to limit, done with the intent to cause such loss or recklessly and with knowledge that such loss would probably result (Art 61).

**Arrest**
The Rotterdam Rules are mainly concerned with the obligations of the parties and their substantive liabilities and do not affect enforcement practice, which will remain a matter for national law as per Article 70. Arrest cannot found jurisdiction.

**JURISDICTION AND ARBITRATION**
Unlike the Hague and Hague-Visby Rules, the Rotterdam Rules contain jurisdiction provisions. Unlike the Hamburg Rules, the parties' freedom in selecting their forum under contracts of carriage is not totally eliminated, although their enforcement by the parties is restricted.

It is important to note that mere ratification by a state of the Rotterdam Rules does not result in its being bound by the provisions on jurisdiction (Chapter 14) and arbitration (Chapter 15). Rather, the provisions bind only those contracting states that make a declaration to that effect (Arts 74 and 78). Because of this so-called 'opt in' system, parties to a contract of carriage are advised to investigate not only whether the country in which the dispute is brought to a court is a party to the Rules, but also whether it has made such declarations.

**Choice of court and place of arbitration**
When the Convention's provisions on arbitration and jurisdiction are operative, the party seeking to pursue litigation or arbitration is entitled to arbitrate or to refer the dispute to the courts in the following places:

i) the domicile of the carrier;

ii) the place of receipt; or

iii) delivery of the goods stipulated under the contract of carriage; or

iv) the port where the goods are initially loaded on a ship or finally discharged from a ship (Art 66(a) and 75(2)(b)).

Where there is a choice of court agreement or an arbitration clause, the claimant will also have the right to initiate litigation or arbitration proceedings in the place designated therein (Art 66(b) and 75(2)(a)). Once a dispute has arisen, the parties are at liberty to override the jurisdiction and arbitration provisions of the Rules by agreeing on a court or place of arbitration (Arts 72 and 77).
**Volume contracts**

In volume contracts, jurisdiction clauses may be exclusive, but only if the parties so agree. The agreement must fulfil certain minimum requirements as to form and the exclusivity must be individually negotiated or prominently stated. It must also clearly designate the court or courts in question (Art 67(1)).

In addition, under the Rotterdam Rules, there is room for binding persons who are not parties to the volume contract with exclusive forum selection clauses. Such a person is bound by the agreement therein, but only in cases where the designated court or seat of arbitration is in one of the places identified in Articles 66(a) and 75(2)(b) (above); the agreement is contained in the transport document; the third party has timely and adequate notice of the exclusive choice of forum agreement; and applicable law permits that the third party may be bound by the exclusive jurisdiction clause (Art 67(2) and 75(4)).

**Maritime performing parties**

The Rotterdam Rules also stipulate in which court the plaintiff can pursue litigation against a ‘maritime performing party’. The competent courts are those having jurisdiction over the domicile of the maritime performing party and the port where the goods are received or delivered by the maritime performing party, or the port in which the maritime performing party carries out its activities with regard to the goods (Art. 68). Actions against the carrier and the maritime performing party together must take place in a court that has jurisdiction over both the carrier and the maritime performing party.

**Declarations of non-liability**

Articles 66 and 68 determine in what courts an action may be commenced against the carrier or a maritime performing party and Article 69 prohibits any other choice of court except where the parties agree after a dispute has arisen. But what happens when a carrier or maritime performing party requests a declaration of non-liability from a court other than that provided by Article 66? It follows from Article 71(2) that the carrier or maritime performing party must withdraw the action at the request of their defendant if that defendant wishes to exercise its right to choice under Articles 66 or 68. Where there is an exclusive jurisdiction clause (Art 67) or arbitration clause (Art 72) this provision does not apply.

**Recognition and enforcement**

A contracting state must recognise and enforce judgments given by the court of another contracting state which has jurisdiction pursuant to the Rotterdam Rules, where both states have opted into the provisions on jurisdiction (Art 73). The courts of the contracting states will have the right to refuse recognition and enforcement of judgments in accordance with the legal grounds under its own laws.

Article 73 also provides an escape clause designed for the European Union’s Brussels Regulation 44/2001, which notably deals with the enforcement of judgments: the Regulation and any future successors or related rules will continue to govern the enforcement of judgments as between Member States (Art 73(3)).

**Further reading**


Beare, S, Liability regimes: where we are, how we got there, and where we are going [2002] LMCLQ pp 306-335

