



TRINIDAD AND TOBAGO.

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[L.S.]

I ASSENT,

HUBERT YOUNG,
Governor.

12th September, 1939.

AN ORDINANCE to impose penalties for trading with the enemy, to make provision as respects the property of enemies and enemy subjects, and for purposes connected with the matters aforesaid.

Commencement.

[3rd September, 1939.]

ENACTED by the Governor of Trinidad and Tobago with the advice and consent of the Legislative Council thereof.

1. (1) This Ordinance may be cited as the Trading with the Enemy Ordinance, 1939.

Short title
and com-
mencement.

(2) This Ordinance shall be deemed to have come into operation on the third day of September, nineteen hundred and thirty-nine :

Provided that a person shall not, by virtue of this subsection, be liable to any penalty in respect of anything done by him before the date of the passing of this Ordinance which if it had been done in England, would not have been unlawful at Common Law.

Interpreta-
tion.

2. (1) In this Ordinance the following expressions have the meanings hereby respectively assigned to them :—

“ enemy subject ” means —

(a) an individual who, not being either a British subject or a British protected person, possesses the nationality of a State at war with His Majesty, or

(b) a body of persons constituted or incorporated in, or under the laws of, any such State ; and

“ enemy territory ” means any area which is under the sovereignty of, or in the occupation of, a Power with whom His Majesty is at war, not being an area in the occupation of His Majesty or of a Power allied with His Majesty.

(2) A certificate of a Secretary of State that any area is or was under the sovereignty of or in the occupation of any Power, or as to the time at which any area became or ceased to be under such sovereignty or in such occupation shall, for the purposes of any proceedings under or arising out of this Ordinance, be conclusive evidence of the facts stated in the certificate.

(3) In considering for the purposes of any of the provisions of this Ordinance whether any person has been an enemy or an enemy subject, no account shall be taken of any state of affairs existing before the commencement of this Ordinance.

(4) For the purposes of this Ordinance, a person shall be deemed to be a director of a body corporate if he occupies in relation thereto the position of a director, by whatever name called ; and, for the purposes of the provisions of

this Ordinance relating to offences by bodies corporate, a person shall be deemed to be a director of a body corporate if he is a person in accordance with whose directions or instructions the directors of that body act:

Provided that a person shall not, by reason only that the directors of a body corporate act on advice given by him in a professional capacity, be taken to be a person in accordance with whose directions or instructions those directors act.

(5) Any power conferred by this Ordinance to make an Order in Council or an order shall be construed as including a power, exercisable in the like manner, to vary or revoke the Order in Council or order.

3. (1) Subject to the provisions of this section, the expression "enemy" for the purposes of this Ordinance, ^{Definition of enemy.} means—

(a) any State, or Sovereign of a State, at war with His Majesty,

(b) any individual resident in enemy territory,

(c) any body of persons (whether corporate or unincorporate) carrying on business in any place, if and so long as the body is controlled by a person who, under this section, is an enemy, or

(d) any body of persons constituted or incorporated in, or under the laws of, a State at war with His Majesty;

but does not include any person by reason only that he is an enemy subject.

(2) The Governor, with the prior approval of the Secretary of State, may by order direct that any person specified in the order shall, for the purposes of this Ordinance, be deemed to be, while so specified, an enemy.

Trading with the Enemy and matters relating thereto.

4. (1) Any person who trades with the enemy within the meaning of this Ordinance shall be guilty of an offence of trading with the enemy, and shall be liable— ^{Penalties for trading with the enemy.}

(a) on conviction on indictment, to imprisonment for seven years or to a fine or to both such imprisonment and a fine, or

(b) on summary conviction, to imprisonment for twelve months or to a fine not exceeding two thousand four hundred dollars, or to both such imprisonment and such fine ;

and the court may in any case order that any goods or money in respect of which the offence has been committed shall be forfeited.

(2) For the purposes of this Ordinance a person shall be deemed to have traded with the enemy—

(a) if he has had any commercial, financial or other intercourse or dealings with, or for the benefit of, an enemy, and, in particular, but without prejudice to the generality of the foregoing provision, if he has—

(i) supplied any goods to or for the benefit of an enemy, or obtained any goods from an enemy or traded in, or carried, any goods consigned to or from an enemy or destined for or coming from enemy territory, or

(ii) paid or transmitted any money, negotiable instrument or security for money to or for the benefit of an enemy or to a place in enemy territory, or

(iii) performed any obligation to, or discharged any obligation of, an enemy, whether the obligation was undertaken before or after the commencement of this Ordinance ; or

(b) if he has done anything which, under the following provisions of this Ordinance, is to be treated as trading with the enemy :

Provided that a person shall not be deemed to have traded with the enemy by reason only that he has—

(i) done anything under an authority given generally or specially by, or by any person authorised in that behalf by, a Secretary of State, the Treasury in England, or the Board of Trade, or the Governor of the Colony, or

(ii) received payment from an enemy of a sum of money due in respect of a transaction under which all obligations on the part of the person receiving payment had been performed before the commencement of the war by reason of which the person from whom the payment was received became an enemy.

(3) Any reference in this section to an enemy shall be construed as including a reference to a person acting on behalf of an enemy.

(4) A prosecution for an offence of trading with the enemy shall not be instituted except by or with the consent of the Attorney General :

Provided that this subsection shall not prevent the arrest, or the issue or execution of a warrant for the arrest, of any person in respect of such an offence, or the remanding, in custody or on bail, of any person charged with such an offence, notwithstanding that the necessary consent to the institution of a prosecution for the offence has not been obtained.

5. (1) The Governor, if he thinks it expedient for securing compliance with section 4 of this Ordinance so to do, may by written order authorise a specified person (hereafter in this section referred to as "an inspector") to inspect any books or documents belonging to, or under the control of, a person named in the order, and to require that person and any other person to give such information in his possession with respect to any business carried on by the named person as the inspector may demand, and for the purposes aforesaid to enter on any premises used for the purposes of that business.

Inspection
and super-
vision of
businesses.

(2) If, on a report made by an inspector as respects any business, it appears to the Governor that it is expedient, for securing compliance with section 4 of this Ordinance, that the business should be subject to supervision, the Governor may appoint a person (hereafter in this section referred to as "a supervisor") to supervise the business, with such powers as the Governor may determine.

(3) If any person, without reasonable cause, fails to produce for inspection, or furnish, to an inspector or a supervisor any document or information which he is duly requested by the inspector or supervisor so to produce or furnish, that person shall be liable, on summary conviction, to a fine of two hundred and forty dollars or to imprisonment for six months or to both such fine and such imprisonment.

(4) If any person, with intent to evade the provisions of this section, destroys, mutilates or defaces any book or other document which an inspector or a supervisor is or may be authorised under this section to inspect, that person shall be liable—

(a) on conviction on indictment, to imprisonment for five years or to a fine or to both such imprisonment and a fine, or

(b) on summary conviction, to imprisonment for twelve months or to a fine of four hundred and eighty dollars or to both such imprisonment and such fine.

Transfer of
negotiable
instruments
and things
in action by
enemies.

6. (1) No assignment of a thing in action made by or on behalf of an enemy shall, except with the sanction of the Governor, be effective so as to confer on any person any rights or remedies in respect of the thing in action; and neither a transfer of a negotiable instrument by or on behalf of an enemy, nor any subsequent transfer thereof, shall, except with the sanction of the Governor, be effective so as to confer any rights or remedies against any party to the instrument.

(2) The preceding subsection shall apply in relation to any transfer of any coupon or other security transferable by delivery, not being a negotiable instrument, as it applies in relation to any assignment of a thing in action.

(3) If any person by payment or otherwise purports to discharge any liability from which he is relieved by this section, knowing the facts by virtue of which he is so relieved, he shall be deemed to have thereby traded with the enemy:

Provided that in any proceedings for an offence of trading with the enemy which are taken by virtue of this subsection it shall be a defence for the defendant to prove that at the time when he purported to discharge the

liability in question he had reasonable grounds for believing that the liability was enforceable against him by order of a competent court, not being either a court having jurisdiction in the Colony or a court of a State at war with His Majesty, and would be enforced against him by such an order.

(4) Where a claim in respect of a negotiable instrument or thing in action is made against any person who has reasonable cause to believe that, if he satisfied the claim, he would be thereby committing an offence of trading with the enemy, that person may pay into the Supreme Court any sum which, but for the provisions of subsection (1) of this section, would be due in respect of the claim, and thereupon that sum shall, subject to rules of court, be dealt with according to any order of the court, and the payment shall for all purposes be a good discharge to that person.

(5) Nothing in this section shall apply to securities to which the next following section applies.

7. (1) If—

(a) any securities to which this section applies are transferred by or on behalf of an enemy, or

(b) any such securities, being securities issued by a company within the meaning of the Companies Ordinance, 1938, are allotted or transferred to, or for the benefit of, an enemy subject without the consent of the Governor,

Transfer and
allotment of
securities.

then, except with the sanction of the Governor, the transferee or allottee shall not, by virtue of the transfer or allotment, have any rights or remedies in respect of the securities; and no body corporate by whom the securities were issued or are managed shall take any cognizance of, or otherwise act upon, any such transfer except under the authority of the Governor.

(2) No share warrants, stock certificates or bonds, being warrants, certificates or bonds payable to bearer, shall be issued in respect of any securities to which this section applies, being securities registered or inscribed in the name of an enemy or of a person acting on behalf of, or for the benefit of, an enemy.

(3) Any person who contravenes the provisions of this section shall be liable, on summary conviction, to imprisonment for six months or to a fine of four hundred and eighty dollars or to both such imprisonment and such fine.

(4) This section applies to the following securities, that is to say, annuities, stock, shares, bonds, debentures or debenture stock registered or inscribed in any register, branch register or other book kept in the Colony.

Purchase
of enemy
currency.

8. (1) Purchasing enemy currency shall be treated as trading with the enemy.

(2) In this section the expression "enemy currency" means any such notes or coins as circulate as currency in any area under the sovereignty of a Power with whom His Majesty is at war, not being an area in the occupation of His Majesty or of a Power allied with His Majesty, or any such other notes or coins as are for the time being declared by an order of the Governor to be enemy currency.

Property of Enemies and Enemy Subjects.

Collection
of enemy
debts and
custody of
enemy
property.

9. (1) With a view to preventing the payment of money to enemies and of preserving enemy property in contemplation of arrangements to be made at the conclusion of peace, the Governor may appoint custodians of enemy property for the Colony, and may by order—

(a) require the payment to the prescribed custodian of money which would, but for the existence of a state of war, be payable to or for the benefit of a person who is an enemy, or which would, but for the provisions of section 6 or section 7 of this Ordinance, be payable to any other person ;

(b) vest in the prescribed custodian such enemy property as may be prescribed, or provide for, and regulate, the vesting in that custodian of such enemy property as may be prescribed ;

(c) vest in the prescribed custodian the right to transfer such other enemy property as may be prescribed, being enemy property which has not been, and is not required by the order to be, vested in the custodian ;

(d) confer and impose on the custodians and on any other person such rights, powers, duties and liabilities as may be prescribed as respects—

(i) property which has been, or is required to be, vested in a custodian by or under the order,

(ii) property of which the right of transfer has been, or is required to be, so vested,

(iii) any other enemy property which has not been, and is not required to be, so vested, or

(iv) money which has been, or is by the order required to be, paid to a custodian ;

(e) require the payment of the prescribed fees to the custodians in respect of such matters as may be prescribed and regulate the collection of and accounting for such fees ;

(f) require any person to furnish to the custodian such returns, accounts and other information and to produce such documents, as the custodian considers necessary for the discharge of his functions under the order ;

and any such order may contain such incidental and supplementary provisions as appear to the Governor to be necessary or expedient for the purposes of the order.

(2) Where any requirement or direction with respect to any money or property is addressed to any person by a custodian and accompanied by a certificate of the custodian that the money or property is money or property to which an order under this section applies, the certificate shall be evidence of the facts stated therein, and if that person complies with the requirement or direction, he shall not be liable to any action or other legal proceeding by reason only of such compliance.

(3) Where, in pursuance of an order made under this section—

(a) any money is paid to a custodian,

(b) any property, or the right to transfer any property, is vested in a custodian, or

(c) a direction is given to any person by a custodian in relation to any property which appears to the custodian to be property to which the order applies,

neither the payment, vesting or direction nor any proceedings in consequence thereof shall be invalidated or affected by reason only that at a material time—

(i) some person who was or might have been interested in the money or property, and who was an enemy or an enemy subject, had died or had ceased to be an enemy or an enemy subject, or

(ii) some person who was so interested, and who was believed by the custodian to be an enemy or an enemy subject, was not an enemy or an enemy subject.

(4) Any order under this section shall have effect notwithstanding anything in any Ordinance passed before this Ordinance.

(5) If any person pays any debt, or deals with any property, to which any order under this section applies, otherwise than in accordance with the provisions of the order, he shall be liable on summary conviction to imprisonment for six months or to a fine of four hundred and eighty dollars or to both such imprisonment and such fine ; and the payment or dealing shall be void.

(6) If any person, without reasonable cause, fails to produce or furnish, in accordance with the requirements of an order under this section, any document or information which he is required under the order to produce or furnish, he shall be liable on summary conviction to a fine of forty-eight dollars for every day on which the default continues.

(7) All fees received by any custodian by virtue of an order under this section shall be paid into the Treasury.

(8) In this section—

(a) the expression "enemy property" means any property for the time being belonging to or held or managed on behalf of an enemy or an enemy subject ;

(b) the expression "property" means real or personal property, and includes any estate or interest in real or personal property, any negotiable instrument, debt or other thing in action, and any other right or interest, whether in possession or not ; and

(c) the expression "prescribed" means prescribed by an order made under this section.

Supplementary Provisions.

10. (1) If any person, for the purpose of obtaining any authority or sanction under this Ordinance, or in giving any information for the purposes of this Ordinance or of any order made thereunder, knowingly or recklessly makes a statement which is false in a material particular, he shall be liable on summary conviction to imprisonment for six months or to a fine of four hundred and eighty dollars or to both such imprisonment and such fine.

False
statements
and
obstruction.

(2) Every person who wilfully obstructs any person in the exercise of any powers conferred on him by or under this Ordinance shall be liable on summary conviction to a fine of two hundred and forty dollars.

11. Where any offence under this Ordinance committed by a body corporate is proved to have been committed with the consent or connivance of, or to have been attributable to any neglect on the part of, any director, manager, secretary or other officer of the body corporate, he, as well as the body corporate, shall be deemed to be guilty of that offence, and shall be liable to be proceeded against and punished accordingly.

Offences by
corpora-
tions.

12. (1) The expenses incurred for the purposes of this Ordinance shall be defrayed out of moneys provided by the Legislative Council.

Exercise of
powers
by the
Governor.

(2) Anything required or authorised under this Ordinance to be done by, to or before the Governor may be done by, to or before any person authorised in that behalf by the Governor.

13. Any document stating that any authority or sanction is given under any of the provisions of this Ordinance by a Secretary of State, the Treasury in England, or the Board of Trade, or the Governor, and purporting to be signed on behalf of the Secretary of State, the Treasury in England, or the Board of Trade, or the Governor, or by a person who is empowered by this Ordinance to do anything which may be done thereunder by the Governor shall be evidence of the facts stated in the document,

Evidence of
authority or
sanction of
Secretary of
State,
Treasury,
Board of
Trade or
Governor.

Saving of
rights of
Crown.

14. This Ordinance shall be without prejudice to the exercise of any right or prerogative of the Crown.

Passed in Council this eleventh day of September, in the year of Our Lord one thousand nine hundred and thirty-nine.

W. E. BOARDMAN,
Clerk of the Council.

EXPLANATORY MEMORANDUM*Clause 1.*

Subsections (1) and (2) provide for citation of the Ordinance and its commencement. The object of the proviso to subsection (2) is to relieve persons, assuming the Ordinance is made retrospective, from its penal provisions, if the acts done by those persons were not unlawful at Common Law, as of course they may not have been, since the Bill extends in a number of respects the offence of trading with the enemy.

Clause 2.

Subsection (1) defines "enemy subject" and "enemy territory".

Subsection (2) provides for proof of certain matters which might otherwise cause great difficulty being established by the certificate of a Secretary of State.

Subsection (3) is self-explanatory.

Subsection (4) extends the ordinary meaning to be ascribed to the word "director" for the purposes of the Bill.

Subsection (5) enables an Order in Council or order of the Governor to be amended or revoked.

Clause 3.

Subsection (1) provides the general definition of an enemy for the purposes of the Bill and needs no explanation, except in regard to paragraph (c). This paragraph is designed to cover businesses carried on in non-enemy territory, where the control is nevertheless vested in someone in enemy territory; for instance, a business may be carried on in a neutral country by a company incorporated in that country, but which is really only the branch of a much larger concern in enemy territory which controls the neutral company.

The definition does not include any person by reason only that he is the subject of an enemy country. "Enemy territory" is defined in Clause 2 (1) as including any territory in the occupation of the enemy Power.

Subsection (2) enables the Governor with the approval of the Secretary of State to make orders treating undesirable neutrals as enemies and thus bringing transactions with them within the prohibitions in the Bill.

Clause 4.

Subsection (1) imposes penalties for the offence of trading with the enemy.

Subsection (2) defines the offence partly in general terms, namely, having "commercial, financial or other intercourse or dealings with, or for the benefit of, an enemy" and partly by reference to particular acts constituting the offence, such as those set out in sub-paragraphs (i) to (iii) of paragraph (a) and described in paragraph (b).

Proviso (i) to subsection (2) exempts transactions authorised by a Secretary of State, the Treasury or the Board of Trade or the Governor which would otherwise be prohibited, but which it is in the interests of the State to permit, or which are necessary to avoid hardship and could be permitted without any real injury to the State.

It is necessary to forbid the acceptance of payments *from* enemies (except in the cases envisaged in proviso (ii) to subsection (2)) because it must be assumed *prima facie* that an enemy will not pay something for nothing. Payments which are not objectionable can be authorised.

Subsection (3) is self-explanatory.

Subsection (4) provides the necessary check on frivolous prosecutions.

Clause 5.

Sub-sections (1) and (2) empower the Governor, by written order, to provide for the inspection and/or supervision of any business if they think this expedient for securing compliance with the provisions of Clause 4.

Subsections (3) and (4) provide the necessary penalties to make such Orders effective.

Clause 6.

Subsections (1) and (2) provide that, in the absence of the Governor's sanction, any assignment of a thing in action or any transfer of a negotiable instrument (*e.g.* a bill of exchange) or of a coupon or security transferable by delivery shall confer no rights on the assignee or transferee if made by or on behalf of an enemy.

Subsection (3) renders it an offence (in the absence of the Governor's sanction) knowingly to purport to settle any debts, &c., which have been assigned or transferred as aforesaid.

[The expression "thing in action" covers debts and claims of all kinds.]

The object of the proviso to subsection (3) is to relieve a debtor from liability to penalties in this Colony for discharging a debt assigned by an enemy creditor if he (the debtor) can prove that, had he not discharged it, his liability could and would have been enforced against him by order of a neutral court (since the assignment might be good under the law of the neutral country notwithstanding that in this Colony it was void under the Ordinance. Nothing in this proviso, however, would relieve the debtor from being obliged to pay the debt to the Custodian of enemy property (*see* Clause 9) if so ordered by the Governor.

Subsection (4) enables a debtor in the circumstances mentioned in the subsection to free himself from his liability by paying the money into Court.

Subsection (5) is self-explanatory.

Clause 7.

Subsection (1) invalidates transfers of securities made by or on behalf of enemies, or allotments or transfers to or for the benefit of enemy subjects in the absence of the Governor's sanction.

Subsection (2) provides a safeguard against possible evasion of subsection (1) by the issue of bearer documents.

Subsection (3) provides a penalty for contraventions of the Clause.

Subsection (4) names the securities to which the Clause applies.

Clause 8.

This Clause prohibits the purchase of enemy currency.

Clause 9.

Subsection (1) provides that the Governor may appoint custodians of enemy property for the Colony, with a view to preventing the payment of money to enemies and to preserving enemy property in contemplation of arrangements to be made at the conclusion of peace; and confers upon the Governor wide powers of making orders requiring payments due to enemies to be made to the prescribed custodian and vesting or regulating the vesting in the prescribed custodian of any description of enemy property (or the right to transfer any such property if the property itself is not so vested; this procedure will be preferable if liabilities are attached to the property).

The Governor is also empowered by the subsection to confer or impose on the custodians and on any other person rights, powers, duties and liabilities in connection with enemy property.

Subsection (2) provides the necessary protection to a person complying with the directions of a custodian and, on the other hand prevents non-compliance on merely technical grounds, *e.g.* lack of proof that the debt is due to a person who is at the time an enemy.

Subsection (3) prevents the invalidation of acts done under orders of the Governor by reason only of the circumstances mentioned in the subsection.

Subsections (2) and (3) may be criticised as being somewhat arbitrary, but are, nevertheless, very necessary if the Governor's orders are to be effective and custodians able to discharge their duties effectively, for in many cases it will be impossible in war time to ascertain with absolute certainty that property believed to belong to an enemy or enemy subject is, in fact, enemy property. Without these subsections it would be unsafe for a debtor to pay the custodian and impossible for the custodian to enforce a claim in these cases, for, should the debtor who has paid the custodian prove to have been mistaken, then he might be required to pay up again in response to a demand from the supposed enemy, and, if the custodian desired to enforce a claim, he would have to prove that the property concerned was, in fact, enemy property. Moreover, even a Governor's order vesting particular property would be ineffective if, in fact, the property turned out not to belong to an enemy or enemy subject, and a man who had acquired the property from the custodian might, in the absence of subsection (3), be called upon to surrender it on the ground that his title was void; indeed, cases might well occur where the supposed enemy could sue for damages.

Subsections (4) and (7) are self-explanatory.

Subsections (5) and (6) provide the necessary penalties to ensure compliance with the Clause.

The expressions "enemy property" and "property" are defined in subsection (8) (a) and (b).

Clause 10.

This Clause provides penalties for false statements made in connection with the purposes of the Bill and for obstruction of a person exercising powers under the Bill.

Clause 11.

This Clause makes the officers of a corporation responsible for offences committed by the corporation, where the officer has consented to or connived at the offence, or the offence is attributable to his neglect.

Clause 12.

Subsection (1). The inclusion of this subsection, which deals with the expenses of enforcing the law calls for the usual vote.

Subsection (2) makes the usual provision for the exercise of the powers of the Governor.

Clause 13.

This Clause makes the usual provision as to evidence of the giving of an authority or sanction.

Clause 14.

This Clause preserves the prerogative rights of the Crown in regard to enemy property.