

EAST AFR. PROT
31432

C/O
31432

Olds R. M.

Marine Dept.

914

9 Aug.
Previous Paper.

Submit reply to criticisms & allegations made in Report of Committee of Enquiry into the traffic working of ^{Regents} ~~Regent~~ ^{Relief} ~~Relief~~.

2002

ack: recd - &
Send a copy of ²⁶⁹⁴² ~~26942~~ with copy of other to the file with ref ^{to file} ~~to file~~ saying that Mr. R. is returning by the steamer of the 2nd ad of Sep. on at once.

No. 2 R
21/8/14

Next subsequent Paper

20/25549/6

returning to the Prov.
by the steamer leaving
his country on the 2^d of
Sept

R. 31432/1914

Exp

231

28. August 1914

Sir,

I am bc. to acknowledge the
receipt of your letter of the
19th of August
~~and to inform you that~~
submitting a reply
to the remarks of
the Committee app^d
to enquire into the
the working of the Honors
Rly relating to the
Warine Dept

DRAFT

Genl. R. M. Reynolds
K. M. R.

MINUTE.

Mr. Harper 22/8/14

Mr. Bottomley 24/8/14

Sir G. Fiddes.

Sir H. Joad.

Sir J. Anderson.

Lord Emmott.

Mr. Harcourt.

(Signed) H.

Under Secretary

copy

258

C O
31432

SR

Reply to Report on Traffic Working
Uganda Railway

8, Ethelbert Terrace,

286

Westgate-on-Sea.

August 14th., 1914.

Sir,

I have the honour to acknowledge the receipt of your letter 2694/1914 of July 29th, under cover of which you sent me Traffic Working Report, Uganda Railway, and beg to submit the following explanation.

The figures in the margin correspond to the numbered paragraphs in the report.

(66) It is not stated what apprehension is anticipated. The Marine Dept. has successfully coped with a very large increase in traffic with no addition to the fleet excepting the "Mackinnon" & "Hassani" which are little more than launches; I speak of the time prior to the first voyage of the "Usoga" which took place about the middle of last March does not therefore materially affect the point at issue.

The questions of breakages, split consignments and delays have been thoroughly dealt with and I will also deal with each point in its proper place.

(67) It is quite conceivable that before a committee which was in no way represented by the Marine Dept. that statements were made regarding the dept: which could neither be refuted nor explained in the absence of any member cognizant with what had taken place between the firms in question and the

Marine Supt.

287

It is a simple matter to create a bad impression about an absent person unable to speak in his own defence.

I am personally acquainted with many of the leading merchants with whom my business relations have always been most amicable and there are letters in my office thanking me on more than one occasion for actions I have taken in regard to dealing with their cargo.

Amongst others I may mention the Managing Director B. E. A. C. Mombassa and the Manager of Messrs Boustead & Clarke, Kisumu.

In reference to what I have just said about the case with which an absent person can be maligned the G.M. will doubtless recollect a meeting we attended at the Kampala Chamber of Commerce some months ago when most of the complaints were directed against the T.M. who was absent. Shortly before leaving East Africa I attended the March Meeting of the Chamber. There were no complaints whatever made against the Marine Dept.

(68) The matter of split consignments is a very important one and has been given careful consideration and was at any rate until shortly before this report was written very much better. I had verbal or written confirmation of this from Frigerio & Co. (1) As far as I can remember we had difficulty lately in avoiding this owing to our inability to obtain good Tally clerks but some months ago steps were taken to

remedy this by sending to India for more experienced clerks.

This inferior class of tally clerk is one of the sources of split consignments but this has already been recognized & steps taken to remedy it.

(2) It sometimes happens, especially at Bukoba from whence comes the bulk of our hide & skin traffic the chief commodities which suffer from split consignments, that ships accept a consignment and that owing to bad weather coming on loading has to be stopped and the remainder of the consignment is perforce kept until the following ship. It may be suggested that the ship should wait for fine weather and take the cargo but in many cases there is not sufficient time for this to be done as our ships are run at full pressure and with full cargoes offering both in and out it is only with difficulty that advertised sailings can be adhered to.

(3) Another cause is the number of consignments that arrive in our ships, & the various firms shipping these consignments.

(4) The not infrequent cases of bad marking by shippers, & the limited shed space at Kisumu for dealing with cargo.

In discussing the question of marking with Signor Frigerio of Frigerio & Co. I suggested that the various firms should use different colours for either labelling or stencilling their goods & he promised to place the matter before the Mombassa Chamber of Commerce. This I believe was done and when I left East Africa certain firms had

remedy this by sending to India for more experienced clerks. 288

This inferior class of tally clerk is one of the sources of split consignments but this has already been recognized & steps taken to remedy it.

(2) It sometimes happens, especially at Bukoba from whence comes the bulk of our hide & skin traffic the chief commodities which suffer from split consignments, that ships accept a consignment and that owing to bad weather coming on loading has to be stopped and the remainder of the consignment is performed kept until the following ship. It may be suggested that the ship should wait for fine weather and take the cargo but in many cases there is not sufficient time for this to be done. As our ships are run at full pressure and with full cargoes offering both in and out it is only with difficulty that advertised sailings can be adhered to.

(3) Another cause is the number of consignments that arrive in our ships, & the various firms shipping these consignments.

(4) The not infrequent cases of bad marking by shipper & the limited shed space at Kisumu for dealing with cargo.

In discussing the question of marking with Signor Frigerio of Frigerio & Co. I suggested that the various firms should use different colours for either labelling or stencilling their goods & he promised to place the matter before the Mombassa Chamber of Commerce. This I believe was done and when I left East Africa certain firms had

989

adopted this procedure and with distinctive colours used in marking the work of sorting becomes easier and more reliable and the danger of split consignments consequently decreases.

(5) For some period, I cannot say when or for how long, but I think it was during the congested period in 1913 hides & skins consigned to Mombassa were off loaded by order of the Traffic Manager at Elburgon or Nakarn and then loaded up in other trucks.

This procedure of necessity did not tend to facilitate the arrival of consignments in an unsplit condition.

(6) It not infrequently happens that a consignment may for example fill two trucks and half of another truck, in order to utilize all available space in the truck the space thus left in the truck is filled with the portion of another consignment. Then when the train in which ~~is~~ the truck containing portions of two consignments arrives at Mombassa, complaint is made that the consignment is split and mixed.

(7) Furthermore between ~~Siama~~ and Mombassa I believe it sometimes happens that trains are re-marshalled & if this is the case such re-marshalling would easily lead to split consignments arriving at the latter port.

The importance of avoiding as much as possible split consignments has been constantly kept in view and the importance carefully explained to all Commanders, Pier Masters, Agents & Goods Clerks, and, as previously stated by me I was informed by Signor Frigario that there was a marked improvement in the way their consignments were being received at Mombassa.

to summarise then the causes & remedies.

290

(1) Inferior tally clerks. I have already applied for more experienced clerks to be sent from India.

(2) Split consignments arriving in steamers. This is not of frequent occurrence and will cease entirely as our new ships are put in commission.

(3) Number of consignments & shippers. This cannot be altered but with more efficient tally clerks it will cease to be a contributory cause to split consignments.

(4) Bad marking. Steps have been taken to remedy this.

(5) Off loading of consignments on the line. This was only a temporary arrangement made by the Traffic Manager & has I believe ceased.

(6) Mixed consignments in one truck. This can be avoided by not filling the empty space left in the truck.

(7) Re-marshalling of trucks. I am unable to say anything regarding this as it is under the control of the Traffic Manager.

Way Bill not sent until split consignment is complete.

Speaking from memory I have received no complaints regarding this but in the event of it being necessary to split consignments a supplementary way bill bearing the number of the original way bill and the number of packages actually accompanying the supplementary way bill might be made out in each case where portions of a consignment are sent to Mombassa. The original Way Bill would accompany the last portion of the consignment & a note could be made on it showing the remainder of packages accompanying it.

Consignments of goods coming down in more than

291

one lot.

(5) & (7) previously described would account to a certain extent for this.

Another cause is as follows:

Excepting in the case of Mallet engines being employed the loads of our trains from Kisumu are confined to 100 tons & it is naturally more economical to distribute the weight between different trains. Thus it would in my opinion be wrong to load say ten 10 ton trucks with dead weight produce such as sim-sim, maize and giving a maximum load of 100 tons for one train, and to load up another train entirely with hides & skins thus giving it a light load. We always endeavour to hand over to traffic for making up trains a proportion of each so that the weight may be more evenly distributed.

goods consigned in one month not coming down until two or three months later.

I believe I am correct in stating that this is not true in the present time. It certainly did happen in the congested period of 1913 when we were able to, and did, get very much more produce across the lake into Kisumu than the Railway could take away. I frequently pointed out to the Traffic Manager the very serious congestion that was taking place at Kisumu & the utter impossibility we were experiencing in effectually storing & checking the ever increasing stocks we were accumulating. Lack of rolling stock I was informed made it impossible for him to assist

me any more than he was already doing. Complaints were then frequently made to me by merchants that their cargo was being held up at the Lake Ports but I explained to them that it was useless to ship goods from lake ports to Kisumu from where, owing to lack of rolling stock, it was then impossible to move them, and that it was far preferable for them to keep their goods in safety in their own go-downs.

I repudiate any responsibility for this state of affairs which was one which under no conceivable arguments could the Marine Dept. be held negligent.

This lack of rolling stock & its serious consequences to trade, was I believe referred to in the annual report for the year.

Goods consigned at later and intermediate periods come down before them.

This was certainly the case in the circumstances as referred to in the previous paragraph.

It was impossible as explained to clear cargo as it arrived and consequently the cargo which arrived later blocked this cargo, and the cargo which arrived later was unavoidably shipped down the line in order to make room for more. This was recognized as entailing hardships on consigners and whenever time admitted cargo was sorted out and the consignments despatched in their proper order but work was carried on under such extreme pressure that this was not always possible.

Even now our shed accomodation is so limited that if two vessels arrive within a few hours of each other, as is sometimes the case, the cargo discharged from the first ship is blocked by the cargo arriving in the second and this last is sent down the line first.

However, more rolling stock is now available and the ^{ab}probability is that the cargo from both ships is sent down within a few days of arrival. Speaking from memory I cannot recall any recent complaints under this head.

I might add that if a consignment is received at Kisumu incomplete it may be detained for completion but this does not frequently happen.

Notices of arrival sent out from destination do not contain number of way bill or number when given in incorrect.

This can be remedied at once.

Goods taken away in one lot not dispatched in one lot from Kisumu.

This might occasionally occur in circumstances as mentioned in (1), (5), (6) & (7) but I do not place much reliance on this complaint. It is as much in our interest to get away complete consignments as it is to merchants. I might add in reference to these split consignments that in the busy season a great deal of jealousy exists amongst shippers. Thus if a ship had space for 500 bags of produce and one merchant had a consignment of this number and it was taken, the other merchants would immediately complain that

preference was being given to this merchant. They would, at any rate at the port of origin, prefer that a certain proportion should be taken from each shipper in spite of the splitting of consignments. 234

Goods sent from Kisumu Pier without care.

This is strictly inaccurate. Cargo when received is stacked in the shed; if it is stacked outside dunnage is laid and it is stowed on this and covered with tarpaulins. As far as possible all torn bags are mended and any cargo which is damp or suspected of being so is laid out in the sun and thoroughly dried before being loaded into trucks.

With no records before me it is difficult to deal with general statements but I believe I am correct in stating that complaints of mishandling produce at Kisumu pier are almost nil. During the period in 1913, before referred to, there were complaints of damage to cargo stacked outside but those circumstances were not under the control of the Marine Department. An isolated case of bad loading resulting in damage to cargo occurred shortly before I left Kisumu. The matter was promptly dealt with, reported to the General Manager and the loading clerk responsible was punished.

(69) I quite recognize that the splitting of consignments is a disadvantage to consignees and I have explained how this occurs. I would like to ask, however, what happens to full consignments that arrive in Mombassa in the absence of a home-bound steamer. Are they not taken then to the consignees' godown and stored there. Also in the case of hides and

skins are they not in any case opened and re-graded before shipment.

205

General to "Split Consignments".

This will disappear when:-

- (a) Our new ships are running and we therefore have sufficient vessels to deal with cargo without unduly pressing loading, unloading, and dispatch.
- (b) More competent clerks arrive.
- (c) The additional cargo sheds already asked for by me, & some of which I believe are now at Kisumu, are erected.

All these matters were arranged for months, and, in the case of the ships, years ago.

(70) Pilferage is a common complaint both as regards the steamers and on the Railway. In reference to the theft of hides and skins I understand that the general impression is that such thefts take place at Mombasa. But that as it may I have on various occasions asked the police at Kisumu to place detectives on the wharf and in the ships for the purpose of stopping theft. In the case of the Uganda ports I have already asked the General Manager to sanction money for the provision of police on those piers.

I am glad to say that on several occasions we have obtained convictions for theft but not in the case of thefts of hides & skins.

I do not say that pilferage of hides & skins is impossible either at the Lake Ports or on board the ships but I do not think it probable. Police or Customs guards

stationed at the entrances of piers, sheds are kept locked & have guards over them, and on board the ships even if pilferage of such articles took place it would be extremely difficult for the thief to escape detection.

(71) It is incorrect to state that skins are taken from other consignments to make up shortages neither have I received any complaints regarding this. 296

It not infrequently happens that through bad marking and mistakes in tallying that a merchant may receive the whole of, for example, a consignment of ground nuts for which he gives a clean receipt. Subsequently a few bags of this consignment may be found and a corresponding number in another consignment be the same number short. In such cases these surplus bags are used to make up the shortage or, if the merchant refuses them on account of them being inferior quality or the tags not bearing his mark, they are sold and the proceeds utilized in meeting his claim.

(72) There is no proof to show that bundles have been pilfered at the Lake Ports, on board the ships, on the Railway, or after the bundles have been taken possession of by the consignee.

No railway is responsible for the contents of a package excepting under certain conditions & it would be impossible to count the number of skins in each package. The consignees could get over this difficulty by re-weighing consignments at Mombassa before taking them from the Railway. Any shortage that this re-weighing showed below the weight

are stationed at the entrances of piers, sheds are kept locked & have guards over them, and on board the ships even if pilferage of such articles took place it would be extremely difficult for the thief to escape detection.

(71) It is incorrect to state that skins are taken from other consignments to make up shortages neither have I received any complaints regarding this. 206

It not infrequently happens that through bad marking and mistakes in tallying that a merchant may receive the whole of, for example, a consignment of ground nuts for which he gives a clean receipt. Subsequently a few bags of this consignment may be found and a corresponding number in another consignment be the same number short. In such cases these surplus bags are used to make up the shortage or, if the merchant refuses them on account of them being inferior quality or the bags not bearing his mark, they are sold and the proceeds utilized in meeting his claim.

(72) There is no proof to show that the bundles have been pilfered at the Lake Ports, on board the ships, on the Railway, or after the bundles have been taken possession of by the consignee.

No railway is responsible for the contents of a package excepting under certain conditions & it would be impossible to count the number of skins in each package. The consignees could get over this difficulty by re-weighing consignments at Mombassa before taking them from the Railway. Any shortage that this re-weighing showed below the weight

are stationed at the entrances of piers, sheds are kept locked & have guards over them, and on board the ships even if pilferage of such articles took place it would be extremely difficult for the thief to escape detection.

(71) It is incorrect to state that skins are taken from other consignments to make up shortages neither have I received any complaints regarding this. 241

It not infrequently happens that through bad marking and mistakes in tallying that a merchant may receive the whole of, for example, a consignment of ground nuts for which he gives a clean receipt. Subsequently a few bags of this consignment may be found and a corresponding number in another consignment be the same number short. In such cases these surplus bags are used to make up the shortage or, if the merchant refuses them on account of them being inferior quality or the bags not bearing his mark, they are sold and the proceeds utilised in meeting his claim.

(72) There is no proof to show that the bundles have been pilfered at the Lake Ports, on board the ships, on the railway, or after the bundles have been taken possession of by the consignee.

No railway is responsible for the contents of a package excepting under certain conditions & it would be impossible to count the number of skins in each package. The consignee could get over this difficulty by re-weighing consignments at Mombassa before taking them from the Railway. Any shortage that this re-weighing showed below the weight

originally accepted by the Railway might be accepted as evidence that the shortage occurred while in the hands of the Railway.

(73) The splitting of consignments has already been dealt with under (68) I cannot admit general want of attention and supervision. It does of course happen that cases do occur of carelessness and inattention and these matters have both had very careful consideration from me. I am constantly impressing upon all my staff the personal responsibility that attaches to each one for the safety of cargo committed to his charge. I admit that in the past sufficient care was not exercised and as I was not satisfied that enough care was being exercised I issued a circular to the effect that where I was of opinion that loss or breakage was caused by neglect an enquiry would be held & the matter reported to the General Manager.

(74 - 75) This is caused by split consignments the causes and remedied of which I have dealt with in para. (68).

(76) I conclude that the meaning of the first portion of this paragraph is that when any Railway official other than from the Marine department travels in the steamers that more supervision is given.

How is it possible to place reliance in a statement of this nature? Who are the merchants who travel in the steamers and observe different supervision when an officer of another Railway department is present and to what officers do they refer?

The General Manager occasionally travels in the st-

298
steamers, when the Marine Superintendent invariably travels with him, but it is very seldom that any other Railway officials travel in the ships. As Marine Supt. I frequently travel in the steamers and, as it is my duty to do, pay special attention to the handling of cargo. I can most emphatically state that there is a vast improvement in the way the ships officers deal with cargo and in the interest they show.

I am not contending that they are perfect by any means and I can only speak of what I have actually seen in the past when I first joined the service and the present time; the improvement is marked.

It would be impossible to place an official on board unknown to the ships officers to report on inefficient working and to do so would be to show a complete lack of confidence in the captain of the ship.

A register was opened in my office some months ago to keep account of claims against ships & in it, the particulars of the claim, are entered the names of the commander, officers & steamer clerk involved so that a check can be made as to how each officer is working. This record will show if any one officer is involved in a large number of claims & will form a means of fixing responsibility.

(77) Officers of steamers refuse cargo.

This does not occur neither can I recall any complaint on this subject. What is referred to is probably this. Although it is a point which through lack of technical knowledge

would not occur to either the merchants who made this statement or the committee who received it, it is necessary to consider the trim of a ship & this consideration of trim must, and quite rightly, influence the commander as to what cargo he takes. The Commander might inform the Agent or Pier Clerk that he had room for 50 tons & he might then be offered 50 tons of hides. It is usual when talking of 50 tons of space to mean space for dead weight cargo. Now if 50 tons of hides were offered the space taken up by such bulky packages would be at least double that required for a similar amount of ground nuts. The commander if he took the hides would not get 50 tons of weight which he might require to trim his ship and would probably get less than 25 tons. He would therefore be quite justified in saying that he would take a certain amount of hides & a certain amount of heavier produce. The proportion of what he would take would have to be decided by him.

They will take part of a consignment where they might take all.

I challenge the competency of the person or persons making this statement and ask on what specific occasions this occurred.

They will take part of two or three consignments.

If this were done as a general rule it would be unjustifiable but unless I am informed of the conditions under which this occurred I am unable to make further comments.

They observe no care whatever in the manner in which it is stowed.

This is another inaccuracy. Officers do supervise the storage of cargo and if they did not the amount of "broken stowage" & consequent loss of carrying capacity would be immediately detected.

Coffee &c. stowed with hides.

If it is meant that coffee and ground nuts are stowed in the same holds as hides & skins this is correct. There are only two holds in our ships and to keep one hold for coffee and ground nuts and another for hides and skins would be impossible as any person with technical knowledge would know. A ship could carry hides or skins in both holds, or coffee & ground nuts in both holds but she could not fill her fore hold with hides and her after hold with coffee and preserve her trim.

I do not recall any complaints of this nature and would ask if it is not true that coffee is invariably shipped with the berry in its skin so that the berry cannot become contaminated with anything with which it may come in contact and whether Uganda coffee has not been realizing between 70/- & 80/- a ton in the home markets. All coffee is stowed in the same manner and if some of it after having been in contact with hides &c. still commands such high prices it would appear that ^{the} fault must be looked for in other directions when it arrives in such condition that it has to be condemned.

Is it not also true that the bulk of ground nuts

is refined for the purpose of making what is known as "olive
oil" and does not the process of refining eliminate any
taint it may have received from the hides. Again the
greatest time that hides & coffee &c. would be stowed 301
together is about three days, it might possibly be four or less
than one. Even supposing that ill effects were transmitted
to the coffee &c. through being in contact with hides is it
suggested that this short period would be sufficient to do
the damage?

When the "Ussoga" & "Businga" are both running I
hope to be able to carry the greater bulk of the hides & skins
traffic in them while the smaller vessels will deal with
ground nuts &c.

(78) The fact of any cargo being lost overboard is invariably
entered in the voyage report which is submitted at the close
of each voyage to the General Manager, Marine Supt. and Traffic
Manager. No special report has been made to consignees of
such loss neither do I recollect any entry having been
made for one. I believe I am correct in saying that an
entry noting such losses is made on the way bill.

This is a matter that can be remedied at once.

(79) In the absence of details as to why this information
was so long in being given I can make no comment.

(80) The question of hides & skins has already been dealt
with under 70 - 72.

Total losses of either liquors, food stuffs or

general merchandise are infrequent. The question of pilferage of liquors & food stuffs is an important one but why is it attributed to the manner in which the Marine Department carries out its work?"

302

I refer to para. 12 which alludes to systematic dishonesty on the part of the Mombasa station staff, but in spite of this the entire responsibility has apparently to be borne by the Marine Department. Some time ago Boustead & Clarke were in the habit of shipping liquors and provisions to their branch at Junja. Complaints were frequent that the cases arrived with some of the contents abstracted. I then issued orders that all these cases were to be weighed on receipt at Kisumu pier & the weights thus obtained compared with the weights on the Way Bill. This was done when it was found that in many cases the articles had been abstracted before the cases came into our possession. Records of this will be found in the Marine Supt. office and the Pier Master will have a clear recollection of this case. I have already said that pilfering exists & have explained in para. 70 the steps taken to deal with it.

(81) This is a general statement and is dealt with specifically in some of the following paras. It is easy to comment adversely and in the absence of proper facilities for dealing with cargo some of these comments may be justified. I affirm however that the working of Kisumu pier is carried on in the most effective manner that can be done under the existing conditions. I wish to be understood

that I do not infer that mistakes do not occur & that errors are not made. They do, but we do the best we can to remedy them & prevent them occurring in the future. The causes which make it difficult to obtain thoroughly efficient working are.

- (a) Lack of sufficient European supervision.
- (b) Lack of sufficient storage room.
- (c) Lack of modern cranes.
- (d) Lack of efficient tally clerks.
- (e) Lack of efficient labour.
- (f) Fueling ships with wood fuel.

(a) I will deal with in detail later on but it is essential that a superior officer should be on the pier during all working hours.

(b) This is now being remedied but I must point out that when I first took control of the lake traffic I asked that the existing import shed should be altered and the line that then ran inside it should be taken outside thus leaving the floor space.

This was refused by the late Mr. Currie.

I again asked for this to be done when Mr. Sandiford was Acting General Manager and although it was sanctioned it was not until many months had elapsed that the work was carried out after telegraphic instructions had been issued by the General Manager. Additional sheds and extensions to the wharf were asked for & these have been sanctioned and put in hand.

(c) This is a matter that I put forward sometime ago over a year as far as I can remember. It was then thought that the British East African Corporation would instal an electric power plant at Kisumu when it was proposed to use such power for driving electric cranes. This scheme fell through and when I left East Africa indents were being prepared for steam cranes.

314

(d) A more efficient type of clerk has been asked to be sent from India.

(e) The lack of skilled labour both at Kisumu and other lake ports is one of our greatest difficulties. As a rule we can only procure labour, entirely raw, for periods of one to three months at the end of which time we again have to find fresh men. A comparatively small number remain with us for much longer periods but the bulk of our labour is inexperienced, unskilled and ignorant.

(f) The fuelling of our steamers with wood fuel is a source of trouble and mitigates against more efficient handling of cargo. The fuel takes up a large amount of the already limited wharf space, which should be kept free for the passage of goods & passengers, whether it is stacked on the wharf or off loaded direct from the fuel trucks.

The continual stream of fuel porters carrying the fuel to the steamers interferes with the working of the cargo both on the wharf and on board the steamers. This will cease on the installation of oil fuel in the ships.

The work at Kisumu ^{pier} is carried out as effectively & expeditiously as is possible under the

circumstances as before detailed.

300

Advertised sailings are maintained, steamers arrive punctually, and when trains are run to time from the coast leave at the advertised hour. All reasonable care is taken that cargo is expeditiously sent across the lake and down the line but owing to all our ships not being in commission certain unavoidable delays are bound to occur. (42 - 43)

This deals chiefly with the question of shipment of timber, petrol, and kerosine oil, but there is also a general statement that "goods are delayed & when a trader sends goods up country, he feels that he cannot possibly form any opinion as to the date it will be delivered on."

This as a general statement is without foundation, goods are despatched as soon as possible in the order in which they are received. We are not infallible and occasionally goods are detained through oversight or through causes over which we have no control. But this happens in all Shipping, Railway & Forwarding Companies and I do not intend to state that the Marine Department stands out as one example out of many companies that exist as one that never makes a mistake.

Many cases occur in which although goods are tendered and accepted at Mombassa they are an exceptional time reaching Kisumu and when they do arrive may miss the ship.

If this happens in the case of German Ports it is possible for goods to be unavoidably detained at Kisumu for

two weeks. This is explained as follows. A steamer leaves every Friday to go round the lake. One Friday it sails via the North, the next via the South. The Northern bound steamer makes its call at Bukoba with the bulk of Bukoba cargo while the Southern bound steamer calls at Mwanza first with the bulk of cargo for this port.

If cargo arrives too late to catch the steamer for Mwanza or Bukoba, as the case may be, it may therefore be held up until the next sailing a fortnight hence. I have received complaints from merchants regarding detention of goods which has sometimes been traced to this cause.

Again during the time that this report covers, the "Nyanza" was the only vessel that could carry heavy machinery and as recently a large quantity of heavy weights has been arriving in connection with our own Railway development in Uganda. In the production of ginning machinery in Uganda & German East Africa some of this machinery was of necessity compelled to suffer delay.

It is a recognized state of affairs for merchants to put down an undue amount of detention to goods to the Marine Dept. They probably take for granted that when the goods are accepted at Mombassa by the Railway that this is tantamount to their departure from that place and that they will reach Kisumu a day or two later, and their complaints are directed against the Marine Dept. I can quote from memory two instances of entirely unjustifiable complaints. One of these was from the Uplands Bacon Factory in which

they stated that their goods had not been delivered at Mwanza or Bukoba in spite of frequent requests on their part and that if they could not gain satisfaction from the Marine Dept. they would be compelled to put the matter before the General Manager. I asked them to state the names of the people to whom goods had been consigned & not delivered & they cited Herr Von Gotsch of Mwanza and The African Silk Corporation Bukoba. I visited Mwanza and saw Herr Von Gotsch and asked him to state his complaint. He had none against the Marine Department and his sole complaint was against the Bacon Factory for not sending his account. A record of Herr Von Gotsch's statement is in my office at Kisumu. A similar statement was made by the Silk Corporation but was not as far as I can remember put in writing.

About Christmas of 1913 Mr. Shaltze, the representative of one of the large firms at Bukoba, wrote to me and stated that he had received advice from Mombassa that a parcel had been despatched to him and that it had not arrived. He complained against the Marine Dept. stating that as the parcel had left Mombassa it must have arrived at Kisumu and was therefore detained there. It was conclusively proved that the package was lost on the line & did not arrive at Kisumu.

The records of this are in my office at Kisumu. With the exception of machinery, and oil and timber which I will deal with later, I suggest that if my statement is not accepted that undue delays are rare that any one month may be taken and that merchants may be asked to state the number

of delays that have taken place to their goods. Let the ³⁰⁸ dates such goods were accepted by the Railway at Mombassa, the dates they arrived at Kisumu, and the dates they arrived at their destination be given. Call on the Marine Superintendent for an explanation.

Compare the number of complaints found to be justified with the number of consignments shipped from Kisumu in that month.

Holding up of timber, petrol and kerosine oil.

Timber has lately been imported into East Africa for shipment to Uganda in exceptionally large quantities. Our ships were not capable of dealing with it and the Traffic Manager was asked by me to temporarily stop sending timber to Kisumu as we could not clear it as fast as it was coming up. He replied that Kilindini was becoming blocked & that he could not delay it there.

The only vessel capable of dealing with large quantities of timber was the "Nyanza" and the tug and lighters.

The "Nyanza" was on the round Lake voyage via Northern Ports and could not be taken off, and as she only sailed from Kisumu every fortnight she could not keep that port clear of timber. The tugs and lighters were kept employed in carrying timber, oil & petrol but just at the time when the heavy consignments of timber were being received at Kisumu we were compelled to send the tug & lighters to Mwanza to bring wood fuel to that port for the

consumption of our ships. This takes place regularly at intervals of about 3 - 4 months and when we receive advice from our agents at Mwanza that the store of fuel there is nearly depleted we send the tug & lighters to fetch a further supply. This operation takes from three weeks to a month and during such time the tug & lighters are unavailable for other work. The tug and lighters were kept working up to the very last moment that it was safe to leave Mwanza any longer without a further fuel supply. In fact the last voyage the tug made was with timber and oil to Uganda Ports.

The complaint is that timber was delayed at Kisumu but nothing is said of the fact that the merchants at Kampalla were unable to move cargo from Kampalla Port as quickly as it came in and we were obliged to largely reduce shipments of all goods to Kampalla in order to relieve the congestion due to the inability of merchants to remove their goods.

This inability can be understood when it is remembered that the distance between Kampalla & Kampal is 7 miles and that practically the entire movement of merchandise between the two places is carried out by means of carts drawn by natives.

One consignment of timber which had been taken over by the consignee had been lying behind the customs house exposed to the weather for two or three months. Another consignment of salt which had been taken over from us by the consignee, Allidina Viaram, was left lying in the open for

weeks because he could not get labour to take it to his go-down a few hundred yards away. 340

A further point in connection with the carriage of timber is this. It was formerly the practice to carry as much as sections of timber on the passenger decks of our steamers but this practice I discontinued excepting under exceptional circumstances.

There were two very good reasons for doing this. In the first place our ships are not designed to carry deck cargo and it is not safe to carry them excepting under circumstances of which I and my officers are competent judges. Furthermore the passenger traffic has largely increased and as our ships are often overcrowded it would have been a great mistake, even leaving the consideration of safety out of the question, to have further curtailed the already limited deck space by filling a portion of it with deck cargo.

Petrol & Oil. In the past it was the practice to carry these highly inflammable commodities, often in tins, on deck. I was never in favour of this highly dangerous practice and stopped it in the case of all ships excepting the "Nyassa" which has large open decks where the oil can be kept under observation and where if fire broke out there is a reasonable chance of success in combating it.

Oil and petrol ^{was} stowed along the lower decks of the other ships, where deck passengers, personal servants were continually passing, where the chances of lighted matches & burning cigarette ends igniting it were always present.

and where in the event of an outbreak of fire there would have been no time in which to throw the oil overboard. 311

The oil & petrol is therefore carried in the "Nyanza," the tug lighters, and the "Mackinnon" and delays under these circumstances are unavoidable but will disappear as soon as we have our new tug & lighters running.

The action I took was in the interests of the ships & passengers and was I maintain justified.

(84) In the absence of knowing the condition under which this oil was refused I can offer no comment.

(85) I have already explained why oil is delayed. I must take this opportunity of asking why ^{is} an important matter concerning the working of the Marine Department the statement of an Indian clerk should be accepted without comment and without reference to any one of the senior officers in the Marine Department or the pier master, some of whom must, even if they were not actually on the wharf at the time, have been in Kisumu.

It shows most conclusively the spirit that animated the committee in gaining the details which form the subject of their report as far as the Marine Department was concerned.

It is correct to state that the wagons of oil were detained at Kisumu but it was because it could not be taken in the steamers and there was no shed in which to place it.

I made arrangements after this detention to wagons to unload and stow oil in the open pending shipment.

and where in the event of an outbreak of fire there would have been no time in which to throw the oil overboard.

311

The oil & petrol is therefore carried in the "Nyanza," the tug lighters, and the "Mackinnon" and delays under these circumstances are unavoidable but will disappear as soon as we have our new tug & lighters running.

The action I took was in the interests of the ships & passengers and was I maintain justified.

(84) In the absence of knowing the condition under which this oil was refused I can offer no comment.

(85) I have already explained why oil is delayed. I must take this opportunity of asking why ⁱⁿ an important matter concerning the working of the Marine Department the statement of an Indian clerk should be accepted without comment and without reference to any one of the senior officers in the Marine Department or the pier master, some of whom must, even if they were not actually on the wharf at the time, have been in Kisumu.

It shows most conclusively the spirit that animated the committee in gaining the details which form the subject of their report as far as the Marine Department was concerned.

It is correct to state that the wagons of oil were detained at Kisumu but it was because it could not be taken in the steamers and there was no shed in which to place it.

I made arrangements after this detention to wagons to unload and stow oil in the open pending shipment.

(86) I have already explained the reason why oil is 319
delayed and these causes will very soon disappear. Because
we have been in the habit of carrying oil under what I
consider dangerous conditions for years past I do not con-
sider that a sufficient justification for doing so in the
future. If an accident had happened and I had pleaded that
I was merely carrying out a practice which existed when I
came to the country I imagine that it would not have been
received as an explanation.

No attempt has been made by the committee to throw
any light on the cause of the detentions just described and
had they not subsequently thought fit to throw discredit on
the department this might not have been necessary but once
they expressed their opinion on the working of the Marine
Department it became necessary for them to consider impartially
both sides of the question.

In no instance has this been done.

(87)

Shew Receipts.

This procedure is not a correct one but is one
that can be easily remedied and I presume orders have been
given to this effect as in the case of the Rail Road Section
vide para. 8 of the report.

I do not remember having received any general
complaints on this subject but I do remember a specific
complaint being received from a Bukoba firm on the subject.
I wrote to our agent at Bukoba and instructed him that in
endorsing consignment notes it was not sufficient to state

"bales wet" but that the number was to be given. 313

I do not remember telling him to state the extent of the damage neither do I remember issuing instructions to other ports.

I am under the impression that I thought the complaint a specific one and dealt with it accordingly.

(88) In reference to the rebagging of cargo and repairs to packages at Kisumu Pier I fail to understand why we "virtually accept liability" by this procedure. I have always considered it part of my duty. I have never ceased to be endeavouring to impress upon all my staff that so long as cargo is in the charge of the Railway that it is our duty to ~~take care~~ in every possible way. I should not consider that I was doing my duty if when I discovered damaged bags or packages I did not have them repaired.

Does the Committee infer that damaged bags should be left at Kisumu until such time as the consignee is asked for instructions or is it suggested that the bags should be sent in a torn & damaged condition to Mombassa.

In the case of certain goods arriving from Mombassa, especially cement, the condition of the cases is such that it would be impossible to load them into our ships without repairing them.

I have on more than one occasion shown the General Manager wagons loaded with cement with the sack in such condition that to have removed them from the wagon would have been impossible without a large part of the contents being lost.

This is before the cement has been handled in any way by the Marine Department.

31

(89) The full details of this case are in my office at Kisumu. I forget the exact details now but it appeared to me a conclusive case of a mistake in weight at the port of origin as it would have been impossible for such a large quantity to have been abstracted. I therefore agreed to make a settlement.

I believe this settlement was accepted by the consignee.

(90) I have already stated that the bulk of our hides & skins traffic comes from Bukoba. At this port, which is open to the full force of all easterly winds and when in consequence a heavy sea often rises there is no wharf and only a small shed.

After my first visit to this port in August 1911 I wrote to the General Manager urging that the necessity of providing better facilities at this port should be represented to the German Government.

This was done but with no result and I have at various intervals made similar requests; and before I left East Africa work had already been started on a breakwater.

The town is about 1/2 of a mile from the landing stage, at which place cargo is put into a lighter and hauled off to the ship, and merchants in consequence bring their hides & skins there for shipment. If there is not room in the shed they stack them outside and cover them with

tarpaulins. Under ordinary conditions this is sufficient protection but if heavy rain accompanied by a high wind comes on a certain amount of damage may occur. 3151

Further more when the sea is rough, water is bound to splash over the lighter when she is lying alongside the ship and cargo inside may become wet.

I have frequently pointed this out and have stated that until proper facilities are given for handling cargo at Mukoba that damage cannot altogether be avoided.

(91) I can only recall one complaint now of hatches not being put over during the rain and I cannot now remember what the result was. During heavy rain hatches and covers would be put on but it might happen that during a slight shower commanders might not consider it necessary to put on hatches but in a case of this sort no material damage would occur. All cargo carried on the deck is stacked on dunnage wood well clear of the deck on purpose to protect the cargo from damage by water.

It is possible that damage may have resulted from a leaky service pipe but as soon as the leak was discovered it would have been repaired.

(92) This is similar to (88). The drying of hides and skins I consider part of our duty as being done for the protection of goods committed to our charge. It might happen that a bundle of hides fall into the lake at Kisumu. If this bundle were opened up and dried no damage would occur to it, but if it were put in the shed to await instructions from

the consignee it would probably be spoilt. The merchant
would lose the hides and the Railway might be asked to pay
the resulting claim.

(93) This has been thoroughly explained under the heading
of "split consignments."

(94) That hides & skins are stolen at Kisumu pier can only
be an assumption but the police have hitherto been unable
to make any arrests. I am in common with all Railway officials
anxious to discover where pilfering takes place.

I cannot understand how it can be proved that Bukoba
and Mwanza hides are found in bundles said to come from the
Nyanza province. Only hides which are on the outside of the
bundles are marked so how can the presence of Nyanza hides
be detected. What object would there be in abstracting hides
from one bundle and putting them in another?

(95) Goods do arrive at the Lake Ports at times in bad
condition and it is sometimes due to bad handling on the ships
or piers, cases too light for the poor state of condition in
which goods are received at Kisumu pier from the wagons.

As regards the handling of cargo in the ships a
great deal of improvement is necessary. There has been
an improvement and everything has been done to make officers
& others realize their responsibility but we are still far
from perfect. We have engaged cargo supervisors for looking
after the stowage of cargo but the men sent are were unfort-
unately not much good.

The after holds of the "Clement Hill" "Winifred"

and "Sybil" are not well adapted for the safe handling of cargo. A large tunnel rises up several feet in the centre of the hold directly under the hatch, and as the hatch itself is small and there is little room between the hatch coaming and the top of the tunnel it is most difficult to get cargo either in or out.

In lowering cargo into these holds if the sling rests on the tunnel the cases &c. are liable to fall from the tunnel to the bottom of the hold. In hoisting cargo up the same trouble is experienced as there is not sufficient room between the tunnel & hatch coaming to admit of the free exit of a sling of cargo. A mistake on the part of the man giving orders to the winchman or any hesitation on the part of the latter might result in damage.

As far as possible a European is always at the hatch while cargo is being worked but with only a captain and one officer there are times when the hatches, there are two in each ship, are unavoidably left. I hope that when we have our full complement of officers this cause of damage will disappear.

I should further state that when the vessels are laid up for alteration that an improvement will be made so as to give more room between the tunnel and coaming.

Very strict instructions have been issued against the turning over of cases and porters on the piers are only allowed to carry cases. This is an extremely difficult rule to enforce. Even if English porters are watched

handling luggage it will be seen that it is often turned over and not carried.

318

Porters who remain with us any time are broken into the carrying of cases but it must be remembered that a great part of our labour is recruited monthly & that when men come to us they may never have handled cargo before.

Another source of danger is the fact of sufficient care not being given by packers in Europe in seeing that the cases are strong enough to carry the goods they contain. This particularly refers to cases of stationary, native shoes, ironware, nails, wire and cement.

I have shown many of these cases to the General Manager both on Kisumu and Kampalla Piers. Shippers do not appear to realize the large number of times goods are handled from the time they leave England until they arrive at their destination in Uganda. Neither do they remember the class of unskilled labour goods pass through while in transit.

The same articles mentioned before are frequently received in bad condition from the Railway before they have ever been handled by the Marine Department.

Pilfering occurs on board the ships and at lake ports and convictions have been obtained against some of the thieves. Vide para. 12 of the committee's report it would however, appear that the majority of pilfering took place at Mombassa or while in transit between that place and Kisumu.

(96) I admit that when I first arrived in the country

sufficient care was not being given to the handling of cargo but there is a marked improvement in the manner in which the officers now carry out this work.

(97) Cargo is not handled carelessly at Kisumu Pier and cement is not dropped from the trucks to the pier. Skids are placed from the truck to the pier and at the end of the skid is placed a mat made of rope to receive the casks on. Cement is frequently received from Mombassa in such condition that it is impossible to handle it before cooping up the casks.

The iron drums in which the cement is sometimes carried are frequently found with holes in them caused by the penetration of cargo hooks, the cement leaks out of these holes whenever the drums are moved.

The manner in which cement is handled at the Coast is notorious and although the Marine Department cannot avoid some damage occurring the preliminary weakening of the casks takes place before they are received at Kisumu.

(98) It is possible that there is not a sufficient number of tarpaulins. The requirements owing to lack of sufficient storage accommodation are excessive and we were also compelled to supply a large number to Lake Kioga.

(99) Prior to the running of the "Usoga" we were unable to send any of the large ships there and cargo to and from this port was carried by the "Mackinnon", "Russini" and tug & lighters. There may therefore have been detention to cargo but outside the cotton season little cargo comes from there.

(100) A pier and quarters for a clerk have been asked for and when the latter is built a clerk will be posted there. If the timber that is said to have been delayed at Kisumu consisted of large pieces it could only be carried by the tug & lighters and if they were absent elsewhere the delay would be unavoidable. Referring to the statement that a firm had been obliged to close down at Sio owing to lack of storage accommodation I would point out that the trade to and from Sio is insignificant.

320

Sio & Mjanji are close together & up to the time I left East Africa it was still undecided whether both or one of these ports should be developed, and it would have been premature to spend much money on either of these ports until this matter had been decided.

(101) Before I can answer this complaint it will be necessary for me to hear what explanation the captain has to offer.

(102) If this procedure is adopted by the Pier Clerk it is incorrect. All Agents and pier clerks have instructions to advise me of the amount of cargo on hand after the departure of a steamer.

(103) The steamer staff do know what they have on board. Tallying is not as effective as it should be owing to an insufficiency of competent clerks and the fact that only one steamer clerk is carried.

Provision is made for two steamer clerks & for the

engagement of better tally clerks.

(104) I agree that the erection of such sheds would be an advantage, but it must not be forgotten that our piers are very small and that unless they are extended there will not be much room for this.

(105) This could be remedied.

(106) Unless the captain had some very good reason for this action it is inexcusable. It is not fair to offer an opinion until all the facts are known. Cattle are carried on the second class passenger deck and in the event of a large number of passengers having been on board the presence of cattle would have been a great annoyance.

Also it is possible that the "Nyanza" or "Usoga" were due at Etebbe on that day and would have taken the cattle. Either of the latter ships are more suitable for carrying the cattle than the "Sybil".

(107) Timber is not handled carelessly but in dealing with large consignments it is difficult to entirely avoid damage. I have already explained the cause of damage to cement and the delay to shipments of oil.

This latter should have ceased now that the "Usoga" is running.

(108) The congested state of the pier is hardly the fault of the Marine Department. It is principally due to the fact that a large shed is being erected in the middle of the road leading to the pier, that the construction of earthworks for the railway is in progress and that merchants

cannot provide sufficient transport to remove their goods 322

There is also a large cross traffic in unginned cotton which further complicates matters. One firm will for instance ship say 5000 bags of unginned cotton from Jinja to Kampalla. This is off loaded and a further 5000 bags taken on for Kisumu. The matter has been represented to the merchants with a view to some mutual arrangement to stop this being made.

(109) Damage to goods has been explained elsewhere. We are responsible for some I admit, but I think the most prejudiced person will agree that it is impossible to deal with a large quantity of cargo of all sorts and conditions without some damage being sustained. Building material and iron for goods may have been delayed in the past as there was only one ship capable of dealing with this material. When our ships are all running this complaint will disappear.

(110) The reasons of the delay to oil have been explained elsewhere. No unreasonable delays should occur in the future.

(111) I admit that pilfering exists and have explained what steps have been taken to stop it. If packages are skillfully refastened, it is not improbable that the thefts are made when loading in the home ports.

(112) This can easily be remedied.

(113) Representations have been made regarding the necessity of police.

(114) Owing to the congested state of the wharf which was owing to conditions explained in (108) it was at times impossible to choose the best place for discharging heavy

weights.

33

Arrangements have been made for sending to Kampalla a Scotch Crane to meet temporary requirements. Steamers assist when possible with their derricks but this must of necessity depend on what time they can afford to spend there.

(115) A steam crane will be required at Kampalla but with the opening of the Railway at the port the work of dealing with heavy weights will be much facilitated as they can be loaded direct into trucks.

(116) Noted.

(117) No preference whatever is given but as I have before explained it is sometimes necessary to take heavy cargo in place of light bulky cargo in order to ensure that ships are properly trimmed.

(118) Advice is sent to consignees immediately goods arrive and in any such case occurred as is described it must have been an isolated case and possibly an oversight or the mis-carriage of the advice.

(119) Without further details I cannot reply to this. There is difficulty in dealing with intermediate cargo from both Matebbe and Kampalla to Jinja as the "Clement Hill," the only ship that runs that way, is sometimes so busy that this cargo cannot be handled.

This complaint will cease when our new steamers are running.

(120) I have previously dealt with reputed careless

handling. As soon as cargo is taken over from the steamer, it is sorted out and stacked in readiness to hand-over to consignees. This as far as I remember is done the next day.

(121) This may be correct, I cannot say, it must be remembered that very large quantities of unginned cotton are continually being received at, and despatched from the pier and it is possible that other cargo might be temporarily covered.

(122 - 123) I have dealt with the question of hides and skins in a previous paragraph.

I have so far been unable to trace any thefts of hides at Kisumu Pier although it is not impossible that this occurs. I should say that more opportunities for theft would occur at Mombassa and there would also be more opportunities of disposing of the stolen articles.

(124) Coffee has been exported from Kibanga for some months past and I understand that the Director of Customs intends placing a clerk there.

(125) The go-down is probably completed by now. The Marine Department do not erect these go-downs and its non-completion cannot be attributed to it.

Trader's concession tickets are not issued by the Marine Department. The other matters are stated to be minor and can be remedied.

General.

The Pier clerk formerly in charge at Kampalla pier was removed for unsatisfactory work and since the posting of the new pier clerk which took place several months ago the

work has been much more satisfactory & I have been so informed by the Chamber of Commerce. 3.5

(126) By losses of provisions and liquors this probably means by theft as there are few cases of the total loss of cases. As a rule delays in transit are not very noticeable at Jinja and neither are hides & skins shut out, excepting under circumstances previously explained, for other cargo.

Both these complaints will cease when all our ships are running.

The handling of cargo has improved & will still continue to do so. We are very handicapped at Jinja for want of storage room and shed accommodation but these matters are in hand. Police have been asked to guard against theft.

(127) While admitting that thefts can and do take place on the pier and in the ships I consider it is impossible that such skilful thefts as are herein described could be carried out while the goods are in the hands of the Marine Department.

It is far more probable that these thefts occur as described in para. 12.

(128) It is the usual practice to state that thefts take place in the steamers but as regards thefts from rations it was proved conclusively that some of these thefts took place at Mombassa and an enquiry I believe was held at Mombassa regarding this.

With regard to the specific case mentioned I can

make no comment until I have seen the papers concerning it.

(129) I have already dealt with the question of careless handling in the steamers. 316

(130) Telegraphic advice can be sent to merchants when a special steamer is being sent, but as a rule this is not necessary as when a steamer is sent in this way there is sufficient cargo on the pier to fill her.

(131) This is not in the hands of the Marine Department.

(132) I cannot recall many complaints regarding thefts of goods consigned to Lake Kioga, certainly not such numbers as warrants the statement that "losses occur in the majority of consignments."

(133) I consider it would be most advantageous if we had an efficient police force both at our ports on Lake Victoria

and Lake Kioga, and if we had the complaints of theft set forth in the preceding & other paragraphs, should nearly cease.

(134) Sheds have been arranged for for nearly all the Lake Kioga Ports and where sheds are not provided lighters can be placed.

(135) The question of transport to Agri has been fully dealt with in the previous correspondence. If a lighter is required at Kiabi and one can be spared it might be sent there. I can make no comment regarding the broken fly wheel in absence of more details.

The facilities and accommodation on Lake Kioga are in a state of development. It is only within the last

two years that trade has been expanding there.

(136) The complaints are similar, and, naturally, as they are delivered against the Marine Department they must have their origin either in the steamers or at the piers of the various ports.

327

(137) Why should it not also be presumed that as the Indian Traders were satisfied with the service they in consequence made no complaints.

(138) I can offer no comment on this.

(146) It is insufficient and the arrangement suggested

is (247) appears a good one.

(248 - 251) I agree that the floors of sheds should be concreted and that a projecting roof to protect the loading platforms would be an advantage.

A certain number of lights have been in use for some months.

(253) This is correct.

(254) As soon as all fuel is installed all wood fuelling will cease and there will be more room for handling cargo.

(255) I had originally asked that this pier should be enlarged & submitted proposals for what I considered necessary. All, or practically all, of our traffic from Batabbe is cotton and it was currently reported that the only ginney working there was going to close down. Had such an event come to pass the necessity for widening Batabbe pier would not have been a pressing one, and I was content that it should stand in abeyance in order that more pressing work might be carried out.

If Lax lights have not already been erected one might be supplied but it is not very urgent as neither the "Clement Hill" nor "Winifred", which ships deal with Uganda passengers, lies alongside the pier at night. 328

(256) This pier has already been widened but requires further extension. I think I have already given orders for Lax lights to be placed there.

The question of a steam crane has also been dealt with.

(258) I agree that this work is most urgent and requires pushing forward, a steam crane had been allowed for in the estimates.

Lax lights already exist at Jinja pier but not in the places indicated.

(276) I think this suggestion a good one.

I have previously made similar suggestions or that in the case of wooden casks they should be placed in gunny bags.

As far as the Marine Department is concerned these instructions have been issued and every effort is made to ensure their being complied with.

Shoats are not used in the Lake steamers but their introduction would be useful.

Loading boards are already used for this purpose in the lighters.

(275) I agree that we require a better class of tally clerk.

(287) I agree to this.

329

(289) I agree that we should be in a position to refuse goods we consider beyond our working capabilities and this was done by me on one occasion when I received the support of the General Manager.

I fail to see why my action in allowing goods to be stacked on the inner ends of Piers should be deprecated. In many cases the merchant's go-downs are a long distance away and they prefer bringing cargo near the pier in order that it may be ready for shipment when space ~~is offered~~ offers.

With all our vessels running I fully anticipate being able to expeditiously deal with all cargo offering.

(290) This applies to the piers.

(292 - 293) I will conclude this letter of explanation with my comments on these paragraphs.

(294) The check on cargo is made when it is sorted & stacked in the shed.

When we get more efficient tally clerks we can tally as the cargo comes over the side. I have already explained the cause of split consignments. Cases may occur where way bills are not received with the goods but this seldom happens.

The cargo list is not submitted in the manner described. We have an arrangement whereby certain ships take the bulk of their cargo for certain ports. The "Clement Hill" usually takes cargo for Butabbe and Karpalls while the "Winifred" takes cargo for Jinja.

When this procedure is departed from the captain, and not 330
the chief officer is communicated with. It is usual to
endeavour to send building material &c. by the "Nyanza."

As the "Usoga" was presumably running on the dates mentioned
it could have been sent by her.

It is possible that the congestion at Kampalla was such that
it was considered inadvisable to send over further lots until
it was cleared.

(295) It is inaccurate and totally opposed to what actually
takes place to state that the Marine Superintendent takes
no personal action in making arrangements. On whose authority
is this statement made? It cannot have been made either
by the Acting Marine Superintendent or the Pier Master.

A day seldom passes when I am at Kisumu that I do not spend a
considerable time on the wharf and in the sheds.

Each shed is inspected and the necessary information elicited
as to how long various consignments have been waiting despatch
across the lake or shipment to Mombasa. The number of up
loaded wagons are seen and it is ascertained what they contain
and where the goods are for.

Arrangements are made for special trips, now the "Mackinnon",
"Mussani," and the tug or lighters can best be utilized.

Attention is drawn to any cases where bad handling of cargo is
in operation. In short the whole business of the working of
the traffic and pier is gone into in every detail.

In addition to this the Pier Master comes to the Marine
Superintendent's office every morning when these and other

questions are discussed.

331

Commanders of the ships also come to the office when all details regarding cargo are gone into.

In no way is it left to the discretion of the ships' officers, what cargo will or will not be carried.

The steamer clerk tallies the cargo and while it is being loaded both the officer of the ship and pier master are in attendance.

Regarding the incident of a sling being landed on the tunnel and the case being allowed to fall deliberately into the hold the committee were probably mistaken. The cases were probably allowed to land accidentally on the tunnel and capsized which, as I have said before, can easily happen owing to the construction of the ships.

(296) This is lack of supervision and should have been taken up with those concerned, both the officers of the ship and the pier master.

(297) The officers of the ships supervise the loading and unloading of their ships. If they do not they are neglecting their duty. Beyond that the Pier and Assistant Pier Master supervise.

(298) It is possible that there was cotton consigned to the ginnery at Kisumu which is loaded at once for despatch to the ginnery without detriment to the despatch of other cargo.

(298) Cargo is tallied from truck to pier and from pier to steamer.

Cargo off loaded from the steamers is checked and tallied in the sheds.

(300) The steamer clerk tallies cargo while it is stacked on the wharf ready to be put in the ship. The tally is not so complete as it should be as the steamers only carry one clerk while loading goes on at ^{the} hatches. To remedy this I asked for additional steamer clerks to enable me to appoint an assistant to each steamer and when this is done the tallying will be carried out more efficiently.

(301) Loading and unloading is often carried on at the same time but at different hatches.

Cargo is, or should be, always tallied before it is put on board and it is not improbable that the steamer clerk had counted the bags although the members of the committee did not see him doing so.

It is possible that bags of rice were placed against hides and skins but unless they were in that position for some time no harm would occur, and as no mention is made of it I presume it was not ascertained how long they had been in that position.

(302) The space for working cargo at Kampala is very limited and where there is lack of space it is extremely difficult to handle cargo in a satisfactory manner. In order to keep to a scheduled time cargo has to be handled very quickly, but however confused the cargo may be during the process of unloading, it is sorted and stacked immediately after.

It is also probable that cargo from the last week's boat was buried under later deliveries.

The shed accommodation in the first place is totally inadequate

and secondly the merchants cannot get their cargo away as quickly as it is received.

The first defect is being remedied by the erection of another shed, the second will remedy itself on the completion of the Railway.

No reason is given as to why the steamer clerk at Jinja could not check the cargo put on board, or why he should accept the Pier Clerk's tally in the absence of any check by himself. The pier clerk is naturally in charge of the pier and in the absence of any other official of the Marine Department must of necessity act on his own initiative.

It is incorrect, however, to state that he received no instructions from the superior staff.

These instructions are sent to him when he is in any doubt as to what procedure to adopt both by letter, telegram, or circular.

I consider he is in much the same position as any station master on the line excepting that it is probably a more responsible one.

(308) This procedure is unsatisfactory and will cease soon as we are able to get a more efficient staff of clerks have more space in which to work, and have so many ships running that there will be more time in which to unload and load. I do not remember the statement that is said to have been made by me last August or how the committee can be aware of what statements I may or may not have made so many months before.

Cargo most certainly should be checked at the German Ports and as far as I know this is done.

The steamer clerk will not give a clean receipt to the Agent unless he has satisfied himself that the cargo he is required to sign for is actually on board.

If cargo is missing from the ship and the agent holds a clean receipt, the ship is responsible.

It is checked when it is stacked in the shed.

(304 - 305) The Agent can disclaim liability if he holds a receipt from the steamer clerk and the only dispute that could occur would be between the steamer and Kisumu Pier.

If assistant steamer clerks have been appointed, as by now they should have, there is no reason why tallying should not be carried out as cargo is put over the side.

(306) If the loading & unloading was being carried out without supervision the officers concerned were neglecting their work and the very explicit instructions that have been given by me from time to time.

If cargo were thrown to the bottom of the hold it was wrong.

What can be done, & what I have seen done, is for some bags to be built up in the hold to act as a buffer and bags are thrown on this and come to no harm.

Most of the cotton seed that I have seen passing through Kisumu, with the exception of that damaged during the congested period of 1912, is in good condition.

It is probably the bags of seed cotton which are referred to as the bags used for this are used over and over again and

are almost invariably in bad condition.

Regarding Kampalla pier the confusion of cargo which is stated to have existed has already been accounted for. It is impossible with inadequate shed accommodation to unload cargo expeditiously and sort it at the same time.

(307) It has previously been stated by the committee that the bags were in good condition so no notes would be necessary.

(308) If objection is taken to this procedure it can be stopped. I have explained that it was permitted in order to assist merchants.

(309) This would certainly be a remedy but I do not think that it need be considered at present for I anticipate that we shall shortly be able to so deal with cargo that there will be no undue delay.

(310) I quite agree that a more efficient tally is necessary. I have not been unaware of this necessity and have endeavoured to remedy it by allowing for additional and better clerks.

(311) I should not like to express a definite opinion on this until I had seen the correspondence.

Under ordinary circumstances the cases or cases would be weighed in the presence of the pier master or clerk in charge of the shed when the cases would either be loaded in the presence of the steamer clerk or would be kept in the shed under lock and key until the ship was ready to take it.

The steamer clerk should notice any signs of tampering and the way bill would then be endorsed accordingly in which case the responsibility would rest with Kisumu Pier.

Failing such endorsement Kisumu Pier would be clear.

350

Upon arrival at Jinja, even if no receipt were handed the steamer clerk until the following voyage, if no remark were made to the effect that the case, or cases, had been tampered with the presumption would be that the case had been delivered intact and that the pilfering took place at Jinja.

(312) I know of no excuse having been put forward for bad working neither has any accusation of bad working, prior to the publication of this report, been directed against the Marine Department.

Shortly before I left East Africa I reported to the General Manager a case of very careless working which had occurred at Kisumu Pier and the steps I had taken regarding it.

I think it was in reference to this report that I received from the General Manager a letter in which he required me to exercise more outside supervision.

I agreed that more outside supervision was necessary and stated in view of the abnormal increase in the work carried out by the Marine Department, both on Lake Victoria and Lake Kioga, that the time had come when it was necessary for an officer to be appointed as assistant to the Marine Superintendent.

When the Marine Department was first formed it was laid down by the late Mr. Currie that the Marine Department should be under the control of the Marine Superintendent and that the engineering branch should be a sub-department under charge of the Superintendent Engineer Marine, the latter being responsible to the Marine Superintendent for the efficient

working of his branch.

It was further laid down that in the absence of either of these officers the officer left in Kisumu should do the duty of both.

This arrangement, in my opinion, was not a good one and, moreover, is one which has never been in vogue in any service I have been in.

I do not say it is unworkable but it is not an arrangement whereby the best results are obtained.

A few weeks after my arrival in August 1911 the Superintendent Engineer went on leave and was absent some six or eight months during which time I carried out the entire supervising work of the department.

This meant that to a certain extent I was compelled to rely for advice regarding the engines & boilers of the steamers, on the shop foremen, a subordinate.

It further meant that when I was away travelling that there was no superior officer of the Marine Department, and as I was often away for a week or ten days at a time it is obvious that during these absences the Marine Department largely had to look after itself.

The amount of cargo being carried at that time was not abnormal, there were no large engineering works on hand, and the working of the department went on comparatively smoothly.

Correspondence of importance had to be detained until my return and routine correspondence was either signed by one of the officers of the Traffic or Engineering.

working of his branch.

It was further laid down that in the absence of either of these officers the officer left in Kaura should do the duty of both.

This arrangement, in my opinion, was not a good one and, more over, is one which has never been in vogue in any service I have been in.

I do not say it is unworkable but it is not an arrangement whereby the best results are obtained.

A few weeks after my arrival in August 1911 the Superintendent Engineer went on leave and was absent some six or eight months during which time I carried out the entire supervising work of the department.

This meant that to a certain extent I was compelled to rely for advice regarding the engines & boilers of the steamers, on the shop foremen, a subordinate.

It further meant that when I was away travelling that there was no superior officer of the Marine Department, and as I was often away for a week or ten days at a time it is obvious that during these absences the Marine Department largely had to look after itself.

The amount of cargo being carried at that time was not abnormal, there were no large engineering works on hand, and the working of the department went on comparatively smoothly.

Correspondence of importance had to be detained until my return and routine correspondence was either signed by one of the officers of the Traffic or Engineering.

When the Superintendent Engineer returned he was, during my absences, able to deal with most of the work which had not then attained the bulk it has now. But shortly after this came the enormous development of Lake Traffic, the additional work involved by the taking over of Lake Kioga, the commencement of the building of the "Usoga," "Kavirodo" and "Rusinga", the conversion of the fleet to oil fuel, and the extension to the existing passenger accommodation of the older ships. It was obviously impossible for two men to carry on this work and exercise a thorough supervision, and although an officer was appointed to take charge of Lake Kioga the fact of that Lake being controlled by the Marine Department necessitated occasional inspection both by the Marine Superintendent and Superintendent Engineer.

When I realized how rapidly the work was increasing I informed the General Manager that we should have to appoint a Deputy to the Superintendent Engineer.

This appointment was approved but no suitable applicant has yet been found.

The Marine Superintendent is absent on Kisumu on an average of 10-15 days a month and during that time it is impossible for the Superintendent Engineer to carry on his own work and exercise supervision over the motor ships.

One of the two must suffer and in addition to this the correspondence is such that one man cannot deal with it and consequently outside work suffers.

In order to exercise an efficient control of the Marine

Department, and this includes the constant inspection of lake ports, frequent travelling in ships to ascertain how they are being run, keeping in touch with the merchants at the various ports &c., it is necessary for the Marine Superintendent to travel about a great deal.

339

In fact it means, or should mean, that every port on the lake should be visited once a month. In the case of smaller ports it might not be necessary to make such frequent visits while in the case of the larger ports inspections might have to be made more frequently. This alone, leaving Lake Kioga out of the question & monthly visits to Nairobi for the official meetings, would take approximately 15 days in each month.

During such time, and it must be remembered that at present I average 10 - 15 days away from Kisumu each month, the pier is left without any supervision other than that the Superintendent Engineer is able to give, and that given by the Pier-Master.

It is impossible to let the commanders of ships interfere with the working of the pier as there would be too many conflicting orders.

I am firmly of opinion that during working hours the pier should never be left for any length of time without an officer of superior rank. This officer would supervise all work going on, the loading & unloading of ships and wagons, the sorting of cargo, the manner in which it was handled, how the ships officers performed their duties &c..

In the event of the Marine Superintendent being away he would

Department, and this includes the constant inspection of lake ports, frequent travelling in ships to ascertain how they are being run, keeping in touch with the merchants at the various ports &c.. it is necessary for the Marine Superintendent to travel about a great deal.

339

In fact it means, or should mean, that every port on the lake should be visited once a month. In the case of smaller ports it might not be necessary to make such frequent visits while in the case of the larger ports inspections might have to be made more frequently. This alone, leaving Lake Kioga out of the question & monthly visits to Nairobi for the official meetings, would take approximately 15 days in each month.

During such time, and it must be remembered that at present I average 10 - 15 days away from Kisumu each month, the pier is left without any supervision other than that the Superintendent Engineer is able to give, and that given by the Pier Master.

It is impossible to let the commanders of ships interfere with the working of the pier as there would be too many conflicting orders.

I am firmly of opinion that during working hours the pier should never be left for any length of time without an officer of superior rank. This officer would supervise all work going on, the loading & unloading of ships and wagons, the sorting of cargo, the manner in which it was handled, how the ships officers performed their duties &c..

In the event of the Marine Superintendent being away he would

deal with correspondence &c., and as his main duties would be on the pier he would be thoroughly able to deal with claims, & complaints regarding detention to cargo &c.

Should it be necessary he would sometimes travel round the Lake in place of the Marine Superintendent. This I must point out is not a new departure.

Both in Southern and Northern Nigeria there were Deputy Marine Superintendents and in addition in large stations like Calabar, Forcados and Lagos there were in each place a Senior Marine Officer and Marine Officer.

The chief duty of the Senior officer in each case was to control and inspect when he was able, and of the junior to confine most of his attention to outside supervision.

I was Deputy Marine Superintendent of Northern Nigeria and practically the whole of my work consisted in outside supervision. All working hours in the forenoon I spent

superintending the loading & unloading of ships, the maintenance of ships and general supervision of the crew &c.

In the afternoon the work was very similar excepting that I sometimes spent a certain amount of time in the office.

It was also my duty to be present on the arrival or departure of all ships. The Marine Superintendent on the other hand

dealt chiefly with the office work and general control of the department. In Northern Nigeria we had officers of the

superior staff in charge of stations on the river which could not compare in importance to either Jinja or Kampalla. Even

in the case of the old Uganda Marine, small as the service was.

provision had been made in the estimates prior to its amalgamation with the Railway for a Deputy Marine Superintendent.

Reference is made to the fact that if the ship's officers fulfilled their obligations the work of the controlling section would be light. I can only say that this statement shows a lack of appreciation of the multifarious duties required of any Marine Superintendent or controlling officer of shipping and transport.

The primary interest of an officer of a ship is, and must be, centred in his ship, and this includes not only the maintenance of the ship and crew, its safe passage from port to port, its cleanliness, and the safety and care of cargo. If he neglects either of these details he fails in his duty.

In the case of our officers they are also ordered to inform me of any irregularities they may see at the various ports. This they do but only to a certain extent but I recognize what should be apparent to everybody, that where a vessel only remains a few hours in a port and when during that time cargo work never ceases it is not possible for an officer to supervise the work actually in progress on his own ship and attend to pier work at the same time.

No consideration is given to the very important fact that the ships are understaffed. This is a matter in which the General Manager agrees with me and sanction has been obtained for the appointment of a captain and two officers in each ship. When this is an accomplished fact there will be no excuse as

regards the ships for bad handling of cargo.

No consideration has either been given to the fact that owing to sickness we have sometimes been compelled to send away ships with only the commander on board. It has been found necessary to continually transfer officers from ships as they come in port to ships that are sailing short handed.

I wish to find no excuse for any of my officers who do not do their duty and if anyone is discovered in negligently carrying out his duties he is severely dealt with because he is not ignorant of what those duties are. They have been pointed out to him time after time so that there can be no doubt whatever at that point.

It is said that no control is exercised. This statement is incorrect.

When I travel in the ships or visit the lake ports every detail that I see which I do not consider correct is embodied in a circular sent to all concerned for correction and future guidance.

Want of control argues want of discipline.

There is only one officer in the Marine Department whom I can say has not a thorough sense of discipline.

That any neglect is dealt with can be proved from the fact that one officer had his increment held back for six months for neglect, another had his increment stopped for 12 months and a third whom I considered guilty of neglect would have been dealt with similarly but for the decision of the General Manager.

Had I been in the country when the incident described in para. 156 took place and I was satisfied that the officer was at fault I should have with him, as I have done with 313 others, made my recommendations regarding him to the General Manager.

A European pier master has been asked and allowed for Jinja and I also agree that one is now required at Kampala.

If it is expected to find the perfect officer free from all failings I am afraid we shall look for him in vain.

Taking them as a body they are keen, hard working and trustworthy. Since I took over the department they have improved but there is still a great deal of room for improvement. I was informed when I first arrived in East Africa both by Sir Percy Girouard and by the late Mr. Currie that I should find great difficulty in getting the department in good working order and that one of my great difficulties would be in overcoming a spirit of hostility which existed amongst the steamer officers against the Railway.

Many of the difficulties have been overcome, the spirit of hostility has disappeared and the department at present is in as good a state as can be reasonably expected in any department which has been working at the pressure that the Marine Department has been working at these last two years.

In the whole of this report there is not one word said in support of the Department; no mention is made of the fact that by the careful organization of the resources of the department we were able to carry in 1912-13 nearly 14,000 more

tons of cargo than we did the previous year and with only 214
the same number of ships running. No thought is given that
to accomplish this our resources must have been heavily taxed.
No word is said of the extra responsibility & work thrown on
the controlling staff on account of the extra work entailed
by the amalgamation of the Uganda Marine and the large
building programme we have carried, and are still carrying,
out.

In fact there is no single sentence which indicates that
the committee gave one thought to the difficulties we have
to contend with.

Had they omitted to make the statement in para. 292 and 293 I
should not have alluded to this but these remarks having been
made the "report" is turned into a criticism which I cannot
leave unanswered.

Furthermore the Traffic Manager forms one of a committee to
enquire into the Traffic Working yet the Marine Department
equally interested, is unrepresented.

I protest most emphatically against these statements which
are in direct contradistinction to remarks made by the
General Manager regarding the working of the Marine Department.

They are a direct blow to my professional ability which as I
shall show has never been impeached. The General Manager
in the annual report for 1912-13 referred to the fact that
Lt. Reynolds is worthy of special mention. The Marine
Department under his control has maintained its reputation

for good work and the time has now come when I consider that the salary of the Marine Supt. should be on the same scale as other heads of Departments. I quote this from memory so the details may be inborrect but what was said and published can be easily verified.

When the "Usoga" was launched, I believe in September or October last the General Manager before a representative gathering of officials, merchants & members of the press made a speech in which he said:- "The Marine Department is a growing one. It is only some two years back that it was made a separate Department, a policy which under the guidance of Mr. Reynolds has shown most excellent results. — We are at present under staffed and I am asking for considerable addition to the Cadre as it is essential we have second officers in each ship. — These officers are working on the equator, and, it must be recollected, always on the equator, and there is no doubt that at this altitude this is very trying to the nervous system." —

Referring to the Superintendent Engineer he says, "The good work done by him deserves more than a passing notice."

Now this was said after the General Manager had been in the country for a considerable time & he was therefore fully able to judge as to the organization of the department.

But later than this in December 1913 the General Manager expressed his regret that he had been unable to get me the increased salary he had asked for.

Is it to be supposed that he would have said what he did or

made the recommendations he did unless he had been thoroughly satisfied with the working of the Department?

It must therefore be presumed that this lack of control and organization has suddenly developed in the short period that exists between December and May.

At a time moreover when I had personally everything to gain provided I retained the confidence of the General Manager. The whole of my professional career is a direct denial of the accusations made by the committee.

I suggest that reference be made to the testimonial I received from the Director General of the Egyptian Coast Guard administration, a copy of which is at the Colonial Office, it contains a sentence to this effect "Mr. Reynolds has shown unusual interest in his work and has produced excellent results in every position he has filled."

This referred to a period of 5 years service.

I have a private letter from the Acting Governor of Southern Nigeria, Mr. Thorburn, in which he states that "Since I have known Mr. Reynolds as commander of the "Ivy" he has fully maintained his reputation for excellent work."

Upon my leaving Northern Nigeria to take up my appointment in East Africa the Acting Governor wired me "Hearty congratulations on your promotion well deserved, sorry to lose your services."

It is no pleasure to record any of these appreciations of my services under such circumstances but during my absence a direct attack has been made against me and my capabilities

and I must take this opportunity of defending myself by what has been said of me by the General Manager and by referring to the past show how unlikely it is by all my records that such statements as have been made can be true in fact.

312

(313) The steamers on the Southern run are in common with the others timed to arrive at Kisumu on a certain day in order to allow passengers to catch a certain train. I am under the impression that if they went to Jinja they would miss the train, moreover it sometimes happens that space is required at Kibanga, the next port to Kampalla, which could only be made in this manner.

I admit that the procedure is not sound and may be remedied, but it seemed at the time to be the most suitable method of arranging the sailings.

(314) I cannot remember the details of this but think that I received a verbal report of it.

It is very difficult to get labour at Mwanza and I have endeavoured to obtain a better supply through the German commandant and our Agent the only two persons who can possibly arrange what labour we get.

(315) I have made full explanation of this in dealing with para. 313.

(316) I am unable to reply to this in detail as I do not know to what period it refers. There have been many heavy claims against the Marine Department, some of which have only been settled recently, in connection with the congestion that

took place in 1912.

It should be remembered that in reference to traffic, at any rate all lake port traffic, it is handled very many more times than it is handled on the Railway and under conditions which more readily tend to loss & breakage.

Summary.

The chief complaints appear to be:-

Split consignments.

Careless handling.

Pilferage.

Inefficient tallying.

Arrangements have been made which will in future insure a great improvement.

They are due to the abnormal increase of cargo we have had to handle without extra ships and the consequent result that work has been carried on at too high pressure.

New ships are being built, one is now running, extra officers have been engaged, police and more efficient tally clerks have been asked for, and wharves and sheds are being extended.

An officer of superior rank is, I consider, essential for Kisumu Pier. If sanction will not be given for the appointment of a Deputy Marine Superintendent then the senior commander should do this work and provision should be made for another commander accordingly.

I think the work necessitates it and the earnings of the department certainly justify it.

I knew where the department was defective and I knew that only by perseverance could we overcome these defects.

Perseverance not only in impressing on the staff the personal responsibility that rests on each one for the proper fulfilment of his individual duties and the safety of goods committed to his charge, but perseverance in increasing the staff, fleet, and appliances that we might be equipped to meet the carrying requirements of the Lake Traffic.

If when these improvements are effected there is no corresponding reduction in legitimate complaints I will admit that the committee were justified in what they stated regarding the organization of the Marine Department, but with the ships and staff we have at present I maintain that we have dealt with an abnormal situation successfully and in support of this I may refer to the remarks of the General Manager in which he states, "The Marine Department has produced most excellent results."

I have the honour to be

Sir,

Your obedient servant,

J. W. ...

Marine Superintendent, Uganda Railway.

The Under Secretary of State
for the Colonies.

Downing St.
London, S.W.