

EAST AFR. PROT.
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REC'D 25 AUG 16

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Ad. weekly

1916

24 Aug.

Last previous Paper.
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37788

40462 15/16

Amos (no 1 Sept 16)

Next subsequent Paper.
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40056

Port facilities at Kilindini
+ Mombasa

Submit report by Maj. E.H. Leggett on present unsatisfactory state of affairs, & proposals for improvement. Action is being taken on certain matters referred to in the report, in conjunction with I.S. Suggest action by C.O. as regards railway accommo-

W. G. M. J.

Please see Mr. B. M. J. M. J.'s minutes on m. 37788, a copy of this memo sent to him privately.

I am ready to believe all that Major Leggett says about the harrowing delays at the ports, but it is quite impossible for us here, without reference to the Govt. to express any opinion as to the practicality of the remedies which he proposes. We simply have not the knowledge. He presents our

getting it by the stipulation that his
name is not to be sent out to
the E.A.P. (No doubt he wishes to avoid
being embroiled with the local author-
ities).

A conference here is clearly useless
in the circumstances. One can only
fall back on the idea of a local
conference.

Write to the Adty. in the
sense (but not the words) of this
minute, & say that the S. of B. is
willing to ask the Govt. to arrange
for a local conference with the naval
military authorities and represent-
atives of the merchants, with a
view to considering methods of
regulating & expediting the working
of the ports & the railway deliveries
to & from the ports, & ask whether
they & the W.O. agree.

G. G. S.
29.5.

40462

394

REC'D
REF. 25416.6
Admiralty

24 August, 1916.

SECRET

Sir,

I am commanded by my Lords Commissioners of the Admiralty to forward herewith for the information and consideration of Mr. Bonar Law, a copy of a report by Major E. H. M. Leggett, General Manager of the British East Africa Corporation, on the possibility of improving the facilities of the ports of Kilindini and Mombasa for dealing with cargo.

2. Major Leggett's proposals amount to a general reorganisation of the commercial practice on land and sea and are of too comprehensive a nature to be dealt with in their entirety by the Admiralty and the War Office as questions of sea transport relative to the East African Expedition.

3. The only points in which it seems that immediate improvement, desirable from the naval and military standpoint, is practicable, are:-

(a) Increase in supply of lighters by purchasing or otherwise obtaining control of the dhows referred to in paragraph (b) of Major Leggett's report.

(b) Improvement in the arrangements for the discharge of cargo by ensuring that a small number of ships is worked rapidly

Under-Secretary of State,
Colonial Office.

rapidly rather than a large number worked slowly.

(c) The practice of dumping cargo in sheds or sufficiently near the wharves to impede transit on the quays should be stopped.

4. The Naval Authorities on the spot have been instructed to take the necessary steps in regard to these points and the War Office has been requested to issue similar instructions to the Military Authorities.

5. My Lords desire to draw the special attention of Mr. Bonar Law to the remarks in the report with regard to the railway, and to suggest that steps might be taken to ensure more satisfactory working of the line.

6. I am to add that Major Leggett has requested that his report, which is confidential, shall not be sent out to Africa and My Lords have given an undertaking that this request shall be observed.

I am,

Sir,

Your obedient Servant,

O. Murray

BRITISH EAST AFRICA CORPORATION, LIMITED

40462
 Rec^d
 Rec^d 25 AUG 16

96, Gresham House,
 London, E. C.
 August 8th 1916.

Dear Mr. Graeme-Thomson,

As desired by you during our recent talk over harbour congestion and delays to shipping at Kilindini-Mombasa, I now write a summary of the points mentioned.

1. You probably do not want detail figures from me to prove that the congestion and delays are excessive. I think you took that to be a fact. Broadly, my information is the the tonnage of cargo handled, adding together Government and commercial cargo, both import and export, averages under 1,000 tons, and probably not over 1,500 tons, per 24 hours, at the two harbours on Mombasa Island, viz. Kilindini and Mombasa taken together. The number of steamers in port at any one time has varied from 8 up to 32 - average about 20. Of the about 8 at any one time would be about the average on commercial account, the rest being steamers on Admiralty account, including in the latter your boats carrying coal for Uganda Railway (military) and for Naval Services. Thus the handling of cargo, import and export, has probably not averaged above 100 tons, per 24 hours, per steamer in the port.

2. If in these notes I seem to lay too much stress upon improvement in the port working as necessary to the commercial cargo, I beg you not to suppose for a moment that I fail to appreciate that the quick and efficient clearance of Government steamers and handling of military cargo is in every way paramount. I admit to the full that the commercial traffic must take second place. That being so, if the suggested reorganisation can improve the latter, it follows that it must be even more successful in its results for Government steamers.

of the view which I know you already hold, that relief to the present semi-paralysis of commercial cargo, and especial exports of East African produce, is in itself an economic issue of real Imperial importance.

3. Present Port Facilities. Lighterage. Kilindini and Mombasa are both lighterage ports. There is not depth alongside wharf for even the most shallow-draft ocean going steamer. Before the war there were 3 lighterage firms in the port viz. Messrs. Smith Mackenzie & Co. (British), The S.A. Lighterage Co. (British) and Messrs. Hansing & Co. (German). Messrs. Hansing owned about 1,000 tons of craft. This became derelict in the port when Hansings staff were interned at outbreak of war. The B.E.A. Corporation at once applied to the Protectorate Government in August 1914 to lease, sell, or license Hansing's craft to the B.E.A. Corporation, (East African Agents of Union Castle Line and Scandinavian East Africa Line) in order that the lighters might be kept pumped and maintained and be used for the general purposes of the port. This was refused by the Governor of E. A. on the grounds that disposal of enemy property must await formal decisions. The lighters were allowed to lie about, some gaping, in the sun on the beach, some sunken or sinking, and all deteriorating badly, and no use of them was made under the powers existent under Martial Law. It was not until May 1916 (22 months) that the Colonial Government put this Lighterage plant up to auction or tender. It was then bought by Smith Mackenzie & Co. but it must take some time to get it into fit state for use, and some probably is beyond repair. The port has thus for 22 months been deprived of the use of that plant.

4. During the war, both Messrs. Smith Mackenzie & Co. and the E.A. Lighterage Co. have added to their fleet of lighters. The former now has 2,400 tons of craft and the latter about 1,600 tons. In addition, the Naval Authorities have brought up captured lighters and dhows from other ports to total of about 1,000 tons. The port of Kilindini-Mombasa has thus had the use of about 5,000 tons capacity of craft since January 1916, and had about 4,000 tons throughout the year 1915.

5. Allowing for proportion under repair, this fleet should be enough to handle 2,000 tons daily exports plus imports if the wharves and harbour railway system were worked to full efficiency, coupled with abolition of the present highly wasteful process of requiring all commercial cargo to be handled over the Mombasa Customs House jetty (see remarks below, paras 12 and 13).

6. In view of the improbability of getting the wharf working and harbour railway working sufficiently improved as to obtain the above result from the existing harbour craft, it is desirable to add about 2,000 tons to the latter. This can be rapidly done by purchasing Arab and Indian dhows on the coast, say at Kismayu, Lamu, Mombasa and Zanzibar, etc., dismantling them, unstepping masts, and using them as lighters or floating warehouses. The cost of such dhows would probably be about £10 per ton capacity. The purchase should be made before end August, after which date the change of monsoon would make it difficult to work the dhows southwards to Mombasa. The need for this additional harbour plant is likely to be felt at once when Finga and Dar es Salaam are opened for Government and other cargo work, as it is unlikely that the harbour plant at those ports will be found in an efficient state of maintenance. The opening of those ports should

ease the strain upon Kilindini, but on the other hand, may require transfer of some of the present Kilindini plant to the service of the captured ports.

7. Present Port Facilities. Native Labour. This was a growing difficulty in the port before the war, but is now very much worse. There is vital need that all the native labour supply for stevedoring, wharf work and hamalage (manual transport) at Customs and shipping sheds, should be taken under Government control, not only as to wage rate schedules, but also as to the hours and discipline of labour. At present the system is that such labour as offers itself for work collects at certain points and bargains for its services for the day. It is now common for a "boy" to be paid 6d for carrying a sack of rice from the Customs shed to the warehouse (a few hundred yards) and the merchants can afford this or any price and compete for the labour accordingly recovering in the selling prices of goods. The corresponding charge before the war was under one penny. The result is to reduce very materially the quantity of labour seeking employment, as the native is only too glad to idle for longer intervals. Gross competition exists between demands for labour for stevedoring work and for "hamalage" on shore, with consequent alternating shortages in one or the other of two services which should be co-ordinated and worked to give a regular flow of traffic if blocks are to be avoided on the ships, in the lighters, on the wharf, or in the sheds.

8. It has been strongly recommended to the Governor that the Native Followers Recruiting Ordinance of 1915, by which the supply, discipline, pay and general control of native labour

labour for military transport and military depots up country are governed, should be applied to the matter of labour for the port. This was absolutely refused by the Governor, although the proposal was unanimously asked for at a meeting of the Lighterage and other parties concerned at Mombasa, held on 30th April 1916, and General Edwards, (Inspector General Lines of Communication) who was present officially at the meeting is understood to have strongly recommended it to the Governor.

9. I attach copy of memorandum dated May 26th signed by Hon. M.M. Giza, Member of Legislative Council, local head of the firm of Smith Mackenzie & Co. This memo was drawn up in consultation between Mr. Jim and Mr. Cox, local head of the British East Africa Corporation Ltd. at Mombasa, representing the Corporation and the Union Castle Line. This memo deals with lighterage and labour.

10. Present port facilities wharf & jetty. Since December 1915 Kilindini Harbour is allocated entirely to Government cargo, and Mombasa Harbour to commercial cargo.

11. Kilindini has a lighter wharf wall about 1 1/2 miles long, with 8 or 9 cranes. Besides this, lighters can to some extent land and ship cargo at the beach in extension of the wharf wall in both directions, but this method is, of course, not applicable to every kind of cargo. Unfortunately the frontage of the shipping sheds, which extends the whole length of the wharf wall, is so close to the wharf face that there is only room for two lines of rail along the wharf and no roadway. There is thus great delay in the movements of full and empty railway trucks. The line of buildings is continuous, without intermediate alleys to allow cross transit to the road behind the sheds. The best course would have been to have pulled down these sheds at once on outbreak of war (when it was seen that Kilindini must become an expeditionary base port) and to have laid a third line of rails with

frequent crossovers, to enable quick shunting to and from under the wharf cranes, and to give access to the cart road. Also by removing the sheds, the fatal temptation to the military and other authorities to allow the wharf sheds to be used for storage would have been eliminated. The campaign is perhaps so far advanced as to make it unnecessary to take this step now, but a great improvement in the working, and a doubling of the wharf capacity, can be obtained by the means proposed in succeeding paras.

12. Mombasa Harbour landing and shipping facilities consist of a single jetty, about 60 feet long, 15 feet wide, with one lifting crane only. This crane can only deliver on the jetty itself. All traffic has to be man-handled onto or off the jetty down, or up, a steep winding path (impracticable for hand cart traffic) connecting with the Mombasa Customs enclosure above. These are perfect instances of bottle necks which must be devised. The customs enclosure opens into a maze of narrow Arab lanes, in parts less than 10 feet wide, leading out into the main road connecting with the railway station area, about 1,200 yards distant, by a severe gradient. Everything has to be transported on small hand carts, man-handled. The waste of labour is prodigious.

13. This relegation of the commercial cargo to Mombasa Harbour, with the disabilities under which it is conducted, appear to be based upon a view that the delays, extra expenses, etc., incurred, are a necessary evil falling upon the merchant firms and through them upon the civilian population of the country, and are an inevitable concomitant of the state of war which requires the priority use of all superior facilities to

be reserved for the military services. Admitting the premises, there appears to be a serious fallacy in the particular application, since it cannot be denied that a certain volume of civilian traffic in essential goods, is a necessity of the State, and cannot be shut off entirely. Non essentials can be and should be absolutely denied the facility of import, if the available facilities do not admit of reasonably efficient handling of essentials. The distinction can be effected by the import license system after due notice given.

But it is surely a doubly mistaken course to subject all civilian traffic, whether essential or non-essential, to a system of handling which cannot but react, and does react, to the grave detriment of the handling of the Admiralty steamers and the Military traffic itself. This results from the system of a rough and ready apportionment of the total privately owned lighterage of the port (four fifths of the whole) being attempted by the Naval Transport Officer, as between the different ships or groups of ships (Government and Commercial). The N.T.O. requisitions on the Lighterage owners for such craft as he thinks necessary for Government steamers, leaving the lighterage owners to employ the balance of their craft on the commercial cargo. But this use of craft is conducted under the disabilities of the Mombasa Customs jetty, as above described. The result is that the craft spared from Government work, by the self-denying procedure of the N.T.O., is not really being used to best advantage in terms of tonnage of cargo handled.

PROSALS re Import Cargo.

There would, in my opinion, be a clear gain to the working of the port as a whole, i.e. both the Admiralty and to commercial steamers, if the procedure were to be as follows -

- a) Employ the whole lighterage of the port to work steamers in turn, say, 2 or 3 steamers only at a time, so that each steamer is discharged as rapidly as cargo can be put overboard - 500 to 750 tons daily ex each boat to be regarded as essential.
- b) Steamers not being worked to lie at anchorage in the more remote part of Kilindini harbour to await their turn. Steamers under actual discharge to take the anchorages nearest to wharf, so as to save towsage delays to the lighters.
- c) The idea of trying to work 10 or 20 steamers simultaneously, each putting out 100 to 150 tons only per day only, to be absolutely abandoned.
- d) Commercial steamers as well as Admiralty steamers to be handled in Kilindini. Landing and shipping at Mombasa Customs House Jetty not to be allowed, except for coasting and local Indian boats for which a small allotment of dhows or other craft can be definitely told off.
- e) If the commercial cargo desiring landing or shipment at the port is excessive, having regard to the Government cargo requirements, the commercial cargo should be limited by license and confined to essential goods. It is against public policy to allow commercial steamers to stay in the port for periods of 20 to 40 days, and longer, handling 100 tons or so only per day, occupying essential anchorages, increasing the demand upon the scanty resources of the place, and depriving other British routes and ports of the sea carrying time of the steamers. Such commercial cargo as is allowed to be landed or shipped should

be given its turn along with Government cargo, and equally quick despatch. Merchant consignees and shippers, on the other hand, must submit to the same emergency handling procedure on wharf etc. as necessary for quick despatch of Government boats and Government cargo.

All use of Kilindini shipping sheds and the stacking ground in rear thereof, whether by Government (military etc.) departments or by the civil community, for purpose of warehousing, to be strictly suppressed. No sorting of goods, Government or private to be allowed on the wharf, in the wharf sheds, or on the stacking ground in rear of the sheds.

All cargo as landed on the wharf to be urgently cleared ex harbour premises. The wharf sheds to be used only for temporary dumping of goods that would suffer from rain or sun if left in the open. All other goods to be temporarily dumped on the stacking ground in rear of wharf sheds, alleys being cut through latter from front to rear to enable goods to be carried through from wharf for dumping. This dumping to be solely as an auxiliary to immediate removal direct ex wharf in harbour department rolling stock to depot outside harbour premises. Goods so dumped in sheds or on stacking ground to be removed ex harbour premises by harbour dept. rolling stock and hand carts, within 24 hours.

Military and other Government department receiving and storage depots to be removed to interior of Mombasa island or on mainland (if not so placed already), i.e. none to be allowed in harbour premises. Similarly, a receiving depot for civilian goods to be established, say in the Mombasa railway station goods yard in the interior of the island, to which all civilian import cargo be removed ex harbour. All sorting of import goods to be done at

these depots and no delay to goods for sorting on the harbour premises to be allowed.

No loading of main line rolling stock for despatch of import cargo to up country (whether Government or civilian) to be allowed direct ex wharf. To attempt such loading requires sorting of goods on the wharf, and delays of the truck on wharf to obtain the necessary careful stowage. This blocks the wharf and delays wharf working. Probably some loading of main line rolling stock, on the sidings on the stacking ground (dumping ground in rear of sheds) may be possible in the case of bulk cargo, such as building material, but no goods that require detailed sorting and tallying should be allowed to be loaded onto main line trucks inside harbour premises.

The system of special harbour dept. rolling stock, as worked in the Janetown etc. docks during the South African War, should be adopted. These should as a rule be low sided trucks or flats without sides, on which cargo can be roughly loaded for haulage at slow speeds from the wharf frontage to the military receiving depots or the civilian goods receiving depot.

Exception to the above rules to be made in the case of troop, remount, and ambulance trains, which must probably load in harbour premises in near proximity to wharf, but even these should be kept well away from the wharf crane lines.

Tallying goods onto wharf ex lighter to be simplified, and delays reduced, by requiring boat notes to be made up on each lighter alongside ship, and the harbour authorities accepting the closing of boat notes as final, thus eliminating the making up of wharf "Receipt for goods landed". At present the work is done virtually twice over in order to get definite of responsibility for damage or ship (claims against ship)

damage ex lighter (claims against lighterage owner) and damage
ex wharf (claims against the railway dept. which works the wharf)
The boat note will clause the condition in which goods are
received ex ship, and the harbour dept. should pool and bear
all claims for damage ex lighter and ex wharf.

Export Cargo (Country Produce).

With the present congestion and delay in the working of the port, it is as difficult to ship export cargo (country produce) as it is to land imports. Until very recently the railway main line has been so occupied with military emergency traffic that port deliveries of export produce from up country have been insignificant, despite every desire to move same. East Africa and Uganda are chock-a-block with such produce. Items awaiting export, some arrived at coast, some at various points of transit on rail down country, some lying at Lake Victoria ports or other up country railway stations, and much more lying in planters' and merchants' warehouses awaiting the ability of the railway to accept for transit, include the following:-

about 22,000 bales of cotton,	value.....	£350,000
4,000 tons Cotton Seed	.....	50,000
2,500 tons Coffee	.....	150,000
1,000 tons Sisal Hemp	.....	50,000
1,000 tons Hides	.....	125,000
2,000 tons Sesame Seed	.....	50,000
5,000 tons Maize & Beans	.....	50,000
Miscellaneous, probably about (Wool, Chillies, Copra, etc. etc.)	.....	175,000
		<hr/>
		<u>£ 1,000,000</u>

much of this has been lying in the country for up to a year past. The new harvests are now coming on, and between September 1916 and March 1917 may be expected to produce £1,500,000 worth of exportable produce, notably cotton (estimated new crop November to March 40,000 bales £500,000) and Sisal Hemp (estimated 5,000 tons £150,000) and Hides (estimated £200,000). These figures are exclusive of important additions to be handled at the Lake Districts of German East Africa (hides etc. which must pass through Mombasa and Kilindini. The Usambar provinces

province of German East Africa, export ~~is~~ is likely to have over £1,000,000 worth of Sisal Hemp, Hides and Copra etc. to export during the first nine months after permission and facilities are available for such export. The Magadi Soda Lake can put out 5,000 tons, worth £40,000 per month, as soon as railway, port and shipping can handle it.

The importance, to Imperial finance and to Military and other Imperial supply considerations, of getting this total of over 3 millions sterling worth of raw materials made as speedily as possible available in the U.K. and Allied countries needs no remark. The harbour congestion prevailing to-day makes anything like prompt shipping impossible, even of the very limited quantities delivered by rail at the coast. The harbour block will increase when the railway delivers more.

The Admiralty recently offered to release requisitioned steamer S.S. "CYPRINEA", for homeward loading at Mombasa if it could be arranged between owners and the East African export houses. The offer had to be refused by myself, on behalf of exporters, as the railway could not deliver the cargo at the coast. Similar offer could now probably be accepted so far as the delivery of cargo at coast is concerned, but whether the Harbour, as at present worked, could ship the cargo in any reasonable time is a matter of doubt.

The supply of tonnage for export cargo may be from two sources (a) release of requisitioned steamers, and (b) homeward loading of commercial steamers after discharge of import cargo at Kilindini (Mombasa). The excessive detention of commercial steamers in the port (for example "BERWICK CASTLE" 48 days, "GL HART CASTLE" 28 days) must deter owners from loading to that port even when homeward freight is assured. The Managers of the Clan Eberman-Harrison-Joint Service recently called their

Mombasa Agents that unless improvement in despatch could be obtained they must consider possible suspension of their East African Service. The same point is referred to in the attached memo by Mr. Sim (Smith Mackenzie & Co., East African Agents of British India Line).

SAAS re Export Cargo (Country Produce)

That this be shipped at Kilindini, the steamers being put on their turn for use of lighterage and the latter worked to the fullest extent that ship can take in cargo while on her turn. Rates to be fixed when Harbour Dept. will receive cargo for named steamer. Until the respective date no export cargo to be received into harbour premises. When date fixed, the railway to load export truckage at up country stations only for that steamer until time closed.

Cargo consigned to named steamer to be railed direct into harbour premises and dumped on special stacking ground. Export cargo arriving from up country for steamer not on receiving list to be taken delivery of by owners (or coast agents of owners) at Mombasa railway goods station, and becomes "town cargo".

Town cargo may be delivered into harbour premises, as soon as harbour dept. is receiving for named steamer. Town cargo may be delivered by cart, or by harbour dept. truckage ex Mombasa railway goods station.

Loading of cargo into lighters for the ship to be done by harbour department.

Regulating station to be established at Voi (102 miles from Mombasa, about 24 hours rail journey) at which all trucks ex up country will be sorted, and made up into trains for harbour dept. (named steamer receiving list) and for Mombasa town station respectively, and the truck numbers be wired to Mombasa

for

for exhibit to the public at Mombasa Railway station. The public to be responsible for clearing its goods ex Mombasa Railway station within 24 hours of truck arrival, and also for making the necessary Customs export entries re goods proceeding in trucks into harbour premises. The public to be enabled to effect this by a system, to be adopted by the railway, of advice notes from up country, loading stations detailing, by description and marks, the contents of each truck loaded for coast, and mailing these advices by passenger train. These advices to be available for public inspection at Mombasa. Any member of the public failing to acquaint himself, to lose any ground for complaint. This system, of town and harbour traffic advices, and of harbour receiving for export, has been worked for many years with success by the South African Government Railways and has proved a great public convenience.

COORDINATION OF DEPARTMENTS CONCERNED

Finally, I ventured to suggest to you that useful result might follow from getting together, under the auspices of the Admiralty Transport Dept., representatives of the various Depts. etc. concerned, for exchange of information upon which you would decide the re-organisations necessary, and to then co-operate to make the re-organisation speedily effective. You asked me to include in this letter the names I mentioned in this connection. I think that such an advisory meeting might usefully include the following, in addition, of course, to your own representative, viz.

War Office An Officer of M.O.2.B. (Operations)

An Officer of J.M.G.2. (Movements)

Colonial Office Mr. Head or Mr. Bottomley.

Special

Special Major Blake Taylor, late General Manager of Uganda Government Railway and Harbours. Now on Staff of Q.M.G. 2 Dept. War Office.

Commercial, Shipping etc. Major E.H.H. Leggett, R.F., Managing Director of British East Africa Corporation Ltd., and representing Union Castle Line East African Service. Major Leggett (present signer) was responsible at headquarters during the South African War, for working base harbours etc. on the lines advocated in this letter.

I further suggest that nothing but good could result from a corresponding advisory conference being constituted at Mombasa by the Senior Naval Transport Officer there. It appears to me imperative that this officer, or another appointed ad hoc, should exercise complete powers over all departments and interests making up what I have termed in this letter, "the harbour Dept." I am aware that no such distinct and comprehensive Dept. as yet exists at Mombasa, and the results of divided control are only too apparent.

There seems to me no reason at all why the port of Kilindini should not, under the proposed scheme, handle 50,000 to 60,000 tons of import plus export cargo per month. This would amply satisfy all Naval and Military needs, and would ensure that several millions sterling worth of country produce (raw materials) get homeward despatched. There seems every ground for the assertion that the volume of Naval and Military cargo on the East Coast of Africa could then be handled by a much reduced tonnage of Admiralty steamers.

I am,

Yours very truly,

(Sgd) E.H.H. Leggett

Thomson, Esq.,
Director of Transport
Admiralty, S.F.

LANDING CARGO AT MOMBASA.

Rec^d
Res^d 16

Since the arrival of the s.s. "LOGICIAN" on the 15th the following is the Cargo to be landed :-

"LOGICIAN"	3,000	tons	discharging
"GLENHART CASTLE"	4,500	"	"
"PALMCOOTA"	600	"	"
"BERWICK CASTLE"	3,200	"	due on 29th.
"PUNDUA"	1,400	"	" " " instant.
			1st prox.
	<u>12,700</u>	tons.	

s.s. "DUNERA" is due about the middle of June with a full cargo of Rice for this Port and Zanzibar, and the French Steamer is due on 28th with about 200 tons and the Italian about the same time.

These steamers have in addition to their Import Cargo some 10,000 tons Export Cargo to load, most of which will have to be handled at the Mombasa Custom House.

The situation is without precedent, and to cope with it some organisation of the Labour for clearing the cargo from the Jetties expeditiously is wanted, also to clear the Customs Godowns. Unless every available Coolie works, there will be a block either in the Lighters or in the Customs Godowns.

When cargo is being landed in large quantities the Consignees, especially meantime, when there is an acute shortage of certain food-stuffs, are anxious to take delivery quickly and to effect this enter into competition for the Labour. Just now as much as 30 and 35 cents per bag is being paid to Coolies to remove cargo from the Customs House to the Bazaar against the usual rate of 5 cents to 8 cents per bag.

I may point out that, under the rules of the late Supply Committee, Merchants would not have paid these rates without loss,

but

but the enhanced prices at which they are now selling, permits of these increased charges.

The consequence of paying these high rates is to attract the Labour from the work of clearing the Lighters to the work of removing the cargo into the Town and also to enable the Labour to earn in a day or two enough money to live in idleness for the rest of the week. If the Landing Contractor puts up these rates, the Labour is then attracted from clearing the Godowns to the work of taking the cargo from the Cranes, in either instance a big business, and some control on the labour, or the price of labour is required to regulate this.

An easy, if somewhat shortsighted way out of this difficulty is for the Shipping Companies and their Landing Agent to increase the pay of the Labour to a point that will keep all the Labour in their hands, or to engage for their own work all available Labour. Such a step would lead to an outcry on the part of the local Merchants.

The situation has been brought about by the Military operations, and I think warrants exceptional measures being adopted to deal with it.

If nothing is done to lessen the delay to Merchant Shipping in the Port, I fear it will tend to prejudice the minds of Steamship owners.

Lighterage. There is more lighterage to-day in the Port than has ever been before.

My firm has lighterage for a carrying capacity of 2,300 tons, one steel lighter of 120 tons capacity under construction, and another being built at Base. We shall be able to do more in the near future. A powerful one has been on order for a long time, but has been delayed by war work. I am, however,

receipt of a cable that the Minister of Munitions has sanctioned these coming under Class A, and their delivery should thus be expedited.

A number of lighters taken from German firms at Mozambique and Tanga have been brought to the Port for Military work, and the Lighterage plant of Messing & Co. has been under the control of the Authorities since the outbreak of War.

The E.A. Lighterage Co. have also made additions to their plant since the outbreak of War. No amount of lighterage will suffice, however, if it is not expeditiously cleared of cargo at the landing places.

(Sgd) W. J. J. J. J.

Downing Street,

August, 1916.

1 Sept.

Recd 43056

DRAFT.

Sir,

THE SECRETARY

THE ADMIRALTY.

MINUTE.

Mr. Butler 30.8.16.

Mr.

Mr.

Mr. Grindle.

Mr. Lambert.

Mr. Read.

Mr. Steel-Maclean.

Mr. Steel-Maclean.

Mr. Bonar Law.

I am directed by Mr. Secretary Bonar Law to acknowledge the receipt of your letter T.A.98404/16 of the 24th August, relating to the possibility of improving the facilities of the ports of Kilindini and Mombasa for dealing with cargo.

2. Mr. Bonar Law is glad to learn that the Naval and Military Authorities in the Protectorate have been instructed to take such steps ^{for improvement} as are practicable by increasing the supply of lighters and dhows, and by arranging for a small number of ships to be worked rapidly, rather than a large number worked slowly. He regrets ^{however} therefore, that it is impossible for him,

G.O.
17/11
1

Downing Street,

August, 1916.

1 Sept.

msd 43056

DRAFT.

Sir,

THE SECRETARY TO
THE ADMIRALTY.

I am directed by Mr. Secretary

Bonar Law to acknowledge the receipt of
your letter T.A. 96404/16 of the 24th

MINUTE.

August, relating to the possibility of im-
proving the facilities of the ports of
Kilindini and Mombasa for dealing with
cargo.

- Mr. Butler 30.8.16.
- Mr. *fs*
- Mr. *fs*
- Mr. Grindle.
- Mr. Lambert.
- Mr. Read.
- Sir G. Fiddes.
- Mr. Steel-Maitland.
- Mr. Bonar Law.

2. Mr. Bonar Law is glad to learn
that the Naval and Military Authorities
in the Protectorate have been instructed
to take such steps *for improvement* as are practicable
by increasing the supply of lighters and
dhovs, and by arranging for a small number
of ships to be worked rapidly, rather than
a large number worked slowly. He regrets
however therefore, that it is impossible for him.