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**UNIVERSITY OF SOUTHAMPTON**

**MANAGEMENT IN THE PORT OF SOUTHAMPTON FROM  
1870 TO 1914 IN TWO VOLUMES**

**VOLUME ONE**

**by**

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**February 2000**

This Thesis is the result of work undertaken whilst registered for post graduate candidature at the University of Southampton. It is wholly my own work.

# **UNIVERSITY OF SOUTHAMPTON**

## **ABSTRACT**

### **FACULTY OF ARTS**

### **HISTORY**

### **Master of Philosophy**

## **MANAGEMENT IN THE PORT OF SOUTHAMPTON FROM 1870 TO 1914**

**by John Godley**

During the period 1870 to 1914, the harbour and docks at Southampton were not controlled by the same authority. The harbour and the Royal Pier were managed by the Harbour Board, but the docks were owned by the Southampton Dock Company until 1892, when they were purchased by the London and South Western Railway Company. The composition of the Boards of Management was quite different since the Directors of the companies were elected by shareholders and were limited in number to twelve, whereas every member of Southampton Borough Council had the right to a place on the Harbour Board. In the thesis, the Management, including finance, personnel and capital works is examined as are the relations between the Harbour Board, Southampton Corporation, the Dock Company, London and South Western Railway Company and major shipping companies.

Port management and the local commercial community were aware of changes in design of steamships which would necessitate the building of larger docks, quays and deeper waterways if the port was to retain and expand its trade. The manner in which this problem was addressed by the owners of the docks and the Harbour Board and the events leading to the reform of the Harbour Board are examined.

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## PREFACE

During the period under review, the harbour at Southampton was controlled by the local Harbour Board, but the Docks were owned by the Southampton Dock Company until they were sold to the London and South Western Railway Company in 1892. This was the starting date of a major expansion of the port financed by the railway company.

The subject is covered in Volume One and divided in four principal parts; one deals with the dock company's period of control, another with the railway company's management of the docks and two are concerned with the affairs of the Harbour Board. For the latter, 1892 is a convenient point of division. In each part, the more important management functions are considered separately and inevitably there is a degree of overlap between parts and between sections. The advantage of this format is that it enables an assessment to be made of the overall performance of each of the three managing Boards. Major issues are summarised in the fifth and final part.

The principal sources were Board Minutes and other records of the London and South Western Railway and Southampton Dock Companies, held at the Public Record Office and Board Minutes and other papers of the Southampton Harbour Board held at the Southampton City Record Office. Information was also obtained from copies of local newspapers of the period, held on microfilm at Southampton Central Reference Library. Use was made of works by J Lemon, A T Patterson and E A Shillington on the history of the port and City of Southampton.

Volume Two contains supporting factual information and diagrams. Reference numbers of individual items have the prefix 'V2'.

Units of measurement and of money are as found in the relevant sources. Tables of metric equivalents are provided.

## **ACKNOWLEDGEMENTS**

Thanks are due for help freely given by the Southampton Archivist and her colleagues, also to members of the staff of the City Reference Library and the Public Record Office. Thanks are also due to staff at the Hartley Library of the University of Southampton and the City of London Guildhall Library. Thanks also to Southampton City Museum Service, the Port of Southampton and the Institution of Civil Engineers for permitting access to documents and drawings.

The author is grateful to Professor John Rule for help, advice and support given over a lengthy period of time.

## **ABBREVIATIONS USED IN THE TEXT**

SDC	Southampton Dock Company
SHB	Southampton Harbour Board
SGWC	SHB's Special & General Works Committee
MDHB	Mersey Docks and Harbour Board
Tilbury	London & Tilbury Dredging & Contracting Company
LSWR	London and South Western Railway Company
GWR	Great Western Railway Company
DNS	Didcot, Newbury & Southampton Railway Company
IWSP	Southampton, Isle of Wight & South of England Royal Mail Steam Packet Company
P&O	Peninsular and Orient Steam Packet Company
RMSP	Royal Mail Steam Packet Company
Union	Union Steamship Company (Union Castle after 1899)
IMMC	International Mercantile Marine Company
Inman	Steamship Company owned by IMMC from 1893
American	Steamship Company owned by IMMC from 1893
White Star	Steamship Company owned by IMMC from 1902
AOF	Ancient Order of Foresters
ASRS	Associated Society of Railway Servants
NFLA	National Free Labour Association
PRO	Public Record Office
LWOST	Low water at ordinary spring tides
HWOST	High water at ordinary spring tides

## DEFINITIONS

Low water at ordinary spring tides (LWOST) was used as a reference level for the depth of water in the harbour. Maximum tide range occurs with the 'spring' tide and the least with the 'neap'. The 'springs' occur at the time of the full and new moon, the 'neaps' during the moon's first and last quarters.

High water at ordinary spring tides (HWOST) was used in a similar manner with dry docks.

Tonnage is a measure of the carrying capacity of a vessel expressed in tons. It is important because it is used to calculate harbour and dock dues. However, a vessel is not assessed on its gross tonnage, but on net tonnage.

Net tonnage is the gross tonnage of a vessel less an allowance for the space occupied by engines, machinery and crew accommodation.

## CONVERSION OF UNITS

	<b>As in the text</b>		<b>Modern equivalent</b>
Money	240d = 20 shillings =	£1 =	100p
	120d = 10 shillings =	=	50p
	60d = 5 shillings =	=	25p
	12d = 1 shilling =	=	5p
	5d	=	2p
	2½d	=	1p
Distance	5,280 feet = 1,760 yards	=	1.609km
	3 feet = 1 yard	=	0.914m
	12 inches = 1 foot	=	304.8mm
	1 inch	=	25.4mm
Area	4,840 square yards = 1 acre	=	0.405 hectares
	1 square yard = 1 foot	=	0.836 square metres
Volume	1 cubic yard	=	0.764 cubic metres
	1 cubic foot	=	0.028 cubic metres
Weight	2240 pounds = 1 ton	=	0.016 tonnes
	1 pound	=	0.4536 kg

# INTRODUCTION

Southampton's connection with ships and maritime affairs has been traced back to landing places for ships at Roman and Saxon settlements sited within the present boundaries of the city. Trade flourished in medieval times and reached a peak towards the middle of the fifteenth century, but subsequently declined until by 1700 foreign trade was at a low ebb. During the eighteenth century, Channel Isles, coastal and foreign trade increased, but unlike London and Liverpool, Southampton did not share in the growing trade with the North American colonies. After the formation of the Harbour Board in 1802, the construction of the Royal Pier in 1833 and the opening of the first dock in 1842, trade increased. Early steamships carrying passengers and mails to destinations overseas were based in the docks. Other wet and dry docks were built, business expanded and by the middle of the century, Southampton was well known as a port for overseas mails, passengers and emigration. During the years 1854 to 1856 hundreds of soldiers, horses, guns and equipment passed through the port en route to the war in the Crimea.

The port was able to accommodate the relatively small steamships of the time, but in the last half of the century, particularly in the last thirty years, larger, more costly steamships came into service. In common with other ports, Southampton had the problem of financing and building new docks and quays and improving its deep water channels. Competition between ports for business was keen and shipping companies were able to move their vessels to ports which were most convenient and profitable.

Civic and commercial circles at Southampton were concerned that the port should be able to accommodate large ocean going ships, but the continual development and increase in size of such vessels meant that considerable

financial resources were needed to pay for the necessary docks, quays and waterways. The situation was complicated by the fact that although the harbour was controlled by a local public authority, the docks were owned by a company.

The purchase of the docks by the London and South Western Railway Company in 1892 went some way to solving the problem for the Company embarked on a policy of capital works which enabled the port's trade to expand.

By the time of World War I, Southampton had become the chief passenger port for big liners operating on the North Atlantic routes. It was the home port for the White Star Line's 'Olympic' and the ill-fated 'Titanic'.

It was during the period 1870 to 1914 that decisions were taken which resulted in Southampton becoming one of the United Kingdom's major ports.

# PART ONE

## THE MANAGEMENT OF THE HARBOUR 1870-1892

### 1. Introduction

The powers and constitution of the Harbour Board arose from the Southampton Harbour and Pier Act of 1863, which consolidated and extended powers granted under earlier Harbour Acts of 1803 and 1810 and the Southampton Pier Act 1831.<sup>1</sup> The Board owned the Royal Pier, the Town Quay, warehouses and other buildings and properties nearby, but it had no control over the docks, for these were owned by the Southampton Dock Company. It had power to borrow money for the purpose of constructing a dock, extending the Pier and the quays and for other matters. The Board was authorised to levy dues on ships and goods arriving and leaving the Port. It was required to pay one fifth of dues collected to the Corporation in compensation for the loss of the latter's right to charge Petty Customs prior to their abolition by the 1803 Act. It had Conservancy functions including the keeping open of deep water channels in Southampton Water and in the lower sections of the rivers Itchen, Test and Hamble. It made bylaws dealing with matters within its competence, but all bylaws were subject to Board of Trade approval. The 1913 Southampton Harbour Act reorganised the Board and widened its membership to include representatives of government departments, the Chamber of Commerce and certain local authorities.<sup>2</sup> One result was that members of Southampton Borough Council no longer had a permanent majority on the Board.

During the years from 1870 to 1892, the leaders of Southampton's mercantile community were aware of the need to make major additions and improvements to the harbour and docks. The aim of this chapter is to

examine how the Harbour Board went about enlarging and improving the facilities under its control. It also attempts to identify some of the men who were involved in the Board's affairs.

## 2. The Board

The Mayor of Southampton was titular Admiral of the Port and Chairman of the Board; other members were the Recorder, Aldermen, Borough Councillors and ten Specific Commissioners. Board Meetings were held each month, chaired by the Deputy Chairman. The 1877 Southampton Harbour Act stated that the latter was to be elected for a twelve month period; if he were absent, the members present were to elect one of their number to take the chair.<sup>3</sup> The Recorder did not attend Board Meetings. The Mayor presided at the Annual General Meeting in March and was usually present when matters of exceptional importance were on the Agenda.

The appointment of Specific Commissioners originated in the Southampton Harbour Act of 1803.<sup>4</sup> They were to be appointed to represent the town's trade and shipping interests. Qualification for appointment was governed by Clauses 19-23 of the 1863 Southampton Harbour and Pier Act. In brief, a nominee had to be a householder within the Borough, assessed at £30 for the Poor Rates and have paid rates or duties as an importer or exporter within the previous twelve months. In addition, he or his wife had to be in receipt of rents of £50 per annum or have property or the equivalent amounting to £1,000 in value. Disqualification followed from ceasing to be a householder, becoming a Recorder or a Borough Councillor or non attendance at meetings for twelve months. Vacancies were to be filled at a meeting of the remaining Commissioners, the quorum being three. If a vacancy remained unfilled for six months, the Board was required to appoint a qualified person to fill it. The Commissioners were a small group of well to do men possessed of the right to decide who should join the group when vacancies occurred. For

example, in 1892 when John Miller, the Deputy Chairman for the previous twenty years was not re-elected to the Borough Council, he was elected to fill a vacancy for a Specific Commissioner.<sup>5</sup>

The Board's day-to-day business was dealt with by those Councillors who had taken the trouble to be sworn in, together with the more conscientious Specific Commissioners. Board meetings were on occasion longer than they need have been. For example, on 16 November 1880 time was taken up by a personal dispute between two members despite the wishes of the remainder. The meeting lasted for four hours, two of which were occupied in deciding on the title for the new Wharfinger and Assessor of Dues.<sup>6</sup> The constitution of the Board made certain that even if the ten Commissioners voted together, they could always be out voted by the qualified Councillors - but members did not normally divide in this way. There were active Conservative and Liberal Councillors so a Commissioner might vote with either group on a particular issue. Some Commissioners pursued an independent line on matters which came before them.

There is some evidence of party patronage coming into play, for example, during the Board meeting in October 1880 when it was proposed to appoint a Superintendent and a Collector, a Liberal alleged that these were intended as 'snug berths for hangers on of the Tory Party'.<sup>7</sup> Party politics were also involved in the appointment of a Solicitor. It was not a salaried post, fees were paid for legal services. William Hickman held the post for twenty five years until his death in 1884. He was a man of influence being an Alderman, Mayor in 1872, a Liberal and a leading Freemason at Provincial level. The short list of candidates was reduced to two, namely W I Hickman, eldest son and partner of his father and Bernard Harefield, a Sheriff, a Conservative and son of an Alderman. The Mayor, Rolles Driver, a Conservative was in the chair, sixteen Liberals voted for Hickman and sixteen

Conservatives for Harefield. The Mayor exercised his casting vote in favour of Harefield and then left the meeting.<sup>8</sup>

Membership during the period 1870-1892 included many of the town's business leaders, some of whom later served terms as Mayor. Examples being, J Lemon, surveyor and civil engineer, (1891 & 1892) and E Bance, auctioneer, valuer and estate agent, (1890, 1904 & 1910). Others served as President of the Chamber of Commerce; these included G Dunlop, shipping agent and broker (1872-1874), G T Harper, ship owner (1875-1877) and J E Le Feuvre, wine merchant and shipping agent (1885-1886).<sup>\*</sup> Most Borough Councillors and Special Commissioners had business or trading premises in the town and were involved in other aspects of local affairs. Some served as Borough magistrates, many were members of one of the four Freemasons' Lodges, others were members of one of the Courts of the Ancient Order of Foresters. As many of the local business elite were members of the Board and of other bodies, it is reasonable to assume that Board business was discussed by members outside of official meetings with the aim of agreeing a common approach. There were no dock or railway company directors or representatives of the major shipping lines among the members. It could be argued that this was a disadvantage, but the Board could claim to be independent of these powerful companies and to truly represent Southampton's interests.

Attendances at Southampton Harbour Board (SHB) meetings were variable and on occasion there might be as many as forty members present. By contrast, the number of Directors of the Southampton Dock Company (SDC) was limited to twelve. Directors were elected for three years and in practice most were re-elected for longer periods. SDC directors could be held to account at regular half yearly meetings with shareholders held in London. Only the Chairman and one other director lived locally. The Board included

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\* For further details of prominent members see Volume Two, No V2/1.

directors of the London & South Western Railway Company (LSWR), Royal Mail Steam Packet Company, Union Steamship Company and individual financial men from the City of London.<sup>9</sup> The smaller size of the Dock Board and its lack of standing committees facilitated speedy decision making.

Many aspects of the management of harbours are common to all British ports, so it is helpful to look at the Board or its equivalent in a rival port. Liverpool is the best choice, since its affairs were also controlled by a public body. However, the scale of the activity of the two ports was different, Liverpool being very much larger and second only to London in the ranking of the United Kingdom ports. The harbour and the docks at Liverpool and at Birkenhead were owned by the Mersey Docks and Harbour Board (MDHB). There were twenty eight members of the MDHB, twenty four elected by the dock ratepayers and four nominated by the Conservancy Commissioners. Membership included shipowners, shipbuilders, merchants and other dock users. Each member was required to have a residence within a radius of eleven miles from the docks.<sup>10</sup> There were similarities between MDHB and SHB in that both were governed by Act of Parliament and most members of both Boards were local businessmen. On the other hand, there were major differences for MDHB controlled the docks as well as the harbour and also because Liverpool Borough Council was not represented on the Board. MDHB members were responsible to their electorate, the dock ratepayers. In contrast, the majority of SHB members were Borough Councillors and upon leaving the Council also left SHB. A man who failed to be re-elected to the Council might become a Board member again, by election as a Special Commissioner and could retain his place indefinitely.

SHB had four committees reporting to it. They were Finance, Parliamentary and Legal, Special and General Works (SGWC) and General Purposes. In 1880, it was agreed that committees would comprise of 13 members, one of whom would be Deputy Chairman, the Board Chairman to be a member ex-

officio. Three members to form a quorum.<sup>11</sup> A weakness of this system was the delay which could occur whilst matters were sent back and forth between the Board and a Committee. A characteristic of some Board members was a 'hands on style' of management, for example, when J W Deal was Deputy Chairman of SGWC, it was his custom to visit the Quay every day. The work of the Surveyor, Donald Geddes, was closely supervised by members of the SGWC. It is possible that some members knew or thought they knew, the weakness of a particular officer. A more likely explanation is that they conducted SHB's affairs in much the same way as ran their own businesses. MDHB also had a committee system and members with a 'hands on' approach, but towards the end of the 1880's it became apparent that changes should be made. Lack of co-ordination between committees, with members too involved in detail, had resulted in excessive bureaucracy. After much debate a General Manager was appointed in 1894 to be in overall charge.<sup>12</sup> There is, however, no record of a proposal for a similar appointment being tabled at a Board meeting of SHB. Officers reporting to SHB through the committees in 1870 were Clerk, Surveyor, Wharfinger, Harbour Master, Solicitor and Collector of Pier Tolls. A change occurred in 1880, when the Clerk took on an additional role as Collector of Harbour Dues and again in 1885 when he became responsible for the collection of Pier Tolls.<sup>13</sup> SDC had a more streamlined structure; the Superintendent was responsible to the Board for all aspects of the management with the exception of major capital works which were designed and supervised by the Engineer.

To carry out its function efficiently, SHB needed to procure a variety of goods and services locally. Reports on its meetings appeared in the local newspapers, so its activities came under public scrutiny. Competitive tendering was the general rule, but it appears that individual members were not debarred from having commercial dealings with the Board. James Deal rented a room at the Pier entrance for his own business purposes. Lightship

keepers' uniforms were supplied by John Miller's firm in 1881. In 1883, the SGWC recommended the sale of a weighbridge to Edward Bance, but the matter was referred back by the Board and withdrawn. In 1890 the Solicitor reported that in his opinion, Henry Bee had not broken the law by supplying paint for use on one of the Board's properties.<sup>14</sup> James Lemon acted as consulting engineer on several occasions between 1881 and 1892. He was joint engineer for the Board's largest single works project, the reconstruction of the Royal Pier in 1890-92.<sup>15</sup> The examples given above, have been taken from the Board and SGWC minutes and so may be taken as an indication of what was considered to be proper at the time.

During the period 1870-1892, ocean going ships continued to increase in size resulting in the need for major improvements in the harbour and the docks. SHB and the local business community were aware of changes taking place in the operation of large ships and knew that they would effect trade and business in Southampton. Apart from the passengers and cargoes passing through the port, there was good business for the town in providing the goods and services required by ships. The greater capital cost of the new vessels meant that good facilities were essential, because owners wanted time in port kept to the minimum. Experience had shown SHB that shipping companies would take their business away if better facilities were available elsewhere. For example, in 1864 the LSWR moved its steamers serving the Channel Isles and France from the Royal Pier and based them in the Docks. The incoming mails from the West Indies were lost to Plymouth in 1867. Ten years later the Peninsular & Oriental Steamship Company announced the removal of its ships to London. In 1882 it seemed likely that the Union Steamship Company might follow suit. Whilst in 1885, it was rumoured that the Royal Mail Steam Packet Company might leave.<sup>16</sup> A major difficulty for SHB was that while it was aware of the need to upgrade the harbour and deep water channels, it had no control over the development of the docks. The Harbour Board was not convinced that the Dock Company could provide

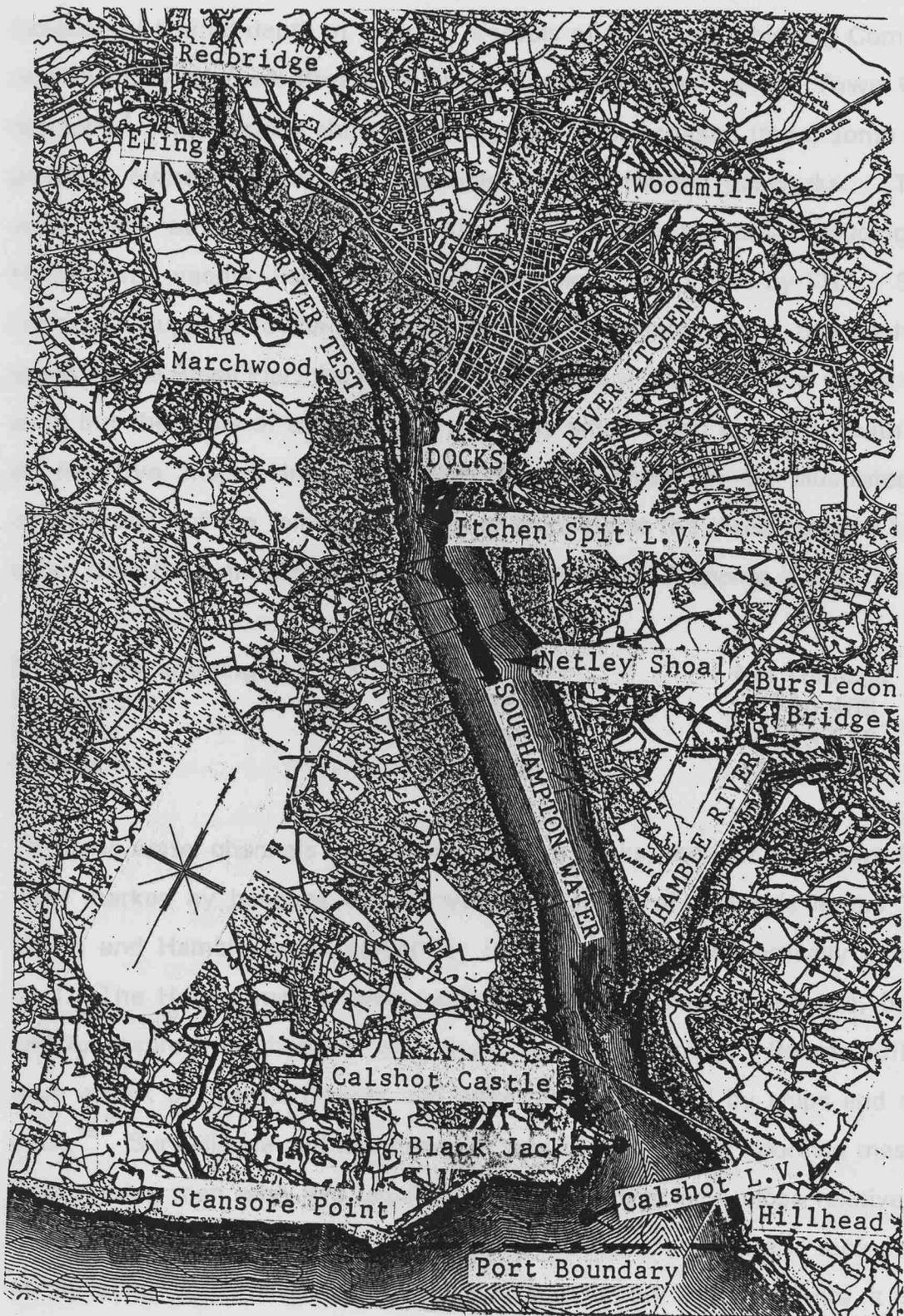
docks suitable for the much larger ships known to be coming into service. The Board's perception of the need to expand the port's capacity was shared by the Borough Council and by the Chamber of Commerce, representing all sections of the local commercial community.

### 3. The Harbour

The extent of the port was defined by the Southampton Harbour Act of 1887. It lay to the north of a line from Stansore Point in the west to Hillhead in the east and covered all of Southampton Water and parts of the rivers Hamble, Itchen and Test. The Hamble was included as far as Bursledon Bridge and the Itchen up to Woodmill. On the Test, jurisdiction extended to the Causeways at Redbridge and Eling (Figure No. 1). SHB was responsible for lights, marking and keeping waterways clear within the port with the exception of those within SDC's estate. For clarity, the area of the port under SHB's control is referred to as 'the harbour' and that of SDC as 'the docks'. Any significant alteration to ground under the water such as an extension of the Pier or the Quay, extraction of ballast or the deep dredging of main channels was subject to Board of Trade approval. The national authority for the installation <sup>and</sup> maintenance of lights and lighthouses was Trinity House. Its representatives visited the harbour at regular intervals to check that lights, lightships, buoys and beacons were operating efficiently. Any alterations or additions required prior agreement.

Large ocean going ships using the port on a regular basis included those of the Union Steamship and Royal Mail Steam Packet companies and the North German Lloyd and Hamburg American Lines. Ships of the two British companies and those of the LWSR operated from the docks. Normal practice for the German ships was to remain in Southampton Water while passengers and mail were brought to them by tender. The smaller vessels of the Southampton, Isle of Wight and South of England Royal Mail Steam Packet

Figure No 1



THIS MAP IS COMPOSED OF SECTION OF NOS 315, 330 AND 331 1903 ORDNANCE SURVEY COUNTY SERIES 1263560, 1 INCH TO 1 MILE, REDUCED IN SCALE. THE LOCATIONS OF LIGHTS AND BUOYS ARE APPROXIMATE. THEY ARE REPRODUCED FROM ADMIRALTY CHART 1905 WITH THE PERMISSION OF THE CONTROLLER OF HER MAJESTY'S STATIONERY OFFICE AND THE UK HYDROGRAPHIC OFFICE.

Company (IWSP) berthed at the Royal Pier. Other ships went to the docks or to the Town Quay. The latter could only accommodate smaller vessels because of limited depth of water. Vessels of the Clyde Shipping Company and the City of Cork Steam Shipping Company called at the Town Quay regularly.\* Many small ships were engaged in the coastal trade, some used privately owned wharves, for example, colliers for the gasworks. There were many other movements on the water within the area including the Hythe Ferry, yachts, fishing craft and boats licenced for hire by SHB. Small craft took supplies to the lightships and to two training ships, one anchored south of the Royal Pier, the other on the Hamble. Southampton was a busy port, but the scale of activity was relatively small when compared with that at the two major United Kingdom ports. This can be illustrated by consideration of the following details of shipping at the three ports in 1891, taken from the Annual Statements of Navigation and Shipping.<sup>17</sup>

<b>No of ships entering in 1891</b>		<b>Net Tonnage</b>
Southampton	10,394	1,764,468
Liverpool	17,645	8,623,332
London	51,632	13,216,946

The deep water channels from Calshot to the docks, the Pier and Town Quay were marked by beacons and buoys. The edges of channels in the Test, Itchen and Hamble were marked by booms, logs driven vertically into the mud. The Harbourmaster was required to inspect buoys, beacons, booms and to ensure that channels were kept clear for shipping. Booms suffered from attack by marine insects and were often damaged by ships and small craft.<sup>18</sup> Surveillance and maintenance was carried out by booming masters, long serving men who had usually followed a father or a close relative into the job. The Harbourmaster allocated berths and moorings and took charge of the laying down of moorings.<sup>19</sup> Given the number of movements, it is not surprising that there were accidents. Most commonly, ships collided with

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\* Shipping companies using the port in 1880 are listed in Volume Two, No. V2/2.

buoys or caused damage at the Quays or at the Pier. There were also occasional difficulties with moorings and with ships grounding. For example, the 'Black Jack' buoy moored near Calshot was damaged in 1870, sunk in 1871 and sunk again in 1879.<sup>20</sup> The LWSR steamer 'Maria' collided with the 'Harpy' Lightship in 1878 and the schooner 'Zoe' did the same to the Calshot Lightship in 1888. Moorings at Marchwood gave way in 1882, giving rise to a claim against SHB. The Cork Company's 'Dido' damaged the Quay Extension in 1885.<sup>21</sup> As most incidents generated claims for compensation, the Harbourmaster was frequently involved in disputes over responsibility and quantum. Occasionally, owners refused to pay SHB's claim for damages and the reverse also applied. An owner's case would be taken up with the Board by his local representative. The Board usually accepted their officer's version of a dispute, but there were exceptions.<sup>22</sup> A few disputes were taken to court with the Harbourmaster as a witness, but matters were normally resolved by the parties.

Channels needed regular inspection to ensure that buoys, beacons and booms were serviceable. Buoys were liable to be damaged and occasionally sank or drifted out of position. Replacements were expensive, construction of the 'Bell' buoy in 1879 cost £154.<sup>23</sup> The maintenance of buoys was let out to contract until 1879, when there was a change in policy. Property in Bugle Street was purchased and converted into workshops and stores. It was decided that the maintenance of buoys and general repairs would in future be carried out by direct labour under foreman, John Locke. Over a period of years, with Trinity House approval, booms in the Itchen and the Test were replaced by buoys and beacons. In 1885, the Harbourmaster visited London Docks to seek information on buoyage systems. He reported favourably on the methods in use there. As a result a 'Uniform System of Buoyage' was adopted as from 1 January 1886. The effect was that a ship entering harbour found the buoys on the port side to be painted in black and white checks whilst those to starboard were conical and painted red.<sup>24</sup> This

system became universal in United Kingdom ports. The Board contained many members knowledgeable in marine matters, but not many with command experience at sea. Problems arose from time-to-time when experts disagreed. One such occurred in 1889 in connection with the dredging of the deep water channel through Netley Shoal. When it was decided to install six new buoys to mark the new channel, the Board received a written memorial from a group of local pilots and masters objecting to the positioning. The buoys had been laid down at the request of SDC and the large shipping companies and had been sanctioned by Trinity House, so SHB had little option but to stand <sup>by</sup> its decision.<sup>25</sup> In 1892, the year in which LSWR took over the docks, Trinity House requested that the buoys at Netley Shoal and in the immediate approaches to the port be replaced with gas lighted buoys. This meant a major change for this type of buoy became standard in later years.<sup>26</sup>

SHB was responsible for providing lights to aid the navigation of shipping; of particular importance were the lights on piers, quays, wharves, shoals and obstructions. It is not intended to enter into the detail of this subject, but to look at the way in which SHB dealt with three of the more important lights. These are the Itchen Spit and Calshot Spit Light Vessels and the Calshot Castle Light (Figure No. 1).

Prior to 1869, the 'Harpy', a Revenue cutter, was moored on the spit at the junction of the Itchen and the Test. The purpose was to report the arrival of ships to Customs. When it became redundant after the arrival of the telegraph, SHB bought it from the Admiralty and converted it into a lightship to mark the spit.<sup>27</sup> The 1882 Southampton Harbour Act gave SHB the right to levy light dues on ships entering or leaving the port so there was an incentive to make improvements.\* After consulting captains of the IWSP,

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\* Details of the 1882 Harbour Act are given below, p.52

LSWR, Clyde and Cork companies, it was decided to replace the large buoy on Calshot Spit which had frequently been damaged by shipping. The wharfinger prepared a comparison of capital and operating costs for a gas lit buoy and a lightship and reported that the lightship was the cheaper option. He estimated the annual cost of the lightship to be approximately £410, but doubted that the cost would be fully recovered from light dues. A vessel was purchased in 1882 for £450, but extra costs were incurred for the tow to Southampton, overhauling, fitting masts and other equipment. The Calshot Spit Lightship went on station at the end of November 1882. Shipping companies using the port were notified that the light dues would be payable for all vessels entering or leaving with effect from 30 November 1882.<sup>28</sup> A problem arose when the Harbourmaster reported that the 'Harpy' was in a bad state and repairs were essential. In 1883, it was decided that the Calshot Spit Light vessel was not heavy enough for its work and should be moved to take the place of the 'Harpy'. Several vessels were considered as possible replacements for Calshot. It was decided to offer the Admiralty £200 for the 'Falmouth'. The offer was rejected, as was a revised offer of £450. The Board sought the help of the local Liberal MP, Henry Lee. The Admiralty said that the 'Falmouth' was valued at £800, however, in view of SHB's need, it would sell the hull without masts, rigging, cables, anchors or other equipment for £450. The vessel was fitted out and moored on Calshot Spit at the end of 1883. Trinity House agreed that the 'Harpy's' replacement be known as the 'Itchen Spit Lightship'. The old 'Harpy' was sold for £75.<sup>29</sup> After consultation with local pilots and masters and having obtained agreement from Trinity House, it was decided to install a fixed white light at Calshot Castle. By arrangement with the Admiralty, coastguards stationed at the Castle attended the light. It commenced operating in October 1888.<sup>30</sup>

Difficulties had been experienced in maintaining adequate depth of water at the Pier and Quays since the early years of the century. Deposits of silt

were removed by contractors. From the 1870's onwards, greater quantities needed to be dredged and taken away. For example, after completion of the Town Quay Extension in 1874, 11,500 tons of mud were dredged in order to give a depth at low water of thirteen feet.<sup>31</sup> One step taken in an attempt to deal with the problem was the purchase of a steam dredger and barge from a local shipyard for £2,870. It was launched in 1879, but contractors were still needed to remove mud from the barge and dispose of it. The cost of removal varied between 6d and 7d per cubic yard depending on the distance to the disposal site.<sup>32</sup> The crew was comprised of driver/engineer and two labourers; when not engaged on dredging, the crew were employed on other work. Occasionally revenue was earned by letting the machine and its crew out on hire. As an example, the Brading Harbour Company on the Isle of Wight hired the machine with crew in 1880 at £30 per week excluding coal and water. The SWGC had proposed a rate of £25 per week, but the Board raised it to £30 on a proposal from J W Deal. Having regard to wages and fixed costs, this would have been a profitable venture. Unfortunately, it was of short duration, because the machine was not really suitable for the Brading Harbour Company's requirements.<sup>33</sup>

It became apparent in the early 1880's that the main channels from Calshot to the Docks, the Town Quay and the Pier needed to be deepened to cater for bigger ships. Powers to improve the deep water channels by dredging were included in the 1882 Southampton Harbour Act. Board of Trade approval was required for the work and for any offshore sites used for disposing of dredgings. In 1889 the channel through Netley Shoal was widened to 600 feet and deepened to 26 feet at low water at ordinary spring tides.\* The contractor was E J London & Company, with G F L Giles, the Resident Engineer at the Empress Dock, acting as consulting engineer. At the request of Stuart MacNaghten, SDC's chairman, the improvement was extended from Netley Shoal through the Itchen to the entrance to the docks.

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\* LWOST

The contractor also dredged a deeper channel through a shoal near Calshot. Further work included cutting through the bar at the mouth of the Test to a depth of 18 feet and carrying out dredging at the Town Quay. There was difficulty in obtaining approval for suitable disposal sites for dredged material. The situation was not helped by SDC's requirement for a place to deposit dredgings from the Empress Dock, then under construction. Various sites were suggested and objected to by fishermen and others, before final agreement was reached on a site near Calshot Castle for SHB and SDC dredgings. The cost of improving the main channels to the docks and to the Pier and the Quays was £22,000.<sup>34</sup>

In 1892, the LSWR, the new owners of the docks, complained that large ships could only enter or leave the docks during ten hours out of twenty four. LSWR told SHB that the deepwater channel must be deepened to a least 30 feet and kept clear so that large ocean going ships with a draft of 26 feet could enter or leave the docks at any time during the day or night.<sup>35</sup> The LSWR, SHB, the Corporation and the Chamber of Commerce shared a common desire that the port should be able to accommodate the largest ships in use and also in course of construction. It was inevitable that there would be further dredging of the deep water channels post 1892 at considerable cost.

#### **4. Dues, Rates and Tolls**

SHB's principal sources of income were harbour dues, rates charged at the Town Quay and at warehouses, rents, tramway and Pier tolls. Dues, rates and tolls were listed in schedules in the 1863 Southampton Harbour Act with additional schedules in the 1882, 1887 and 1891 Acts. Before 1880, the responsibility for the calculation and collection of all dues, rates, rents and tolls, with the exception of tolls collected at the entrance to the Royal Pier, rested with the Wharfinger, who received 5% commission on the gross

receipts. In 1880, after the death of the Wharfinger, a deficiency in his accounts was discovered.\* It was decided that the Clerk would in future, be responsible for all financial matters and be given the title of 'Clerk and Collector of Harbour Dues'.<sup>36</sup> To complete the reorganisation, Walter Bowyer was appointed as 'Wharfinger and Assessor of Dues'. The decision to separate the two tasks was sound, it reduced the risk of corruption. Freed of the collection of dues, Bowyer was able to give attention to improving the management of the quays and warehouses.

Boonage dues were payable by all ships for each journey inward and outward of the harbour. Rates varied from 1s 6d for ships of up to 50 tons to 5s 0d for those of 100 tons and above. In 1870 tonnage was payable at 2d per ton for ships loading or unloading at the Board's quays, at the Royal Pier or in the docks. Colliers and coasters were allowed to compound at 1s 0d per ton per annum.<sup>37</sup> Tonnage was also levied on ships anchoring in Southampton Water and not proceeding up river. Vessels on route to and from private wharves at Chapel, Northam, Woodmill, Redbridge and Eling were exempted from tonnage until the Southampton Harbour Act of 1891. SHB's power to alter tonnage and other dues was restricted by the Harbour Acts and resisted by shipping companies. During 1877 when trade was depressed, SHB decided that ships having Southampton as their home port would in future only pay half tonnage dues. This decision was taken against the Solicitor's advice. The Board of Trade advised the Board that it had no legal power to make the change and SHB had to reverse the decision. Later, in 1879, the Board deemed it prudent, despite the loss of income, to reduce tonnage rates for all ships to 1d per ton.<sup>38</sup> SHB also lost an argument over tonnage rates with the North German Lloyd and other companies. The dispute related to an agreement made in 1868 that transatlantic passenger ships anchoring in Southampton Water, not entering the docks and clearing harbour on the day following arrival, would pay half tonnage dues. However,

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\* Patrick Keane died as a result of an accident in 1880.

in 1889, there was a proposal before the Board to charge tonnage at 1d per ton to all foreign going ships. As a result North German Lloyd threatened to bring their ships up at Cowes Roads and not to permit them to enter the harbour. In the light of this, SHB agreed not to proceed with the proposal and resolved that North German Lloyd and other ships calling at the port would pay half dues or could compound at a proportionate rate.<sup>39</sup> Throughout the period, the Board had to balance the need to maximise its income against the need to keep harbour dues at a level which allowed Southampton to compete with other ports and attract more trade. Other factors included the requirement to remain within the letter of the Harbour Acts and to pay interest on long term debt at half yearly intervals.

Where compounding of dues and charges on an annual basis could be agreed with shipowners, it provided both sides with savings in time spent on clerical work. A difficulty arose in 1881 when it was found that SHB did not have the power to compound boomage dues. A special clause was included in the 1882 Act to permit boomage to be compounded on a daily basis.<sup>40</sup> This was particularly important for IWSP, some of whose vessels made several trips a day between the Royal Pier and the Isle of Wight. At the time, SHB was demanding £812 from IWSP as outstanding boomage dues for two years. The matter was settled at the end of 1882 when £600 was paid in settlement. J W Deal objected to the settlement on the grounds that the Board had no authority to waive £212 and he wrote to the Corporation drawing attention to the one fifth of the £212 to which it was entitled, but the Corporation took no action.<sup>41</sup> After the passing of the Act in 1882, IWSP compounded boomage at 1s 0d per day per ship. Other instances of compounding charges included the agreement with the City of Cork Steamship Company in 1882, to pay £325 per annum to cover all dues including storage required for a visit of one steamer per week for three years. In the same year, a similar arrangement was made with the Clyde Shipping Company, for £800 per annum for two steamers per week.<sup>42</sup> After the

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commissioning of the Calshot Lightship in 1882, light dues became payable for all except small ships. Rates ranged from 1s 0d for ships of 100 - 500 tons to 5s 0d for those above 2,000 tons.<sup>43</sup> \*

It was important for efficient working at the Town Quay that adequate accommodation for the storage of goods and commodities be provided at, or near the Quay. The Board was aware of the problem since many of the members were directly or indirectly involved in trade at the quays often as consignees or as agents. Examples are Bovil (iron), Lomer (grain), Haddon (coal), and Le Feuvre (shipping agent). In 1870, SHB's storage was limited. There were some bonded vaults, but the principal store was a six storey building (H) situated near the old town walls at the bottom of the High Street, let as a corn stores to Jeffreys and Lewis (Figure No 2).<sup>44</sup> A shed 200 feet x 40 feet (A) was built on the Town Quay Extension in 1872/73. An ancient building known as God's House (G) was leased from the Corporation in 1877 as a grain store. Another shed (B) was erected on a further extension of the Town Quay in 1881. Two warehouses were built on the Quay, (D) in 1887 and (E) in 1889 (Figure No. 3). In 1891 a timber platform was built in front of (D) and (E) to enable grain and other cargoes to unload directly into store. Warehouses generated useful income, for example, storage and rents brought in £627 in 1883.

The collection of tolls at the Royal Pier was a separate operation not directly connected to the collection of harbour dues. Section 47 of the 1863 Southampton Harbour and Pier Act permitted the letting out of the collection of Pier tolls for up to three years. J S Stroud was Pier Collector during the period 1870-1885 and as such was entitled to 10% of gross receipts. Stroud's retirement in 1885 presented the opportunity to change the arrangement. The Clerk became Collector of all dues including Pier tolls. No

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\* The Wharfinger's analysis of harbour dues for the years 1881-6 is included in Volume Two No. V2/3.

commission was paid, he was given an allowance to cover collection costs at the Pier.<sup>45</sup> Tolls were specified in schedules in the Harbour Acts of 1863 and 1891. People embarking, landing or using the Pier for pleasure paid 2d per person and there was a list of other items, for example, carriages, carts, goods and baggage. Harbour dues for IWSP and other ships berthed at the Pier were collected by the Wharfinger until 1880 and afterwards by the Clerk. The majority of passengers travelled in IWSP ships based at the Pier and many of them on the tramway linking the Pier with the railway terminal. Whilst some goods and animals were handled on the Pier, bulk cargoes such as grain and coal went to the Town Quay. Passengers journeying to and from other leading United Kingdom ports, for example, Glasgow or Cork, arrived and departed at Town Quay. Agreements with LSWR on the payment of rent for use of the tramway from the railway terminal to the Pier varied over the years. The first in 1871 was for £100 per annum for three years, later agreements saw increases and by 1879 reached £300 per annum.<sup>46</sup> In 1884, a change was made to payment by schedule of rates for passengers and goods. The change was to SHB's advantage for tramway traffic steadily increased and in 1892 LSWR paid £676.\*

Improvements at the Royal Pier, the extension of the Town Quay and increased warehouse accommodation were major factors in the expansion of SHB's trade. Income rose from £7,667 in 1872 to £15,170 in 1892, an increase of almost 100%. An indication of the scale of activity was given in an estimate made by the Wharfinger in 1887. He said that the quantity of goods passing through the Quays per annum was approximately 100,000 tons, of which about 50,000 tons was carried on the tramways. He also said that there were about 40,000 passengers together with their baggage and parcels.<sup>47</sup>

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\* Details of traffic in 1892 are given in Volume Two, No. V2/4.

It would be helpful at this stage to make a comparison of SHB's affairs with those of MDHB. Unfortunately, little statistical information is available for this period in regard to cargoes loaded or unloaded at the Town Quay and the Royal Pier. Board of Trade figures for the Port of Southampton do not distinguish between SHB, SDC and the privately owned wharves. However, an indication of scale can be seen by making a comparison of annual income in 1891.

	<b>Income in 1891<sup>48</sup></b>
Mersey Docks and Harbour Board	£1,117,925*
Southampton Dock Company	£115,028
Southampton Harbour Board	£15,170

The Harbour Board was important for Southampton, but was not a large authority when viewed at national level.

## 5. The Employees

SHB in <sup>the</sup> 1870's was in the curious position of having a Board membership which in theory could reach fifty, whilst the number of permanent employees was less than half that number. The Clerk and the Surveyor were not full-time employees, both received a salary in respect of the Harbour and a smaller one for the Royal Pier. As mentioned above, Harbour Dues were let out to the Wharfinger and the Pier Tolls to the Pier Tolls Collector. The Harbourmaster's post was full-time and paid by salary. In addition, three booming masters received small sums for part-time work. The remainder of the staff were paid on a weekly or hourly rate. They were limited to a small maintenance gang, two attendants on the Pier, two on the Quay and three men on the 'Harpy' lightship. SHB did not normally undertake the loading or unloading of ships. SHB's staffing arrangements had evolved from the

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\* Note: This figure does not include certain rents, so the true figure is slightly higher.

amalgamation of the Harbour and Pier Board in 1863. It is intended to trace the changes which occurred during the years up to 1892.

A H Skelton was appointed Clerk in 1868 and was still in post at the end of the period.<sup>49</sup> He was the most senior employee and seems to have been well thought of by Board members. Meetings of the Board and of Committees were serviced by him and he dealt with correspondence. His responsibilities included keeping the accounts and contact with the local branch of the National and Provincial Bank which acted as Treasurer.<sup>50</sup> He received dues from the Wharfinger and the Pier Collector and arranged for the payment of bills and contractors' invoices. He maintained the register of bondholders and prepared the annual accounts. In 1870 his salary was £120 per annum, paid quarterly, being £80 in respect of the Quay and £40 for the Pier. The first change of his conditions came in 1874, when his salary was increased to £200 per annum. He continued to provide an office, but the Board paid for printing and stationery. He took over the collection of harbour dues temporarily after the death of the Wharfinger in 1880. He was awarded a bonus of 50 guineas for his work in recovering over £2,000 in outstanding dues during September, October and November of that year. He was appointed Clerk and Collector of Dues at a Board meeting in November 1880.<sup>51</sup> A newspaper report of the meeting indicates that Skelton was held in high regard by members. At that meeting it was decided that he would be superior to the other officers in all matters of finance. His salary was to be £100 as Clerk and £200 as Collector. He was required to arrange for sureties of £1,000. In March of the following year, he was granted increases of £50 on both accounts making a total of £400 per annum. When he took over responsibility for the Pier Tolls in 1885, he was granted an allowance of £200 per annum to cover the cost of collection.<sup>52</sup> This was not adequate and in the following year he was given 10% commission on sums collected in excess of £2,000. As an indication of the value of this concession, the Pier tolls for 1886 amounted to £2,153.<sup>53</sup>

None of the senior positions in SDC were directly comparable with that of the Clerk, but there were two which had some similarities. SDC's Secretary, G F Bolger was based in the London Office until he retired in 1873, his salary was £450 per annum. He was responsible for the annual accounts, the register of shareholders, the arrangements for the half yearly general meetings and for the monthly Board Meetings. He was not involved in the day-to-day operation of the Company. When Hedger retired in 1892 from the post of Superintendent and Secretary, his salary was £700 per annum.<sup>54</sup> A comparison with the £1,000 per annum salary of the Secretary of MHDB is not very helpful for MHDB was a much larger organisation and employed an accountant to deal with financial affairs.<sup>55</sup> Bearing in mind the Clerk's responsibilities and that he provided his own office until the completion of the new SHB office building in 1886, his pay of £400 per annum was not over generous. It may be noted that when a new Town Clerk started work on 1 January 1894 at an annual salary of £600, the Corporation agreed to provide his staff and to pay all costs and fees.<sup>56</sup> Apparently in the 1890's, condition of employment for senior people in public service were beginning to change.

From the early days of the Harbour Commissioners, the Wharfinger had been responsible for the collection of dues and rents on a commission basis. Patrick Keane was appointed Wharfinger in 1862 and remained in the post until his death in 1880. He collected fees in accordance with schedules of rates given in the Southampton Harbour Acts, including tonnage, boomage, craneage, rents and a wide range of rates on goods. His books were examined during the annual audit by two bondholders, appointed as auditors. After Keane's death, the Clerk took over collection on a temporary basis and subsequently found a deficiency in the receipts of £1,038. Only £600 was recovered, £400 from the Guarantee Security Company and £200 from Keane's estate.<sup>57</sup> After a lengthy debate, the Board decided to separate responsibility for the supervision of the quays and warehouses and the

assessment of dues from the collection of dues. Surprisingly, the system of two bondholders acting as auditors was retained, despite a suggestion by Alderman Lomer that 'skilled accountants' be employed as auditors.<sup>58</sup>

Walter Bowyer brought a fresh approach to the management of the quays when appointed as Wharfinger and Assessor of Dues in 1880. The post was to be full-time, the salary £200 per annum and sureties of £1,000 were required. Shortly after appointment, he sought and gained approval for the appointment of a clerk. He needed help with records and someone to be in the office to enable him to get out on the quays and to visit other parts of the harbour.<sup>59</sup> The Wharfinger's journal and day books show that records were diligently kept. He reported on the insanitary and unhealthy conditions in the offices in 1884. His request for improvements was supported by the Clerk and the Harbourmaster. New offices were erected and occupied in 1887.<sup>60</sup> In that year he produced a lengthy report explaining the limitations of the quays. He suggested improvements including a further extension of the Town Quay. He pointed out that new ships were larger and required more space for berths and for cargo handling. The practice at the time was for unloading and loading to be organised and supervised by ship's captains, local agents or merchants, not by SHB. Bowyer argued that it would be in SHB's interests to provide this service.<sup>61</sup> In 1885, he asked for and was granted an increase in salary of £50, making it £250 per annum. After the passing of the 1888 Sea Fisheries Act, the Board of Trade gave SHB the powers of a Local Fisheries Committee in 1889. On SHB's recommendation, supported by the Corporation, the Board of Trade appointed Bowyer as Local Sea Fisheries Inspector as from 1 October 1889, at a salary of £30 per annum. He sought and was given an increase of £20 on his basic salary in 1891 bringing his total pay to £300 per annum. Evidently, Bowyer was an able and conscientious employee.<sup>62</sup>

The 1863 Southampton Harbour and Pier Act enabled the SHB to continue the practice of letting out the tolls at the Royal Pier. As mentioned above, J C Stroud was Pier Tolls Collector in 1870 and as such was entitled to 10% of the total of the money that he collected. He and his assistant were required to wear caps suitably marked so that their function would be clear to the public.<sup>63</sup> They were stationed at the entrance where pedestrians entered via turnstiles. During the years 1870-1879, the receipts varied between £2,100 and £2,600. There were changes to his conditions in 1881. He was given a salary of £30 per annum in lieu of commission on the amount received from LSWR as composition of Pier tolls for passengers travelling on the tramway. In addition, £4 per annum was allowed for coals, but a surety of £100 instead of £50 was required. Stroud's status was not on a par with the Clerk, Wharfinger or Surveyor. As an example, he was pressurised by Board members to resign from the Hound School Board. This resulted from a member, Gorsuch, contending that Stroud should devote all his time to the Board's business. Gorsuch thought that Stroud was amply rewarded for his work. At first sight his commission may appear to be generous, but he had to pay his assistant's wages from it. Stroud retired in 1885 on a pension of 30s 0d per week.<sup>64</sup>

The Surveyor was responsible to the Board for the design and supervision or the construction of new works. He also dealt with the maintenance of buildings and structures. Donald Geddes was in post in 1870 and continued in it until <sup>his</sup> death in 1880. He received £40 per annum in respect of the Harbour and £20 per annum for the Royal Pier, both paid quarterly plus commission of 2½% on the cost of new works.<sup>65</sup> His work was important for SHB, but it was not on the same scale as that carried out for the SDC and MDHB. An indication of this can be obtained by a comparison of Geddes' pay with that of the other engineers. Alfred Giles was paid £200 per annum with 5% commission on all new works, one example being the Empress Dock, which took three years to build and cost over £300,000. The Chief

Engineer at Liverpool was G F Lyster, with a salary of £4,500 per annum.<sup>66</sup> SHB did not have the exclusive use of the Surveyor's services, he could work for other clients. Geddes appears to have had an interest in a hotel business.<sup>67</sup> Some Board members lacked confidence in Geddes. In 1872 when the SGWC inspected the recently built Shelter House on the Pier, it found faults and he was censured by the Board. In the following year, despite his refusal to certify certain invoices for payment for work on the Pier by a local contractor, Bull and Sons, the Board authorised payment. When in 1875 he recommended repairs to the roadway at the entrance to the Pier, two members of the SGWC were asked to inspect the site and to report. In 1877, he was reprimanded for not getting the proper signatures on orders and for authorising extras without permission. Later that year, his commission on new works was stopped.<sup>68</sup> When in 1880 a dispute with Bull & Sons arose regarding responsibility for an error in position of some foundation walls, the Board agreed to have the matter investigated by a 'competent surveyor'. Lemon was selected, he reported that Bull should be made to put the matter right in accordance with the plans.<sup>69</sup> It is clear that the Board was not satisfied with the way in which Geddes performed his duties during the last few years of his life. There was a lack of delegation by the Board since all orders and any extras had to be authorised by a SGWC member. As there was a lack of confidence in him, it is surprising that he was permitted to remain in his post until his death in 1880.

J G Poole was appointed surveyor in 1882, he was well known in the town, having been Surveyor to the Local Board of Health and held the post of Borough Surveyor immediately before Lemon. His salary was £100 per annum with commission of 2½% on new works and he was permitted to continue his private practice.<sup>70</sup> There was an interesting sequel to his appearance as a witness on behalf of SHB before the parliamentary committee on the 1882 Harbour Bill. His claim for twelve guineas expenses incurred during five days spent in London was rejected. It was held that the

expenses should be found from his annual salary. The Southampton Times disagreed and referred to the decision as 'niggardliness'. The Surveyor was unwell in 1887 and for a time his son, E C Poole, undertook his outside work, including supervision on site. In 1889 he was again unwell and his son represented him at meetings. The younger Poole was appointed joint engineer with Lemon in 1890 for the Royal Pier Extension.<sup>71</sup>

W Burbidge became Harbourmaster in 1870 at a salary of £100 per annum with the condition that he provided a boat and a boatman. The requirements of the job were set out in detail in Board minutes. It was full-time and included responsibility for keeping shipping channels clear, for moorings, buoys, booms and other marine matters. A journal was to be kept and a note of his whereabouts to be available in the office. He was to be in the Surveyor's section. There was a requirement not to keep a tavern.<sup>72</sup> Later he took charge of the lightships and their crews. The nature of the job led to occasional disputes over moorings and similar matters with shipping firms and other harbour users. In the main, he seems to have had the Board's support, but on occasion he had to withdraw an instruction. Extra work was recognised by the Board. He received 15 guineas for a survey of Netley Shoal in 1885 and a further £10 for the chart. Later, in 1889 he was given 100 guineas for his work in connection with the dredging of the deep water channel through Netley Shoal. He received increases in salary of £20 per annum in 1886 and a further £10 per annum in 1891 bringing it to £130 per annum.<sup>73</sup> It is worth noting that although Burbidge was responsible for what could be regarded as SHB's primary function, he was lowest paid of the officers. It should also be said that on the whole, Trinity House does not appear to have found many faults during periodic inspections of the harbour. A comparison of Burbidge's salary with the £1,000 per annum paid to the Harbourmaster at Liverpool is not very helpful for the latter was also the Dockmaster.<sup>74</sup>

Turning to the rest of the staff, who, with one exception, were paid on a weekly or daily basis (Appendix B). The exception being a messenger at £12 per annum, paid quarterly and not replaced after his death in 1889. The labour force was very small in comparison with that of SDC, but most of its men were regular employees, whereas SDC had a high proportion of casuals. It can be looked upon as being in four groups in the mid 1880's, namely, maintenance, pier and quay attendants, police and lightships. As a general rule, the Board's labour was not used on capital works, these were carried out by contractors under the direction of the Surveyor, usually with a Clerk of Works hired to attend to the Board's interests on site. The maintenance section was based on workshops in Bugle Street from 1880 onwards and consisted of a foreman, a carpenter, six men and boys, and an engineer. The latter was also the driver of the Board's steam dredger. Other staff included two labourers engaged on general duties on the Town Quay and two attendants on the Pier. In addition, there was one man, medically unfit, employed on light duties.<sup>75</sup> Before 1882 police were provided by the Borough force at the Board's cost. Two constables were appointed in 1882 and a third in 1885. In the same year, sergeants of the Borough police were instructed to visit the SHB constables whilst visiting their own men.<sup>76</sup> In regards to lightships, Itchen Spit came into use in 1870 and a second, Calshot, in 1882. Crews were composed of a Keeper, First Hand and Second Hand.<sup>77</sup>

Before the deaths of Geddes and Keane in 1880, the Surveyor was primarily responsible for the wages sheets of all the manual labour. A change was made in 1881 when Bowyer, the newly appointed Wharfinger and Assessor of Dues was given responsibility for all weekly paid staff except for the Clerk of Works and the lightship crews. This change reduced the administrative work of a part-time official, the Surveyor. The Harbourmaster became directly responsible for the lightships and for the engineer when driving the steam dredger.<sup>78</sup>

During the period, there was unrest amongst workers in the port, they were dissatisfied with rates of pay. Dock strikes occurred in 1872, 1876 and 1890, but only the latter had any significant effect on SHB. Letters had been received from several trade unions in 1889 drawing attention to resolutions in favour of trade union rates of pay. It was resolved that these letters should 'lie on the table'.<sup>79</sup> The industrial relations troubles in the Docks in 1890 are dealt with in detail in Part Two. In brief, early in September 1890, all work in the port ceased for a week, ships were not loaded or unloaded. The Docks were picketed, there was disorder in the road outside and unrest in the town. Troops were called in from Portsmouth to help restore order. At the Town Quay men continued working for Jeffreys and Lewis in the Corn Stores but were forced to stop by pickets supported by a large mob. For a time strikers controlled the entrance to the Pier, a train was searched, and goods and vehicles prevented from entering. The strikers were driven off by soldiers with fixed bayonets. It seems that men employed by SHB and others at Town Quay and on the Pier did not want to be involved and only ceased work under pressure. Similarly, men unloading a ship at Marchwood were unwilling to join the strike. Support was given to them by extending the naval patrols off the Docks to cover Marchwood. The strike petered out at the end of the week and the dockers returned to work. The employers set up a 'Free Labour Association' in which men were invited to join with the employers. It had the effect of neutralising the dockers' union branch by seriously reducing its membership. SHB seemed to have had a link with both sides for in 1891 it was a member of the Association and also acceded to the local Trade Union Council's request that sub-contractors should not be employed on SHB contracts.<sup>80</sup>

It is not possible to discern a distinct personnel policy, but there are indications of what was regarded as reasonable treatment of staff. Some examples have been given of gratuities given to the Clerk and the Harbourmaster in recognition of additional or exceptional work. The principle

was applied to some extent to other staff. W Bone was given two guineas for acting in place of the Harbourmaster whilst Burbidge was away sick in 1876. He asked for a 'trifle' in 1880 to help him to emigrate to Australia with his six sons. Members agreed that he had been a faithful servant to the Board, but said that they could not use SHB funds to help him. However, they decided to make a collection for him amongst themselves.<sup>81</sup> When the Booming Master of the Test resigned in 1876, because of ill-health after forty years service, he was awarded a gratuity of £10 equivalent to pay for one year. At the other end of the scale, 2s 6d was awarded to a workman who had met with a slight accident in 1886. There were occasions when a labourer with long service, no longer fit for normal duties, was employed on light work on the Quay at a reduced rate of pay.<sup>82</sup>

The engagement and dismissal of staff was dealt with, sometimes at length, at Board meetings. The procedure when filling a vacant post commenced with advertisements in the local press. Applications were passed to a Committee for testimonials to be checked and a short list of suitable candidates to be selected. The list was tabled at a Board meeting, names were proposed and seconded and a vote taken. Bearing in mind that an applicant might be well known to individual members, the procedure seems to have been satisfactory, although there were some close votes. There was little delegation to officers, but towards the end of the period the Harbourmaster seems to have had some latitude in respect of the replacement of hands on the lightships. Some changes in the Board's treatment of personnel over the period can be detected. For example, in the matter of clothing, in 1872, the Harbourmaster was provided with a uniform, but no jacket was allowed. There was progress over the years for in 1888 clothing was ordered for the attendants on the Quay and the Pier. Whilst by 1889, the Harbourmaster had full kit and two lightship keepers had uniforms.<sup>83</sup> There was a gradual increase in salaries and wages (Appendix B), resulting from appeals from employees being conceded by the employer.

Board members were in business in the town, so they were familiar with local wage rates and probably approved the increases so that SHB would remain roughly in line with other employers.

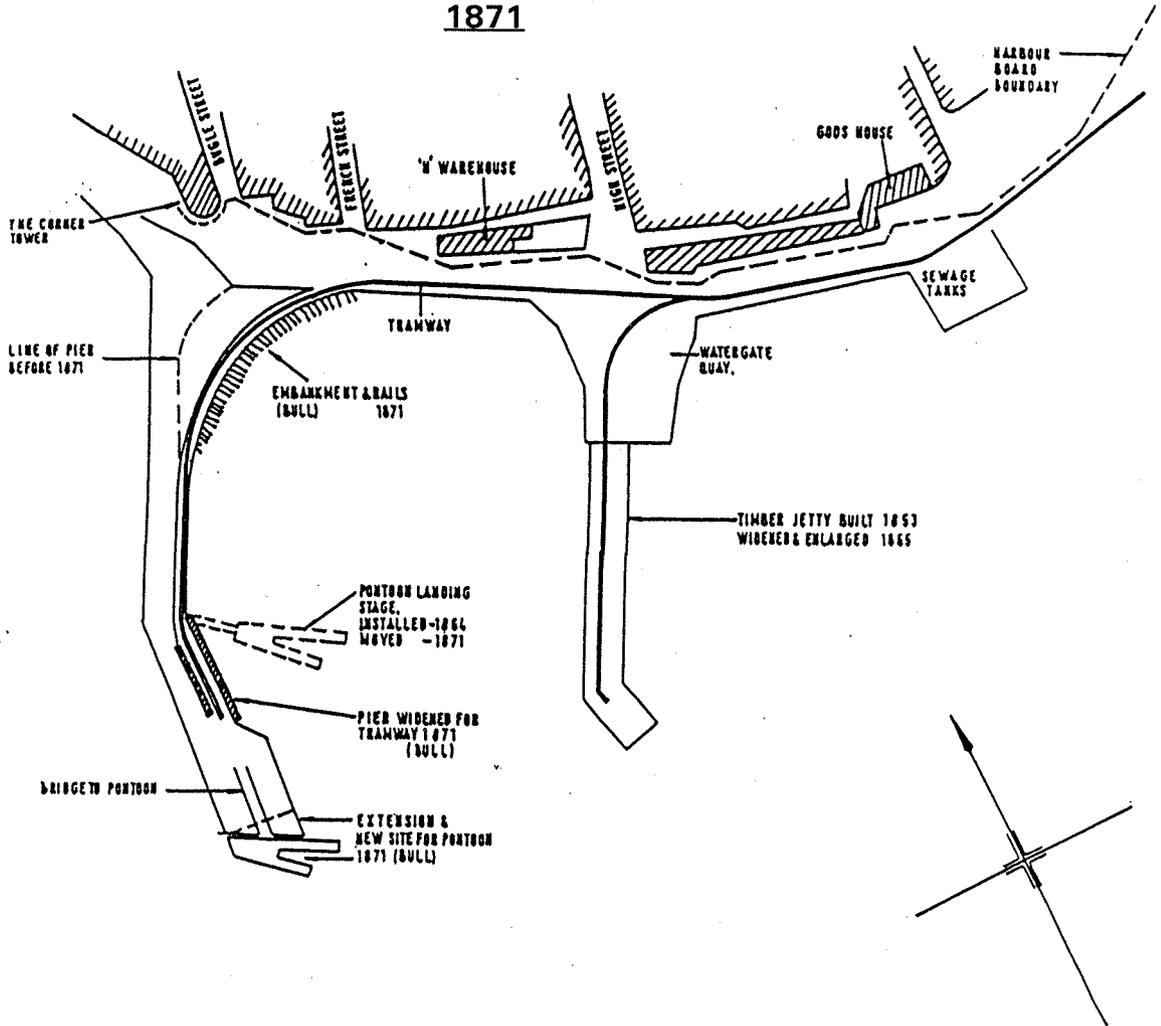
To sum up, at management level, the major changes commenced in 1880 when the Clerk took over the Collection of Harbour Dues and later those of the Pier. Clear functional lines of control were established, the Clerk became responsible for all financial affairs and the Wharfinger for control of the quays, wharves, warehouses and other properties. The Harbourmaster became directly responsible to the Board via its Committees. The Surveyor continued to be in charge of new works and of the maintenance of buildings and other structures. Lemon was used as consulting engineer. In regard to the remainder of the employees, there was a small increase in the labour force due mainly to the commissioning of Calshot Lightship and the formation of the Harbour Police.

## 6. Works

The Board's estate lay at the southern end of the town adjacent to the water's edge. The boundary ran from a point immediately to the west of the Corner Tower, eastwards along the line of the old Town Walls to God's House Gate and then along the beach to the western limits of the Dock Company's property. To the south, it owned the land and the mudlands down to the low water line. It also owned a large warehouse which lay across the line of the Old Walls near the Town Quay. The principal assets were the Town Quay, warehouses and the Royal Pier. SHB had other land and property, but only the major items are discussed (Figure No. 2). Regular passenger services operated from the Pier to the Isle of Wight and to Portsmouth. The Pier was also used by yachts and pleasure craft. It served as a promenade for local people. The Town Quay was used mainly by shipping from other United Kingdom ports, but there was also trade with

Figure No. 2

**OUTLINE SKETCH  
ROYAL PIER & TOWN QUAY  
1871**



**NOT TO SCALE.**

THE POSITION OF THE TRAMWAY IS DIAGRAMMATIC.

France. The SGWC was the Committee concerned with enlargement, improvement and maintenance of the pier, quays, wharves, warehouses and other buildings; its recommendations were sent to Board meetings for approval.

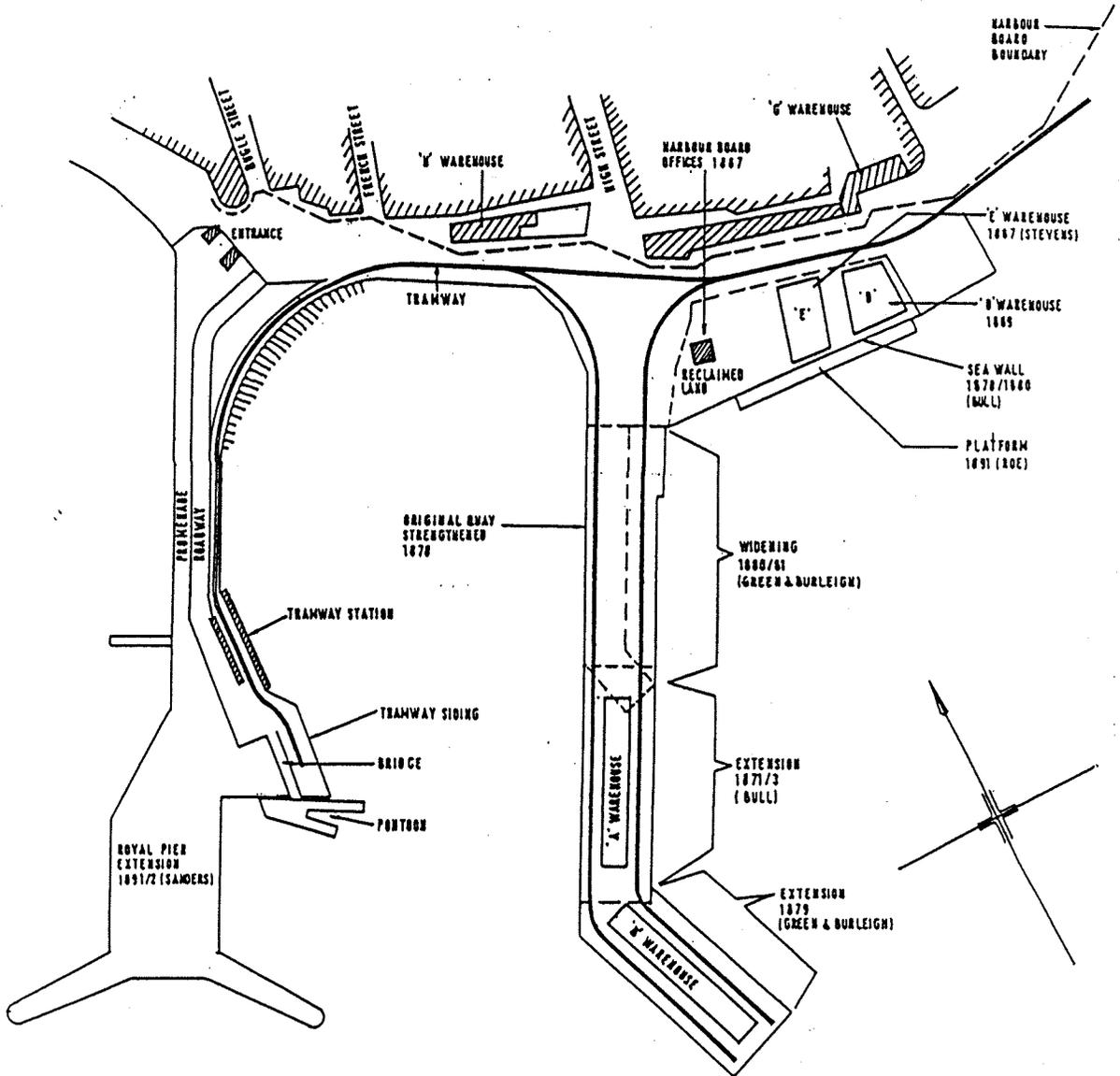
The Town Quay was an extension of the old fifteenth century Watergate Quay. It differed from the Royal Pier in that it was used almost exclusively for commercial purposes. Cargoes as diverse as coal, stone, grain, potatoes and eggs were discharged. Passengers arrived and departed on coasting vessels, but the numbers were low in comparison with people using the Pier. Improvements were made in the eighteenth and early nineteenth centuries. It was extended in 1853 by the construction of a wooden jetty 300 feet long and 30 feet wide increasing at the head to 65 feet. The tramway was laid along it and a second crane installed. It was widened in 1864-5 and a small extension made at the head.<sup>84</sup> In the early 1870's, Board members were concerned about loss of trade to the docks because storage accommodation was lacking and because of inadequate depth of water for ships at the Town Quay. An extension 400 feet in length by 111 feet wide with a shed 200 feet x 40 feet (A) was proposed, giving 9 feet of water at LWOST. A tender was received from Bull & Sons in the sum of £12,150. SHB was near the limit of its borrowing powers and its bankers, the National and Provincial Bank, would not agree an overdraft in excess of £5,000. During the meeting on 18 June 1872, there was a division of opinion whether to proceed or to postpone the scheme. Three members, Chaplin, Deal and Davis were so convinced of the necessity, that each was prepared to advance £1,000 on loan for the purpose. Despite this, it was decided to proceed with a half of the work. At a meeting in the following year, Le Feuvre managed to have the decision reversed and it was agreed to proceed with the whole scheme at £12,150. The work was completed in 1874.<sup>85</sup> A further extension of 350 feet x 126 feet with shed (B) was completed by Green & Burleigh in 1880 at a cost of £16,052. The extensions of 1874 and 1880 left the northern,

landward end, restricted to roughly half the width of the rest of the Quay. This bottleneck was removed by increasing the width by 52 feet, the work was carried out in 1880-81 by Green & Burleigh at a cost of £5,444. It seems that the Board were aware of the need for improvements, but financial constraints forced it to carry them out piecemeal. No other extensions were completed in this period.<sup>86</sup>

Turning to warehouse accommodation (Figure No. 2), the oldest (H), had started life in 1824 as a three storey building. It was situated near the Quay and was used as a corn store. In 1861 the adjoining corn store, previously a baggage warehouse was joined with it and at the request of the tenants, Jeffrey and Lewis, three further storeys were added to the combined building. Further space was obtained when the Corporation made God's House Tower (G) available in 1876 on lease. This was an ancient building situated on the old town wall and had previously been the local goal. It was put into use as a corn store.<sup>87</sup> The Board recognised the need for still more storage capacity in 1878 and decided to build warehouses on land to be recovered from the sea. The area selected for reclamation lay between the Town Quay and the Sewerage Quay. A new wall was to be constructed some distance in front of the existing sea wall (built 1838) enabling about two acres to be enclosed (Figure No. 3). The land was to be infilled with dredged material and two sheds and a three storey warehouse erected on it. Bull & Son's tender of £5,400 for the sea wall was accepted and work commenced in 1878. The foundation walls of the vaults of the three storey warehouse were included in the contract. Problems were encountered on site, progress was slow and the wall was only half finished by the end of 1879. Early in 1880, it was decided that a cofferdam was needed to speed up completion. The cost was agreed at £450.<sup>88</sup> Further difficulties arose when an error was found in the position of the newly built foundation walls. As mentioned above, both Bull and the Surveyor denied responsibility for the mistake, but after James Lemon had investigated on site and reported to the Board, Bull was ordered to put the work right and to ensure that the wall was

Figure No. 3

**OUTLINE SKETCH  
ROYAL PIER & TOWN QUAY  
1892**



NOT TO SCALE

THE POSITION OF THE TRAMWAY IS DIAGRAMMATIC

built in accordance with the plans and specifications. By the time Lemon had reported, the Surveyor, Donald Geddes, had died. On Lemon's advice additional steps were taken to prevent ground water from penetrating the vault walls and also to strengthen the supporting structure for the building. Work was completed in 1881.<sup>89</sup> One shed (E) was built on reclaimed land at the Quay near the sewerage tank in 1887 by Stevens at a cost of £1,253. The four storey warehouse (D) was erected on the 1881 foundations in 1889 at a cost of £3,340. The tramway was extended to each building when completed. A timber platform was constructed in front of 'D' and 'E' stores to improve loading and unloading from ships. The work was carried out by J W Roe & Co in 1890 at a cost of £1,875.<sup>90</sup>

In 1886 plans were prepared by the Surveyor, J G Poole, for a new building for Board Offices on the Quay, near the site of the proposed sheds and warehouse. As first approved, it was to have two storeys and be brick built, but at the following Board meeting, there was a change to a single storey wooden building. The ratepayers of Holyrood parish objected to the site of the new building, so it was moved to the east of the original position. It was then decided to return to the original scheme of a brick building with cellars. Work commenced in August 1886 and occupation was in March of the following year. The cost was £1,200 plus £200 for new furniture. A telephone was installed, at annual rental of £10.<sup>91</sup>

When the Royal Pier was extended and improved in 1890-92, it was by far the most expensive of SHB's capital works projects. The Pier was a more recent structure than the Town Quay. It was completed in 1833 and was officially opened by the Duchess of Kent and her daughter, Princess Victoria. A pontoon landing stage with connecting bridge was added in 1864.<sup>92</sup> In 1871, the Pier Head was extended by 60 feet in length and 100 feet in width and the pontoon was removed from its position on the east side and placed at the seaward end at a total cost of £2,790. The object of moving the

pontoon was to provide extra depth of water for shipping and to reduce the amount of dredging required.<sup>93</sup> In the same year the tramway from the LSWR railway terminal to the Quay was extended to the Pier to facilitate the movement of passengers and baggage (Figure No. 2). In the LSWR engineer's opinion, it was not advisable to locate the tramway on the existing structure, so it was placed on an embankment and on piles on the east side of the Pier with a station near the pontoon. The cost was £2,199. The LSWR agreed to pay the Board £100 per annum and to be responsible for the maintenance of the new track and future tracks. The contractor for both jobs in 1871 was Bull & Sons. A small shelter house was erected at the end of the Pier by Bull in 1872. A siding, 200 yards long was installed at the request of LSWR in 1876 (Figure No. 3). The cost was £775, and the annual charge to LSWR was increased to £300. In the same year steam locomotives were brought into use on the Pier and on the Town Quay. No other major capital works were carried out until 1890.<sup>94</sup>

In the early 1880's, SHB had agreed to enlarge the Pier and to build a railway station on the western side for the Didcot, Newbury and Southampton Railway Company. The work was to be at the Company's expense and estimated to cost about £26,000. The scheme had been prepared by Lemon and was included with other works in the 1882 Southampton Harbour Act. When the company ran into financial difficulties in 1883, work stopped on the rail link between Winchester and Southampton and in 1887 the project was abandoned.<sup>95</sup> SHB was left with the power to enlarge the Pier, but at its own cost and with a design no longer relevant. A competition for a new design for a major extension to the Royal Pier was advertised in 1889 with a prize of 100 guineas. Seventeen entries were examined by a leading consulting engineer, Sir Douglas Fox. The winning design was submitted by a Mr Fairley of Edinburgh. Board of Trade approval was obtained, quantity surveyors appointed and tenders for the work invited. The bids received in 1890 were higher than expected, the lowest of thirteen tenders was

£37,580. In addition to the contract sum, approximately £10,000 was needed to cover the cost of extra items, including a new toll house, railway station improvements, bandstand and shelter, extra seating, ticket office, yacht club house and professional and legal charges.<sup>96</sup> Some members felt that the project should be deferred, but William Bone, deputy chairman of SGWC pressed for the project to be examined again with the aim of cost reduction. J Lemon and E C Poole, son of the Surveyor, were appointed as joint engineers to prepare a revised scheme and to superintend the work. A revised scheme showing a reduction of £8,000 on the original figure was approved, bills of quantities prepared and tenders invited. The lowest tender was submitted by H I Sanders and was accepted in the sum of £26,142. Work commenced in 1890.<sup>97</sup>

The new pier was the largest on the South Coast and combined the functions of a conventional seaside pier with that of a busy all year landing place. It had the additional facility of a direct rail connection to the main Southampton to London railway. It was 3½ acres in area, the promenade was 780 feet long x 20 feet wide with the pier head measuring 250 feet long x 265 feet wide. The design included two branches extending from the pier head each 185 feet long x average width of 33 feet. There were four principal landing stages for steamers and ten berths in all. It was possible to land passengers, goods, cattle and sheep at all tide levels (Figure No. 3). Commercial traffic was landed on the pontoon and used the east side on the old pier. The new extension was used by civilian and military passenger traffic to and from the Isle of Wight and Portsmouth. During the summer season excursions were made by steamers to Southsea, Bournemouth and Weymouth. Yachts and small pleasure craft were accommodated on the west side. A club house was provided for the use of the Royal Southampton Yacht Club. Electric lighting was installed in place of gas. There was an imposing entrance with eight turnstiles, a separate entrance for carriages, a roadway and a promenade. There were seats for the public and a covered bandstand with

seats for 264. The new extension was opened by the Duke of Connaught on 2 June 1892. He was received by the Mayor, James Lemon. The cost of the extension and improvements was £40,409.<sup>98</sup>

Several aspects of this project are worthy of comment. No doubt the competition attracted publicity and brought in submissions from a wider field, but it is not clear why a competition was necessary. The pier extension did not present a particularly demanding problem for an experienced engineer. If the Surveyor was not able to do the work, an independent consulting engineer could have been employed. In the event, the Surveyor was not able to undertake the revision of the project, because of ill-health. Lemon had been retained as consulting engineer to the Board, but was not able to take on the work on his own, because of other commitments. This is understandable for apart from his consultancy work, he was a leading Liberal Councillor, a possible parliamentary candidate and was Mayor in 1891 and 1892. Poole was the son of the Board's Surveyor and had received the second prize of ten guineas for his entry in the competition. They were to share the commission of 2½% on the cost of the work and it was stated that Lemon might be given an additional fee upon completion. It is reasonable to assume that most of the detailed work was carried out by Pool, with Lemon acting as senior partner. Lemon is on record as saying that there had to be another engineer involved, otherwise it would be difficult to combine his role of Mayor with that of Engineer. In 1892, the Mayor did not follow the usual custom and become Chairman of SHB, the post was filled by the Deputy Chairman, John Miller, with William Bone as Deputy. It seems that Lemon played the key role in the project, but did not think it politic to appear at the formal opening as Mayor, Engineer and Chairman of the Harbour Board.<sup>99</sup>

It appears that a majority of the Board members thought Southampton needed a larger, more modern pier. They may have been influenced by the

publicity given to the opening of a new seaside pier at nearby Bournemouth in 1880. There was a reluctance to postpone the scheme when the estimated cost was found to exceed expectations. As there is no evidence in Board minutes of a reappraisal of financial aspects, it appears that a majority of Board members were determined to proceed with the project. The cost, including the reconstruction of the old pier was in excess of £40,000. Further expenditure was incurred in later years, when a pavilion, refreshment and tea room were added and the pontoon replaced, the original having been destroyed in a storm. Lemon writing in 1910, gave the final cost as £53,847.<sup>100</sup> By upgrading and extending the Pier, the SHB had provided a major leisure facility for the inhabitants of the town and better accommodation for IWSP ships, for yachts and for the seasonal excursion trade. It was modern, multifunctional and could be expected to attract increased revenue. This aspect was important because long term debt had increased by over £50,000 and annual charges by £2,000.

The original sections of the Pier and Town Quay were built on wooden piles. Unfortunately the piles were prone to attack below the waterline by a particular species of marine boring insect, known locally as the 'gribble'. As a result repairs and renewals were incurred earlier than might have been expected. In 1878 the Surveyor reported that many wooden piles in the original jetty (1853 & 1864-5 sections) were defective. A number were repaired by cutting off in the mud and fixing cast iron piles on top of the stumps, it being thought that the insects were only active between high and low water levels. Later, when it became necessary to strengthen the extension built by Bull in 1872-4, the work was carried out by Green & Burleigh in 1883 at a cost of £4,755. During the course of the contract, it became apparent that repairs were needed to the south end of the original wooden jetty. Green & Burleigh's contract was extended for this purpose at an extra cost of £1,500. A similar problem arose at the time of the Pier Extension in 1892, the condition of the wooden piles under the old pier was

so poor that the entire structure was replaced using steel joists and cast iron screw piles. The result was that £7,216 of the £40,409 spent on the new Royal Pier was attributable to the reconstruction of the original wooden pier.<sup>101</sup>

Another expense, but on a much smaller scale, arose from the subsidence problems in warehouses. In November 1886 a part of the old corn store (H) fell down damaging the Castle Tap pub, Corn had to be removed at the Board's expense. Repairs and strengthening costing £537 were carried out by Bull & Sons. Later in April 1891, there was subsidence at the four storey warehouse (E), this was dealt with by Roe & Co. at a cost of £452, followed by a similar occurrence in June 1891 costing £360. Remedial work was also carried out on the sea wall adjacent to the warehouse.<sup>102</sup>

Appendix C shows that expenditure on capital and major repair works over the period 1870-1892 approached £100,000. The works were financed by borrowing at 4 or 4½%, so the management of this aspect of affairs is worthy of scrutiny. The procedure adopted when employing a contractor appears to have been sound, although time consuming. The Surveyor provided his estimate of the cost of a proposed project to the SGWC. If it was decided to proceed, a recommendation was made to the Board. If the project was approved, tenders were invited. Contracts for larger works contained penalty clauses for use if work was not completed on time. SGWC examined the tenders submitted and made a recommendation to the Board. The general rule was for the lowest offer to be accepted. Occasionally, the Board rejected SGWC's advice and delay followed until agreement was reached. Payment of invoices was authorised by the Board after they had been agreed by the Surveyor and passed by the SGWC and Finance Committee. SGWC members were active in inspecting work in progress and at times appeared to interfere with matters which should have been left to the Surveyor. Lemon drew attention to this problem when he reported on

the dispute with Bull & Sons in 1880 regarding an error in foundation walls. He thought that a clause in the contract stipulating that no alteration was to be made without the written consent of the Surveyor or the SGWC could only lead to confusion. One person only should give orders to the contractor, otherwise there would be divided responsibility and disputes. Clearly, whilst the final authority for any significant changes in the contract rested with the SWGC, the Surveyor should have been in charge on site.<sup>103</sup>

Cast iron screw piles were in use for marine structures before 1870, so it is surprising, given the close supervision by members of SGWC, that more use was not made of them. The deterioration of timber piles between low water and the mud line was well known to the first Harbour Surveyor, John Doswell. It can be argued that some expenditure on renewal of piles and on strengthening the Quay could have been avoided or reduced if cast iron had been used. On the other hand, SHB showed foresight in installing electric power. Work was in hand to install two electric cranes and a power supply for motor launches on the Town Quay in 1892.<sup>104</sup>

The cost of the largest project, the Royal Pier, greatly exceeded the original estimate. Lemon took charge during the preparatory stage, continued as Joint Engineer during construction and was Mayor when it opened. He was well qualified for the work and it is difficult to believe that he did not foresee that there would be significant overspending. For example, he must have known that the original pier being largely of wooden construction would have a limited life and that the sensible course would be to incorporate its renewal into the construction phase of the new Pier.

Finally, there were occasions when the Board appeared indecisive. One example is the delay when authorising the second part of the 1871-73 extension of the Town Quay. Another is the change in the type of building for the Board Offices in 1886. There was also a delay before deciding to

proceed with the extension of the Royal Pier in 1890. However, this is understandable having regard to the nature of Board membership. As a public body with most of the members being town councillors divided between Conservative and Liberal parties, it was inevitable that there would be debate and some delay in decision taking.

## 7. Finance

The Harbour Board, unlike SDC and LSWR, could not raise money via the Stock Exchange. Capital spending had to be financed by interest bearing loans. The amount that could be borrowed was limited initially by the 1863 Southampton Harbour and Pier Act. Authority was given by the Act for the paying off of all the various mortgages and bonds issued before 1863 and their replacement by new bonds. The amounts involved were £13,312 in respect of the Harbour and £14,400 for the Pier. The Act also authorised the issue of an additional £15,000 of new bonds. The ceiling for long term debt was thus set at £42,712. It became apparent in the early 1870's that the extra £15,000 would be insufficient. The cost of moving the pontoon and extending the tramway onto the Pier was nearly £5,000. The extension of the Town Quay completed in 1874 cost £12,150.<sup>105</sup> Thus, the amount involved on these two projects alone exceeded £17,000. Early in 1877, a Bill was introduced in Parliament to remedy the situation. It became law in July of that year and raised the limit for borrowing by £30,000 making a total of £72,712.\* Retrospective authority was also given for £17,400 which had been spent out of revenue on capital projects. In 1878 the Board agreed to a proposal to spend £30,000 on new capital works.<sup>106</sup> These projects have been described above under 'Works'; they include enclosure of mudland, building of warehouses, extending the Town Quay and the building of offices. At the year end of 1881, bonds to the value of £71,600 had been issued.<sup>107</sup> Another Act of Parliament was passed in 1882 giving

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\* Details of the 1877 Act are given below, p.51.

approval for a further £100,000 above the existing level of borrowing, making a revised limit of £171,600. The intention was to widen and improve the Pier, extend and improve the quays, construct a jetty, erect warehouses, lay additional tramways, dredge, light and improve the entrance to the harbour.<sup>108</sup> The Act required the works to be completed within five years, but this proved to be unrealistic, because major changes had to be made to the programme of works. The proposed jetty was no longer favoured and as mentioned above, the original scheme for extending the Pier was no longer relevant because of the abandonment of the Winchester to Southampton rail link. A new plan for the Pier was adopted with a significant increase in the estimated cost. Another Act was passed in 1887 authorising a further period of five years for completion, but this did not solve the problem. The Board had little alternative but to go forward with another Parliamentary Bill. The new Act became law in 1891, it authorised the substitution of a new quay in place of the jetty, raised the borrowing ceiling by £100,000 to £249,900 and gave a five year period for completion commencing on 23 May 1892.<sup>109</sup> \* It seems that Board members were looking to the future and anticipating a considerable expansion of trade. There would have to be a marked increase in income from harbour and pier dues if the Board was to remain financially viable.

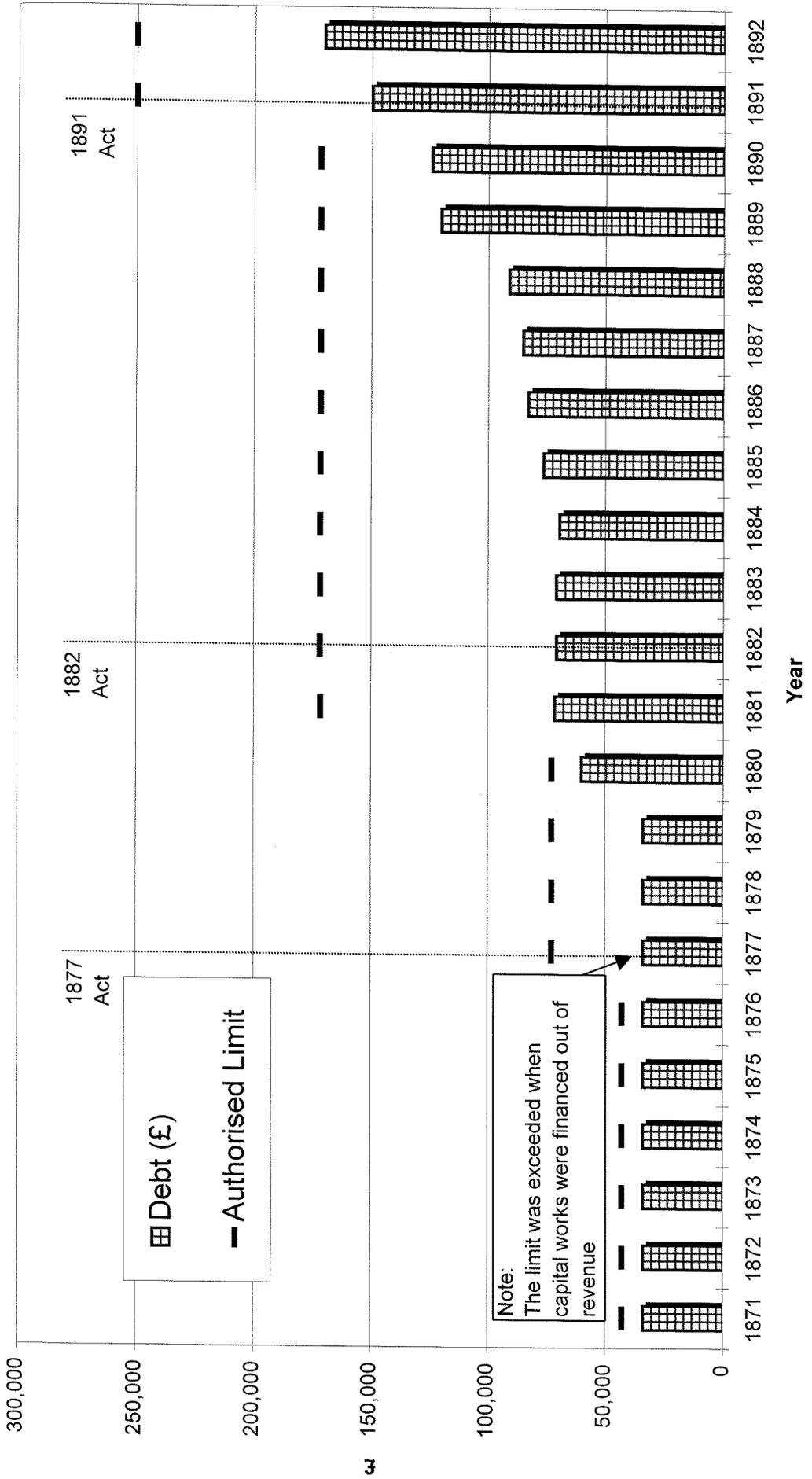
Figure No. 4 illustrates how SHB's debt progressed over the period.\* • For most of the 1870's borrowing was at a steady level, but from 1879, there was remarkable increase in the value of bonds issued, but the approved limit was not breached. Having once exceeded its powers by financing capital works out of revenue, it seems that care was taken to keep borrowing within the powers granted by Parliament.

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\* Details of the 1887 and 1891 Acts are given below, pp.52 & 53.

\* • Based on V2/5 in Volume Two.

Figure 4 - Southampton Harbour Board Long Term Debt 1871-1892



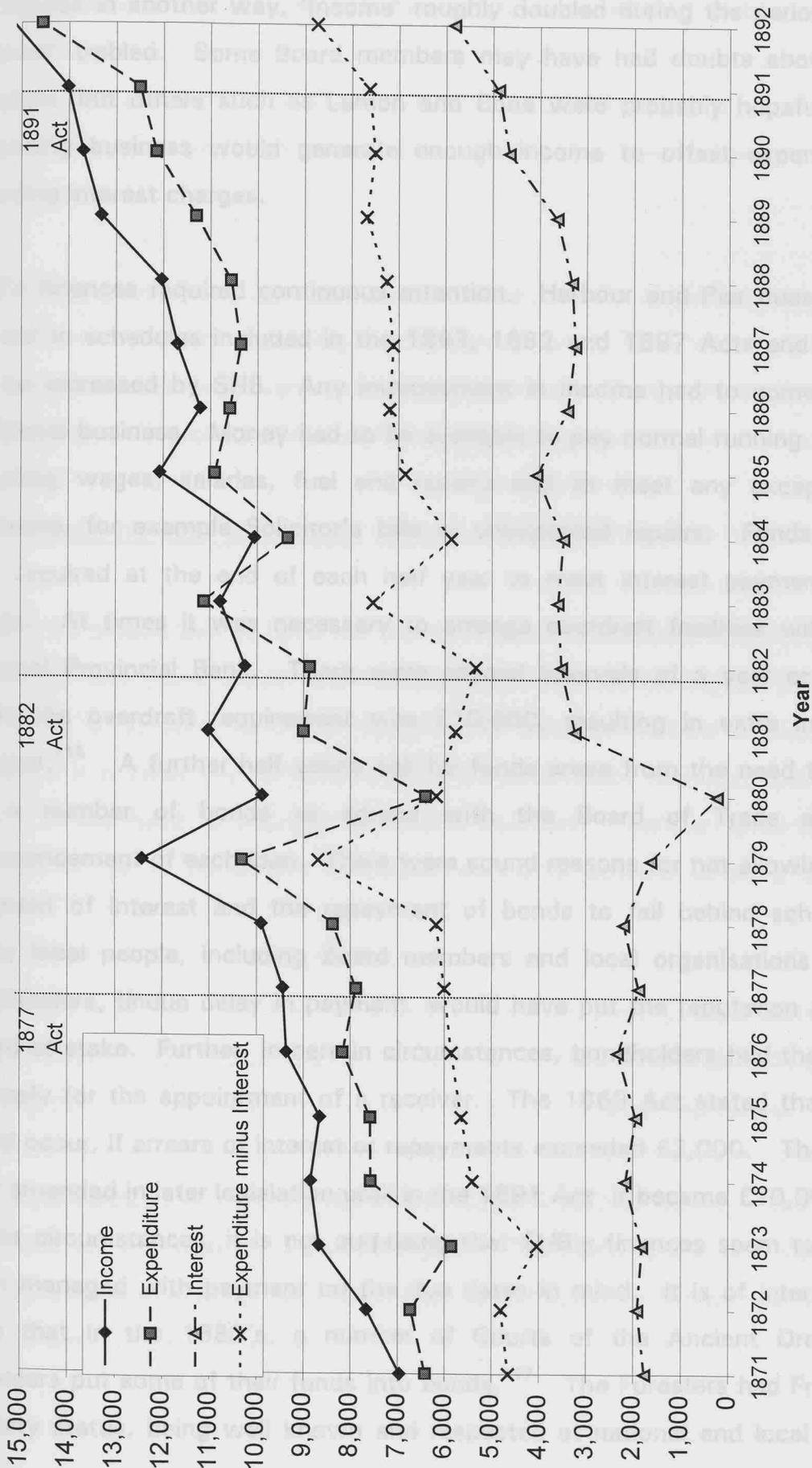
It is interesting to see how the raising of loan funds developed. As an example, when it was necessary in 1869 to raise £12,000 for the purpose of extending the Town Quay, money was subscribed by local residents, local Freemason's Lodges and obtained via agents, all at 5%, for periods varying between five and twenty years. A similar sum was obtained in 1881 for forty years at 4%, the whole amount being taken up by the Ancient Order of Foresters. Clearly, this was a more satisfactory arrangement for the Board. Looking further at the methods adopted, the 1877 Act provided greater scope and flexibility for the raising of funds for additional capital expenditure. It not only increased the limit for borrowing, but also facilitated the repayment of all existing bonds. The Board was permitted to raise loans for up to sixty years. These to be subject to equal half yearly repayments as approved by the Board of Trade.<sup>110</sup> In 1878, an attempt to raise £60,000 for a period of 40 years at 4½% failed, the best that could have been obtained was at 4¾% for 30 years. By the end of the following year, the £60,000 needed was obtained for 60 years at 5%. The Clerk had a busy year apart from the issue of new bonds; all existing bondholders were given six months notice and their bonds paid off, except for two of £100 each.<sup>111</sup> The total of loan funds had reached £69,500 on 31 December 1884, £58,000 of this was at 5%. All 5% bonds were paid off during 1885 and 1886 and replaced by an equivalent amount of 4% bonds.<sup>112</sup> A further tranche of 4% bonds <sup>was</sup> issued in 1886 so that at 31 December 1886, the total <sup>^</sup> was £83,000 all at 4%. The reduction from 5% to 4% made an important saving in annual charges. During the years 1887 to 1892, the Board advertised frequently for loans at 4% and drew upon them as and when required. On 31 December 1892 long term debt stood at £170,150, against the authorised limit of £249,900.<sup>113</sup>

Having considered the funding of capital works, it is necessary to examine the revenue account in order to obtain a complete picture of the Board's finances. Appendix A provides an analysis of the revenue account for the

years 1871 to 1892. The numbers quoted are as at the 31 December for each year. There was a change in the format of financial records in 1880, so some rearrangement of figures has been necessary in order to put them on a common basis. Turning to details of the account, the cost of wages of manual employees was allocated to relevant categories in the account at the end of each quarter. Amounts were allocated to 'Buoys and Booms', 'Dredging' and 'Lightships', but the bulk of the cost of wages went to 'Repairs and Labour'. As the regular workforce was small, the labour cost was also relatively small and remained fairly constant, but the scale and cost of repairs was variable. Generally 'Repairs and Labour' was second only to 'Interest' in importance and by the end of the 1880's exceeded £2,000. The item on 'Buoys and Booms' related primarily to the harbour, it included wages paid to the booming masters and expenses involved in replacing or repairing damaged buoys. The increase in 'Salaries' over the period reflects staff changes referred to earlier under 'The Employees'. Another significant item was the amount paid to the Corporation. It included a sum equivalent to one-fifth of harbour dues, together with rents and other charges. The Board was frequently involved in legal proceedings and Parliamentary matters. A lengthy and costly High Court dispute with SDC ended in 1872.<sup>114</sup> Further costs were incurred in promoting the Acts of 1877, 1882 and 1891. Thus 'Law Expenses' were variable over the period. 'Interest' was the largest item on the revenue account. It was £4,054 in 1885, but the reduction of 1% in annual interest on bonds enabled it to remain under £4,000 until 1890, when it became £4,649. However, in 1892, although 'Income' had risen to £15,170, 'Interest' was £5,820 equivalent to 38.4% of 'Income'.

Figure No. 5 is derived from Appendix A. It can be seen that income increased steadily during the period and generally maintained a small surplus over expenditure. However, 'Interest' as a proportion of 'Income' rose from roughly 27.5% in 1871 to 38.4% in 1892. In the same year, whilst 'Interest' reached £5,820, the surplus 'Income' was only £610. Looking at

FIGURE No. 5 - SOUTHAMPTON HARBOUR BOARD  
INCOME/EXPENDITURE ACCOUNT 1871-1892



the figures in another way, 'Income' roughly doubled during the period, but 'Interest' trebled. Some Board members may have had doubts about the situation, but others such as Lemon and Bone were probably hopeful that increasing business would generate enough income to offset expenditure including interest charges.

SHB's finances required continuous attention. Harbour and Pier dues were set out in schedules included in the 1863, 1882 and 1887 Acts and could not be increased by SHB. Any improvement in income had to come from additional business. Money had to be available to pay normal running costs, including wages, salaries, fuel and repairs and to meet any exceptional expenses, for example Solicitor's bills or unexpected repairs. Funds were also required at the end of each half year to meet interest payments on bonds. At times it was necessary to arrange overdraft facilities with the National Provincial Bank. There were several intervals of a year or more when the overdraft requirement was £10,000, resulting in extra interest charges.<sup>115</sup> A further half yearly call for funds arose from the need to pay off a number of bonds as agreed with the Board of Trade at the commencement of each loan. There were sound reasons for not allowing the payment of interest and the repayment of bonds to fall behind schedule. Many local people, including Board members and local organisations were bondholders, Undue delay in payment would have put the reputation of the Board at stake. Further, in certain circumstances, bondholders had the right to apply for the appointment of a receiver. The 1863 Act stated that this could occur, if arrears of interest or repayments exceeded £2,000. The limit was amended in later legislation until in the 1891 Act it became £10,000.<sup>116</sup> In the circumstances, it is not surprising that SHB's finances seem to have been managed with payment on the due dates in mind. It is of interest to note that in the 1880's, a number of Courts of the Ancient Order of Foresters put some of their funds into bonds.<sup>117</sup> The Foresters had Friendly Society status, being well known and respected at national and local level.

Their purchase of bonds suggests that SHB was considered to be a secure place for their money with a good rate of interest. By contrast, SDC's situation in the 1880's was different for it was unable to pay an acceptable ordinary dividend and had difficulty in maintaining the preference share dividend.

While it is possible to question some of the Board's decisions, members cannot be accused of neglecting the financial affairs. The surviving ledgers, journals and letter books provide evidence that the Clerk served the Board well in his handling of its finances.

## **8. Parliamentary and Legal Affairs**

It could be argued that to have put four Bills before Parliament within a period of twenty one years would seem to indicate a lack of foresight. It is true that there is no evidence of the existence of a formal harbour development plan, but it is clear that some of the more active Board members were well aware of the need to improve the Port's facilities. Further, SHB did not hesitate to go to Parliament to obtain additional powers when it needed them.

The 1877 Act was the first of the four Harbour Acts passed during the period 1870-1892. Its primary purpose was to raise SHB's borrowing limit for capital expenditure by a further £30,000. It also regularised SHB's overspending and permitted borrowing for periods up to sixty years. It specified methods of repaying loans and required SHB to report to the Board of Trade on the state of loans annually. The opportunity was taken to include a clause covering the appointment of a Deputy Chairman and another to deal with SHB's official seal.<sup>118</sup>

Five years later, the 1882 Act was passed to permit SHB to carry out major works mainly in connection with the arrival of the Didcot, Newbury and Southampton railway line. As mentioned above, this important Act raised the limit for borrowing to £100,000, authorised the work and required completion of it within five years. The total cost of the scheme prepared by Lemon was estimated at £81,105. Other clauses in the Act authorised certain important dredging operations, the provision of a lightship and the right to charge light dues. Pier, Quay and tramway tolls were amended and extended and the compounding of boomage dues on a daily basis allowed. SHB wanted vessels and small craft from Hythe to pay tolls, but it was ruled that tolls were not payable on passengers and goods starting and ending their journeys within the Port area. The Act gave authority for the use of steam engines on the tramway. As engines had been used since 1876, their operation was put on a proper footing. An agreement between SHB and DNS with regard to the proposed railway terminal on the Pier and running rights over the tramway was included. The Act was important because it attempted to make major improvements in facilities within SHB's own estate and in the Port as a whole.<sup>119</sup>

The non-arrival of DNS put plans into disarray and time was needed to agree and develop a new strategy. The 1887 Act extended the period for completion of capital works under the 1882 Act by a further five years. As with the earlier Acts, it dealt with a number of other disparate matters, for example, the definition of the boundaries of the port and the dredging of Netley Shoal. The schedules containing rates to be charged for tonnage, boomage and goods were amended and added to. However, a Trinity House light vessel near Calshot within the area of the port was specifically excluded from SHB's control.<sup>120</sup>

The last of the four Acts, that of 1891, permitted the raising of a further £100,000, but placed restrictions on any borrowing from the Public Loan

Commissioners. Authority was given for the construction of a new quay in lieu of a jetty specified in the 1882 Act and for the erection of pavilions and refreshment rooms on the Royal Pier. The time period for completion of these and other works authorised under the earlier Acts was increased by a further seven years. The period for the use of compulsory purchase powers granted under the earlier Acts was increased by three years. Two important outstanding issues were settled by the Act. The first of these was the abolition of the exemption from tonnage dues held by owners of private wharves at Chapel, Northam, Woodmill, Redbridge and Eling, compensation in lieu to be paid by SHB. The second was that the Corporation's entitlement to one fifth of harbour dues was commuted to a payment of £1,000 per annum for a period of three years from the date of the Act. As on previous occasions, the opportunity was taken to revise and enlarge the schedules of rates.<sup>121</sup>

From 1870 to 1892 matters relating to the port of Southampton were frequently on the parliamentary agenda. In addition to the four Acts referred to above, there were six others initiated by SDC and one by the Corporation. The latter, the Southampton Docks and Harbour Act of 1886 was never implemented. It stemmed from the lack of confidence felt by members of the Corporation, the Chamber of Commerce and others in SDC's ability to provide the dock facilities necessary to accommodate large ocean going steamers in future. Various proposals were considered including the buying out of SDC and replacing SHB by a public harbour trust with control of the whole port. Another suggestion was that the Corporation should guarantee the payment of interest on the loan needed by SDC to build a large new dock. Neither of the choices appealed to SDC. The Corporation and SHB called upon an eminent consulting engineer, J M Rendel to advise. Rendel's proposals were rejected by SDC in favour of a scheme prepared by Alfred Giles. After further fruitless negotiations, the Corporation proceeded with the Southampton Docks and Harbour Act of 1886 which gave it power to

acquire some of SDC's land to construct a large deep water dock.<sup>121</sup> The Act was never implemented because the LSWR stepped in and loaned SDC £250,000 to fund the new dock.<sup>122</sup> Further details of this affair can be found below in Part Two.

The individual clauses of the Harbour Acts reveal SHB's intentions at various times during this period. The most important Acts from a financial point of view were those of 1882 and 1891 for they envisaged capital expenditure of up to £200,000 in total. The Harbour Acts also show the degree of supervision of SHB's affairs by the Board of Trade. Not only were maximum expenditure levels set, but SHB was required to report annually on its long term debt position. Further, any additions or amendments to schedules of Harbour Dues and other rates needed to be authorised as part of an Act. Board of Trade consent was also required for any work taking place below high water level, for example, dredging of deep water channels.

The preparation and presentment of Parliamentary Bills was costly since senior and junior Counsel and Parliamentary Agents, as well as the Solicitor were involved. Extra costs were also incurred when SHB was represented at the hearing of bills for other parties such as SDC and LSWR. Other legal costs arose from the Solicitor's ordinary work, for example, preparing contract documents and representing the board in the local courts. Legal costs over the years 1871-1892 amounted to approximately £10,000.

## **9. The Situation in 1892**

No changes were made to the structure of the Board during the period. New men could only join when vacancies were created by deaths and retirements. The Board remained almost entirely made up of local business men who were, or had been, members of the Borough Council. The number of active members was comparatively small, but the problem concerning all members

was the extent to which new facilities should be built and existing ones extended, to accommodate the larger ships, known to be coming into service. The associated problem was the financing of new works, bearing in mind that the Board had no power to raise capital by the issue of equity. The Board, Borough Council and the Chamber of Trade were all aware that failure to provide suitable facilities would result in a serious loss of trade to the port and the town.

SHB's freedom to conduct its business was restricted by several external factors. The Board of Trade monitored the state of long term debt by means of annual reports submitted by SHB. Any extension of the Royal Pier or the Town Quay into Southampton Water needed Board of Trade approval. Further, the agreement of Trinity House was required for additions or alterations to lights, lightships, buoys or beacons. Rates and tolls were laid down in the Harbour Acts and could not be increased. SHB found it difficult to vary or amend rates because of resistance by shipping companies. The overall result was that SHB was not free to maximise its sources of income.

SHB kept capital spending at a relatively low level up to the mid 1870's, when expenditure exceeded the authorised limit for borrowing and Parliamentary approval had to be obtained for the limit to be increased. There were important changes in the 1880's when permission was given for an additional £200,000 to be raised by the issue of long term bonds. Capital and revenue accounting was introduced and all long term debt converted into bonds with a sixty year life. There was substantial expenditure on capital works, the Royal Pier was reconstructed and extended, the Town Quay extended, warehouses and offices erected. Deep dredging was carried out for the first time in the main channels of Southampton Water. SHB could not be accused of inactivity.

It was apparent in 1892 that if existing trade was to be maintained and increased, additional expensive capital works were necessary. More deep dredging was needed in Southampton Water, another warehouse was planned, a further Town Quay extension required and further improvements at the Royal Pier envisaged. The problem facing the Board was how to arrange for an increasing income stream sufficient to pay for the running costs of the Harbour and the Royal Pier and also for interest on bonds issued. The Harbour Board's efforts to deal with the problem are examined in Part Three.

## PART TWO

### THE SOUTHAMPTON DOCK COMPANY 1870-1892

#### 1. Introduction

The Commissioners appointed under the Southampton Harbour Act of 1803 were given powers to construct docks, but found that they were unable to raise the necessary funds. Later, when railways were being built elsewhere, men prominent in the local commercial community thought that the town's trade would benefit from a railway line to London and together with a dock for shipping. In 1830, an attempt was made to form a 'Southampton and London Railway and Dock Company' with capital of £1,500,000, but it failed because of insufficient financial support.<sup>1</sup> In 1833 the capital requirement was reduced to £1,000,000 and a new company secured powers under an Act of Parliament to construct a railway, but abandoned the dock project. In 1835, a new company was formed to build and operate docks at Southampton. Parliamentary approval was obtained in 1836 and in the following year, 216 acres of mudland were purchased from Southampton Corporation for £5,000. Construction of the first (Outer) dock began in 1838, but ceased after a few months due to money problems. Work recommenced in 1840, the official opening took place in 1842 and commercial operation commenced in the following year. Consequently, several years passed before expenditure on the dock produced a return. A further cause for concern was the possibility of claims from the Harbour Commissioners under the terms of the 1836 Act for business lost from their Town Quay to the dock.<sup>2</sup>

To meet the needs of the shipping companies using the dock and to attract others, a second (Inner) wet dock and three dry docks were built and in use by 1855, together with warehouses, sheds, a custom house, sugar refinery,

railway lines, lifting gear and other equipment.<sup>3</sup> Southampton became well known as an overseas mail, passenger and emigration port and was used for the movement of large numbers of troops during the Crimean War of 1854-56.<sup>4</sup> Figure No. 6 shows the layout of the docks in 1856. No further major works, other than the deepening of the Inner Dock and widening its entrance gates, were carried out until the early 1870's.

The situation in 1870 was that the Company owned two wet docks: a closed dock (Inner) and a tidal dock (Outer). Of the three dry docks, one was the largest on the south coast being 400 feet long and capable of accommodating the big ships of the day. Southampton Water provided a relatively safe sheltered channel from the Solent to the docks, well suited to steamships. In addition, there was in effect a double high tide lasting about four hours, which greatly facilitated the docking and undocking of ships.<sup>5</sup> Passengers bound for London could save at least a day by landing at the docks and travelling the rest of the way by train instead of continuing by ship around the south east coast. The three major shipping lines based at Southampton were the Peninsular & Orient (P&O), sailing to the Near East, Asia, China and Australasia, calling at Gibraltar and Spanish and Portuguese ports en route; the Royal Mail Steamship Company (RMSP) with routes to the West Indies, Central America and Brazil and the Union Steamship Company (Union) trading primarily with South Africa. The only ships sailing regularly from Southampton to North America were those of North German Lloyd calling en route to and from Bremen. Smaller vessels owned by the LSWR maintained regular services to the Channel Isles and ports in Northern France. Coastal shipping brought in goods and materials including coal and slate. Timber was imported from Scandinavia and the Baltic area for shipbuilding and other purposes. Passengers and mails formed an important part of the port's business for unlike Liverpool, Southampton was not the principal channel for imports and exports of a large industrial area. Competition with London and other ports, particularly Plymouth, was fierce.



During the period 1870-1892, the Directors of the Southampton Dock Company (SDC) had to take into account important changes in the design and operation of large ships which affected its current and future business opportunities. Larger steamships with more efficient engines were coming into service, but these ships were costly and owners wanted their vessels to be at sea earning money with time spent in port kept to the minimum. As an illustration of the rate of change, RMSP put the 'Elbe' into service in 1870, gross tonnage 3,108, length 350 feet, engine power 600 HP. In 1890, RMSP's 'Thames' had a gross tonnage of 5,645, length of 436 feet and engines of 1,000 HP.<sup>6</sup> Other lines were also using bigger ships, the gross tonnage of Union's 'Scot', was 6,850 and that of White Star's 'Teutonic' operating from Liverpool to New York was nearly 10,000 tons with a length of 565 feet.<sup>7</sup> If Southampton was to continue to accommodate the largest ships of the day, SDC would not only have to provide larger wet docks and longer quays, but also larger dry docks for the maintenance and repair of vessels. Other facilities including cranes, cargo handling equipment, railway lines, warehouses and storage space would be needed. The Board had to consider whether a proposal for a particular capital project was viable, having regard to the estimated cost, the probable return on capital and the time needed for construction. Funding was by way of the issue of shares and debentures via the stockmarket after shareholders' approval at a special meeting, followed when necessary by a Bill in Parliament.

In the 1880's, SDC was under pressure from shipping companies and from local business and commercial interests to build a larger deepwater open dock to accommodate bigger ships coming into service. SDC was unable to raise the necessary capital and in 1886, LWSR agreed to provide the finance for a 16 acre dock (The Empress). After the opening in 1890 SDC needed to raise more money to complete equipping the new dock and also to build a larger dry dock. At this stage, doubts were being expressed about the SDC's

future. In 1892, LSWR bought the Company and became the owner and operator of Southampton Docks.

In this Part an attempt will be made to examine some of the more important aspects of the management of SDC during the period 1870-1892.

## 2. The Board

The Directors were responsible to the shareholders for the efficient and profitable management of the Dock Company. Their Chairman from 1869 to 1892 was Steuart Macnaghten, a local landowner and county magistrate. He was a classics scholar, had qualified as a barrister and had connections with the legal establishment in London. He lived at Bitterne Manor on the opposite side of the river Itchen from Southampton, about three miles from the docks.\* Board membership was limited to a maximum of twelve with a minimum of six, Directors being elected by the shareholders for three year terms. Unlike the Southampton Harbour Board (SHB) or the Mersey Docks and Harbour Board (MDHB) at Liverpool, there was no requirement for Directors to reside locally. As with MDHB, no members of the local borough council were elected to the SDC's Board. At Liverpool, MDHB had complete charge of the port, but at Southampton, members of the Borough Council had an involvement in maritime matters because they formed the majority on the Harbour Board, which controlled the port outside the docks.

In practice, serving Directors were re-elected and served for long periods, Macnaghten, Colville and Johnston served throughout. Colville was a Director and latterly, Chairman of RMSP, whilst Johnston was a LSWR Director. Six others, Hemery, Davison, Burnand and Admirals Kerr, Martin and Wallis served for lengthy periods. Retirements were few and six, Forbes, Woodhouse, Temperley, Le Breton, Naghten and Davison died whilst in

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\* Details of Macnaghten and other Directors are given in Volume Two, No. V2/6.

office. It is possible to place the membership into three main groups, retired senior naval officers, LSWR Directors and businessmen, Some of the latter were connected with shipping. A distinction can be also made between Directors based in London and those who lived locally. Forbes lived near Macnaghten at Bitterne, as did Martin, both were JP's on the same County Bench as Macnaghten. Admiral Sir Provo Wallis resided at Funtingdon, near Portsmouth and Arthur Naghten MP., a member for a relatively short time had an address on the outskirts of Southampton. Before 1888, Board meetings were held weekly, alternately in London and Southampton, so local members were useful to ensure a quorum at Southampton meetings.

LSWR presence on the Board was significant, for in 1880, after the death of Temperley, Johnston was joined by R H Dutton, the LSWR Chairman.<sup>8</sup> Dutton lived at Timsbury near Southampton and it seems likely that he and Macnaghten recognised the need for a closer relationship between the two companies. Later, when the 1886 Southampton Docks Act enabled LSWR to finance the building of a large new wet dock (Empress), the same Act gave LSWR the right to nominate four SDC Directors.<sup>9</sup> LSWR put forward two of its senior men, its Deputy Chairman, W S Portal and Lt Colonel H W Campbell, both future LSWR Chairmen. Admiral of the Fleet, Sir Provo Wallis, resigned and was replaced by Campbell. Hemery, a London merchant resigned in 1887 to make way for Portal, but returned in 1887 after the death of Davison.<sup>10</sup>

The 1880's saw the election of three active and influential Directors, P Mortimer (1881), E S Norris (1884) and F H Evans (1886).<sup>11</sup> Mortimer and Norris were substantial shareholders, Mortimer was a partner in a London firm of stockbrokers and Norris was a Middlesex JP and Conservative MP for Limehouse 1885-1892. He became Deputy Chairman in 1885 and in the absence of Macnaghten due to illness, was in the chair at a meeting on 13 February 1892, when the shareholders agreed to sell the company to

LSWR.<sup>12</sup> Evans was a banker and a businessman with interests in North and South America as well as Britain. Originally trained as a civil engineer, he was a Director of a large number of companies including the Union Steamship Company and served as a Liberal MP for Southampton 1888-1905. He became Deputy Chairman of the Union Company in 1888; the Chairman at the time was Alfred Giles, Conservative MP for Southampton and Engineer to SDC.\* In the late 1880's two Directors and an Engineer were MP's so there can be little doubt that the Board had useful channels of communication with Parliamentary circles and with Government departments. It seems that care was taken to elect Directors with interests which could be helpful to SDC.

The minutes of Board meetings rarely gave much detail of discussions on individual agenda items. They provide a record of decisions and of progress reports and do not generally give the views of individual Directors. However, press reports of shareholders meetings are useful for they include the Chairman's reports, contributions from individual shareholders and occasionally from Directors. Board meetings were concerned with financial matters, including expenditure approval, the issue of new capital stock, the issue and renewal of debentures, the raising of bank overdrafts and amounts to be paid to shareholders as dividends. Decisions were taken to proceed with private Parliamentary Acts to enable additional capital to be raised and also to build new capital works. Control of expenditure on large capital works in progress was limited for even if a project was seen to be exceeding the estimated cost, there was little option but to continue to completion. To do otherwise would have wasted money. It was possible to postpone some expenditure on the revenue account for example, on repairs and maintenance, but the largest single item, labour costs, varied with the amount of shipping using the docks. The Board attempted to hold down labour costs, by resisting claims for increases in wages. This problem is discussed below, in the section dealing with employee-related matters.

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\* Details of Giles' career can be found in Volume Two, No. V2/6.

At each meeting, statements showing deposits or overdrafts at the London and Counties Bank and the local branch of the National and Provincial Bank were tabled together with details of major financial commitments. Payment of weekly labour charges and accounts for supplies and services were presented for authorisation. Phillip Hedger, Secretary and Superintendent, reported on financial, management and commercial affairs. When necessary, Alfred Giles, the Engineer was present to report on work in progress and to provide plans and cost estimates for proposed works. Less frequently, a partner from SDC's solicitors attended to report on Parliamentary and legal matters.

A Director who attended regularly, would have had access to enough information to enable him to make useful contributions to discussions on policy matters and to decision making. The most consistent attenders were Macnaghten, Norris, Wallis, Martin and Lord Kerr. Ad hoc committees were formed to deal with particular problems, for example, in 1884 Macnaghten, Norris and Martin were authorised to negotiate with the Corporation on the provision of future deep water accommodation. Macnaghten, Norris, Mortimer and Lord Kerr served as a 'Parliamentary' committee to deal with the preparatory work in connection with the 1886 Southampton Docks Act. When Queen Victoria opened the new Empress Dock in 1890, the ceremony and festivities were arranged by a committee comprising Macnaghten, Norris, Lord Kerr and Campbell.<sup>13</sup> Individual Directors assisted the Board in areas where they had expertise, for example, Burnand and also Mortimer arranged for the placing of blocks of new debentures and debenture stock. In 1890, when SDC was encountering difficulties in connection with the dumping of dredgings from a new dock in the Solent, Norris and Evans, together with Giles, formed a deputation of MP's to the Board of Trade. The examples given above indicate that Directors were active in SDC's interests.<sup>14</sup>

During the 1870's Board members other than the Chairman and the three retired naval officers, were influential men with differing business or commercial interests. Members could expect to remain in office until death, or they chose to retire, for they joined by invitation of the Board and were elected and re-elected at shareholders' meetings. There is no evidence to suggest the three Admirals or any of their colleagues acted together as a group and the minutes appear to indicate that Macnaghten was in a strong position as Chairman. After the arrival of Dutton in 1880, the situation began to change and by 1888, half the members were directly connected with the three major users of the docks. Dutton, Portal, Johnston and Campbell were respectively Chairman, Deputy Chairman and Directors of LSWR, whilst Colville was RMSP Chairman and Evans was Deputy Chairman of the Union Company. The loss of Naghten, a locally based Director and the departure of three long serving men, Le Breton, Davison and Admiral Wallis left Macnaghten with Martin as his only natural ally, for Norris, Mortimer and Hemery were businessmen and like Lord Kerr based in London. The change in the balance of Board membership had effects on SDC's management style and on Giles' position as Engineer. Macnaghten retained the respect of his colleagues, but his influence over them was less than in earlier years.

Not long after the arrival of Campbell in 1886 and Portal in 1887, changes were made in the way the Board conducted its business. The LSWR Directors were in a strong position for they were four in number in a Board of twelve and LSWR was SDC's largest shareholder. Most of the changes were initiated either by Portal or by Campbell and affected many aspects of SDC's affairs. Rails, sleepers and other materials for the dock railway were obtained from, or in conjunction with, the LSWR. The Superintendent was instructed to seek advice from the LSWR Locomotive Department on methods of reducing the running costs of dock railway engines.<sup>15</sup> Giles had been an Engineer to the company and the Board's adviser on engineering

matters since 1847, but in the case of the Empress Dock certificates for work completed had to be signed by Giles and by LSWR's Engineer, W Jacomb and his successor W R Galbraith. Further, when a dock wall collapsed during construction of the Empress Dock, the LSWR Directors insisted on a report on it from an eminent consulting engineer, Sir John Wolfe-Barry.<sup>16</sup> Changes were made in the arrangements for Board meetings. Dates were programmed to avoid coinciding with those of the LSWR. Commencing in 1887, a monthly meeting of the General Purposes Committee was held at Southampton, all Directors were members, but attendance was not compulsory. The Committee dealt with routine matters, including the examination and authorisation of accounts for payment, signing of cheques, stores requirements, traffic business and maintenance of docks, buildings and other properties. The Committee reported to the Board meeting held one week later in London. Better management information became available to all members when the format of income and expenditure statements was amended to provide comparison with previous periods. Other reports called for included forward maintenance and repair programmes and comparisons of salary and wage costs in current and previous years.<sup>17</sup> These changes were based on LSWR Board practice and were generally beneficial, particularly the improvements in procedure for Board meetings.

Another factor which may have influenced Board procedure was the age of members, for in 1886, Admiral Wallis was 95, Macnaghten was 71 and Giles was 70. It seems likely that the younger men, Evans at 46, Campbell 51 and Norris 54 would have been in favour of the changes.

### **3. Trade**

SDC's ability to ensure that its docks, quays and warehouses were operated profitably was directly affected by decisions taken by its customers, most of whom could, if they wished, move all or part of their business to other ports.

They included shipping companies, railway companies, the Post Office, manufacturers, merchants, agents and many others. Competition with other ports was keen, particularly with London, but also with Plymouth for passengers and mails.

It was important to maintain good business relationships with LWSR and the shipping companies since a serious dispute with any of them could have an adverse effect on SDC's finances. LSWR was important because its steamboats travelling to and from the Channel Isles and Northern France were based in the docks and its London to Southampton trains brought in and took out passengers and freight. The fares and rates charged by LSWR on the only direct line from the docks to London were outside of SDC's control, but formed a significant part of the overall cost of movement of goods through the port. As SDC was competing for business with dock companies on the Thames, costs were critical and a further difficulty was that LSWR's trains had a poor record for punctuality.

The Franco-Prussian War of 1870-1871 caused a temporary disruption of trade. The North German Lloyd Company's mail service to North America ceased and LSWR's vessels experienced difficulty in several northern French ports where mobs objected to the export of food to England. The P&O and RMSP benefited from the lack of French competition on certain of their routes. After the war, North German Lloyd resumed its mail service and Hamburg America ships on North American routes returned to calling at the port.<sup>18</sup>

In the early 1870's, the RMSP, Union and the P&O companies brought a substantial amount of import and also export business to the docks and generated trade in the town, but in 1870, the Chamber of Commerce was alarmed by rumours that the P&O might move its base from Southampton. The Mayor, Frederick Perkins, led a delegation from the Corporation and the

business community to meet P&O's Directors and was advised by them that reductions in railway and dock charges were needed. In 1874, P&O said that sufficiently favourable terms were not available and business considerations made a move to London essential. P&O's ships left at the end of the year, but continued to coal and to take on mails at Southampton until 1881.<sup>19</sup>

The loss of P&O was a serious blow to SDC, for it entailed the loss of trade and mails to India, Australasia and the Far East, but not to the West Indies, South America (RMSP) and South Africa (Union). The removal of P&O's base meant not only loss of income for SDC and SHB, but also loss to local authority rates and of many jobs in the town. In 1875, Macnaghten told shareholders that the company's receipts for the second half of 1874 amounted to £49,797, being a reduction of £9,000 on the same period in 1873; he estimated that the loss of P&O was responsible for £3,240 of the deficit. In 1882, he said that new business had to some extent offset the loss of P&O.<sup>20</sup>

There was more bad news in 1882, when the Union Company's Board announced that their ships would move to London, fortunately for SDC, this decision was reversed in 1883 by a majority vote of shareholders led by Alfred Giles. He was a Union Director and had disagreed with the original decision; he became Chairman of Union in 1883 and in the same year was elected as a Southampton Conservative MP., but continued as SDC's engineer.<sup>21</sup> Two years later, in 1885, RMSP complained about SDC's charges and indicated that it might move to London. Some reductions in rates were granted and later in the year after a combined SDC/LSWR rate for passengers was agreed, RMSP remained at Southampton.<sup>22</sup> It was a difficult time for SDC, income had declined and no dividend was paid on its ordinary shares. LSWR was approached with a request for payment for services rendered within the docks at the rate of 1s 0d per ton. Charles Scotter, LSWR's General Manager rejected the claim, but SDC maintained

that it had the right to make the charge under the terms of the 1871 Southampton Docks Act. However, when LSWR agreed to provide the finance for the new deepwater dock (Empress), one of its conditions was the withdrawal of the claim.<sup>23</sup> SDC had little option but to try to reduce costs, but scope was limited, for warehouses, machinery and equipment had to be operated and maintained. Clerks, storekeepers, police and other staff had to be paid. The only major saving which might be made, was in the cost of casual labour on the quays and in the warehouses. On the credit side, Scotter took steps to improve the timekeeping of the trains and LSWR's Board authorised new and faster vessels for the Channel Isles and Le Havre routes.<sup>24</sup>

Table I shows that the net tonnage of shipping engaged in foreign trade at Southampton was on a much smaller scale than at Liverpool or London. Unlike MHDB at Liverpool, SDC did not enjoy a complete monopoly of the overseas trade. It had most of the business, but some small vessels brought timber from the Baltic area to private wharves on the Itchen and the Test and other small vessels came from France to the Town Quay.

**TABLE I**

**Net tonnage entering major United Kingdom ports during 1875, 1886 & 1891**

(000 tons)			
Port	Coastal	Foreign	Total
<b>1875</b>			
Glasgow	937	474	1,411 (3.1)
Tyne Ports *	638	2,011	2,649 (5.8)
Hull	323	1,393	1,716 (3.8)
Cardiff	238	932	1,170 (2.6)
Liverpool	1,850	4,402	6,252 (13.6)
London	3,823	4,911	8,734 (19.1)
Southampton	232	703	935 (2.0)
United Kingdom			45,637
<b>1886</b>			
Glasgow	1,673	913	2,586 (3.4)
Tyne Ports	3,804	2,753	6,557 (8.7)
Hull	312	1,674	1,986 (2.6)

(000 tons)			
Port	Coastal	Foreign	Total
Cardiff	2,480	2,394	4,874 (6.5)
Liverpool	2,548	5,018	7,566 (10.1)
London	5,177	6,811	11,988 (16.0)
Southampton	622	841	1,463 (2.0)
United Kingdom			75,041
<b>1891</b>			
Glasgow	1,716	995	2,711 (3.2)
Tyne Ports	4,486	3,568	8,054 (9.4)
Hull	503	2,088	2,591 (3.0)
Cardiff	3,186	3,426	6,612 (7.7)
Liverpool	2,756	5,867	8,623 (10.1)
London	5,579	7,637	13,216 (15.4)
Southampton	846	918	1,764 (2.1)
United Kingdom			85,693

**Notes:**

- (1) 1875 is used because it is the year after P&O's departure.
- (2) \* Tyne Ports are Newcastle, North Shields & South Shields.
- (3) Numbers in brackets are percentages of the United Kingdom totals.
- (4) Figures obtained from the Annual Statements of Navigation and Shipping for 1876, 1887 & 1892.

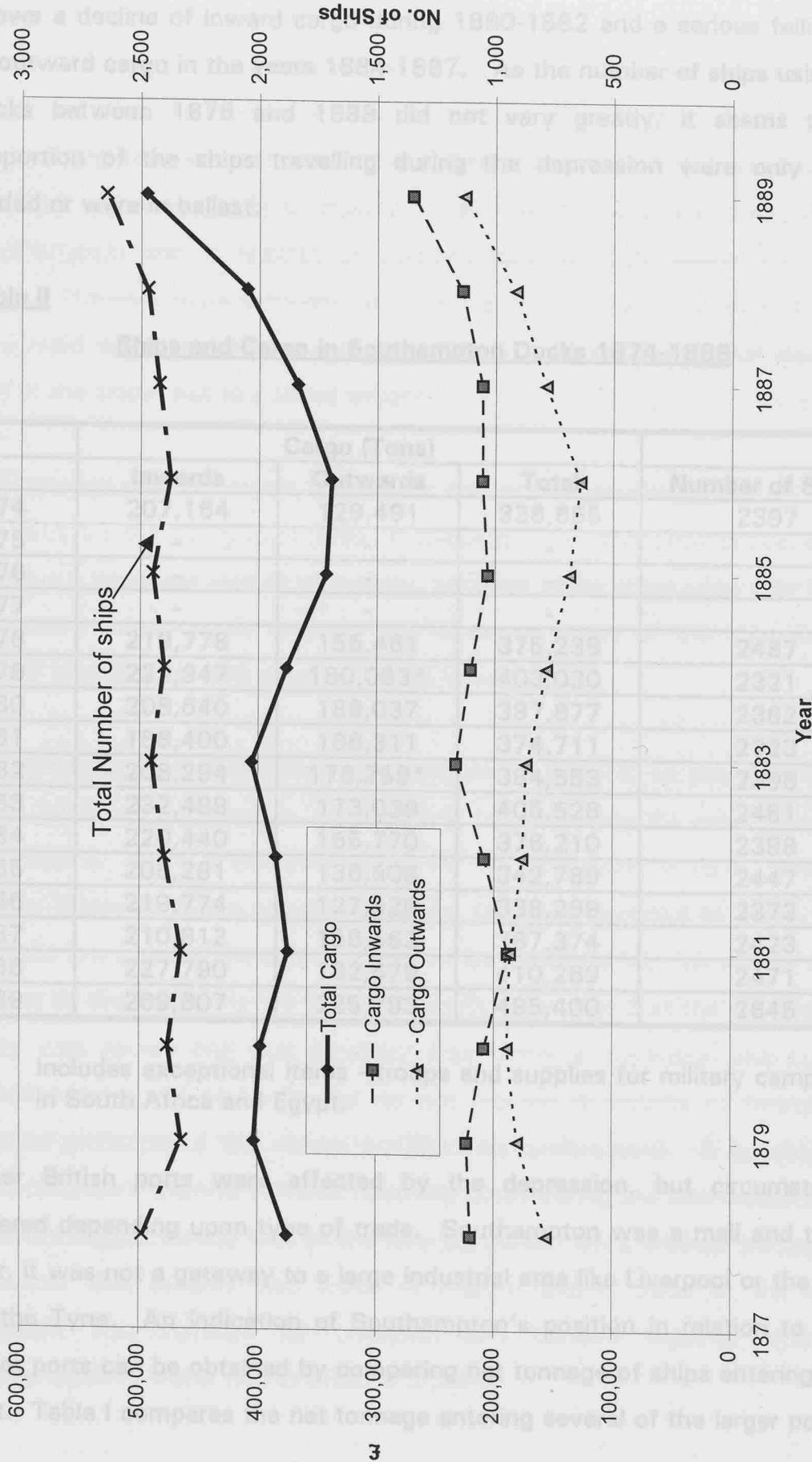
Liverpool had a huge trade in the import of cotton and export of cotton goods, Southampton's involvement was small in comparison. For example, in 1891 Liverpool exported approximately 75% of the cotton piece goods leaving the United Kingdom, whereas Southampton's share amounted to 5%. However, it formed a useful part of the port's export business which included cotton yarn, cotton and woollen manufactures, worsteds, linens, blankets, haberdashery, millinery, hats, boots, shoes, saddlery, machinery, firearms and ammunition. Eggs, fruit and vegetables in season were imported in considerable quantities from the Channel Isles and France, some being sent on to London and elsewhere by LSWR. Sugar was imported and some refined in a factory in the docks. Considerable quantities of grain, timber, sheep's wool, goats' hair, undressed sheep skins, wines, spirits and tobacco were also imported.<sup>25</sup> The number of live animals brought in, chiefly cattle, sheep and pigs fluctuated from year to year. To expand the trade, a new

abattoir capable of slaughtering one hundred cattle per day with lairs for up to four hundred animals was built in 1880. Over 12,000 cattle were landed in 1880, but because of disease problems, the number was down to 4,395 in 1881. Coal came mainly from South Wales, in 1884 it amounted to 144,000 tons of which 40,000 tons arrived by rail, the remainder by sea. A great deal of coal was required for ships' bunkers, SDC could coal ships at a rate up to 100 tons per day.<sup>26</sup> A company based in the docks operated a plant which produced coal briquettes for sale locally.

At various times, SDC was in dispute with local authorities and important companies in the port, but there is no evidence of serious criticism of the efficiency of its handling of ships in the docks. On the contrary, in 1882, Phillip Hedger was commended by the War Office for the speed and efficiency with which troops and equipment were dispatched to Egypt. Eleven large steamers with a total tonnage of 37,352 tons left in five days, five ships departing in one day. Over 3,400 men, 2,000 horses, artillery, engineers' equipment and transport wagons were embarked. On a previous occasion, in 1879 at a critical time during the Zulu War, a similar number of men with nearly 1,000 horses, together with stores were speedily loaded onto seven steamers bound for the Cape of Good Hope. These occasions were exceptional, but indicate a fair degree of competence. A further example, but of a different nature occurred during the London Dock Strike of 1889, when ten additional ships with a total gross tonnage of 23,245 tons landed 25,000 tons of cargo.<sup>27</sup>

Limited statistics relating to SDC's trade during the period are available. Figures for Southampton given in the Annual Statement of Trade and Navigation published by the Board of Trade relate to the port as a whole and as such include the Town Quay and private wharves on the Itchen, Test and Hamble as well as SDC. Information relating to the docks given in an article by Alfred Giles in 1890 is included in Table II and is used in Figure No. 7.<sup>28</sup>

**FIGURE No. 7 - SOUTHAMPTON DOCK COMPANY  
NUMBER OF SHIPS ENTERING THE DOCKS AND CARGO IN & OUT 1877 - 1889**



There was a severe trade depression in the middle 1880's and Figure No. 7 shows a decline of inward cargo during 1880-1882 and a serious falling off of outward cargo in the years 1884-1887. As the number of ships using the docks between 1878 and 1888 did not vary greatly, it seems that a proportion of the ships travelling during the depression were only partly loaded or were in ballast.

**Table II**

**Ships and Cargo in Southampton Docks 1874-1889**

	Cargo (Tons)			Number of Ships
	Inwards	Outwards	Total	
1874	207,164	129,491	336,655	2397
1875	-	-	-	
1876	-	-	-	
1877	-	-	-	
1878	219,778	155,461	375,239	2487
1879	222,947	180,083*	403,030	2321
1880	208,640	189,037	397,677	2382
1881	188,400	186,311	374,711	2323
1882	208,294	176,259*	384,553	2396
1883	232,489	173,039	405,528	2451
1884	220,440	155,770	376,210	2398
1885	206,281	136,508	342,789	2447
1886	210,774	127,525	338,299	2373
1887	210,812	156,562	367,374	2423
1888	227,790	182,479	410,269	2471
1889	269,607	225,793	495,400	2645

\* Includes exceptional items - troops and supplies for military campaigns in South Africa and Egypt.

Other British ports were affected by the depression, but circumstances differed depending upon type of trade. Southampton was a mail and transit port, it was not a gateway to a large industrial area like Liverpool or the ports on the Tyne. An indication of Southampton's position in relation to other major ports can be obtained by comparing net tonnage of ships entering each port. Table I compares the net tonnage entering several of the larger ports in

1875 with that in 1891. Southampton is lowest in the amount entering from foreign and colonial ports in 1886 and also in 1891. Its total net tonnage in 1891 was nearly double that in 1875, due mainly to an increase in coastal shipping. The increase is small when compared with that of Liverpool at 2.37 million tons and London at 4.5 million tons. This is not surprising for the total net tonnage at Liverpool in 1891 was nearly five times that at Southampton and in respect of London, approximately seven and a half times. The very large increases at Cardiff and the Tyne ports were due to a very rapid expansion of the coal export trade. Glasgow and Hull also took part in the trade, but to a lesser extent.

Net tonnage was important to harbour and dock authorities because it was the basis for the charging of fares on shipping. As mentioned above, it does not give a complete picture of activity, because some ships were fully loaded and some only partially loaded. For example, many of the ships leaving Cardiff loaded with coal, returned home in ballast.

An assessment of Southampton's position in relation to the two largest ports, Liverpool and London, can be made by comparing the value of imports and exports. Table III contains figures for the three ports in 1875, 1886 and 1891. These dates are selected because, P&O had departed by 1875, 1886 was the low point in the depression and 1891 was the last full year of SDC's control of the docks. In the case of imports, it is clear that the depression in trade was severe and that recovery was better at Liverpool and London. Unfortunately, the 1875 figures do not include re-exports of foreign and colonial products so the values provided are understated. It appears that Southampton's exports suffered relatively badly during the depression and its recovery lagged behind that of the two big ports. On a broader perspective, it seems that roughly two thirds of import/ export trade of the United Kingdom was handled by Liverpool and London together and that Southampton's share was in order of 2-2½ %.

Table III

**Value of imports and exports at London, Liverpool and Southampton in 1875,  
1886 & 1891**

Port	(£000s)			
	Imports		Exports	
<b>1875</b>				
Liverpool	105,095	(28.1)	79,461	(35.6)
London	135,102	(36.1)	57,924	(25.9)
Southampton	9,236	(2.5)	8,653	(3.9)
United Kingdom	373,394		223,466	
<b>1886</b>				
Liverpool	88,932	(25.4)	96,043	(35.7)
London	128,009	(36.6)	80,580	(30.0)
Southampton	6,294	(1.8)	6,220	(2.3)
United Kingdom	349,863		268,667	
<b>1891</b>				
Liverpool	115,143	(26.4)	108,118	(35.0)
London	149,473	(34.3)	87,121	(28.2)
Southampton	8,718	(2.0)	8,283	(2.7)
United Kingdom	435,441		309,114	

**Notes to Table III:**

- (1) The 1875 exports are understated. Re-exports of foreign and colonial produce are not included.
- (2) Numbers in brackets are percentages of United Kingdom totals.
- (3) Figures obtained from Annual Statements of Navigation and Shipping for 1876, 1887 and 1892.

Southampton's status as a mail packet port was challenged on several occasions. The mails to the Far East, India and stations on route were lost when the P&O withdrew to London. A further blow was in prospect in 1883, when Plymouth which had previously captured the landing of the incoming West Indian mails, attempted to persuade the Postmaster-General to move their embarkation from Southampton to Plymouth. After a period of uncertainty, the matter was resolved in Southampton's favour in 1885. Around the same time, it appeared that the port's small share of the American mails might be lost. This arose from keen competition for the North Atlantic passenger trade between the North German Lloyd Company and the Liverpool based Cunard, White Star and Inman Lines. The German

company's fast, modern ships called at Southampton to pick up passengers and mails from New York. For a time, the Post Office accepted the British companies' demand for their exclusive right to carry the American mail. After a while, it was agreed that letters specifically marked to be sent from Southampton could be picked up by the German vessels. North German Lloyd ran a very efficient service which when coupled with the quick rail journey from London was very attractive to passengers. By 1887, the German Company shared the lead in the North Atlantic passenger trade with Cunard. Rivalry with Plymouth over the South African mails continued until 1888 when it was decided that they should be landed at Southampton.<sup>29</sup>

In earlier years, the steamship companies carried the mails, passengers and a relatively small amount of cargo, bulk cargoes of low unit value were carried by sailing vessels. As larger steamships came into use, more space became available for passengers and larger cargoes. Southampton was used by the Government for the departure of emigrants, but the traffic in emigrants and other passengers was small, when compared with that of Liverpool. For example, over 60,000 people departed from Liverpool in 1876 as against less than 10,000 from Southampton. In 1891, the figures were over 200,000 from Liverpool and less than 20,000 from Southampton. Table IV shows that in 1891, over 95% of the passengers departing from Liverpool were bound for North America and most travellers to Australasia left from London. Further, that Southampton competed with London for passengers to South Africa and with Liverpool for the West Indies, Central and South America. It also reveals differences in the type of traffic in that steerage passengers were in the minority at Southampton, but at Liverpool over 80% were in this category. Liverpool was the embarkation point for thousands of poor people from Britain and Europe en route to North America. They were carried in big ships in which the majority of passengers were emigrants travelling steerage. Overall, Southampton was a relatively small port when compared with London and Liverpool.

**Table IV**

**Number of Passengers departing from London, Liverpool and Southampton in 1891**

Port	USA & British N.America	Australia New Zealand East Indies	South Africa	West Indies Central & South America	Other	Total
Liverpool	199,699	2,110	-	2,938	1,671	206,418
London	1,427	21,204	4,297	584	1,628	29,140
Southampton	7,082	296	5,761	4,422	991	18,553
Port	Cabin Class	Steerage	Total			
Liverpool	36,525	169,893	206,418			
London	16,298	12,842	29,140			
Southampton	15,546	3,007	18,553			

**Note:** Extracts from Table II of the Board of Trade Statistical Tables relating to Emigration from the UK in 1891 (4 April 1892).

#### **4. The Employees**

After service in merchant shipping and working for LSWR, Phillip Hedger was appointed Superintendent and Dockmaster in 1854 and from 1873 also held the post of Company Secretary.\* As Superintendent, Hedger was a full-time official, responsible for the day-to-day management of company's affairs, including relations with a variety of other organisations such as LSWR, SHB, the Corporation, Customs, shipping companies, shipbrokers and suppliers of goods and services. Hedger was the Board's chief official and had direct contact with the Chairman and when necessary with other Directors and the Engineer. SDC's procedure at this level was less time-consuming than that in use by SHB and MDHB, where heads of departments reported through Committees to the Board. For nearly forty years reports and management information, other than engineering, were channelled to the Board through Hedger. All available documentary evidence indicates that he was conscientious and efficient and respected by the staff. His salary at the

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\* Further details of Hedger's career are given in Volume Two, No V2/6.

beginning of the period was £500 per annum and in 1873 was raised to £700, when he took on the additional role of Company Secretary. The Board recognised exceptional effort or additional duties by awarding gratuities, for example, in 1875, he was given £250 for extra services during a 'vexatious litigation' and in 1882, £175 for his work in connection with the speedy embarkation of troops and equipment for Egypt and the time spent on SDC's interests in connection with parliamentary matters.<sup>30</sup>

In 1870, the Company Secretary, G Bolger, was in charge of the London Office with a staff of three, a book-keeper and two clerks. He retired on a full salary of £450 per annum in 1873 after 38 years service. After Hedger became Secretary, most of the work was transferred to Southampton and staff reduced, so that by 1884, it was comprised of the Accountant and one clerk and was chiefly concerned with company accounts and half-yearly meetings.<sup>31</sup>

W Raison was appointed Dockmaster in 1873 at £250 per annum, but left after three years and was not replaced. It seems that his appointment was not a success since no replacement was authorised; Hedger handled marine work with Dockmaster's Assistants.<sup>32</sup>

W Johnson was Inspector of Accounts, an able man capable of managing the Dock Office and other duties when required. He was Hedger's assistant and acted for him during his absence on holiday and sick leave. He became the most highly paid middle ranking officer. His salary rose from £150 to £300 per annum at the end of the period.<sup>33</sup>

The two Warehouse Keepers, T Crocker and G Gray, headed up the Import and Export departments respectively. They both controlled the work of large and variable numbers of labourers, but pay was not equal. Gray retired in

1889 at the age of 83 years. At the end of his career, his control of labour was deemed to be unsatisfactory.<sup>34</sup>

There were two Technical Officers, the Clerk of Works, J Howell and the Mechanical Engineer, J Clark. Howell dealt with property maintenance and small building works, he died in 1889 and was succeeded by W Williams. Clark was responsible for the care of a range of equipment including pumps, engines, cranes which were important for the operation of the docks and warehouses. It seems that the salaries of the two officers were kept more or less in line.\*<sup>35</sup>

Salary increases were given at the discretion of the Board on Hedger's recommendation. Periods of extended hours of work or of exceptional effort might be rewarded by payment of gratuities. For example, Johnson was given two weeks leave of absence and 20 guineas in recognition of his work during the strike in 1890. In 1879, when J Clark had a serious accident and was advised to rest for a while, he was granted leave of absence and a gratuity of £25. In a different type of case, in 1878, a workman was unable to work, being disabled by rheumatism after over thirty years service. His wage for the past thirteen years had been 23s 0d per week; he had received 12s 0d per week from the Dock Provident Society for the first six months, followed by 6s 0d per week for the second six months and then received 3s 0d per week for life. Hedger was authorised to pay the man 10s 0d per week 'until further notice'.

SDC had its own small force of dock police. It was made up of an Inspector, two Sergeants and eight Constables. When appointed in 1872 the Inspector's rate of pay was £1 17s 6d per week and that of a Constable was 19s 0d. Uniforms and boots were supplied and the Inspector was provided

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\* Salaries of officers are in Volume Two, No. V2/7.

with living accommodation. When Inspector Fellows died in 1877, he was succeeded in the post by Sergeant Rowthorne of the Borough Police.<sup>36</sup>

Table V shows that the annual cost of the salaries of officers and staff was significant, but by far the largest employee cost was that of the Warehouse and Quay Department. It was the payment of wages to unskilled manual labourers which made up the bulk of the expenditure. This amount increased as more shipping tonnage was handled, but varied with the number and size of vessels in the docks, the time of year and the state of trade.

**Table V**

**Southampton Dock Company - Departmental Costs**

<b>Year</b>	<b>1870</b>	<b>1875</b>	<b>1880</b>	<b>1885</b>	<b>1890</b>
Warehouse & Quay Dept.	15,578	31,284	33,922	23,039 *	39,286
Salaries of Officers & Clerks	3,034	7,402	7,375	7,666	8,221
Dockmasters Dept	881	971	1,043	1,088	1,005
Police Dept	616	920	1,124	1,248	1,290
Total Employee Costs	20,109	40,577	43,464	33,041	49,802
Total Operational Costs	33,056	58,913	64,680	51,231	73,351
Income	74,480	103,425	119,994	92,472 **	111,262
Operational Costs as a % of Income	44	57	54	55	66
Employee Costs as a % of Operational Costs	61	69	67	64	68
Warehouse & Quay Dept as a % of Employee Costs	77	77	78	70	79

**Notes:**

\* 32% reduction compared with 1880.

\*\* 23% reduction compared with 1880.

SDC employed a limited number of 'permanent' men on weekly rates of pay, but the majority of men were unskilled casuals employed at the lowest hourly rate, hired as and when required by the management. SDC was able to obtain sufficient labour during busy periods, such as the Channel Isles fruit and vegetable trade in June and July and to shed it during the winter months and in times of trade recession.<sup>37</sup> SDC was the largest employer of labour in the port, but its casual workers were paid 1d per hour less than men employed by the large shipping companies because all that was required was the strength to carry or wheel loads on the quays or in warehouses. The shipping companies paid higher rates to their men on the grounds that they were required to stow goods on ships or to unload onto the quays, most were employed on a permanent basis and were engaged on other work when not required for loading or unloading ships.<sup>38</sup>

During the early 1870's, there was unrest amongst workers in the town and the port. At the beginning of 1872, SDC took steps in anticipation of labour problems later in the year. In January, the Dock Police were given an increase in pay and an Inspector appointed to take charge. As a further precaution, in February, twelve SDC employees were sworn in as special constables.<sup>39</sup> In May 1872, seamen employed by RMSP, P&O, Union and LSWR went on strike demanding increases in pay when at sea. Some labourers employed in the Docks by LSWR also struck seeking an increase in their hourly rate from 4d to 6d, but their demands were refused and other men brought in to take their places. When the shipping companies made arrangements to bring in fresh crews for their ships, it seemed that there might be disorder around the docks, so the Mayor and the magistrates sought help from the Home Office. One hundred Metropolitan policemen were sent and quartered in the docks. For a short time, incoming steamers were met by tugs to take off passengers, luggage and mails and then sent on to London to discharge their cargoes. The Southampton police were able to maintain order at the dock gates and the road adjacent. The seamen went

back to work and the labourers returned still at 4d per hour between 6am and 6pm., but with an increase of two pence an hour for overtime. The Metropolitan police returned to London and SDC and the four steamship companies each contributed £50 to their expenses. It seems that SDC conceded the additional 2d per hour for overtime to its men. However, a few days later, bricklayers working on the western dry dock and the new Customs House went on strike for an increase from 5s 0d to 5s 6d per day, they were kept off the site and replaced by other men.<sup>40</sup>

During this short dispute, SDC maintained solidarity with the large shipping companies albeit it was not directly involved in the seamen's' dispute. The strikes were unsuccessful for the men had to return to work on the Employers' terms, but SDC emerged with additional overtime costs. The possibility of the dispute descending into violence was taken seriously by the managers, the Mayor and the Home Office, for not only were the London policemen made available, but the military at Winchester were put on alert to be available if required.<sup>41</sup>

The next problem arose in April 1874, when the local branch of the Labour Protection League, a London based dockers union, wrote to SDC asking for increases in wages. The letter was acknowledged, but no action taken. Hedger advised the Board in June that delegates from the League were 'stirring up' the men and a strike was threatened. He reported that he had increased a number of 'permanent' men and had arranged for some contractors' men working on the Itchen Quay extension to be made available in the event of an emergency. There was no dock strike, but there was one by shipwrights which affected the shipping companies, but not SDC.<sup>42</sup>

Three hundred dock labourers went on strike in 1876 seeking 6d per hour for daywork and 8d for nightwork; SDC offered 5d for daywork and 7d for nightwork, but the men were divided, some accepted, but others continued,

supported by strike pay from the Labour Protection League. SDC refused to recognise the League and eventually withdrew its offer and the men gave in. It was not a good time for either party, for trade was depressed and SDC had little surplus funds to carry forward after paying a reduced dividend to shareholders in 1876.<sup>43</sup>

The labour troubles during the years 1872-1876 were followed by a period of relative calm which lasted until 1889, when disputes over wages between shipowners and seamen in some northern ports caused unrest amongst their brethren in Southampton. Threats of strike action by seamen and firemen brought an increase in pay by the Union Company and a compromise settlement from LSWR of an additional 1s 6d per week for seamen and 1s 0d for firemen. Hedger would have been aware of the situation through his contacts with the companies' local management. In 1889 the London Dock strike followed and lasted for five to six weeks, being settled in favour of the workers. The basic rate for a labourer was raised from 5d per hour to 6d and overtime was to be paid at 8d per hour between 6pm and 6am. The London dockers' success in gaining a basic rate of 6d per hour for daywork and 8d for nightwork stimulated demands for improvements in rates at Southampton. SDC's attempts to resist demands for increases in hourly rates from its men were made more difficult when other companies with men working in the docks made concessions on wages.

Early in 1890, the three large shipping companies conceded wage increases to shipwrights, carpenters and joiners working the docks.<sup>44</sup> The SDC Board was kept informed on developments by Hedger, he reported on the labour situation in the docks on 6 September 1889 and again on 10 October, when he said the men were loyal, but he was watching for grievances and would remedy them. On that occasion, with Norris in the Chair and all four LSWR Directors present, he was instructed to tell the men that any increase in pay would have to be authorised by the Directors.<sup>45</sup>

A number of steps were taken by the Directors in advance of possible disputes. The officers and staff were given gratuities, the clerks' pay increased and the Export Warehouse Keeper retired, aged 83. In January 1890, SDC issued a notice stating that the Directors would not be answerable for any delay, loss or damage arising from strikes or action by their employees. In the same month, shipwrights employed by RMSP refused to work with non-union men and only returned to work, after the non-unionists were persuaded to join the shipwrights' union. In February 1890, in response to a strong recommendation from the Mechanical Engineer and the Clerk of Works, the Board agreed to a request for a reduction in the working week to 54 hours for the men in the two departments, a request which had been refused in 1883.<sup>46</sup>

Hedger reported on 19 March 1890 that the cost of granting an increase of 1d per hour for daywork and nightwork, based on 1888 would be £3,798. He was given authority to increase the rates for nightwork and Sundays by 1d per hour if it became expedient to do so. He said that 113 men were engaged on a permanent basis at rates varying between 18s 0d and 24s 0d per week for a ten hour day from 7am to 6pm with an hour for dinner. Further that about 200 men were employed on a casual basis for 8 or more hours a day and some might earn more than the permanent men. The number was variable and he quoted as an example, June 1889, when the daily average was 550.<sup>47</sup>

A local branch of the Dock and General Labourers Union had been formed and was recruiting in the docks, in yacht and shipbuilding yards, the gasworks and elsewhere. Its membership at the end of March was between 800 and 900 men. Some employers made concessions in response to requests for increases in pay, but all the larger companies refused to recognise the union. In the same month, the large steamship companies agreed to pay an extra 2s 0d per week to shipwrights, carpenters and joiners

with a further 1s 0d per week in June. During April, men employed by RMSP gained an extra 1s 0d per week with 6d per hour from 6pm to 8pm and 8d per hour after 8pm. SDC granted their men an additional 1d per hour for overtime and Sunday working.<sup>48</sup>

Later, officers of the Dockers' Union applied to all employers for an improvement in rates for casual hands from 4d per hour plus 1d for overtime to 7d per hour for daywork and 9d for nightwork with an extra 1d for Sundays and holidays, subject to a minimum of 4 hours work at a time. The employers rejected the request and declined to recognise the Union or its officials. Acceptance of the Union's demands would have made SDC's difficult financial position even worse. It is possible that men would have settled for smaller rate increases at the time with a view to making further demands later. The unrest continued and towards the end of August the employers agreed to an increase of 1d per hour all round, but they would not recognise the Union. The effect on SDC was to raise its hourly rates for casual men to 5d and to 6d for overtime, but without satisfying its men.<sup>49</sup>

Agitation for better pay and conditions continued and in the first few days in September, employers conceded increases in wages for men engaged on specialist work, including coal porters, corn runners, grain trimmers. SDC called its men to a meeting in the Docks on Sunday 7 September 1890, but no Union officials were allowed to attend. SDC offered to make more jobs available at 21s 0d per week, but again refused to recognise the Union. Earlier, a Union representative had advised his members to reject SDC's offer and said that the Union would demand 6d per hour. Rumours and unrest spread amongst the dockers, coal porters, seamen and firemen based in the port, feelings ran high and a strike started on the 8 September. The dock gates were picketed, a large crowd assembled, trains, vehicles and people were prevented from entering or leaving the docks. As the police were unable to clear Canute Road outside the docks, soldiers were called for, the

Riot Act read and after some minor violence, the roadway cleared by use of fire hoses and then occupied by soldiers.\* Small naval craft were in position to prevent strikers from entering the docks by water. Admiral Martin, a SDC Board member, was present on one of the boats as a County JP to direct and give legitimacy to actions taken by naval personnel in support of civil authorities. Macnaghten chaired a meeting of representatives of employers, he was supported by Norris, Martin, Hedger and senior men from the shipping and commercial interests in the port. The meeting declared that employers were willing to communicate with their own men, 'but would not recognise any outside interference'.

The strike ended on 13 September when Union officials from the London headquarters told the men that their action was premature and there would be no strike pay from central funds. They advised the men to return to work on the terms offered by the employers. The return was delayed temporarily by a dispute between seamen and firemen and the RMSP and Union companies, but it was resolved after both companies made concessions on wages.<sup>50</sup>

For the ordinary docker in 1890, it would have seemed to be the right time to take action in support of the claim for an increase in pay. The London dockers had succeeded in obtaining 6d per hour for unskilled men, but the equivalent rate in Southampton was substantially lower. They may have had cause to believe that SDC was a successful company which could afford to pay its men more, for in July, the Queen had opened the new Empress Dock and had knighted its Chairman. The solidarity of the employers in refusing to recognise Union officials as representatives of the men and the lack of financial support from Union headquarters contributed to the failure of the strike.

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\* Volume Two, V2/13 is a copy of a contemporary sketch showing the soldiers in readiness at the dock gates.

The employers moved quickly to take advantage of the men's dissatisfaction with the Union's action during the strike. On the 20 October, Macnaghten chaired a meeting attended by employers' representatives and about 1,000 workers, where it was agreed to form a Free Labour Association. The object was said to be the mutual benefit of the workmen and employers and the promotion of the trade of the port. The Association included unskilled labour in the docks, shipping, Town Quay and all the waterside industries amounting to around 2,000 men, together with 44 employers. There were twenty members of its council, ten representing the men and ten the employers. The members were nominated by separate workmen and employers' committees; the workmen's side was elected by sub-committees representing different types of work or within SDC, by departments. Employers' representatives could be invited to attend workmen's subcommittee or committee meetings to deal with the complaints and when necessary problems could be referred to the Council. Hedger's assistant, Johnson, was one of the two joint secretaries, there was a savings bank, a sick fund for seagoing members and an accident fund. By paying 1d per week a man could obtain insurance cover against accidents for one week, benefit for total disablement at 10s 0d per week for ten weeks, for partial disablement, 5s 0d per week and a payment of £8 to the family for a fatality. The SDC Board agreed to subscribe £100 to the association and to guarantee £100 for the accident fund.<sup>51</sup>

Many of the men joining the Association left the union because they were dissatisfied with the result of the strike, membership of the local branch declined from over 3,000 to about 200/300. The Free Labour Association was intended for unskilled, casual labourers, permanent SDC employees could become members of the Dock Provident Fund which provided benefits similar to those of the Association and was supported by annual contributions of 100 guineas from the Board. Men with long service with the company, disabled by accident or disease, might be granted a pension at the

Directors' discretion, typically at 10s 0d per week. Widows of men who died as a result of accidents at work might be given £5 or £10, depending on the circumstances. However, when James Buckle was killed in 1882, whilst at work, the Inquest Jury was critical. The widow sued under the Employers Liability Act of 1880 and the claim was settled for £100, although she died before the money was paid.<sup>52</sup>

At the half-yearly meeting of shareholders following the strike, Macnaghten said that apart from *'the four or five days in which the agony and incitement to rebel were at their height' - 'I have never seen better conducted or more respectful men and men you could call upon in case of need'*. At the other extreme, Thomas McCarthy, an official from the Union's London headquarters, a witness before the Royal Commission on Labour in 1892, said that Southampton was one of the worst paid ports in the country, the men were badly paid, badly fed and badly housed. He was critical of the practice of providing soup and bread in the docks in mid winter during periods of exceptional distress, because *'it induced tramps and scamps from all over the country'* to Southampton. The conditions of casual men were hard, but on occasion, depending on the time of year and the number of ships in the docks, a man prepared to work for long hours might earn a relatively good wage. It may have suited some men to work in the docks on a seasonal basis and to return to other occupations, for example the gasworks, for part of the year.<sup>53</sup>

The success of London dockers in 1889 in gaining improved conditions, particularly the basic rate of 6d per hour, was fairly certain to have an effect at Southampton. SDC in conjunction with other employers, managed to restrict increases in wages to the minimum. The failure of the 1890 strike caused the local branch of the Dockers' Union to lose the confidence of the majority of men. The employers maintained their right to deal directly with their men, it seems that they thought that allowing the Unions to represent

the men, would result in all non unionists being pressurised to join and so strengthen the Union. The formation of the Free Labour Association was seen by employers as a counter to the expansion of Union membership.

SDC's treatment of its officers and permanent employees during the period was usually fair, by the norms of the time. Casual labour was treated differently and always hired at the minimum rate. In 1892, the basic rates paid at Southampton were lower than in London, where it was 6d per hour, or at Liverpool, where it was 4s 6d per day. Further, the Dockers' Unions were recognised by employers in London and in the southern portion of Liverpool docks, but not by the port employers at Southampton.<sup>54</sup>

## 5. Works

A variety of building and engineering tasks were dealt with, including the building of wet and dry docks, warehouses, cargo sheds, offices, workshops, watch houses and the installation of railway lines, steam engines, pumps, cranes, gas and water supplies. All major projects were designed and supervised by Alfred Giles, he was paid on a fee basis, he supplied all drawings, specifications, other documents and was responsible for supervision on site, often the resident Engineer was one of his sons.\* Some of the more important dock projects are discussed below.

The first large maritime engineering project after 1870 was the Itchen Quay Extension (Figure No. 8). Giles outlined the scheme at a Board meeting on 25 May 1873, the proposal was to construct a new quay on the west side of the Itchen, about 100 feet inside the eastern boundary of the Docks Estate. It would provide much needed accommodation, suitable for berthing four large modern ships. He planned to build a concrete and masonry wall from the southern end of the dry dock area along the west side of the Itchen. It

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\* An outline of his career is given in Volume 2, No. V2/6.



would be 1,720 feet in length, 48 feet high and 25 feet at the base and would be built in sections, about 200 feet long, inside sheet piled cofferdams. The mud and gravel excavated in the cofferdams and dredged from the river to form the shipping channel, would be thrown over to the west side of the wall to form the base of the quayside area for sheds, railway lines and cranes. Giles estimated that the cost including sheds and rails would be £120,000 and construction time would be two years.<sup>55</sup>

The Board authorised the scheme and accepted the lowest tender, that of Lucas and Aird in the sum of £110,000. The first pile was driven on 21 August 1873 and John Aird on behalf of the contractors, agreed to make 700 feet of quay available for use on 1 September 1874 and to complete the work by midsummer 1875.<sup>56</sup> Board members with doubts about the viability of the scheme would have been encouraged by the prospect of revenue being earned before final completion. In the event, the works were delayed by a combination of factors including periods of rough weather, of very high tides and the flooding of two cofferdams. There was also an unexpected movement of the wall due to excessive pressure from mud and other material placed behind it, before the concrete had set properly. It was May 1876 before Giles could report that the wall was complete, although not fully 'backed' and 3 August 1876 before the first large ship, the 'Canada' (length 410 feet) docked at the new quay.<sup>57</sup>

At the end of the project, the contractor's charges amounted to £115,520 which included a shed of 300 feet x 100 feet with connecting railway lines. In addition, two travelling steam cranes were purchased for £1,365. If allowance is made for a further shed and associated equipment added later, it seems that the original estimate was accurate. The work took three years instead of two, so Giles could be said to have been over optimistic, but if so, Aird was also optimistic. Delay in completion meant that earnings were one year late. The completion of the Extension came too late to influence P&O's

decision to transfer its base to London, but as mentioned above, other shipping business was attracted and went some way to offset the loss.<sup>58</sup>

SDC's Directors had from the earliest days recognised the need to supplement the wet docks with dry dock accommodation, sufficient to permit the repair and maintenance of the largest ships using the port. The dry docks available in the early 1870's were:

<b>Number</b>	<b>Length in feet</b>	<b>Date Built</b>
1	343	1846 (extended from 282 feet in 1852)
2	250	1847
3	400	1853

No. 3 had been built to cater for the largest ships of the time with the exception of the 'Great Eastern', but in 1875 the gates were said to be 'decayed'. To carry out repairs, a temporary dam would be needed at the entrance to hold back the water, so the dock would be out of use for some time. This would be difficult to arrange for the dry docks were in regular use, for example, 128 ships entered in 1873, 131 in 1874 and 137 in 1875. It was feared that No. 1 and No. 2 would not be able to cope with the needs of the shipping companies with a consequent loss in revenue and worse, there might be a permanent loss of business to other ports. On 22 March 1876, Giles advised the Board to postpone the repair of the gates until No. 1 had been lengthened to 400 feet or a new dry dock had been built. He said that extending No. 1 would be difficult because it would entail deep excavations near the engine house and would affect existing buildings and an artesian well, he thought the work would cost £16,000. He reported that a new dry dock could be constructed on the east side of No. 3 with the entrance from the river at the north end of the Itchen Quay Extension at an estimated cost of £50,000 (Figure No. 8).<sup>59</sup> At their meeting on 26 April 1876, the Board agreed with Giles' proposal for a new dry dock, 400 feet in length, 56 feet wide at the entrance and a revised cost of £55,000. Hedger was instructed

to obtain the approval of the Board of Trade and other interested authorities. The design was put in hand and in June, Lucas and Aird quoted £75,000 for the work, it being understood that SDC would be responsible for the gates and rest blocks and would supply the bollards and sluices. Lucas and Aird were experienced contractors and had first hand knowledge of site conditions from their work on the Itchen Quay Extension, so the difference between their estimate of the cost and that of Giles must have been of concern to the Directors. After discussions with Aird, Giles revised his estimate to £60,000 and said he would be prepared to recommend acceptance up to £65,000 but no more. It was to Giles' credit that he was prepared to back his opinion by recommending that the dock be built under his supervision without a contractor. He would be responsible for the work and would provide the Board with certificates for materials used and labour employed. The Board accepted Giles' proposals and decided that his commission would be 0.5%, instead of the usual 5%, so it seems likely that he was allowed to charge the cost of his engineering and supervisory staff directly to the job.<sup>60</sup>

A Bill in Parliament granting SDC power to build the Dock was unopposed and received the Royal Assent on 13 July 1876. The new Dock was to be constructed in brick and on a concrete foundation within a temporary earth wall with a cofferdam at the entrance. During the first half of 1877, problems were encountered with settlement of earth and stone in the bank and it was not until 13 June 1877 that the water was shut out. Settlement problems continued and difficulty was experienced in pumping the excavations clear of water. On 7 October 1877, a sudden slip in the enclosing bank occurred with the result that the high tide on the following day broke through and flooded the site causing a further delay of three weeks. Another cause of delay was a recommendation from Giles that the Dock be increased in length to 450 feet at an additional cost of £5,000 to cater for ships in excess of 400 feet in length. He made the proposal in July 1877 and it was accepted by the Board later that month. It would appear

that the extension was an afterthought, but it seems odd that Giles, an experienced dock engineer and a director of a shipping company, was not able to see the need for it at an earlier stage.<sup>61</sup>

By the end of 1877, £34,000 had been spent, but a further two years were to pass before the work was complete. During 1878, over 250 men were employed, but progress was restricted by difficult ground conditions. By the end of the year the expenditure had risen to £80,889. Steady progress was made in 1879 until an accident in June resulted in the destruction of the cofferdam at the entrance and the works were flooded, fortunately without loss of life. The dock gates were tested for leakage in September, but it was October before all the wreckage of the cofferdam was removed. The first ship to enter was RMSP's 'Nile' on 5 December 1879.

When he reported to the Board on 14 January 1880, Giles gave the final cost as £97,348, including the following items:

New Engine House and pumping engines	£12,380
Gates, blocks, bollards, sluices	£5,000
Extending and deepening	<u>£7,000</u>
	<b>£24,380</b>

He said that the job had taken a long time and had been extremely difficult from start to finish. He pointed out that the final cost less the items above was slightly less than Lucas and Aird's price of £75,000. Whilst this statement may have been correct, the cost of the work given in his original proposal was an under estimate.<sup>62</sup>

The period 1873-1879 had seen the construction and completion of the Itchen Quay Extension and of No. 4 Dry Dock, which meant that SDC could accommodate the large ships of the time, but a cost of £115,520 + £97,348 = £212,868. Assuming money was raised at 4½% and 5%,

annual capital charges were increased by approximately £10,000, so SDC needed a substantial increase in income to offset capital and operating costs.

The next period of civil engineering construction took place between 1881 and 1883. At the beginning of 1881, the dry docks available for use were No. 4 (450 feet), No. 3 (400 feet) with defective gates, No. 2 (250 feet), suitable for coastal and cross channel ships and No. 1 (357 feet). On 2 October 1881, the Board agreed a proposal from Giles to lengthen No. 1 to 390 feet, so as to permit larger ships to use the dock, the work would take six months and would cost £10,000. When the job was nearing completion early in 1882, Giles recommended that No. 3 be taken out of use to repair the gates and the opportunity be taken to lengthen it to 500 feet to enable it to receive ships of 7-10,000 tons, the cost would be £12,000. The repair of the gates received immediate approval, but it was six weeks later on 6 April 1882 before the extension was agreed. The proposal had been supported by Hedger's report that there were no dry docks of 500 feet in length between London and Liverpool and only one on the Thames. He added that a vessel of 460 feet in length had just commenced building in a local yard. A cofferdam at the entrance of No. 3 was closed on 2 August 1882, but difficulties were encountered with deep excavations and dredging required outside the gates caused delay. It was 31 December 1883, before the first ship the 'Werra' (5,000 tons) was able to enter.<sup>63</sup>

Before the improvements to the dry docks were complete, it was clear to Giles and Macnaghten that SDC would not be able to cater for even larger steamships which were coming into use. For example, they knew that in 1881, the Inman Line put the 'City of Rome' (8,415 tons) in service at Liverpool on the North Atlantic fast passenger service, it was a vessel of new design, approximately 540 feet in length and 54 feet in width. For a costly ship of this size to operate economically, it would need to arrive and depart

more or less at will, delay because of limitations in dock accommodation would not be acceptable.<sup>64</sup>

Giles reported to the Board on 26 January 1881 that a new dock with a water area of 30 acres, would cost £300,000 and take three years to construct. He based his estimate on a depth of 20 feet LWOST, an entrance of 180 feet wide, quays of 5,000 feet in length and included sheds of 1,800 feet x 100 feet in area, 3½ miles of railway lines, cranes, buoys, bollards, gas and water supplies.<sup>65</sup> SDC had no reserve funds and Directors knew that a capital project on this scale could not be funded without outside assistance. Even if it were possible to raise the large sum needed, SDC would not be able to pay the interest charges arising during the construction period. After consulting SDC, LSWR included a clause in its 1882 Bill in Parliament, to permit it to provide the necessary finance for SDC to proceed, but the clause was opposed by SHB and struck out.<sup>66</sup>

It was unfortunate that the question of the deep accommodation was under consideration at the same time as preparations were in hand for the proposed Didcot, Newbury and Southampton Railway. There was much support for this scheme in Southampton since it would provide a separate rail link with the Midlands and with Manchester. There was dissatisfaction with the existing LSWR line to London, in particular with poor timekeeping and excessive journey times. As mentioned in Part One, SHB proposed to extend the Royal Pier and build a terminal for DNS on it. It was supported by the Corporation and the Chamber of Commerce, but strongly opposed by LSWR. Authority was granted under the 1882 Southampton Harbour Act, but was not utilised because the DNS was unable to raise the necessary finance to complete the line between Winchester and Southampton. The climate of dissension between the Corporation and Harbour Board on one side and LSWR on the other was not helpful for SDC.

Members of the Corporation, Harbour Board, Chamber of Commerce and commercial circles were very concerned about lack of progress with the building of a deep water dock and a number of ideas were floated. Late in 1883, SDC's Directors met representatives of the Corporation and told them that SDC would not build the new dock without a guarantee of the payment of interest on the money expended during construction. It had no objection to the Corporation having discussions with railway companies with a view to raising the money or to the Corporation considering purchase of the Docks, but any arrangement would need the approval of the Board and shareholders. One idea put forward was that the Corporation should buy the Dock company, build a suitable dock on SDC land and form a Harbour Trust to cover both docks and harbour. As this would entail raising £1,200,000 plus the cost of the dock, it was not given serious consideration, but in 1884, the Corporation offered to provide up to £220,000 and to capitalise the interest payable during construction of a new dock.<sup>67</sup>

The Corporation engaged a leading consulting engineer, A M Rendel to advise on deep water accommodation and to prepare a report. Rendel was experienced in this field, he designed the Royal Albert Dock on the Thames, a very large dock, with a water area of 87 acres, which opened in 1880. He was briefed by Lemon and after visiting the site and talking to Giles, recommended the building of a new quay with a minimum width of 200 feet, extending from the end of the Itchen Extension Quay for a distance of 1,750 feet into Southampton Water (Figure No. 9). Further, that Netley Shoal should be dredged to permit a channel of 24 feet depth between the Solent and the proposed quay, thus allowing big ships to dock at any time except at LWOST. He said the quay would be cheaper than a dock, because it would require less excavation. An open dock would need more maintenance for the removal of silt deposits, whereas the quay would be kept clear of silt by the current in the Itchen. He thought construction would take two years and



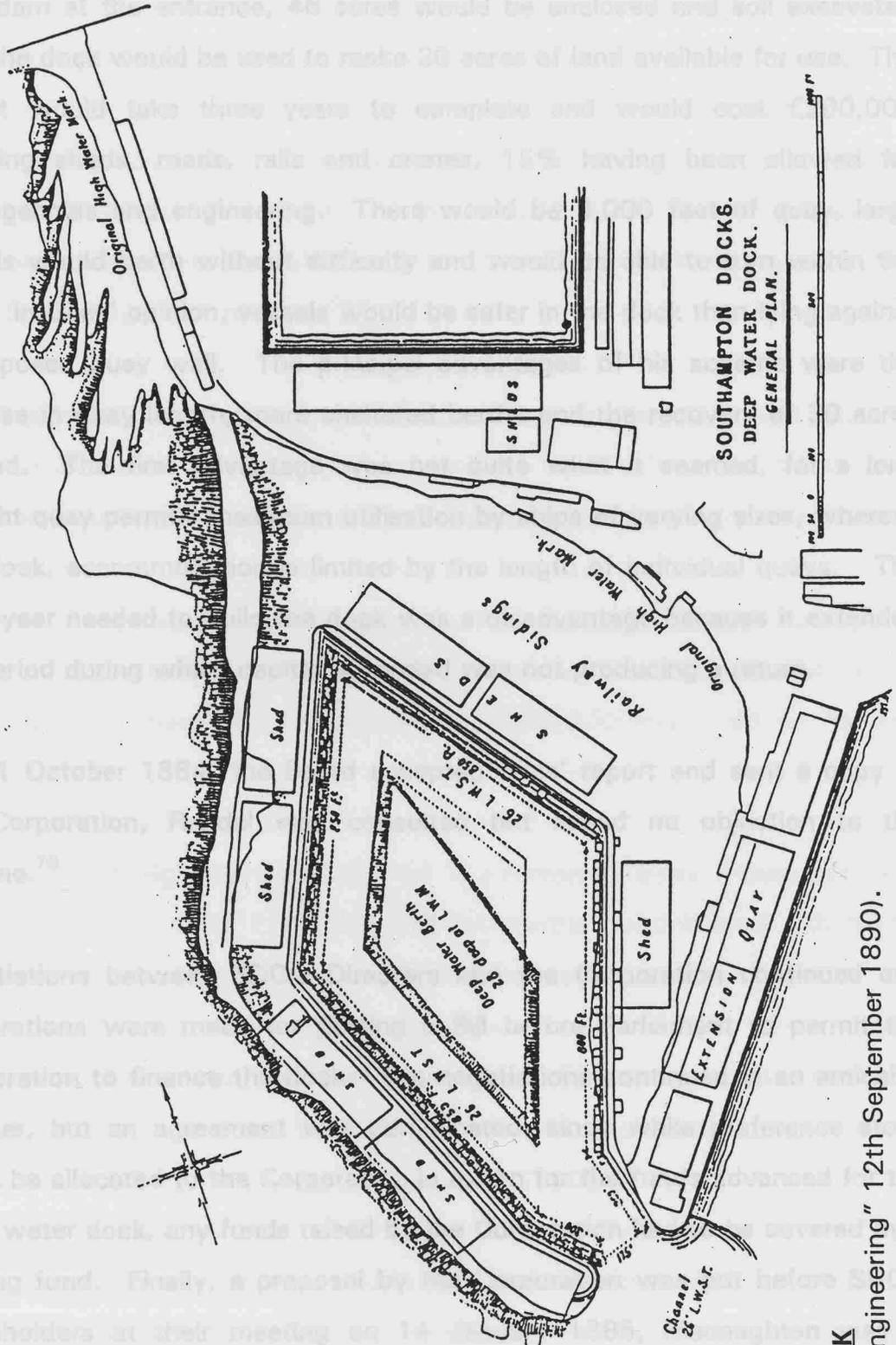
estimated that the cost, excluding the dredging of Netley Shoal, but including sheds, roads, railways, and cranes at £190,000.<sup>68</sup>

The Corporation sent a copy of Rendel's report to SDC and Giles was asked by the Directors for his views. When he reported to the Board on 21 October 1884, he agreed that a 24 feet deep channel should be dredged through Netley Shoal, but pointed out that the cost was not included in the estimate. He did not agree that the quay would be free of silt, he thought that it would require more dredging to maintain the proper depth than an open dock. Experience with the Itchen Extension Quay in a south east gale caused him to believe that conditions on a further extension, being nearer the sea and more exposed would be much worse. He also thought that building the quay would prevent access to 54 acres of SDC's land. As the Itchen Extension Quay took three years to build, he doubted that the proposed quay could be built in two years.<sup>69</sup>

Giles had been connected with the port for some forty years and had knowledge of the local conditions, so his opinion in regard to silt deposits may have been correct and he was certainly aware of gale conditions at the docks. He may also have been right to doubt that the quay could be completed in two years. On the other hand it is difficult to believe that Rendel's proposal for a quay would have prevented the future development of SDC's mudland.

Giles was instructed to confer with Rendel and put forward his recommendations. He produced an alternative scheme which bore some resemblance to that put forward by him on 26 January 1881, but was much reduced in size (Figure No. 10). He proposed an open dock covering 16 acres with a 200 feet wide entrance at the end of the Itchen Extension Quay. It would have a depth of 24 feet LWOST and lie at the end of a channel from the Solent dredged to the same level. Construction would not be affected by

Figure No. 10



**EMPRESS DOCK**  
(from p.309 "Engineering" 12th September 1890).

the tides for it would take place inside a gravel bank with a 300 feet cofferdam at the entrance, 46 acres would be enclosed and soil excavated from the dock would be used to make 30 acres of land available for use. The project would take three years to complete and would cost £200,000 including sheds, roads, rails and cranes, 15% having been allowed for contingencies and engineering. There would be 3,000 feet of quay, large vessels would berth without difficulty and would be able to turn within the dock. In Giles' opinion, vessels would be safer in the dock than lying against an exposed quay wall. The principal advantages of his scheme were the increase in quay length, more sheltered berths and the recovery of 30 acres of land. The first advantage was not quite what it seemed, for a long straight quay permits maximum utilisation by ships of varying sizes, whereas in a dock, accommodation is limited by the length of individual quays. The extra year needed to build the dock was a disadvantage because it extended the period during which capital expended was not producing a return.

On 21 October 1884, the Board accepted Giles' report and sent a copy to the Corporation, Rendel was consulted but raised no objection to the scheme.<sup>70</sup>

Negotiations between SDC's Directors and the Corporation continued and preparations were made for putting a Bill before Parliament to permit the Corporation to finance the dock. The negotiations continued in an amicable manner, but an agreement was complicated, since while preference stock could be allocated to the Corporation in return for the funds advanced for the deep water dock, any funds raised by the Corporation had to be covered by a sinking fund. Finally, a proposal by the Corporation was put before SDC's shareholders at their meeting on 14 January 1885, Macnaghten was in favour, but the Board was divided and the scheme was rejected by a large majority. Discussions continued but it seemed that there would be difficulty in obtaining Parliamentary approval for the use of municipal funds to support

the commercial operation of the dock company. In October 1885, the Corporation's Commerce of the Port Committee recommended that a Bill be put before Parliament in the next session to enable the Corporation to repossess SDC unoccupied lands and to construct deep water facilities on it with Rendel as Engineer. In the same month, LSWR stepped in and with the assent of all the parties, undertook to subscribe £250,000 to finance the new deep water dock. Authority to proceed with the work was given by the 1886 Southampton Docks Act.<sup>71</sup> \*

LSWR required the drawings, list of contractors invited to tender and the recommended contractor to be agreed by Giles with its Engineer, W Jacomb. Certificates authorising payment of contractor's accounts were to be signed by Giles and Jacomb jointly. After Jacomb's death in 1887, LSWR appointed its consulting civil engineer, W R Galbraith to take care of its interests. No doubt the LSWR Board considered that it had a duty to its shareholders to have the expenditure of £250,000 monitored by its own Engineer.<sup>72</sup>

The lowest of eight tenders, that of S Pearson & Sons (Pearsons), was accepted in the sum of £149,990 and the contract sealed on 1 July 1886. Completion was to be by 1 May 1889, lateness would incur penalties, but delivery by 1 November 1888 would earn a bonus of 5%. At a special meeting of shareholders held on 14 January 1885, one sceptic suggested that the cost was likely to be £300,000, but Giles pledged his professional reputation that it would be approximately £200,000.<sup>73</sup>

There was an omen of future events when on 18 March 1886, a section of the north west wall of the Open Dock fell into the water with the result that some 350 feet of wall needed to be rebuilt. Giles estimated that the work would cost £15,000 and would take six months to complete. Arrangements

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\* For details of the 1886 Act, see p.124 below.

were made for Pearsons to carry out the repairs under a separate contract with the aim of completion by 31 December 1886. The Board agreed that Giles' commission would be 3% on the contract sum for the repairs. The end of the year as the completion date for the repair work in the Outer Dock was optimistic for a start was not made until early August and a substantial cofferdam had to be installed before the repairs could proceed. It appears that both Engineer and Contractor under-estimated the duration, for completion was 10 months late.<sup>74</sup>

Giles' commission on the deep water dock was 5% on the contract sum and his son, G F L Giles, was resident Engineer. The first stage of the job was the building of a sea bank to enclose 42 acres of mudland, it was composed mainly of chalk and gravel, the surface being puddled with mud from the site. It was a major task since it was 3,000 feet in length, 20 feet wide at the top and was made up of 185,000 cubic yards of chalk, gravel and mud. The bank was completed and the sea shut out on 18 April 1887. A detailed description of the work is available in the article referred to above, written by Giles in 1890, but it will be sufficient here to give a brief explanation of the method adopted.\* Upon completion of the bank, the water was pumped from the site into the sea and pumping continued to keep it clear. The dock wall was to be 45 feet in height and as the coping was to be 28 feet above the average level of the mudland, the base of the wall was to be 17 feet below ground level with a further 6 feet needed for foundations. The work involved the excavation and movement of over 1,000,000 cubic yards of material, clay being used as backing behind the walls, gravel used to make concrete, some mud for sealing the surface of the sea bank and the remainder of the mud being used to raise the level of the site. Excavation for the footings of the wall commenced in November 1887 and concreting in the following month. Foundations were laid mainly on gravel or clay sub-soil, but in some places extra precautions were taken to provide a firm base.

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\* See p.71.

Satisfactory progress was made and by February 1888 over 50% of the excavation was complete. In view of the ground conditions encountered during the rebuilding of the north west wall of the Open Dock, Giles amended the design of the walls of the new dock to give extra strength. He estimated the cost at £8,600, with an additional £3 5s 0d per linear foot for piling near quick sand.

At a Board meeting on 16 February 1887, Giles agreed to amend the layout of the quays. The additional cost was estimated at £10,000, the contract period was extended to 1 July 1889 with a 5% bonus for completion by 31 December 1888. The original design included quays of 900, 840, 760 and 590 feet in length, the amended layout was for three quays of 850 feet and one of 800 feet (Figure No.10). The water area was increased from 16 to 18 acres and it was claimed that the increase in length of quay would provide eight instead of seven berths for 'the largest class of steamers'. Giles may not have been averse to an increase in the size of the dock for his original layout was probably a scaled down version of an earlier proposal trimmed down to suit the money available. The amended design would not have provided eight berths for the largest ships of the time because vessels 500 feet in length were about to go into service on the Liverpool - New York route. It is possible that the revised layout was thought to provide greater flexibility for the handling of the larger class of ships then coming into service.<sup>75</sup>

As mentioned above, additional expenditure was authorised for strengthening the walls and for amending the length of quays so that by February 1888, it seemed the final cost would exceed the original estimate by at least £18,600.

Good progress was made until 11 September 1888, when approximately 400 feet of the newly built north wall of the dock moved forward for a distance

of up to 23 feet under pressure of excavated material backed up behind it. Giles was surprised that this could have happened to such a strong, heavy wall, he thought that water had penetrated under the base and had reduced frictional resistance to horizontal movement to such an extent that it had been overcome by the force resulting from the weight of the backing behind the wall. He advised the Board that the defective section should be removed and the wall built on piles and estimated the cost at £15,000.

The Board required a second opinion and called upon another consulting engineer, Sir John Wolfe Barry to report on the problem, on precautions to be taken during rebuilding and on measures to prevent further slips. Barry reported on 22 October 1888 that the strength of the wall was adequate and the failure was not due to subsidence in the vertical plane. In his opinion, the failure was caused by pressure exerted on the wall by the mud and clay behind it, coupled with the presence of water which could not drain away safely, which added to the pressure and some of it found its way to the base where the clay became wet and frictional resistance was diminished.\* He recommended that the foundations for the rebuilt wall be taken down to a greater depth, that clay and mud behind the wall be replaced with better material and that special care be given to drainage. As to the prevention of further slips, he thought it important to reduce the horizontal force on the back of the walls by using a greater width of better quality backing and by ensuring that the water drainage channels be kept clear. He suggested that as far as practicable, the placing of material above the high water mark should be left until the dock had been filled with water so as to counterbalance the strains in the wall. He agreed with Giles that if any further signs of movement were observed, either a continuous wall or a number of buttresses should be carried down in front, at the foot of the walls to a depth of 12 or 14 feet, to resist any forward sliding movement. He

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\* Details given in Volume Two, Figure No. V2/14.

concluded by saying that the pressure on the wall resulting from the movement of soft soil affected by water could not be calculated accurately.<sup>76</sup>

Giles and Galbraith (vice Jacomb), were instructed to submit a written report and to arrange for the backing to be removed from the north wall. Their report was in general agreement with Barry's, so it was agreed that the work should proceed as recommended by him.\* The cost was estimated at £14,866 and work commenced. Backing was removed from the outer walls and as a precaution against more slips, concrete buttresses were placed at intervals of 30 feet along the foot of all walls.<sup>77</sup>

On 2 May 1889, Giles submitted a revised estimate of £218,409 for the final cost, but it did not include sheds, rails or cranes. A few days later on 11 May, about 400 feet of the east wall moved forward for about 3 feet at the top and about 10 feet at the toe. The wall had been standing for about four months, the coping was not complete, but backing was in progress. This was a serious blow for all concerned and must have shaken the Directors' confidence in Giles. Board minutes show that there was much discussion on the best course to adopt, bearing in mind the possibility that other failures might occur. When Barry was consulted, he suggested letting water into the dock to balance the stresses in the walls and then rebuilding most of the East wall on concrete caissons sunk 20 feet below dock bottom with the space between the old and new walls covered by a timber platform on piles. Giles and Galbraith's approval recommended a scheme to dismantle 464 feet of wall and to rebuild it on foundations 20 feet below with concrete buttresses at each end and also to remove some of the load on the other walls during the rebuilding period. Giles argued that this method would be less expensive, would allow the dock to be almost complete at the end of the year and speed up its opening for business. Barry was consulted and as he did not object,

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\* Details are shown in Volume Two, Figure No. V2/15.

the Board gave its approval on 20 June 1889. The cost was estimated at £23,000.<sup>78</sup>

Pearsons used explosives to help demolish the East wall, they had used them previously to deal with the problem at the North wall. Earth backing on the south and west walls was removed for 50 feet back from the coping to a depth of 10 feet and soil was placed in the dock bottom over the toe of the walls in an attempt to prevent another slip. Early in September the demolition was nearly complete and by the beginning of December, the East wall was 16 feet above dock bottom. Buttresses were in place and three counterforts had been installed behind the wall. The rebuilding of the North wall was nearly complete and work had started on the sheds on the West wall. Pumping within the dock ceased on 18 December and at the end of February 1890, <sup>the</sup> water level had reached 1 foot below the low water mark and was held at that level while backing was placed behind the walls.<sup>79</sup>

Meanwhile, SDC's Board was giving serious consideration to ways in which it could raise the necessary funds to pay for the overspend. Giles produced a revised estimate of the final cost on the 18 April 1890, when he thought it would be about £300,000, including two large cargo sheds with the necessary rails, cranes, gas and water supplies.<sup>80</sup>

A cut was made in the bank at the entrance of the dock on 21 April 1890 to allow the tide to flow in and out. Dredging was carried on outside the dock to join up with the channel dredged through Netley Shoal at 26 feet LWOST by SHB. Difficulty was experienced in finding a suitable site to deposit the dredgings, one off Calshot and another in the Solent were considered until it was finally decided to use a ballast hole in the Itchen at Weston. As mentioned above, at one stage, three MP's, Norris, Evans and Giles formed a deputation to the Board of Trade to press SDC's case.<sup>81</sup>

On 10 July 1890, Giles reported that the dock was open for ships and the first shed on the West quay was complete. The dock was officially opened by Queen Victoria on 26 July 1890 and named the 'Empress' in her honour. Giles regarded it as complete for practical purposes on 1 August 1890.<sup>82</sup>

At a Board meeting on 2 October 1890, Giles reported that two sheds on the West quay were in use and occupied by cargo, one on the North quay was half built and the foundations of four more were in hand. These sheds were 350 feet x 120 feet and were carried on concrete pillars through the backing material to the virgin ground below. On 27 November 1890, Giles assessed Pearson's total account as almost £280,000, to which needed to be added £35,500 for completing the sheds and for cranes, railway lines, roads, drainage, deposit of dredgings and sundries. Pearson's account has to be seen against the original tender of £149,990 and the total cost of £315,000 (later amended to £328,000) against Giles' estimate in 1885 of £200,000.<sup>83</sup>

The principal reasons for the overspend were, the change in design, the rebuilding of the North and East walls and additional measures taken to aid the stability of the walls, including the counterforts and alterations to the method of backing. The problem for SDC's Directors was that there had been a four year period of capital expenditure which did not start to generate revenue until late in 1890. The matter is discussed below under 'Finance'.

SDC's problems with the dock walls did not cease at the opening; six months later in February 1891, a movement of the West wall was observed. A length of 550 feet was affected and at its worst point was 22 inches out of line and 4 inches lower. The soil at the back had sunk up to 4 feet for a distance of about 40 feet from the face, but the cargo sheds were not damaged as they were packed up on their foundations as the ground settled. Giles arranged for the soil at the back of the wall to be excavated to a depth varying from 5 feet to 11 feet for a length of 400 feet and a width of 50

feet. About 90 screw piles were put down and connected together by steel girders to carry a timber platform for working purposes.\* In August 1891, Giles reported that the structure had been satisfactorily tested and had shown no signs of weakness when coal trains passed over it.<sup>84</sup>

SDC could not wait for additional trade to build up at the new dock, an effort had to be made to attract new business. In 1890, negotiations opened with the American Steamship Company with the aim of persuading the company to transfer the base of its fast North Atlantic service from Liverpool to Southampton. LSWR was deeply involved and its General Manager, Charles Scotter played a leading part. The Empress Dock was suitable for use by the Inman Company's ships, but Inman had other requirements, including dry dock accommodation for ships of 10,000 tons gross. Giles and Hedger visited Birkenhead Docks to see the 'City of New York', which was 525 feet long, 63 feet wide, 20½ feet draught. On their return, Giles reported that to receive the 'City of New York', No. 3 dry dock would need to be lengthened by 50 feet and brickwork at the bottom cut away. He estimated the cost at £10,000, but warned that the ship could only be admitted under favourable tidal conditions. He said that ships larger than the 'New York' would require a new dry dock and he estimated that the cost including new pumping engines would be over £120,000. The Directors knew that if Inman came to Southampton, a considerable increase in passengers, freight and mails could be anticipated at the docks and on the LSWR's line to London. On the downside, in addition to increased operating costs, an extra £4,800 in annual capital charges would be incurred. At the Board meeting on 2 October 1890, it was decided to proceed with the negotiations on the basis that the dry dock would be provided.<sup>85</sup> On the American Company's side, a great deal depended on its success in obtaining a contract from the United States Government for the transport of mails across the North Atlantic. In the

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\* Details are shown in Volume Two, Figure No. V2/16.

event, the first American ship arrived in the Empress Dock in February 1892, after LSWR had taken control of the Docks.

The responsibility for the design and construction of SDC's major capital works between 1870 and 1892 rested with Giles for he was the Engineer throughout. Considering the first phase 1870-1892, the final costs of the Itchen Quay and No. 4 Dry Dock were reasonably close to estimate, but in both cases the duration was longer than expected. Expenditure in the second phase was comparatively light, but the improvement of the dry docks was thought to be essential if SDC was to cater for all ships. The expenditure in the third phase, on the Empress Dock, was far greater than the total of the two previous phases. The cost was over 50% in excess of the 1886 estimate and the opening was a year late. When the Dock became operational, SDC had a valuable asset, capable of making a useful contribution to its income, but its cost added substantially to the level of annual charges.

## **6. Finance**

As mentioned above, SDC encountered financial problems during the construction of the first dock in 1838 and again in 1851, with the second dock. However, at the start of our period in 1870, financial affairs were relatively stable, a 4% dividend was paid on ordinary shares, dividends on preference shares and interest on debentures were paid and a surplus of income of £3,805 was carried forward to 1871. Figure No.11 shows that during the 1870's, 4% was usually paid on ordinary shares with occasional variations from 3½% to 5%. Most shareholders seemed to have been satisfied with the level of dividend and attendance at their half-yearly meetings was generally poor. Nevertheless, the occasional critic thought the dividend should be higher. Greater interest was shown in the 1880's, when SDC's financial position deteriorated to such an extent that no dividends

were paid on ordinary shares in 1885, 1886 and 1867. Finances over the whole period are considered below under two headings, namely capital and revenue.<sup>86</sup>

## Capital

'Capital' in this context relates to expenditure on the purchase or construction of major permanent assets. The Board endeavoured to raise funds for this purpose at the lowest possible cost with the aim of keeping annual capital charges to the minimum. As ordinary shares stood well below par on the London Stock Exchange, the Directors were reluctant to recommend share issues which might result in a further fall in the price of the stock. New capital was raised by way of preference shares, debentures or debenture stock. Preference shares ranked before ordinary stock for the payment of dividends, but after payment of interest on debentures and debenture stock. Preference shares had the advantage that they could be issued at or near par with the rate of dividend set to suit market conditions.

The maximum amount of equity and loan stock which could be issued was prescribed in the relevant Southampton Docks Act.\* Debentures were limited to one third of the total of ordinary and preference shares. In the event of bankruptcy, repayment of debentures took priority over equity. The greater security of debentures was attractive to individuals and to organisations and useful for SDC because the return on them was always ½% to 1% less than that paid on preference shares. Board minutes and Chairman's reports to shareholders indicate that the management paid the lowest possible rate of interest on new and renewed debentures. Power to issue debenture stock was granted under the 1871 Dock Act, giving SDC the facility to take on a form of long term debt, terminable at its convenience. Depending on market conditions debentures were issued for three, five or seven years, or as

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\* The Docks Acts are outlined in pp. 123-124 below.



debenture stock with dividends ½ % above that of debentures. Usually, upon expiry of a debenture, the holder was offered the choice of renewing at a ½ % lower rate, taking debenture stock or repayment of funds. Efforts to minimise annual charges from long term debt enjoyed some success, for example the average rate of interest during the half-year ending 31 December 1869 was 4.79%, but the rate was reduced to 4.4% in 1877 and 4.34% in 1882.<sup>87</sup>

As mentioned above, capital could only be raised within the levels set by the appropriate Docks Act, **S**ix Acts which had financial effects were passed, but only two, those of 1874 and 1891 authorised increased limits. The 1886 Act was important because it enabled LSWR to subscribe £250,000 to SDC's capital. The last Act, that of 1892 authorised the purchase of the company by LSWR.\*

The financial position at the time of each Act is summarised below. (Ordinary and preference shares are shown as 'Equity' and mortgages, debentures and debenture stock as 'Loan').

Act of Parliament		Authorised £	Issued £	Not Issued £
1871	Equity Loan	700,000	549,225	150,775
	Loan	<u>300,000</u>	<u>288,585</u>	<u>11,415</u>
	Total	1,000,000	837,810	162,180

This was an amending and consolidating Act, which included a clause giving authority to issue debenture stock.

1874	Equity Loan	700,000	700,000	
	Loan	300,000	291,000	8,020

SDC had reached the limit of its authority. The limit for equity was raised by £500,000 and for loans by £166,000, to be raised 'pro rata' with equity in portions of £53,000, £53,000 and £54,000.

Act of		Authorised	Issued	Not Issued
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\* Notes on the Acts can be found in Volume Two, No. V2/8.



financed at 4-5%. Periods of three or four years elapsed before these projects earned money, but the level of return was restricted, because SDC was not in a position to increase dock dues. Whilst it may have been possible in time for the expenditure on the first two projects, £212,868, to generate a reasonable return, there was no possibility of the expenditure on the Empress Dock producing an economic return on capital in the near future. Clearly, SDC's financial situation would have been much improved if the total of expenditure on the three projects could have been spread over a longer period. By proceeding with the Empress Dock, the Directors and the LSWR Board were looking to the longer term.

Turning to the way in which capital was raised, in the 1870's the Directors were warned at an early stage that expensive capital works would be needed in the future. In 1872, Giles told shareholders at their half-yearly meeting that a very large wet dock would be needed and he pointed out that while SDC's ordinary shares were well below par, it would be difficult to raise the necessary funds. Giles envisaged a scheme in which the Itchen Quay Extension would be the first section.<sup>88</sup>

In 1872, the issue of £30,000 of 4¾% preference stock was authorised, but after work commenced on the Itchen Quay in 1873, it was necessary that £150,775 of 5% preference stock be authorised to be issued as and when required. After the 1874 Docks Act more money was needed to pay for No. 4 Dry Dock and other works, so further issues of 5% stock were made in 1876 and 1879, totalling £166,000. At the same time, interest payable on long term debt was held down by renewing or replacing expiring debentures with 4½% debenture stock.<sup>89</sup>

In the early 1880's the Directors were aware of the need for a large deepwater dock, but were convinced that SDC was not able to finance the work during construction. Looking at it from a financial point of view, by

accepting LSWR's proposal in 1886, the Board got the best deal available. SDC was able to draw on a loan of up to £250,000 at 3½%, with interest capitalised up to a limit of £25,000 and included in the £250,000 loan. Upon completion of the dock, LSWR recovered its outlay by taking an equivalent amount in a new 4% Consolidated Preference Stock. The effect of these arrangements was to relieve SDC of annual charges during the construction period, but dividends became payable to LSWR on £250,000 of 4% Consolidated Preference Stock on 1/1/1891.<sup>90</sup> The agreement with LSWR, required that the seven existing preference stocks be absorbed into a new 4% Consolidated Stock. The effect was beneficial for it reduced annual charges due on the total of preference shares from £25,518 to £21,705, a very welcome saving of £4,100 per annum.

During the time the Empress Dock was under construction, expenditure on other assets was kept to a minimum, but some was unavoidable, for example, the rebuilding of the north west wall of the Open Dock in 1887 was financed by the issue of £15,000 of debentures. A further £15,000 was raised by debentures in 1888 for necessary 'renovations' which included new gates for the Inner Dock and new engines and pumps for the dry docks.<sup>91</sup>

Giles' scheme for the deep water dock was originally estimated to cost £200,000 and to take three years to build. As the final cost was £328,000, steps taken to fund the excess expenditure included the issue of £50,000 of 4% debentures to LSWR and an issue of 5% Second Preference Stock. The intention was to use the remaining £84,000 permitted by the 1886 Dock Act, but the issue was not a success, it was not fully subscribed.<sup>92</sup>

SDC had reached the limit of its power under the 1886 Act to create more equity. Another Docks Act in 1891 granted power to issue £250,000 of equity and £83,333 of loan stock. The power was not needed, because the shareholders at a meeting on 17 February 1891 voted that the Board should

commence negotiations for the sale of SDC to LSWR with the result that on 1 November 1892, LSWR took control of the dock undertaking. (Details of the transfer below).<sup>93</sup>

As mentioned above, when the Empress Dock came into use in 1890, negotiations were in train with the Inman Line with a view to the transfer of its British base from Liverpool to Southampton. For the transfer to proceed, further substantial capital expenditure would be required to provide the facilities required by Inman, including a larger dry dock estimated to cost £120,000. It is very doubtful that SDC could have raised the necessary funding on its own, it would have needed further support from LSWR.<sup>94</sup>

### **Revenue**

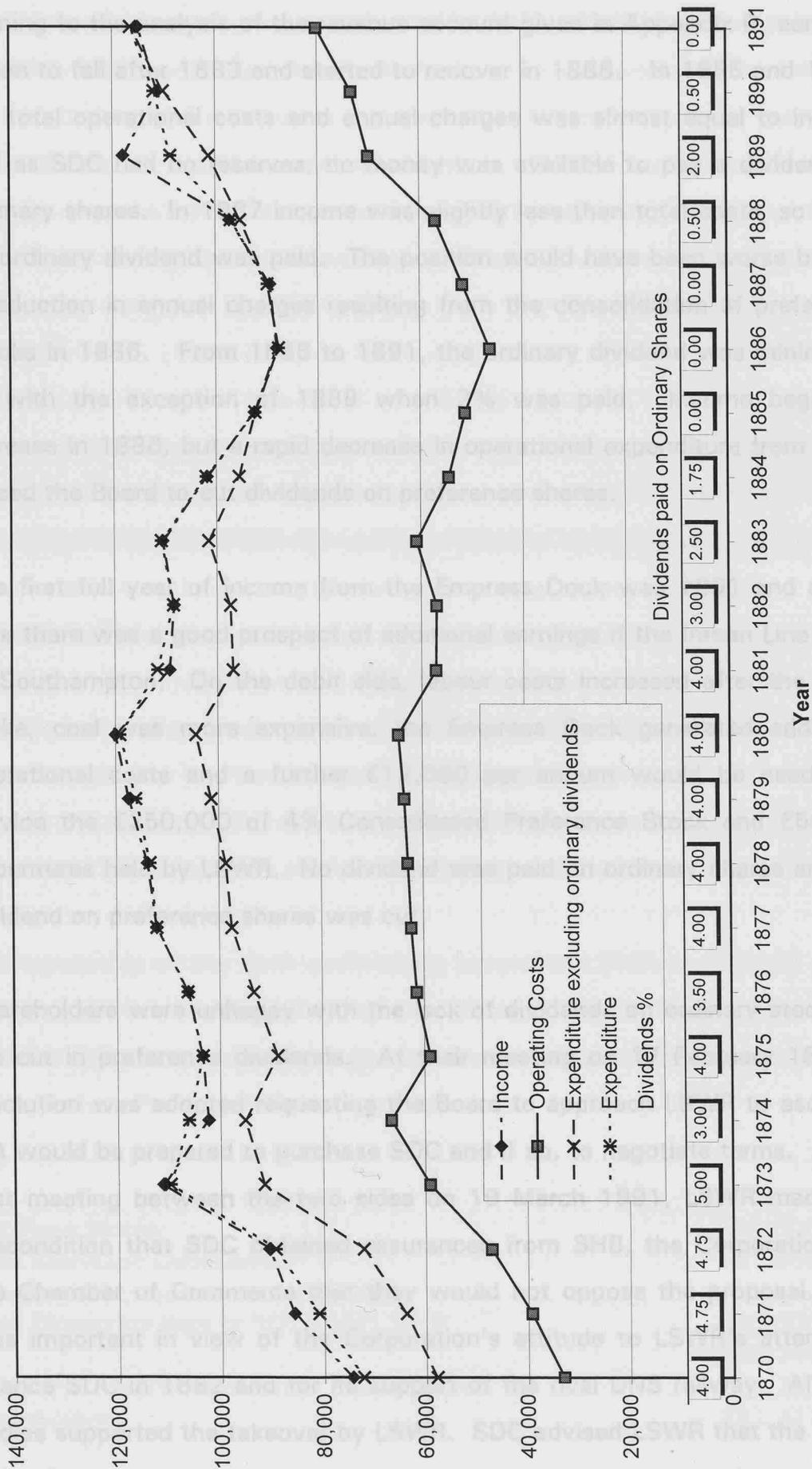
In this section earnings, dues and rents are referred to as 'income'. Costs resulting from the normal running of the business are described as 'operational costs', but interest on debentures and debenture stock and dividends on ordinary and preference stock are included in annual charges. Table V shows that employee related costs formed the largest part of operational cost and as mentioned above, the most expensive single item was the Warehouse and Quay Department. There is no evidence in minutes of Board meetings of labour costs being submitted on a regular basis, it seems that the Board did not concern itself directly with the numbers of men employed. It may be that manpower figures were not considered to be necessary at Board level, since casual labour could be hired as and when required. The number of men required depended on the amount of shipping in the docks, the size and type of vessel and the time of year. As an example, Table V shows that in 1885, income fell below the level received in 1880 by 23%, but the Warehouse and Quay Department's costs reduced by 32%. The Board authorised payment of a cheque each week for expenditure at Southampton which increased over time from approximately £400 in 1870

to £1,500 in 1889. The money was needed for day-to-day running costs, the larger portion being for the payment of the wages.

Reports on the current financial position were tabled at Board meetings, they included statements of the accounts with the local branch of the National Provincial Bank and with the London and Counties Bank in London. Interest and dividend payments were made from the London Bank, where there were occasional cash flow problems with overdrafts of up to £10,000, before clearance by transfers from the National Provincial Bank. A considerable amount of management effort was needed to ensure that money was available to make the half-yearly payment of interest and dividends on the due dates. The amount required for repairs and renewals came under close scrutiny and was kept to the minimum. Local Authority rates were significant and reference is made to them below. Insurance of property was important for serious fires occurred from time to time. All payments for goods and services, insurances, salaries of officers and donations to charities were authorised by the Board.<sup>95</sup>

Although the Chairman complained of a trade depression in the latter part of the 1870's, earnings do not appear to have been affected unduly, Figure No.11. SDC's earnings were adversely affected by the depression in shipping during the years 1885 to 1887. The South African trade was seriously disrupted, so much so that the Union Company cut back its service to Cape Town and laid up several ships. Union's rival on the South African route, the Castle Line, operating out of London took similar action. RMSP's South American service was also affected as was LSWR's to France. Other ports suffered as ships were laid up or sailed partially loaded. SDC's earnings fell to such an extent that no dividends could be paid on ordinary stock during 1885/6/7.<sup>96</sup>

FIGURE 11 - SOUTHAMPTON DOCK COMPANY - INCOME/EXPENDITURE & DIVIDENDS 1870-1891



Turning to the analysis of the revenue account given in Appendix D, earnings began to fall after 1883 and started to recover in 1888. In 1885 and 1886, the total operational costs and annual charges was almost equal to income and as SDC had no reserves, no money was available to pay a dividend on ordinary shares. In 1887 income was slightly less than total costs, so again no ordinary dividend was paid. The position would have been worse but for a reduction in annual charges resulting from the consolidation of preference stocks in 1886. From 1888 to 1891, the ordinary dividend was minimal or nil with the exception of 1889 when 2% was paid. Income began to increase in 1888, but a rapid decrease in operational expenditure from 1889 forced the Board to cut dividends on preference shares.

The first full year of income from the Empress Dock was 1891 and at the time there was a good prospect of additional earnings if the Inman Line came to Southampton. On the debit side, labour costs increased after the 1890 strike, coal was more expensive, the Empress Dock generated additional operational costs and a further £12,000 per annum would be needed to service the £250,000 of 4% Consolidated Preference Stock and £50,000 debentures held by LSWR. No dividend was paid on ordinary shares and the dividend on preference shares was cut.

Shareholders were unhappy with the lack of dividends on ordinary stock and the cut in preference dividends. At their meeting on 17 February 1891, a resolution was adopted requesting the Board to approach LSWR to ascertain if it would be prepared to purchase SDC and if so, to negotiate terms. At the first meeting between the two sides on 19 March 1891, LSWR made it a precondition that SDC obtained assurances from SHB, the Corporation and the Chamber of Commerce that they would not oppose the proposal. This was important in view of the Corporation's attitude to LSWR's attempt to finance SDC in 1882 and for its support of the rival DNS railway. All three bodies supported the takeover by LSWR. SDC advised LSWR that the selling

price for the Company would be £1,871,372, LSWR replied that having regard to SDC's poor financial situation, the price was unrealistic and offered £1,360,000. SDC's Directors regarded the offer as far too low, but LSWR made it clear its figure was not negotiable. LSWR's Secretary pointed out that the impetus for the sale came from SDC's shareholders not from LSWR which was acting for 'the benefit of SDC and Southampton's trade'. The offer was accepted by SDC's Board with the four LSWR Directors not voting.<sup>97</sup>

The shareholders at a meeting on 10 February 1892 approved the sale, but there were differences of opinion over the way in which the purchase money was to be divided between the various classes of shareholders. LSWR made it clear that it had no involvement in the matter, it was for SDC to decide allocations.<sup>98</sup>

An Act authorising the purchase of SDC by LSWR received the Royal Assent on 7 June 1892. The last half-yearly meeting of shareholders held in August, agreed the payment of a dividend for the six months ending on 30 June at the rate of 2% per annum on the 4% Consolidated Preference Stock.<sup>99</sup>

The ownership of the dock undertaking passed to LSWR at midnight on 31 October 1892. On the following day, Macnaghten, Norris and Martin met LSWR's Solicitor and Treasurer to complete the legal and financial aspects of the transfer. The financial arrangements were:

	£
Purchase Money	1,360,000
Less Mortgage Debentures (responsibility taken over by LSWR)	201,960
Less temporary loan to SDC from LSWR	<u>-30,000</u>
	1,128,040
Less 3% LSWR Debenture Stock issued to SDC shareholders	<u>-836,713</u> 291,327

Shareholders not opting to take the 3% Debenture Stock were paid an equivalent sum in cash taken from £291,327.<sup>100</sup>

The Directors (excluding the four LSWR) met again in February to approve the accounts for the four months ending on 31 October and to authorise payment of various outstanding items. A few employees, mostly elderly or infirm, not taken on by LSWR were given gratuities totalling £2,720 and several officers given honoraria as permitted by the 1892 Act. The cases of Hedger and Giles were considered and £6,000 given to the former. Giles put forward a written claim under Section 10 of the Act seeking compensation for loss of office. He stated that he had been employed by the company for 52 years and based his claim on a formula which took into account his salary and commission for the past six years and an actuarial life expectancy of 6 years. He was 76 years of age at the time and asked for £10,504, but after seeking counsel's advice, the Directors gave him £3,000. At a later meeting, the auditors were given £100 each and the Director's fees agreed. Macnaghten's was £61 11s 2d and the others, excluding the LSWR men, received £30.15s.4d. All outstanding liabilities having been settled, the sum of £21,395 remained. It was distributed to the holders of SDC 4% Consolidated Preference Stock at the 31 October 1892 at a rate of £2.13s.4d% on their holdings.<sup>101</sup>

## **7. Parliamentary and Legal**

SDC did not employ a Solicitor on a full-time basis, it used a local law firm, Sharp, Harrison and Turner, the usual arrangement being that one partner handled all SDC affairs. Services provided, including legal advice, preparation of contract documents, prosecution in the magistrates' court of offences committed against the bylaws within the docks estate and representing SDC in disputes with shipowners, traders and others. The partner briefed counsel

for actions in the higher courts and counsel and parliamentary agents in connection with Bills of Parliament.

From time to time, differences arose between SDC and local authorities, one such argument started at the end of 1858 and carried on into the early 1870's. A clause in the 1834 Southampton Docks Act required SDC to compensate SHB for the amount that dues from the Town Quay fell below £1,000 in any one year. The first claim was £3,710 for the years 1847-1858 and others were to follow. The affair was complicated by the Corporation's right under the Southampton Harbour Act of 1803, to receive one-fifth of SHB's harbour dues in compensation for loss of petty customs. The Corporation sued SHB for its share of the amount claimed from SDC and after a lengthy legal process went to the House of Lords in 1870 and obtained a writ of mandamus to enforce payment. SDC maintained that it was not involved in the case, but admitted liability under the 1834 Act. SDC refused to accept the claim and asked to inspect SHB's books and relevant papers. SHB sued SDC in the Court of Chancery in 1872, but did not succeed. Negotiations between the parties continued until 1874, when SHB paid the Corporation £742 plus interest. SDC and SHB agreed that there would be no further claims and each side would bear its own costs. By agreement between the parties, Parliament passed the Southampton Docks Act of 1875 which removed SHB's right to compensation.<sup>102</sup>

Local taxation also caused problems, for example in 1874, the Board of Guardians increased its rating of the Docks Estate from £5,000 to £23,000. SDC opposed the increase, engaged a Surveyor to advise on the matter and sent Hedger on a tour of five other ports to obtain information on rating assessments. SDC appealed against the Guardians' decision and in 1875, the rating was settled at £13,600 by the Recorder of Southampton. In the mid 1880's, SDC opposed another substantial increased proposed by the Guardians and which was again reduced by the Recorder.<sup>103</sup>

Relationships between SDC and the local authorities were not improved when in 1877, SDC unsuccessfully opposed SHB's application to Parliament for an increase in its borrowing powers. In 1882 the Corporation was successful when it opposed a clause in a LSWR Bill before Parliament, which would have enabled LSWR to provide finance for SDC to build a new deep wet dock. The Corporation and SHB accepted the need for a larger wet dock and in 1883 discussed the funding of it with SDC's Directors. As mentioned above, the Corporation's Consulting Engineer prepared a scheme for deepwater accommodation which was not acceptable to SDC. After further negotiations, the Corporation offered to provide £220,000 to enable SDC to build a new deepwater dock, but the proposal was rejected by the shareholders. More discussions followed and then the Corporation announced that it would proceed with a Bill in Parliament to take over vacant mudland from SDC to build a large wet dock. Approval was granted by the 1886 Southampton Docks and Harbour Act, but it was not needed for in 1885, SDC reached agreement with LSWR on funding for the new dock.<sup>104</sup>

SDC promoted six Parliamentary Bills during the period 1870-1892, resulting in the Southampton Docks Act of 1871, 1874, 1875, 1886, 1891 and 1892.\*

The 1871 Southampton Docks Act consolidated and amended earlier Acts. SDC did not need to seek permission to raise more funds, the limits given in earlier Acts were sufficient for its purposes at the time. The Act gave SDC corporate status and contained clauses dealing with voting procedure at shareholders' meetings and with matters affecting Directors. It also gave power to establish a reserve fund. Schedules to the Act set out in detail the charges and fees which were applicable to ships, passengers, imported and exported goods.

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\* They are summarised in V2/8 in Volume Two.

When work commenced on the Itchen Quay Extension in 1873, it became necessary to raise more capital. This was achieved by the 1874 Act which authorised the raising of a further £500,000 and the borrowing of £166,000 pro rata with the equity.

The Act of 1871 did not deal with SHB's claim for compensation under the 1834 Docks Act for loss of dues at the Town Quay up to 31 March 1958. In 1874, SDC and SHB reached agreement that each side would bear its own costs and there would be no further claims. The 1875 Act repealed the relevant clause in the 1834 Act.

In the following year, the 1876 Act gave SDC authority to build No. 4 Dry Dock.

The object of the 1886 Act was to allow LSWR to subscribe up to £250,000 to enable SDC to build a large deepwater dock (Empress). Expenditure was to be jointly certified by the SDC and LSWR Engineers. Interest was to be 3½% and not to exceed £25,000 and was to be included in the £250,000. All existing classes of preference shares were replaced by a new stock, the 4% Consolidated Preference Shares and on completion of the project, £250,000 of the new stock was to be issued to LSWR. Each £100 of the 4% Preference Stock entitled the holder to one vote at meetings of shareholders. LSWR could nominate one Director for every £60,000 of the Consolidated stock, but the two LSWR Directors who were also members of the SDC Board were included in the calculation so that the net effect was to add two more. The Act allowed LSWR to issue its own shares to fund its subscription to SDC.

The 1891 Act gave authority for the raising of a further £250,000 in equity and £83,333 'pro rata' in loan stock. This facility was not needed.

The  
^ 1892 Act authorised the sale of SDC to LSWR for £1,360,000. Shareholders had the option of payment in cash for their shares or receiving the equivalent amount of LSWR 3% Debenture stock. Payment for each £100 of the five classes of share was specified. LSWR was authorised to create 3% Debenture Stock up to a limit of £1,360,000. LSWR took over responsibility for SDC's debentures and deducted the value from the purchase price. Employment of all staff and workmen ceased on transfer. Men deprived of office and not employed by LSWR could be compensated from SDC's remaining funds.

For the above, it seems that the period 1870-1892 was a busy time for SDC's legal advisers. The Docks Act of 1886 and 1892 were particularly important for the future of the port.

## **8. Conclusion**

Phillip Hedger was responsible to the Board for the day-to-day management of the company, but all important decisions on finance, personnel and other matters were authorised by the Directors. Changes in the financial structure or the construction of large capital works needed the approval of shareholders. Changes beyond the limits laid down by the relevant Docks Act, required Parliamentary approval. Bearing in mind that complete financial statements were produced in advance of the half-yearly shareholders' meetings at which the Chairman reported on matters of interest or concern, it seems clear that SDC's affairs were open to public scrutiny.

Salaries and wages formed a significant proportion of the revenue account, a large part being attributable to the use of casual labour. The treatment of salaried staff and regular or 'permanent' employees was reasonable, by the standards of the time. Little interest was taken in the welfare of casual workers. SDC in common with other port employers, refused to accept trade

union representation for its employees. The men involved in the 1890 strike were not given financial support by their London headquarters, so the action was short lived and damage to SDC's business was minimised.

Competition between ports was severe, so shipping companies were able to resist increases in dock rates and press for reductions. The Board recognised that new deep water berths would have to be provided if SDC was to retain and expand trade and in the 1870's additional capital works were authorised. During the middle years of the 1880's, trade was depressed and income declined, but it was foreseen that further capital expenditure would be needed to receive bigger ships coming into service and being built. Macnaghten and his fellow Directors knew that SDC's financial position would not permit it to fund further major capital works. With the acceptance of funding from LSWR for the Empress Dock, SDC became for practical purposes a satellite of the railway company. The construction of the Empress Dock attracted the Inman Line to Southampton from Liverpool, but the move committed SDC to spend a further £120,000 on a large dry dock.

Annual charges arising from capital expenditure on the major dock works ~~were~~ an important factor in SDC's financial position. Alfred Giles was responsible for over £500,000 spent on large dock projects, he was an experienced dock Engineer, but was seventy years of age when work commenced on the Empress Dock. He dealt with the works programme in a conscientious and competent manner, but he had great difficulty when dealing with foundation problems of the walls of the Empress Dock. Rebuilding and strengthening the walls after failures, resulted in delay in completion and additional costs of approximately £100,000.

The Board enjoyed the support of most shareholders until early in the 1880's when the dividends paid on ordinary shares declined. In 1885, the majority of shareholders and some Directors rejected Macnaghten's recommendation

that Southampton Corporation's offer to fund new deep water accommodation be accepted. In 1891, the shareholders instructed the Board to open negotiations for the sale of the Company to LSWR and in the following year voted for the sale.

To summarise, SDC's affairs were managed in a competent manner, but the Board recognised that substantial capital investment would be required if SDC's trade was to be retained and expanded. In the 1880's, it became clear that the level of SDC's current and prospective income would not permit it to finance new deep water berth accommodation. It was in the interests of LSWR and Southampton Corporation that trade at these docks should expand. It became apparent that one of these bodies would provide the funds for deepwater accommodation. If SDC had accepted the Corporation's offer, it is most likely that, over time, control of the harbour and docks would be passed to a single authority, possibly a harbour trust. After 1890, a takeover by LSWR became almost inevitable.

## **PART THREE**

### **THE MANAGEMENT OF THE HARBOUR 1893-1914**

#### **1. Introduction**

The primary aim of this part of the thesis is to examine some of the more important aspects of the Harbour Board's management of its affairs during the twenty years immediately before World War 1. A secondary object is to provide information on some of the procedures in use at the time.

Southampton's trade increased rapidly after the London and South Western Railway Company took over the Dock Company in 1893. The total value of imports plus exports arose from £19 million in 1893 to £53½ million in 1913.<sup>1</sup> Trade was disrupted in 1914, when the port came under Government control, part being used for military purposes.

Between 1893 and 1912, LSWR spent £5,000,000 on the construction of new wet and dry docks and associated facilities, including warehouses, cold stores, hydraulic and electric power systems, railway lines and rolling stock.<sup>2</sup> The new docks were speedily built and brought into use so enabling Southampton to capitalise on its strategic position on the South coast close to the Continent with a good rail service to London. The LSWR was keen to attract and to accommodate the much larger ships then being built for use with the North Atlantic passenger trade.

SHB played an important, but supporting role, by deepening, maintaining and managing the channels, lights and buoys to enable shipping to move safely between the Solent and the docks. The problem was how improvements, particularly dredging would be financed.

The Board also had to decide on the future of the Town Quay. It was in need of reconstruction and of modernisation of its cargo handling equipment. Lack of timely action would result in a gradual decline in profitability as coastal traffic transferred to the docks. The funding and phasing of the work presented problems.

Much publicity had been given to the reconstruction of the Royal Pier. Expenditure having risen to £40,000 in 1893, there was a need to maximise revenue from all sources, particularly from public entertainments.<sup>3</sup>

The Board, as Harbour Authority, was concerned with many matters over the period, but the three referred to above, were of particular significance.

## **2. The Board**

Southampton Corporation's application to the Local Government Board in 1895 for an extension of the boundaries of the Borough was supported by SHB.<sup>4</sup> The extension was approved and when implemented, resulted in the election of three new Aldermen and nine new Councillors.<sup>5</sup> The resulting increase in the number of possible Board members to over sixty ensured that the ten specific Commissioners formed an even smaller proportion of the membership than before. The size of the Board was not suitable for a Harbour Authority faced with difficult problems arising from the rapid expansion of trade in the port. Before 1893, SHB had on occasion, been critical of the Dock Company's facilities, particularly those for large vessels. Post 1893, the situation changed and SHB was under pressure from LSWR to ensure that the deep water channels were suitable for the large ships which would use the new docks. LSWR was in a strong position for it had embarked on a huge capital programme to expand the dock facilities. It owned the only direct railway line to London and also a fleet of ships serving

the Channel Isles and the northern French ports. It was the largest local employer and ratepayer.

Most of the Board's business was dealt with by Committees of members reporting back to the Board. Procedures at Board and Committee meetings had remained unchanged for many years and were similar to those of the Corporation. In contrast, LSWR with many properties and much plant and equipment spread over a large area of Southern England was able to control its business with a Board of twelve. It delegated day-to-day operations in the docks, on its ships and in South Western Hotel at Southampton to a small Committee of members.<sup>6</sup> One of the failings of SHB's procedure was that important decisions could be delayed by opposition to a Committee's proposals from another Committee or by a reference back to the Committee from the Board. A decision on a divisive issue could be reversed, amended or delayed at a following Board meeting. As an example, in November 1910 after much debate, it was decided to proceed with a Bill in Parliament to obtain authority to raise the necessary funds for dredging the main channel to 35 feet LWOST.<sup>7</sup> At the following meeting in December, an attempt was made to make the original decision dependent on LSWR contributing to the cost. Henry Wilding pointed out that LSWR had refused to contribute, but was prepared to loan the Board money for the project. He accused some members of proposing a motion without having listened to the arguments in the previous debate. He went on to suggest that the Board was unwieldy and would be much more effective if it were composed of 'twelve men of business'.<sup>8</sup> Board decisions could also be affected by a high attendance of members for a particular issue. For example, an item on the agenda in September 1903 was the appointment of a person from a short list to fill the vacant post of Clerk. It seems that some members attended primarily to vote for a particular candidate. After a local man, Pailthorpe was selected, about a third of them left the meeting.<sup>9</sup> It is possible that this was a tactic used at meetings of the Corporation's committees.

Over the years membership changed as new men joined to replace those who had retired or died.\* Some of the latter had served for lengthy periods, one being John Miller, Deputy Chairman from 1881 until his death in 1898. William Bone having been Chairman of the Works Committee from 1884, died in 1910 after thirty years with SHB. James Lemon who was mainly responsible for the reconstruction of the Royal Pier in 1890-92 retired in 1900. Edward Bance became Mayor for the third time in 1910 and took a leading role in negotiations resulting in the Southampton Harbour Acts of 1911 and 1913. Board membership might be regained by a retired Councillor or Alderman, if elected as a Specific Commissioner, one example being Bone in 1903.<sup>10</sup> On the other hand, in 1903, C H Simpson's qualifications as a specific commissioner were questioned. Counsel's <sup>was</sup> opinion obtained and Simpson resigned because his home was at Warsash which, although within the area of the port, was not within the Borough as required by the 1803 Act.<sup>11</sup> Some Specific Commissioners were very active in the Board's affairs, one Peter Milne-Stewart, a leading figure in the Chamber of Commerce, was elected Chairman of the Finance Committee from 1902.<sup>12</sup> A few men elected as Specific Commissioners were not local businessmen, but employees of major users of the port. John Dixon, LWSR's Dock & Marine Superintendent, served from 1897 until his death in 1910. Henry Wilding of Richardson, Spence & Company, agents for the American Line served two terms as Commissioner and later became a Borough Councillor. The local Manager of the White Star Line, P E Curry, was elected as a Commissioner in 1910.<sup>13</sup>

Early in the period, attention was given to the possibility of conflict of interest between members' duties and their business affairs. In 1894, Michael Emanuel objected to Miller, a Director of IWSP, presiding when a minor matter in connection with the Company was discussed.<sup>14</sup> The same issue came up in the following year when it was contended that Miler, as a

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\* Some are mentioned in No V2/1 in Volume Two.

shareholder in the Electric Light Company, should not take part in the discussion on a matter affecting the Company.<sup>15</sup> It is unlikely that any deliberate deception was intended since the names of Directors and probably of shareholders in local companies would be well known within the business community. Counsel's opinion was sought and he advised that under the Commissioners' Clauses Act of 1847, a Commissioner ought not to preside when matters affecting a Company in which he was a shareholder were on the agenda.<sup>16</sup> Counsel's advice was also obtained on another aspect of voting procedure. It was the practice when the number of votes in favour of a motion exceeded those against, but did not exceed the total number of those present, including those who were neutral or did not vote, <sup>that</sup> the motion was deemed to have failed. Counsel's opinion was that votes which were neither aye or nay should not count.<sup>17</sup> Implementation of this advice helped to prevent the blocking of motions and shortened time taken to reach decisions. The minutes show that from this time on, the names of members not taking part in a particular item were recorded. It is possible that relationships between individual members played some part in these affairs. Emanuel apparently felt strongly about the principle, for in 1901, during an item concerning the proposed Winchester - Southampton Railway Link, he demanded that no Directors, shareholders or debenture holders should be allowed to vote. The Mayor, George Hussey, then vacated the chair and Alderman Le Feuvre did not vote.<sup>18</sup> Another area which caused concern was members' expenses when attending meetings away from home, for example in London. After a lively debate in 1902, it was agreed that in future fixed rates would apply. Initially, the rates were 10s 6d for one day, 15s 0d for each night away plus railway expenses.<sup>19</sup> Later in 1910, the day rate was raised to one guinea with 10s 6d for each night away, plus actual travelling expenses.<sup>20</sup> The changes described above were part of a gradual improvement in the Board's procedures. Other more direct changes included better accounting methods, the appointment of external auditors and from 1896, the circulation of printed copies of Board and Committee minutes to all

members. Bound copies of the minutes for each year were produced. One effect was to make details of tenders for goods and services and other useful information more easily obtainable by interested parties. At any given time during the period, there were always a number of members playing an active part in SHB's affairs, but their efforts were frequently hindered by the length of time taken to reach decisions on major issues. A serious shortcoming was that shipping and trading interests were under-represented; Aldermen and Councillors could dominate meetings.

### 3. The Harbour

The expansion of Docks attracted new shipping to the port and contributed to the increase in traffic in the harbour. The number of ships recorded as entering, rose from 10,549 in 1893 to 14,596 in 1913 and net tonnage from 2,046,164 to 8,268,860.<sup>21</sup> \* Entries by ocean going vessels formed a small, but significant proportion of the total, the majority of entries being made by coasters and other small vessels. The number of ships arriving from British overseas territories and foreign countries in 1913 was 3081, but their tonnage amounted to 6,700,780, being over 80% of the annual total.<sup>22</sup> Overseas trade was very important to SHB since dues relating to tonnage provided much of its income. A vessel such as the White Star Line's 'Olympic' of over 45,000 tons operating on regular schedule to New York, paid a considerable sum in dues. On the other hand, large vessels needed deeper channels, well marked by lights and buoys requiring substantial expenditure by SHB. Other features of harbour traffic included the movement of military transports based in the docks carrying soldiers and equipment to and from overseas stations. During the Boer War, 1899-1902, over 400 troopships left for South Africa and over a half million men; their guns, horses, equipment and stores passed through the port.<sup>23</sup> In a more

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\* Note: The 1893 figures do not include ships calling to land and take on passengers and mails but not entering the Docks.

typical year, 1910-1911, over 48,000 troops passed through the port.<sup>24</sup> Traffic at the Royal Pier also increased, due in part to additional summer excursion traffic.

The small ships of ISWP continued to make frequent journeys from the Pier to the Isle of Wight with passengers, freight and mails. Yachts of all sizes were numerous in the season. Several large steam yachts based at Southampton had special moorings reserved for them. There were many movements by small craft, including the Hythe Ferry, fishing vessels and boats licenced for hire by SHB. At times dredgers were at work on new docks and quays or deepening and maintaining channels. The dredgers were serviced by steam hoppers which made frequent journeys into the Solent to deposit dredgings at approved sites. Other movements were connected with the shipyards on the Itchen and at Woolston and later with a new ship repair yard, established by Harland and Wolff, in the docks in 1907.<sup>25</sup> The harbour traffic was at its height during the summer months when excursion steamers were busy and large and small yachts were active. During the winter months some ships on the North Atlantic route and others used for trooping duties were laid up at anchor below Netley.

The increased numbers and wide range in size, type and speed of ships meant that there was a greater risk of collision. Accidents also occurred when ships damaged quays, buoys or lights. For example, it is on record that vessels of the British & Irish Shipping Company damaged the Town Quay on three occasions in 1905.<sup>26</sup> In most instances, the damage and hence the cost was relatively minor and usually paid by the shipowner. Collisions between vessels were more serious. In 1896, IWSP's 'Her Majesty' sank in the Express Dock after a collision with the American Line's 'Paris'.<sup>27</sup> A schooner collided with a LSWR hopper, near the Calshot Lightship in 1900. Another hopper was sunk by IWSP's 'Ella' in 1912.<sup>28</sup> Later in 1913, four of

the crew of six of the Board's steam launch drowned, when the launch was sunk near the docks by one of the City of Cork Company's ships.<sup>29</sup>

The increased draught of the larger category of ships using the port was of concern to local pilots since a small error at night or in conditions of poor visibility could result in grounding with possible damage to the ship and the pilot's reputation. They were particularly worried about the marking of the deep water channels in the Solent leading to the harbour. In 1892, the Works Committee and LSWR representatives met a delegation of Southampton and Isle of Wight pilots. After hearing their views, arrangements were made for Trinity House to lay down gas buoys at East Lepe, West and East Brambles in the Solent. (Figure No. 12). SHB was to provide attendance and gas and be responsible for cleaning, painting and storing buoys. LSWR agreed to contribute up to £180 per annum towards the running costs.<sup>30</sup> In 1896, a gas buoy was laid down at Thorn Knoll. At Trinity House's request SHB took on the attendance and maintenance of Warden's Ledge and South West Shingles gas buoys at the western end of the Solent and LSWR agreed to contribute to SHB's costs.<sup>31</sup> At first SHB used a LSWR tug to deliver gas to the buoys, but subsequently it became necessary to hire a vessel for the purpose. From 1897, gas was supplied from LSWR's Eastleigh Works.<sup>32</sup> Trinity House advised SHB in 1899 that it proposed to build a gasworks at Cowes on the Isle of Wight to produce gas for the buoys. However, in the following year, the project was cancelled, so SHB considered the possibility of erecting a suitable coal gas plant on its own wharf. A consultant, Professor Lewes, of Greenwich Naval College, put forward a scheme for a plant to produce a mixture of coal gas and acetylene which he maintained would give slightly higher illuminating power and be cheaper than oil gas. As Trinity House's Chief Engineer disagreed with the use of acetylene for this purpose, the scheme did not proceed. SHB then examined and rejected a proposal for an oil gas works on the wharf. Finally an agreement was reached in 1901, for LSWR's Eastleigh Works to supply oil

gas to Trinity House and to SHB for a period of five years.<sup>33</sup> In 1903, Trinity House was able to take over the maintenance of the buoys at East Lepe, West Brambles, East Brambles and Thorn Knoll. SHB agreed to supply the gas to each site and also to Wardens Lodge, South West Shingles and to Solent Bank. LSWR agreed to contribute to the cost of gas for the next three years, but did so reluctantly saying that much of the shipping using the lights did not go to the docks and that Trinity House ought to pay for lights leading to the port.<sup>34</sup> In 1907, a SHB/LSWR deputation led by the Mayor visited Trinity House seeking to be relieved of the cost of <sup>supplying</sup> gas to the seven buoys in the Solent. The Deputy Master told the deputation that North Thorn, Thorn Knoll, East Lepe and East Brambles were regarded as being there for local purposes. It was agreed that SHB/LSWR would continue to pay for the gas to the four 'local' sites and Trinity House would pay for the other three. Later, it was agreed that SHB would service more light buoys in the Solent for Trinity House; these were Horse Elbow, Nab Station, Spit Head and Needles.<sup>35</sup> The information on gas buoys given above shows that SHB recognised that the safety of large ocean going ships depended not only on gas buoys within the port area, but also on several at strategic points outside its jurisdiction. It seems that Trinity House was not in a position to deal with the problem in the short term. It is clear that the Harbourmaster's duties took him and his men outside the port boundary and it seems that Trinity House was satisfied with the standard of work done in the Solent on its behalf.

Over the years Southampton pilots pressed SHB for gas buoys at certain locations within the port. One was laid down at Netley Shoal in 1894, at Cadland Beacon in 1895, followed in 1899 another at Weston Shelf (Figure No.1). The Calshot Light Vessel was replaced by an unmanned gas lighted float in 1897. The float was of a design found to be satisfactory on the Humber and the Clyde.<sup>36</sup> Black Jack buoy near Calshot was lighted in 1907 and ultimately replaced the Calshot Castle Light. Hamble Spit was lighted in

1908 at the request of the Admiralty. A further gas buoy was installed at Deans Lake in 1911.<sup>37</sup> Delivery of gas within the harbour was by the same vessel which supplied the buoys in the Solent. These improvements are shown in Figure No. 12. It should be noted that the locations and specifications of all the lights within the port were agreed with Trinity House.

There was a considerable increase in the range of harbour activities over the period with a consequent increase in the Harbourmaster's responsibilities. His problems were not limited to those arising from the arrival of the largest ships in the world, there were also difficulties with leisure craft. A common complaint from masters of ocean going vessels was of obstruction by yachts. On the other side, excessive speed, allegedly by LSWR and IWSP ships, was a source of grievance by owners of yachts and barges adversely affected by the wash of fast-moving vessels. One result was a bylaw made in 1902 restricting the speed of all vessels to six knots when north of a line from Hythe Pier to the Weston Shelf gas buoy.<sup>38</sup> Owners of large steam yachts amongst whom were the Dukes of Westminster and Sutherland, were not satisfied with the arrangements for embarking and landing. Sutherland complained in 1909 that the Town Quay was filthy, coal being loaded and unloaded there and the steps were unsuitable for ladies. He thought that the Prince of Wales landing stage for yachts at the Pier was useless, being set at the wrong angle. The Chamber of Commerce and yachtbuilders on the Itchen supported the Duke.<sup>39</sup> In 1910, SHB authorised a new pontoon and bridge for yachts at the Quay at a cost of £1,070. The Board was persuaded of the need to provide better accommodation for yachts, so £5,000 was made available in a separate account for the purpose.<sup>40</sup>

Southampton unlike its near neighbour, Portsmouth, was primarily a commercial port, but the Admiralty and the War Department had units based within the port. When the Hamble Spit buoy was lighted in 1908 it was primarily for the use of small boom defence gunboats based on the Hamble.<sup>41</sup>

A naval magazine with its own moorings had been in use for many years at Marchwood. The training ship 'Trincomalee', was anchored to the south of the Royal Pier. The Royal Engineers were responsible for defence works at Calshot, including underwater mines.<sup>42</sup> The War Department rented stores buildings and bonded vaults in the docks. The usual mode of communication between SHB and Government Departments was by formal letter, but when necessary the Harbourmaster would make direct contact with the Chief Embarkation Officer, the Naval Harbourmaster at Portsmouth and other local officers regarding the movement and mooring of Government vessels. In 1895, at the request of the Admiralty, a berth was dredged for use by a cruiser of the naval reserve. In 1905, there was a successful trial coaling of a cruiser squadron in Southampton Water. In 1908, the Admiralty wanted temporary anchorages for 20 destroyers, 18 torpedo boats and a depot ship on the Hamble.<sup>43</sup> In view of Southampton's importance as a trooping port and its rail link with the Army's base at Aldershot, it is not surprising that when membership of the Board was under review by a Government Commission in 1912, the Admiralty and the War Department asked for representation on the Board.

The increase in harbour traffic was directly related to the rapid expansion of dock facilities. LSWR had been successful in obtaining the transfer of a number of American and White Star Line's ships from Liverpool to Southampton and it succeeded in attracting ships from many other companies to the port. It is unlikely that the Admiralty would have based the Indian and Colonial Military Transport Service at Southampton without the improved dock facilities. SHB with the aid of its Harbourmaster was able to deal satisfactorily with most aspects of the increased traffic. However, as we shall see, there were difficulties and delays in providing a channel suitable for very large ships engaged in the North Atlantic mails and fast passenger business.

#### 4. Dredging

The maintenance and improvement of the port's shipping channels by dredging formed part of the management of the harbour and could have been discussed in the previous section. However, it is dealt with separately, because of its importance to the expansion of trade and prosperity of the port.

Dredging at Southampton can be conveniently divided into work on the deepwater channels and work on other navigable channels, deepwater comprising channels from the Solent to the Docks. Dredging activity and hence cost during the period was related to the following:

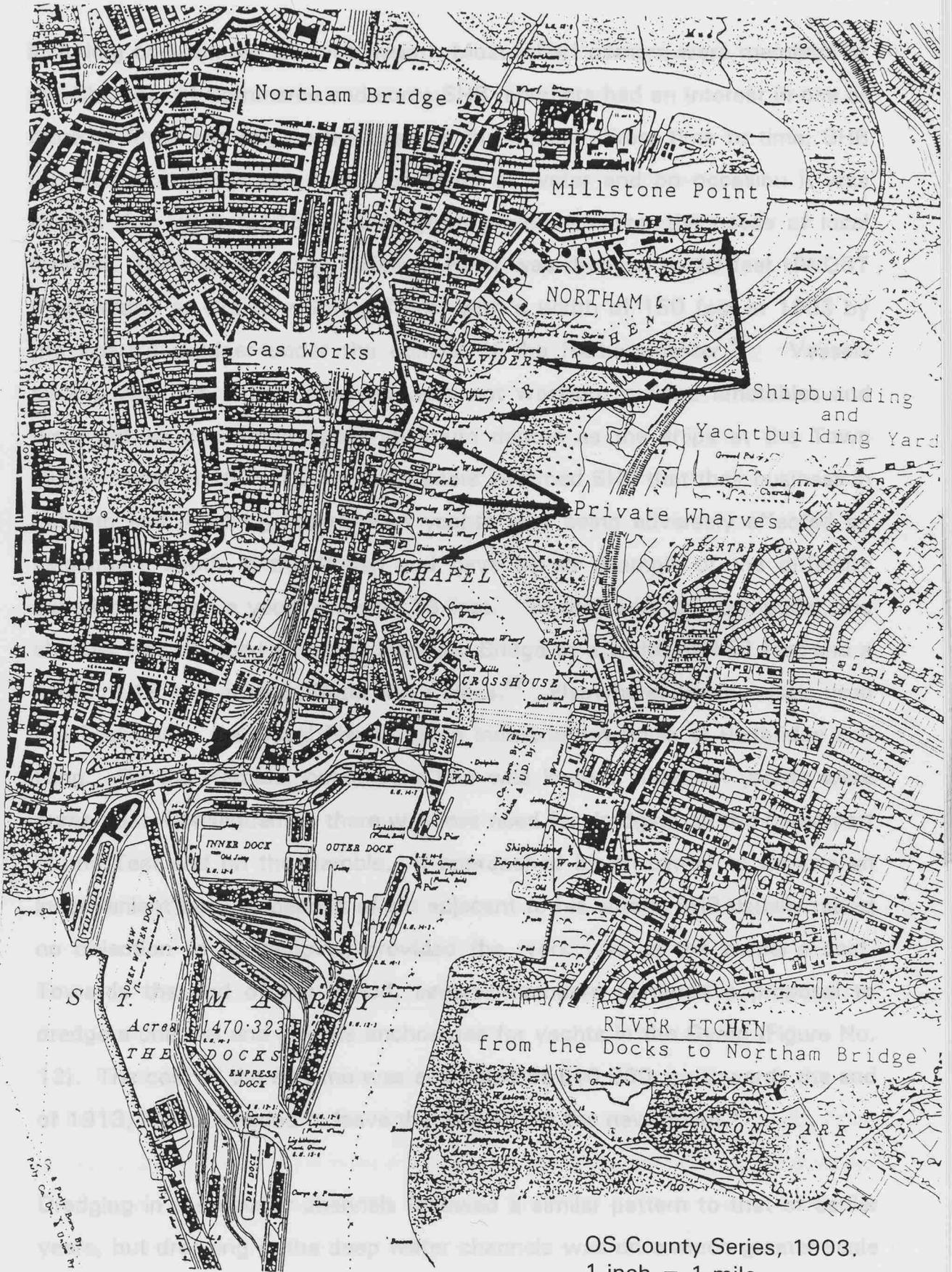
- (1) Channels other than deepwater. The main problem was a gradual reduction in depth due to deposit of silt by currents in the Test and the Itchen. A gradual increase in size of some vessels also had an effect.
- (2) The need to have sufficient depth in the deepwater channels to enable ships of the American Line to enter and leave the docks without having to wait for a suitable tide. These ships were in the order of 10,500 to 11,500 tons and began a regular service to New York in 1893.
- (3) To have sufficient depth for four large new ships of the White Star Line to operate without restriction. They commenced at Southampton in 1907, the largest was the 'Adriatic' of 24,600 tons.
- (4) To have sufficient depth for two very large ships of the White Star Line to move freely from the Solent to the docks. They came into service in 1911 and 1912, they were the 'Olympic' and the 'Titanic' both in excess of 45,000 tons.

Note: All the above are gross tonnages.

At the start of the period, the minimum depth in the main channel was nominally 26 feet and 18 feet in the branch to the Town Quay and Royal Pier. The channels in Itchen, Test and Hamble rivers were of lesser or more variable depths. Dredging of the berths at the Royal Pier and at the Town Quay and in the smaller waterways followed previous practice using SHB's dredger and contractors where necessary. It was in SHB's interest to ensure that suitable ships could arrive, berth and leave its quays without difficulty for trade could easily move to the docks. The gradual silting up of SHB's berths was a serious problem. In the case of Town Quay some loss of depth near the north end could be tolerated since small vessels of light draught could be directed there. The situation at the southern end was different because the larger vessels of the Clyde, City of Cork and British and Irish Shipping Companies called there regularly. In 1900, the London & Tilbury Contracting Company dredged three berths at the Town Quay to 20 feet and another at the Royal Pier at a cost of £8,650. In 1905, Clyde complained that their ships were grounding at low water. The Harbourmaster carried out a survey and as a result, the same contractor was engaged to dredge eight berths at the Town Quay and two berths by the pontoon at the Pier at a cost of £4,700.<sup>44</sup> In 1911, it was necessary to carry out local dredging to improve two berths at the Town Quay. In 1913 the situation was more serious. Two berths which should have been 18 feet LWOST were found to be at 13 feet and another near the north end required dredging to provide 11 feet LWOST. The cost of dealing with the three berths was £2,000.<sup>45</sup> The silting up of berths, particularly at the Town Quay, was a recurring and costly problem.

On the Itchen, between the Docks and Northam (Figure No. 13), there were several shipyards and a number of privately owned wharves. SHB benefited from tonnage and other dues paid by ships bringing a variety of cargoes

Figure No. 13



OS County Series, 1903.  
1 inch = 1 mile.  
(Reduction)

including coal, timber and petroleum. Most wharf owners were members of the Chamber of Commerce and some SHB members had an interest in one or more of firms carrying on business on the Itchen. From time to time, SHB received complaints about lack of depth of water and on occasion it was alleged that work for LSWR was given preference over the needs of local traders. The channel up to Millstone Point was dredged to 20 feet HWOST (High Water at Ordinary Spring Tides) with a width of 150 feet in 1903 by the Board's dredger under the control of the Harbourmaster.<sup>46</sup> Vessels trading with the Itchen Wharves were not working to fixed timetables and were not so concerned about minimum depths as the ships at the Town Quay. Later in 1908, Day and Summers informed SHB that their business in building and repairing large steam yachts was being adversely affected by inadequate depth in the Itchen and gave as an example of the difficulty experienced with a yacht drawing 16 feet. To deal with this complaint, the channel was dredged as far as Northam Bridge to a width of 150 feet and a depth of 18 feet at High Water Neap Tides.<sup>47</sup> Elsewhere, small vessels used the Test above the Royal Pier to reach industrial premises at Redbridge and Eling. On the Hamble, commercial use was limited, although yachts were numerous. Consequently, there was less need for dredging on the upper part of the Test and on the Hamble. If approached by an owner to remove an inconvenient bank or deposit of silt adjacent to his wharf, SHB usually raised no objection to its removal, provided the work was at the owner's cost. Towards the end of the period, several members favoured a proposal to dredge a channel and provide anchorages for yachts in the Gymp (Figure No. 12). The cost of the scheme was estimated at £40,000, so towards the end of 1913, it was decided to leave the decision to the new Board.<sup>48</sup>

Dredging in the smaller channels followed a similar pattern to that of earlier years, but dredging in the deep water channels was on a much greater scale than before. The LSWR Board and a few members of SHB foresaw that in the future, the minimum depth of main channel would need to be at least 35

feet. The problem for SHB was to decide whether deepening could be justified and if so, how it could be funded. Serious differences over the issue developed within SHB and between SHB and LSWR and also between SHB and major shipping companies. Lack of agreement between SHB and the major users of the port was a contributory factor leading to the reform of the Board in 1914. Some of the relevant events are described below.

Before LSWR took over the Docks in 1892, it was negotiating with the American Steamship Company with the aim of persuading the Company to move the base of its passenger and mail service with New York from Liverpool to Southampton. LSWR succeeded in convincing the American Company that suitable wet and dry docks and other essential port facilities would be available at Southampton. The Empress Dock, financed by LSWR and opened in 1890 had sufficient depth to accept the American vessels, but none of the dry docks were large enough. Immediately after taking over SDC, LSWR commenced building a suitable dry dock and also a programme of rehabilitation of the equipment of the existing docks. As mentioned in Part One, Scotter, LSWR's General Manager wrote to SHB in August 1892 saying that large ocean steamers drawing 26 feet must be able to enter or leave at night and all states of tide.<sup>49</sup> He asked SHB to dredge the channel through Netley Shoal and at other shallow places to a depth of 4 feet below the existing level to produce 30 feet LWOST. He also said that, as the channel had a tendency to silt up, SHB must keep it dredged to the proper level. LSWR undertook to carry out the necessary dredging on behalf of SHB and completed it in May 1893 at a cost of £20,000.<sup>50</sup> Early in March 1893, the 'New York', 10,500 tons, the first ship of the American Line arrived. From contemporary accounts, it seems that there was some anxiety that the vessel might ground when entering the Empress Dock for at the time of entry, the tide was low and there was very little water under the ship.<sup>51</sup>

The new dry dock was completed in 1895, named after the Prince of Wales, it was at the time the largest in the world.<sup>52</sup> A new Itchen Quay was completed in 1899, followed by the South and Test Quays in 1902.\* The new works were constructed on an area of mudland purchased from the Corporation and involved a considerable amount of deep dredging in the Itchen and the Test. The 1893 London and South Western Railway Act authorising the building of the docks contained a clause, included at SHB's request, making LSWR responsible for maintaining the Itchen deep water channel to the same depth as existed in 1893. In 1900, after receiving reports of ships grounding in the channel, SHB drew LSWR's attention to the clause. LSWR denied responsibility for any shoaling in the channels. However, LSWR was responsible for the area of water within 600 feet of dock walls and in 1901 said that it would dredge this area to 28 feet and suggested that SHB should restore the channel to 30 feet. Henry Wilding, a Specific Commissioner as well as local Agent for the American Line, suggested in 1902 that the work be put in hand and liability decided later, both parties agreed. Eventually, in 1903, LSWR dredged the channel to 30 feet at a cost to SHB of £3,400 and dredged the area 600 feet from its Quays to 28 feet at its own cost.<sup>53</sup>

A further problem emerged when LSWR pressed for the removal of the Itchen Spit in order to improve access to the new Test Quays. Keller, Wallis & Company, agents for North German Lloyd also asked for the removal of the Spit, they were concerned for the safe arrival of the 'Kaiser Wilhelm II' at the Test Quay. The length of the ship was 709 feet and her draught nearly 30 feet. SHB agreed and a tender of £9,020 from London and Tilbury Dredging and Lighterage Company was accepted and the work completed in November 1903.<sup>54</sup>

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\* Described in Part Four.

In 1902, senior representatives of the Chamber of Commerce, SHB and the Corporation's Commerce of the Port Committee met and agreed in principle that the deep water channels through the harbour to the docks should be deepened to 35 feet. The cost was estimated at £100,000. It was agreed that LSWR should be asked to contribute, but some Board members thought that LSWR should pay the whole cost. Wilding thought that ships of 30 feet draught would arrive in the following year and would require a depth of at least 33 feet. When representatives of the SHB and the Corporation met the LSWR Chairman, Deputy Chairman and Directors and they were advised that three new berths would be constructed, two at 35 feet depth and one at 32 feet. The LSWR men thought the deepwater channels should be dredged to 35 feet and suggested that it could be financed by the Corporation foregoing its entitlement to one-fifth of harbour dues and to an increase in harbour dues.<sup>55</sup>

In 1902, the Surveyor and the Harbourmaster estimated that 2,105,000 cubic yards of material would have to be removed to provide a channel 600 feet wide with a minimum depth of 35 feet. Neither of them had previous experience of dredging on this scale and they suggested that the unit cost might be 1s 0d to 1s 6d per cubic yard. On this basis, the total cost would be within the range of £105,000 - £160,000. The channel was over three miles in length, but the bulk of the work would be in the section from the LSWR boundary (600 feet from the dock walls), to Cadland Creek where depths were in excess of 35 feet. There was a smaller section near Calshot Castle and another in the Solent outside the port boundary near Thorn Knoll.<sup>56</sup>

The Southampton Harbour Act of 1900 gave SHB authority to raise an additional £100,000 of long term loans. The Act also authorised the dredging, deepening and improvement of the deepwater channels and the reconstruction and strengthening of the Town Quay. In 1902, it became

clear from the estimate mentioned above, that the scale of expenditure envisaged for dredging the deep water channels would necessitate further Parliamentary approval.<sup>57</sup>

After reaching agreement with LSWR and the Corporation, SHB proceeded with the 1903 Harbour Act which permitted the borrowing of a further £125,000. It also authorised the deepening and improvement of the deepwater channels in the harbour and outside near Thorn Knoll. Subject to the approval of the Board of Trade, the channels could be deepened to 35 feet. Half the cost at Thorn Knoll, not exceeding £12,500, could be provided by LSWR. The Company could also agree to contribute to the cost of deepening of the channels to 35 feet. LSWR was permitted to take mortgages and stock as security for money lent to SHB. The Corporation and SHB could agree an arrangement to commute the one-fifth of harbour dues payable to the Corporation.<sup>58</sup>

At the end of 1902 and in 1903, SHB considered the question of raising the harbour dues and agreed to raise the tonnage rate from 1d to 1½d. The agents of the major shipping companies made it clear to SHB that their companies would object strongly to an increase. For example, North German Lloyd said that its ships did not need a deeper channel and rather than pay increased dues, it would arrange for its ships to remain off Cowes for the transfer of passengers and mails. The Board postponed making a decision in 1902 and again in 1903. There were differences within the Board over the funding of the dredging works, some members argued that LSWR should pay for them since it would gain most. Henry Wilding, was in favour of an increase in depth to 33 or 35 feet, but said that if they put up the dues, 'they would kill the goose that would lay the golden egg'. He said that traffic using the Town Quay should pay the proper charges and SHB should not try to 'palm' its costs on to ocean traders. If the Town Quay was made to pay its way and the Corporation gave up its entitlement to one-fifth of the

harbour dues, there would be no need to put up the charges. In the end, the Board did not proceed with the proposed increase in charges.<sup>59</sup>

Early in 1903, the Surveyor and Harbourmaster carried out a survey and prepared a plan of the dredging required in the most expensive section of the channel, that is from the Docks to Cadland Creek. They estimated that deepening to 35 feet depth would necessitate carrying away by barge approximately 1,565,000 cubic yards of material and for 33 feet, the figure would be 739,000. (If the unit cost be assumed at 1s 0d per cubic yard, the costs involved would be £78,250 and £36,950 respectively).<sup>60</sup>

Meanwhile LSWR continued with its capital investment programme in the Docks. It completed the largest dry dock in the world in 1905. Named 'Trafalgar', it was 750 feet in length and had a depth of 33½ feet at HWOST. The first ship entered on 17 November 1905.<sup>61</sup>

Following negotiations with LSWR, the White Star Line planned to transfer its transatlantic services from Liverpool to Southampton in 1907. The intention was to operate with a much larger class of ship, one being the 'Adriatic' of over 24,000 tons, 725 feet in length and requiring at least 32 feet depth of water. A letter from Ismay, Imrie & Company, agents for the White Star Line dated 19 February 1907 informed SHB that the 'Adriatic' would arrive on May 30 to start a weekly mail service to New York. Other vessels of the same class, the 'Oceanic', 'Majestic' and 'Teutonic' would follow. White Star were concerned about depth of water, particularly for the 'Oceanic' and 'Adriatic', for it would be difficult for them to operate in a depth of 30 feet. They had been advised that 30 feet at LWOST was available except at Thorn Knoll where it was 28 feet. They said that when the Port of New York completed deepening its channels up to 35 feet, the 'Adriatic' might arrive at Southampton drawing 33 feet. White Star wanted the channels at

Southampton to be deepened to 32 feet and later to 35 feet. The American Line supported the proposals.<sup>62</sup>

As mentioned above, SHB had agreed in principle in 1902 to deepen the channel to 35 feet, but had not commenced work by the beginning of 1907. Further, it had not taken action to raise funds by increasing tonnage charges. However, it had authority to borrow money from LSWR for deep water dredging under the terms of the 1903 Southampton Harbour Act.

A plan enclosed with White Star's letter of 19 February 1907 showed alterations at various points on the channel which it was suggested would facilitate the movement of the big ships. SHB called a meeting of senior pilots of all the ocean going companies and with some modifications accepted the plan.<sup>63</sup> The Surveyor used the plan in conjunction with an Admiralty Chart to calculate that 836,000 cubic yards would need to be removed in order to produce a depth of 32 feet from Thorn Knoll to the Docks. Assuming a unit cost of 1s 0d per cubic yard, the cost would be £41,800. SHB agreed to spend £50,000 to provide the 32 feet channel.<sup>64</sup>

On 30 April 1907, White Star wrote to say that the 'Adriatic' would arrive on 29 or 30 May 1907. The ship would operate at light draught, but it was hoped that this arrangement would not be for long.<sup>65</sup> During a meeting with LSWR, the Chairman, Sir Charles Scotter, told SHB bluntly that it should pay for the necessary dredging, if it would not, it should give up control of the Harbour to someone else. Scotter's words were significant, he had been General Manager at the time of the take-over of the Docks and was well acquainted with the affairs at Southampton. LSWR offered to pay up to £12,500 towards the cost at Thorn Knoll and to lend SHB £50,000 at 3% per annum.<sup>66</sup> At a further meeting held at LSWR's offices at Waterloo on 17 May 1907, LSWR agreed to accept £37,500 of SHB's 4% Redeemable Stock as security for the loan. SHB had the right to redeem the stock at par

at any time. Specific Commissioners W Bone and P Milne-Stewart accompanied by the Clerk represented SHB, on the other side were Sir Charles Scotter, Deputy Chairman W H Drummond and General Manager, Sir Charles Owens.<sup>67</sup>

An application was made to the Admiralty for a contribution to the cost of deepening the channels, but it was refused. The Admiralty said that it could not contribute to the funds of a commercial port. SHB's second approach via the two local MP's also failed.<sup>68</sup>

The 'Adriatic' duly arrived on 30 May 1907 and left for New York on 6 June 1907. In February 1908, whilst drawing 26 feet, she went aground while being moved from the Trafalgar Dry Dock.<sup>69</sup>

The London Tilbury Contracting & Dredging Company's tender of £24,600 to dredge the channels to 32 feet from Thorn Knoll to the Docks boundary was accepted. Work started late in 1907. The section at Thorn Knoll was completed in November 1907, followed by the Calshot Castle section in July 1908, but the final section from Fawley to the Docks boundary was not completed until April 1909.<sup>70</sup> A lengthy dispute ensued between SHB and the contractor over quantities and other matters and since no agreement could be reached, the dispute went to arbitration. In 1912, the arbitrator found in favour of the contractor with the result that the work cost SHB an additional £13,000.<sup>71</sup>

In the meantime, LSWR had dredged to a depth of 32 feet for a distance of 600 feet from the dock walls. Upon completion of SHB's work in April 1909, a channel 32 feet deep was available for shipping from the Solent to the Docks.<sup>72</sup>

Before the 32 feet channel became fully available, a letter dated 18 December 1908 from P E Curry, White Star's local manager, announced that two very large steamships were being built for the company for the North Atlantic route. The draught would be 35 feet, but it was thought they would probably draw 32½ feet at Southampton. They were expected to come into service in the Spring of 1912.<sup>73</sup> The Surveyor and Harbourmaster together, estimated that the cost of the dredging necessary to provide a channel 35 feet deep, 600 feet wide from Thorn Knoll to the Docks including an area off Fawley for large ships to swing at moorings, would be approximately £88,650. They suggested that the width of the channel should be 1,000 feet. Henry Wilding wrote to William Bone, as Chairman of the Works Committee, on 4 May 1909 setting out a proposal for funding the project. He rejected proposals for a channel more than 600 feet wide and the swinging area off Fawley, arguing that White Star had not asked for these. His scheme called for a contribution of £26,287 from LSWR towards the £88,650, leaving £62,363 to SHB's account. He estimated that an additional £1,400 in dues would be generated from the deeper channel and could be set against an extra £2,505 in annual charges. He proposed that White Star pay £1,500 per annum in addition to ordinary dues for a period of ten years. Dues from other ships of over 32 feet draught to be deducted from the £1,500. The Clerk did not agree with Wilding, he said that capital expenditure of £62,363 would require annual charges of £2,961 for 55 years. He did not favour a ten year period of payment. He suggested that authority be sought to charge 2d/ton for vessels requiring extra depth.<sup>74</sup> A subsequent meeting of the joint Finance, Works and Parliamentary Committee recommended that consideration of the matter be deferred for six months.<sup>75</sup>

On 6 January 1910, a Conference was held between representatives of White Star and SHB. White Star's team was comprised of its General Manager, Local Manager and his Assistant, Marine Superintendent and local Pilot. On the other side were the Mayor, C J Sharpe, Deputy Chairman, G J

Tilling, H Wilding and five others. SHB said that it faced expenditure of £100,000 for two ships which might or might not require more than the 32 feet already available. In an answer to a question from the Mayor, White Star said that it was anticipated that the 'Olympic' and the 'Titanic' would make 80 journeys per annum and had they been in service in 1909 there would have been eleven occasions when they could not have departed on time. If the ships were forced to use the existing 32 feet channel there could be a two hour delay when the tide was low. Some passengers might have to be landed at Plymouth. Southampton had always boasted that ships could arrive and depart without waiting for the tide. They would need 35 feet, preferably 37 feet in the channels. White Star were spending £1,500,000 on each ship, they would bring trade to Southampton. Crews and their dependants would also bring money to the port. No other port in Great Britain had asked for financial assistance to provide essential facilities. The Port of New York was providing a channel 1,000 feet wide and 40 feet deep. In future, other large ships, including some from Germany would use the 35 feet channel. The Conference was exploratory and useful in that it was made clear to SHB's representatives that White Star was not disposed to contribute to the cost of deepening the existing channels.<sup>76</sup>

On 15 February 1910, after a long debate, the Board agreed to deepen the channel to 35 feet on condition that:

- (1) White Star contributed £2,000 per annum for 10 years.
- (2) LSWR dredged the channel to 35 feet to the boundary 600 feet from the docks.
- (3) LSWR contributed to costs in the same way as on the previous occasion when the channel was deepened to 32 feet.<sup>77</sup>

These conditions were not acceptable to LSWR, so the Mayor led a deputation to meet the company's Chairman and Directors. At the meeting it was agreed that,

- (1) LSWR would contribute up to half the cost of dredging to 35 feet off Thorn Knoll up to a limit of £12,500.
- (2) SHB would undertake all necessary dredging to 35 feet within the harbour outside the Docks boundary for the new vessels of the White Star Line.
- (3) To enable the work in (2) to proceed LSWR would lend SHB a sum not exceeding £100,000 at 3½% upon security of SHB 4% Redeemable Stock.
- (4) No money would be advanced by LSWR until it had seen the approved SHB's plan showing the area to be dredged to 35 feet.<sup>78</sup>

Tilbury's tender of £20,500 for dredging at Thorn Knoll to 35 feet was accepted on 4 August 1910 and work was completed on 29 March 1911.<sup>79</sup> There was division amongst Board members over dredging from the Docks boundary to Fawley Beacon. A number thought that work should not proceed without a contribution from LSWR. Eventually, Tilbury's tender for £38,600 was accepted and work was completed by 10 November 1913.<sup>80</sup>

On 25 July 1910, SHB decided to put a Bill before Parliament to obtain the right to charge additional dues on vessels of over 32 feet draught. There was strong opposition to the Bill within the Board. The Chamber of Commerce voted by a large majority on 10 November 1910 that there was no necessity for the Bill. Wilding was in favour of the Bill and presided at the meeting but found himself in a minority.<sup>81</sup> Other opinions were voiced and a

motion before the Chamber that the matter be deferred for two years failed. To add to the discord, LSWR's General Manager, Sir Charles Owens, advised SHB that the Bill would be opposed by LSWR. When the Bill came before Parliament, the additional tonnage clause was struck out on the grounds that SHB's financial position was satisfactory and the power to increase dues not necessary. Parliament did agree to give SHB authority to raise a further £200,000, but restricted its use to the deepening and maintenance of the deep water channels.

Meanwhile, in 1911 LSWR had opened a large new dock, later named White Star, on land purchased from SHB. It was 16 acres in area, with a depth of 40 feet capable of accommodating five large liners. The 'Olympic' left Southampton on its first trip to New York on 14 June 1911 and the 'Titanic' on its first and last voyage on 10 April 1912.

Deep water dredging was the subject of yet another dispute between SHB and LSWR. It arose from the need to provide a 'swinging ground' off the Docks for the 'Olympic' and other large ships. Experience had shown that if a big ship passed close to vessels tied up alongside the Test Quay, the wave from the big ship reflected off the quay wall could have serious effects on the stationery vessels. Room was also needed to enable the big ships to turn into the new White Star dock. LSWR took the position that it was responsible for dredging up to a line 600 feet from the dock wall, beyond the line dredging was a matter for SHB. Accordingly, in early 1911, LSWR offered to dredge SHB's part of the swinging ground for 10d per ton. SHB disclaimed responsibility, had a survey made and asked LSWR to pay for the removal of 53,625 tons of mud. The Dock Manager, Williams, refused and pointed out that LSWR had 48,000 tons to remove on its own side of the line. In January 1911, he said if work did not start soon, the new White Star ships would not be able to use the docks as planned in June 1911. LSWR undertook the dredging of the disputed area, but informed SHB that it

did so without prejudice to liability. The dispute dragged on and White Star complained that 'Olympic' had touched ground when leaving the large dock and said that more 'swinging' room was needed. Finally, at LSWR's suggestion a Conference was held on 29 July 1912 to settle the matter. It was agreed that LSWR was responsible for dredging up to 600 feet from the Dock, measured at right angles to the walls. Any agreed dredging outside and adjacent to 600 feet line to be borne by LSWR and SHB equally. Depth to be maintained at SHB's cost. In regard to the dredging already done outside 600 feet limit at the Swinging Ground opposite the entrance to the White Star dock, the cost of extra dredging there and south of Berth No. 37 was to be shared by LSWR and SHB.<sup>82</sup>

The Southampton Pilots' Association wrote to SHB in September 1911 to say that the 600 feet width of channel was no longer adequate and requesting an increase to 1,000 feet. White Star also was not satisfied with 600 feet, so at a meeting with SHB and LSWR on 3 September 1912, Local Manager, Phillip Curry, (a Specific Commissioner), asked for a channel of 1,000 feet wide from Weston Shelf buoy to Trafalgar Dock. The estimated cost was £66,000, LSWR agreed to pay up to 50% of the cost, not exceeding £30,000. The work was carried out in 1913.<sup>83</sup>

White Star wrote to SHB in December 1912 and requested further dredging to 35 feet to be carried out off Calshot near the Thorn Knoll Buoy to make it easier for the 'Olympic' to enter port. After some delay, SHB decided that the area called for was excessive, but a smaller operation at an estimated cost of £12,500 was possible. As part lay outside the port boundary, LSWR was asked to contribute £4,250 towards the cost. The Docks Manager, Williams, was not enthusiastic. His Board delayed and queried why the work was necessary since the 'Olympic' did not appear to have experienced difficulty previously. Ultimately, LSWR agreed to contribute £600 out of a

total of £1,800 for a smaller area. The declaration of war in 1914 caused the project to be deferred.<sup>84</sup>

It is clear from the outline of dredging operations given above that the attitudes of SHB and LSWR to the deepening of the deep water channels were at times far apart. SHB hesitated and delayed, whereas LSWR showed determination to get the work done. SHB members were duty bound to question whether the large expenditures needed to enable the White Star ships to enter and leave regardless of tide conditions, could produce sufficient income to meet annual charges and maintenance costs. There was also concern that future changes in design and configuration of ships might reduce the need for large draught and result in SHB paying annual charges for a lengthy period in respect of a facility no longer required. As it seemed that there would be a deficit, some members thought that LSWR or White Star should contribute to the cost. The weakness of SHB's position lay in the reluctance of the Corporation to give up its entitlement to one-fifth of the harbour dues.

LSWR was well versed in affairs at Southampton, it had financed the building of the Empress Dock and had made substantial investment in the Docks. It needed safe shipping channels to the Docks and to this end was prepared to contribute to the cost of works outside the port boundary and loan money for work on channels within the port. It was well aware that when negotiating, SHB and the Corporation were for practical purposes one and the same.

A warning of LWSR's dissatisfaction with lack of progress was given in 1907, when Scotter told SHB to get on with the dredging or let someone else do it. In 1910, when Owens advised SHB that LSWR would oppose the additional tonnage clause in the 1911 Bill, the more thoughtful members knowing that White Star and others were also opposed, must have realised that the clause was likely to be rejected. However, they may not have

anticipated that Parliament would add a new clause to the 1911 Southampton Act requiring a Royal Commission to be appointed to enquire into and report on the constitution of the Board.

## 5. Royal Pier

The reconstruction of the Pier in 1890/1 was discussed in Chapter One. Substantial capital investment having been made to build what was in effect a new Pier, there was a need to produce an income sufficient to pay for running costs without subsidy from the harbour account. Further sums amounting to £3,500 were spent to enhance the Pier's entertainment attractions. The Chairman of LSWR, Sir Wyndham Portal opened a large new Pavilion in 1894 and refreshment rooms were built in 1897.<sup>85</sup> Other facilities provided later included tea rooms, roller skating rinks and additional lavatories.

Military band concerts continued to be popular, in addition to performances by local volunteer units, regimental and string bands from the Army and Marines were engaged. A concert given by forty musicians from the German Kaiser's yacht, the 'Hohenzollern' was a high point in 1907. It happened at the time of the Kaiser's official visit to his uncle Edward VII. The Mayor gave a banquet for two hundred German crewmen in the Pavilion. Visitors to the Pier on that day numbered 1819 and to the Pavilion, 1,500.<sup>86</sup> In the 1900's, a programme of musical shows was arranged for the summer season and later a licence permitting stage plays was obtained. During the season, dances were held on Wednesday evenings. Mayoral Balls were often held in the Pavilion. It was common practice to grant free admission to delegates attending National Conferences in Southampton, one example being the Ancient Order of Foresters in 1904. At the other extreme, tolls were not charged when inhabitants of the local Workhouse were given their annual treat.

In 1908, a small group visited the South Parade Pier at Southport to view the roller skating rink. Following this, it was decided to provide a rink in the Pavilion. It was an extra attraction and proved to be a sound financial venture. However, an outdoor rink installed in 1910, was not so successful. By 1913 attendances had fallen off, the Clerk attributed this to increased competition from other local rinks.<sup>87</sup>

The Pier was a venue for yachtsmen, regattas being held annually. The Royal Southampton Yacht Club rented a club room until 1905, when it objected to the rent of £45 per annum plus rates. Despite a reduction to £35 per annum, the Club gave up the tenancy, but another took it on.

During the summer months IWSP's traffic with the Isle of Wight increased and excursions to other south coast towns by IWSP and P A Campbell's steamers were popular. Special inclusive toll rates were negotiated for 'excursionists'. Sunday excursions were opposed by some SHB members. In 1900, Alderman Le Feuvre maintained that it would prevent employees and the general public from attending to their religious duties. Local non-conformist clergymen also protested, but Sunday excursions were allowed to continue. Later in 1907, there was deep division within the Board on the matter of band performances on Sundays. At one meeting twenty two voted in favour and twenty against.<sup>88</sup>

SHB received income from shipping dues, pier tolls, admission tickets to the Pavilion, rents of the refreshment and tea rooms, rents of kiosks and automatic machines. There were also 'mutoscopes', an early form of cinematography, some of whose 'exhibits' in 1900 were objected to by some Board members. The matter was referred to the General Purposes Committee and was finally settled by an inspection of mutoscopes by the Clerk, who reported that the pictures exhibited were not immoral.<sup>89</sup>

Financial management of the Pier was put on a sound basis in 1903 when in common with other major properties, it was treated as a separate cost centre. Income in 1913 was £9,172, a considerable improvement over £6,897 in 1905. There was a surplus of income over expenditure of £3,486 before annual charges. These amounted to £2,851 in 1913, leaving a surplus of £635. At the end of this period, the Royal Pier was covering its costs and did not need to be subsidised by the harbour account.<sup>90</sup>

## 6. Town Quay

The piecemeal manner in which the Town Quay was extended between 1853 and 1883 is described in Chapter One. In 1900, the Surveyor reported that most of the Quay was in poor condition and needed reconstruction and renewal. The only exception being a section built during 1893-1895.<sup>91</sup> SHB's problem was that if it was to maintain and increase its trade at the Town Quay, large capital sums would have to be spent not only on renewal, but also on improvement of storage and craneage facilities. If expenditure were to be restricted to repairs of individual sections, it was likely that business would be lost to the Docks. The Quay had the advantage of being conveniently situated at the southern end of the High Street with warehouses close by. Many members had their offices or place of business in the vicinity of the High Street and some imported commodities and goods through the Quay. Members must have realised that SHB could not allow the Town Quay to decline. It would mean not only loss of income, but also loss of prestige for the Board and the town. However, members had to be convinced that there were good prospects for an adequate return on any expenditure incurred. SHB had faced similar problems in the past, as far back as 1872, a proposal for an extension had been the subject of such argument and delay, that James Deal and two colleagues offered to loan the Board money for the purpose.\*<sup>92</sup> Authority to reconstruct and strengthen the

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\* See Part 1, p.34.

Town Quay was obtained under the 1900 Southampton Harbour Act. Operations commenced in 1904 and are described below under 'Works'.

As mentioned above, in 1903, Wilding alleged that the Town Quay was having to be subsidised from the harbour dues. He said that SHB was paying for the 'follies of the past'. In fact, the annual accounts showed a surplus of £272 of income over revenue expenditure and annual charges in 1903, but in 1904, a deficit of £1,231. The shortfall in 1904 occurred because £1,792, being part of the capital cost of reconstruction was treated as renewal and charged to the revenue account so wiping out the surplus. This step was taken on the advice of the professional auditors and had a beneficial effect on annual charges. The Royal Pier and Estate accounts were also in deficit in 1904, but because the harbour account had a healthy surplus, SHB ended the year with a net surplus in excess of £4,000.<sup>93</sup> Wilding's remarks are indicative of the climate of opinion amongst the managers of ocean shipping companies.

Most of the vessels engaged in business at the Quay were small coasters and local craft, but the ships of four companies operated regular services for freight and passengers between several United Kingdom ports. These firms required warehouse space, craneage and adequate depth of water for their vessels. Dues and rates paid by the British and Irish Steam Packet Company, Clyde Shipping Company, City of Cork Steam Packet Company and Langland & Son provided a substantial proportion of the total income from coastal shipping. In 1911, they contributed 50% of the £10,467 received from coastwise shipping in the form of tonnage, lights, boomage, wharfage, moorings and craneage.<sup>94</sup> It is to the credit of the Wharfinger and the Surveyor that these companies were able to continue and increase their business during the period of reconstruction and alteration.

As a measure of the improvement in business, income from the Quay rose from £10,802 in 1903 to £14,741 in 1913 an increase of 36% in ten years. At the year end 1913, after payment of interest, sinking fund charge and the Corporation's entitlement to one-fifth of income, the Town Quay produced a surplus of £1,794.<sup>95</sup> On the whole, financial results over the ten year period were satisfactory.

## 7. The Employees

The nature of the Clerk's duties meant that he was always at the centre of the Board's affairs. A change of the man in the job or of his duties or conditions are all worthy of notice. The first change occurred in 1896 when A H Skelton's pay and allowances were increased to £800 per annum. Out of this sum he paid his clerks, collectors and assistants and sundry expenses, including stationery and stamps. In 1896, he was granted £50 gratuity in recognition of additional services rendered in connection with the replacement of SHB's 4% Bonds with a new issue at 3½%.<sup>96</sup> A significant change occurred in 1900, when it was decided that the Board acting through the appropriate Committee would appoint and pay all clerks and permanent collectors. The Clerk would be permitted to engage temporary collectors, needed in the summer season, but they would be paid by SHB. The Clerk was to be the Chief Officer at £500 per annum. The new salary was to be in lieu of his former pay and commission. Fees on licences and bonds previously received by the Clerk were to be paid to the Board.<sup>97</sup> Skelton retired in 1901 after 33 years service with an allowance of £230 per annum.<sup>98</sup>

Walter Bowyer, the Wharfinger succeeded Skelton as Chief Officer with the title of Superintendent and Clerk at £400 per annum. He was given an Assistant, W King, at a salary of £250.<sup>99</sup> At this point, it is helpful to look at Bowyer's career prior to 1901. As stated in Chapter One, Bowyer was

appointed Wharfinger and Assessor of Dues in 1880 at £200 per annum and by 1893 his salary had risen to £300 per annum, including £30 as Local Inspector of Fisheries. In 1896 his salary was £330 and he was given a gratuity of £50 for extra work in connection with the settlement of claims under the 1891 Harbour Act. He received £25 in recognition of additional work as Harbourmaster, while Burbidge was away ill in 1897. At the time of his appointment in 1901, he had over twenty years service as Wharfinger and had deputised for the Clerk and for the Harbourmaster during periods of illness. He was a capable and experienced officer and in effect, became Clerk, Wharfinger, Collector, Assessor of Dues and Fisheries Inspector. This was contrary to a decision made in 1880 to separate responsibility for the collection of dues from the management of the quays. In 1899, and again in 1901 and in 1902, complaints were made to SHB by Sandell Brothers, local merchants and importers, that Bowyer was acting as a custom house agent for merchants and ships captains. Bowyer was interviewed, but the Board took no further action in response to the earlier complaints. In 1902 there was disagreement amongst members and the complaint was left to 'lie on the table'.<sup>100</sup> In 1903, a joint meeting of the Finance and Works Committees found that the Superintendent and Clerk had used some Board's stores for his private purposes. When the Board met to consider the matter it formed itself into a Committee to enable discussion to be informal and without a detailed written record. A proposal that Bowyer should resign was defeated by 22 votes to 12. It was decided that he deserved severe censure and he was to be put on good behaviour for six months. Walter Bowyer regarded this decision as unacceptable and resigned.<sup>101</sup>

A Special Committee was formed to inquire further into the matter and to ascertain whether other employees had been involved. It was also asked to make recommendations for a reorganisation of staff. As an interim measure, the Accountant, W Gubbins, became Acting Clerk. The Committee reported that 'irregularities' had occurred in earlier years. Having interviewed

members of the office and outdoor staff, it concluded that none were involved. The Committee was unable to trace a section of steel wire rope ordered from a local supplier and said to have been used on a boat hired by Bowyer for his own use. In its report, attention was drawn to the need for officers to strictly observe the Board's Rules and for the need for greater care when stores and goods were being received or delivered. Bowyer protested strongly that he had not been guilty of any wrongdoing. He said that as soon as he became aware of a mistake having been made with the wire rope, he offered to pay for it. The Committee did not identify any financial loss as arising from this affair.<sup>102</sup>

Later that year, J E Pailthorpe was appointed as Clerk at £400 per annum. It was agreed that the Clerk was to be the Chief Officer. Pailthorpe was 49 years of age and for twenty years had been engaged on cargo and passenger work with RMSP at Southampton.<sup>103</sup> He proved to be a competent officer and was in post in 1914 when the new Board took control. His salary had risen to £500 by 1908 and in 1913 he was given £600 per annum.<sup>104</sup>

Bowyer's Assistant, W King, was appointed in 1901, but resigned in 1902 to take up a job in Singapore. A E Crook was appointed as Assistant in 1903 at a salary of £150 per annum. Following Bowyer's resignation and the arrival of Pailthorpe, Crook was made Wharfinger at his existing salary. Over the next ten years, his salary gradually increased until by 1913 it was £240 per annum.<sup>105</sup>

Burbidge, the Harbourmaster from 1870 to 1900 appears to have been poorly paid in comparison with the other officers. His stipend of £130 per annum in 1891 was increased to £150 in 1895. He retired in 1900 with an allowance of 30s 0d per week.<sup>106</sup> Thirty seven applications were received when the job was advertised. There were a number of well qualified candidates. Charles Cottrell was selected and appointed at £175 per annum.

He was aged 40, a deputy manager with IWSP with sixteen years experience as a master of ISWP ships. In common with his opposite number in the LSWR Docks, he continued to use the title of 'Captain'.<sup>107</sup> He took charge during a period of rapid expansion in the trade of the port and activity in the harbour. He was closely involved in extensive dredging works on the deepwater channels from the Docks to Calshot and in the Solent outside the harbour limits. The Harbourmaster had to deal, amongst others, with captains of the world's largest liners, pilots, the LWSR Dockmaster, representatives of Trinity House and naval officers concerning moorings for warships and troopships. The changes in his salary over the period are a reflection of the importance of the job as seen by the Board. After the departure of Bowyer in 1903, he was appointed Local Fisheries Inspector with an additional £30 per annum. In 1908 his salary was £250, and was raised to £300 in 1909, to £350 in 1911 and to £375 in 1913. The status of the Harbourmaster improved significantly during the period. For comparison, it is on record that when LWSR appointed a new Dockmaster in 1913, his salary was £400 per annum. In 1914, the Dockmaster was nominated by LWSR as one of its three representatives on the new Board.<sup>108</sup>

When the surveyor, J G Poole, died in 1897, he was succeeded in the post by his son Edward Cooper Poole. The salary was £100 per annum and he was entitled to 2½% commission on the cost of new works. He was required to attend at the office daily, to attend Board, Committee and Sub Committee meetings. He was in charge of the men in the Works department, but he was not a full-time employee and was permitted to continue with his private practice.<sup>109</sup> In 1902, he sought an improvement to his salary and it was agreed that it should be raised to £150 per annum with the proviso that 2½% commission would only be paid on accepted tenders. One effect of the change was that he would not be paid for work which failed to come to fruition from no fault on his part. There was disagreement between members on the method of paying the Surveyor, a motion to give him a salary of £250

per annum was defeated at a Board meeting. From 1902 onwards, he was involved jointly with the Harbourmaster in estimates, specifications and supervision of important dredging contracts and sought payment for the extra work involved. In 1911, it was agreed that he be paid 1¼% commission on dredging contracts in progress and on future contracts. Later that year, he was offered an inclusive salary of £300 per annum, but declined on the grounds that the additional £150 was not sufficient to compensate for the loss of the 2½% commission. A further offer of £300 per annum with the Board providing office accommodation and his assistants or £75 per annum in lieu, was also declined. Further negotiations took place, but the matter was still unresolved when the new Board came into office in 1914.<sup>110</sup> The nearest local equivalent to Poole's post was that of the LWSR Docks Engineer; his salary in 1914 was £800 per annum. It should be said that LWSR's civil engineering works were on a larger scale and were very much more costly than those of SHB.<sup>111</sup>

Turning to the clerical staff, it was important that book-keeping and office procedures were competently handled for SHB's financial results were to a large degree dependent on them. In 1900, two Board members carried out an examination of the clerical procedures, particularly those of the Wharfinger's office. P Milne-Stewart and C H Simpson found that there was duplication of records as between the Clerk and the Wharfinger. They recommended that this should cease and whilst day books should remain with the Wharfinger, all ledgers should be kept by the Clerk. They also recommended that one of the Wharfinger's four clerks should be transferred to Skelton. The proposals were accepted and it was agreed that the clerks would be paid on a monthly basis. The salary of senior clerk, W G Gubbins, was increased from £104 to £130 per annum and he was given the title of 'Accountant'. Some, but not all clerks were also given increases.<sup>112</sup> It will be seen from Appendix E(a) that clerks' salaries had improved materially by 1913. Increases were not automatic, application had to be

made to the Finance Committee which then made its recommendations to the Board. From 1909 onwards, applications had to be submitted in April of each year. Clerks usually joined as juniors commencing at 15s 0d per week.

As to other staff, from 1885 until 1900, the wages of toll collectors on the Royal Pier were paid from the emoluments of the Clerk in his role as Collector. As mentioned above, all staff were paid directly by the Board from that date. When W Ireland, the Assistant Collector for the previous twenty years, died in 1901, he was succeeded by the Second Assistant, W Giles. The pay was 35s 0d per week and he was required to occupy the Collector's house at the Pier Gates. Ireland's widow was given a gratuity of £10 and asked to leave.<sup>113</sup> Later Giles was designated Collector and wore a uniform which included a cap with gold badge and a frock coat with gold braid. By 1911, his pay had risen to 42s 0d per week and in 1913 he had the title of Chief Collector at 45s 0d per week.<sup>114</sup>

Appendix E(a) contains examples of wages of employees paid by the week. When compared with the pay for similar jobs in the 1880's (Appendix B), it is noticeable that the Works Foreman's pay increased substantially, whilst that of the Clerk of Works remained static. The number of men working under the Foreman did not change materially, so a possible explanation may be that he was also employed on supervisory and inspection tasks by the Surveyor. As there was no shortage of experienced applicants for the temporary post of Clerk of Works, it seems that the wage was appropriate for the time. The new posts of electrician and assistant electrician were concerned with the maintenance of the electric cranes which were vital for efficient working at the Town Quay. In 1912, the electrician received the same rate of pay as the Chief Collector.

Weekly and hourly paid employees were relatively few in number and worked in separate departments with varying rates of pay and conditions. From time

to time, applications for increases in wages were agreed. Probably such increases were given to keep wages in line with the level elsewhere in the town. There were improvements in uniforms and clothing, for example, Pier Toll Collectors were given uniforms and oilskin coats were provided for men working on the gas buoys in Southampton Water and the Solent. Trade Unions made approaches to SHB, initially with minimal result. At various times in the early 1900's, the Electrical Trade Union, the Musicians and Painters Unions unsuccessfully tried to influence SHB's policies on the pay and conditions of employees and of its contractors.<sup>115</sup> Later in the period, Trade Unions were able to influence the rates of pay of some contractors' men.

The working hours of the staff on the Pier had to be in line with times that the Pier was open to the public. In 1908, the Clerk recommended improvements which would allow collectors and attendants to have a full day off on alternate Sundays and two weekday evenings off. The new arrangement had the effect of reducing the collectors' average hours per day to nine hours and fifty minutes and the attendants' to nine hours per day. However, for the scheme to operate successfully, extra men were required to act as reliefs. Councillor T (Tommy) Lewis proposed that the Clerk's recommendations be accepted and that the men's wages be increased to 28s.0d per week; this was agreed.<sup>116</sup>

In 1911, strikes occurred in the town, the port and elsewhere in the United Kingdom. Membership of the Dockers' Union locally, was reported to be over 2,500, the majority of whom were employed in LWSR's docks. In June, after a short dock strike, LWSR agreed to some improvements in pay, including hourly and overtime rates. The strike was conducted in a relatively peaceful manner, no doubt, employers and trade unions wished to avoid a repetition of the disorders which took place during the 1890 strike.\* SHB

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\* See Part 2 above, pp. 85-86.

ordered a review of the pay and conditions of its own men engaged on similar work. The Clerk reported on pay and conditions of weekly and hourly paid staff on the Town Quay, in the Yard and Harbour. His recommendations were accepted and a copy of his report of 3 November 1911 is given in Appendix E(b). It will be seen that all staff were to be weekly paid, to be issued with uniforms or overalls and have an element of sick pay. Standard conditions for working hours, starting and finishing times, meal times, overtime and holidays were established. These conditions did not apply to casual hands employed on the Town Quay on an hourly basis. The number of casuals employed on a particular day could vary from nil to 80.

From the details given above, four classes of employees are apparent, officers, clerks in the offices, weekly paid and casual labour. Officers were given terms and conditions on appointment, gratuities were given for extra work or exceptional effort. Any increase in salary was at the Board's discretion. Clerks usually joined as juniors, promotion and salary increases being at the discretion of the Board. In practice, officers and clerks received useful salary increases over the years. Weekly paid staff included Clerk of Works, foremen, chief pier collector and at the other end of the range, quay and yard labour. Casual labourers were hired as necessary and SHB took very little interest in them.

Finally, it is possible to discern some changes in the Board's attitude to its employees over the period. The move towards the employment of full-time salaried officers continued, but the Surveyor's position was not resolved. The status of the Harbourmaster improved as the importance of his work became recognised. In regard to the office staff, there was a degree of redeployment to meet changing circumstances. In general, it can be said that most employees received modest increases in wages and improvements in conditions.

## 8. Works

It was recorded in Part One that the reconstruction of the Royal Pier was carried out under the supervision of James Lemon and E C Poole as joint Engineers. After Lemon resigned in 1893, Poole prepared a scheme for a pavilion on the Pier with accommodation for 1558 persons at an estimated cost of £8,772. This was thought to be too expensive and a cheaper alternative, costing £2,995 to seat 800 people was adopted. The new Pavilion was available for use in June 1894. The last major project on the Pier was the erection of the Refreshment Rooms costing £1,535 in 1896.<sup>117</sup> Minor items dealt with later included, tea rooms, lavatories and outdoor roller skating rink. Unexpected expenditure resulted from the sinking of the pontoon landing stage during a gale in December 1897. The pontoon was in poor condition and had to be replaced at a cost of £6,384.<sup>118</sup>

The warehouses 'D' and 'E' referred to in Part One were built on land recovered from the mudlands, leaving a vacant site for one other. 'F' was built in 1896 at a cost of £2,500 and was rented to G J Tilling, ships chandlers.<sup>119</sup> (Alderman Tilling was Mayor in 1897 and served as Deputy Chairman 1899-1914). The Board's offices were extended in 1896 at a cost of £237. In 1901 new workshops, yard and wharf were provided at East Quay by the Corporation in exchange for properties in Bugle Street. In 1907, it was necessary to construct a reinforced wharf at 'D' warehouse costing £1,195.<sup>120</sup>

The bulk of capital investment during the period was spent on Town Quay. A further extension at the southern end was completed during 1893-1895. It was 360 feet in length and included a new two storey warehouse 'C', at final cost of £24,600.<sup>121</sup> It became apparent in the late 1890's that the condition of the remainder of the Town Quay was unsatisfactory. The Quay had been constructed in separate sections at various times dating back to the

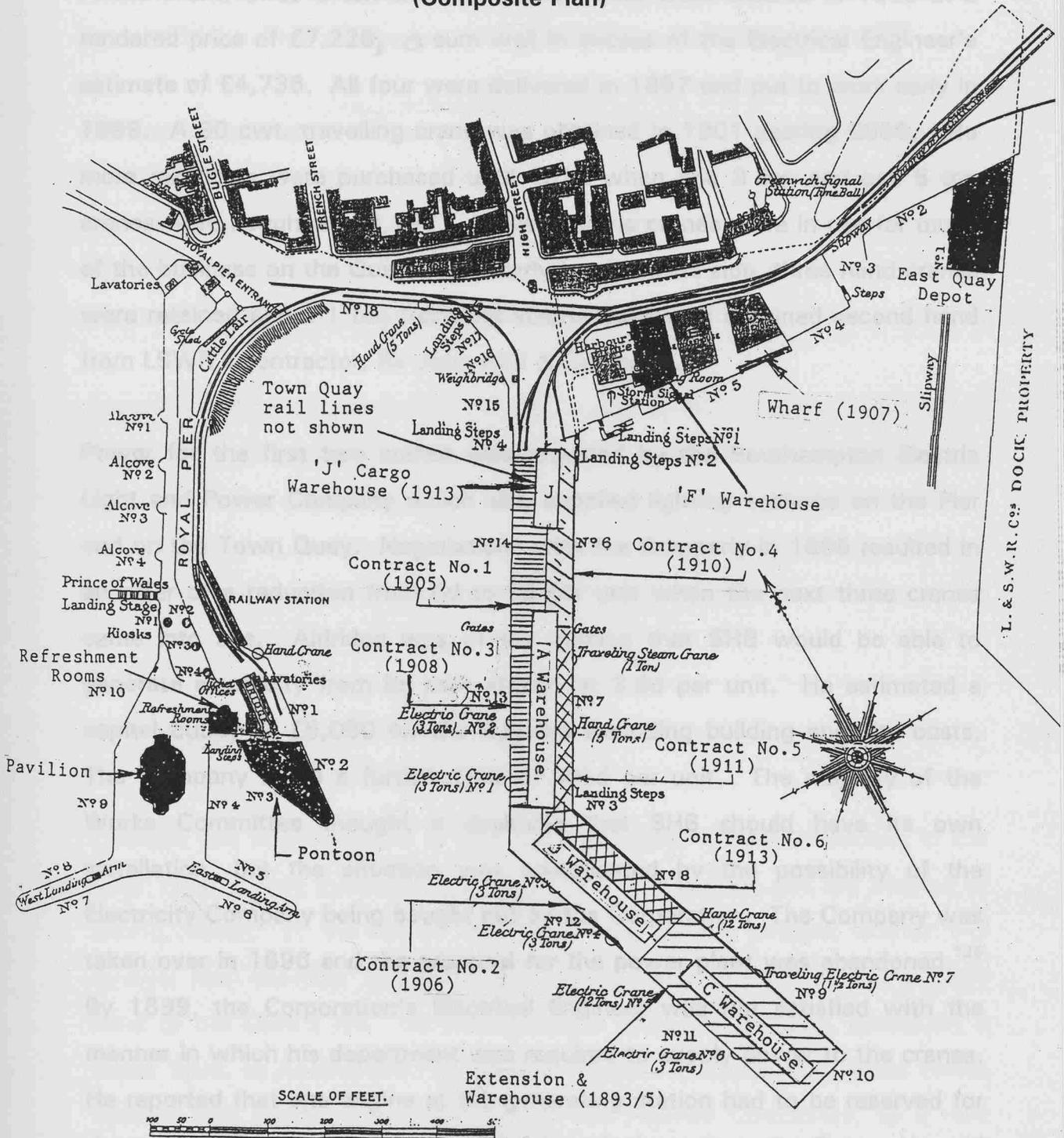
middle of the previous century. Over the years it had suffered from the effects of weather, the tides and from damage by ships. There was also increased rail traffic and the use of heavier cranes. When in 1897 and again in 1899, LWSR wanted to use heavier locomotives, the Surveyor advised against it on the grounds that only the 1895 section could safely carry the weight of the heavier engines. Indeed it was reported in 1901 that a horse had put its foot through the decking. In 1901, the Surveyor reported that all of the Town Quay with the exception of the 1895 section required attention. He recommended that the original 1853 and 1864 timber jetties be reconstructed and the 1871, 1879 and 1880 sections be completely renewed with the exception of the cast iron piles. He recommended that warehouses similar to 'C' be built. He also suggested that the east side should be widened. The Board accepted the need for the work and decided to carry it out by a series of separate contracts spread over a number of years. It was agreed that the 1853 and 1864 portions would be built on reinforced concrete piles instead of cast iron.<sup>122</sup>

Contracts covering berths Nos. 12, 13 and 14 on the west side were completed in 1905 and 1906. A new two storey 'A' warehouse was constructed in concrete and completed in 1908. During 1910-1913, the east side covering berths Nos. 6, 7 and 8 was dealt with. A new 'B' warehouse on the same pattern as 'A' was built in 1913. Finally, a small cargo warehouse 'J' was also built in 1913. Details are shown on Figure No.14 and the cost of each contract is given in Appendix F. The total cost of renewals and reconstruction was £69,200.

In 1890, the Board having obtained reports from consulting engineers on the merits and demerits of steam, hydraulic and electric cranes, decided in favour of the latter. Two were ordered for the Town Quay in 1891, but it was not until the end of 1893 that they were put to work. The cost of the cranes was £2,461 plus £300 for strengthening the quay and additional rails.

Figure No 14

**ROYAL PIER & TOWN QUAY 1893 - 1914**  
(Composite Plan)



(This is a composite sketch based on drawings held by the City Record Office and the Port Authority).

Inspection and supervision was by a local consulting electrical engineer, G W Aldridge.<sup>123</sup> Performance of the machines was generally satisfactory, so in 1895 it was decided to obtain three more. The Wharfinger and the Electrical Engineer were sent to Rotterdam and other ports to seek further information. In the event, three 3 ton and one 12 ton units were ordered in 1896 at a tendered price of £7,228, a sum well in excess of the Electrical Engineer's estimate of £4,736. All four were delivered in 1897 and put to work early in 1899. A 30 cwt. travelling crane was obtained in 1901 costing £950. No more machines were purchased until 1913 when one 3 ton and one 5 ton cranes were bought at £3,193. Whilst electric cranes were in use for much of the business on the Quay, particularly on the west side, three hand cranes were retained and a 1 ton travelling steam crane was obtained second hand from LSWR's contractor, Sir John Aird & Company.<sup>124</sup>

Power for the first two cranes was provided by the Southampton Electric Light and Power Company which also supplied lighting systems on the Pier and on the Town Quay. Negotiations with the Company in 1895 resulted in an offer of a reduction from 6d to 5d per unit when the next three cranes came into use. Aldridge was of the opinion that SHB would be able to generate electricity from its own station at 3.9d per unit. He estimated a capital outlay of £5,080 for the purpose excluding building and site costs. The Company made a further offer of 4½d per unit. The majority of the Works Committee thought it desirable that SHB should have its own installation, but the situation was complicated by the possibility of the Electricity Company being bought out by the Corporation. The Company was taken over in 1896 and the proposal for the power plant was abandoned.<sup>125</sup> By 1899, the Corporation's Electrical Engineer was not satisfied with the manner in which his department was required to supply power to the cranes. He reported that one engine at the generating station had to be reserved for the purpose and started when notified by telephone from the Quay. He said that this meant intermittent operation and was uneconomic at 3d per unit.

He suggested that the supply be taken from the tramway 500 volt system through a motor transformer at the Quay reducing to the 220 volts required for the cranes. This would obviate the need for a separate engine for the cranes and would mean that the supply would be available at all times without notice. The estimated cost of the SHB plant was £785 and the unit price at 2¾d. The transformer costing £690 was installed in 1900.<sup>126</sup>

A complicated dispute over an account of £354 6s 6d for electricity supplied to SHB, involving arguments over voltage levels and accuracy of metering was settled by arbitration in 1903. Brighton Corporation's Electrical Engineer, John Christie decided that SHB should pay £154 6s 6d and the Corporation should be responsible for the remainder.\*<sup>127</sup>

Appendix F shows that of the £122,000 spent on Works during 1893-1913, £107,000 was expended on the Town Quay. The decision to spend large sums of money on the reconstruction and improvement of the Town Quay was criticised at the time. It proved to be correct, for in 1913 SHB had modern facilities available for the coastal trade and could reasonably expect to expand business at the Quay.

## 9. Finance

Changes and improvements in financial management were introduced in the early 1900's, they included new accountancy procedures and the method of raising capital. By the end of 1903, two long serving officers, Skelton and Bowyer had departed and Pailthorpe joining from outside brought a fresh mind to the Clerk's job. He was fortunate in having Gubbins, previously a senior clerk, as Accountant. In 1902, a Specific Commissioner, Peter Milne-Stewart had been elected Chairman of the Finance Committee, so a new team came into being.

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\* Most members of SHB were also members of the Corporation.

Turning to the start of the period, long term debt at the year end in 1893 stood at £186,500, well within the limit of £249,900 (Figure No. 4). In 1896 and 1897 savings in annual charges were made by paying off 4% bonds issued under the 1863 and 1877 Harbour Acts and replacing them with new bonds at 3½%.<sup>128</sup> During the 1890's, several expensive projects were undertaken, including the deepening of the channel through Netley Shoal, costing £20,000, an extension to the Town Quay at £23,600 and further spending on the Pier in excess of £10,000. A joint meeting of the Works, Finance and Parliamentary Committees on 10 November 1899 was advised that the value of bonds issued was approaching the authorised limit.<sup>129</sup> Members were aware of the possibility of substantial expenditure becoming necessary in the near future, because of work needed at the Town Quay and for dredging in the deep water channels. SHB had little alternative but to put a Bill before Parliament to obtain authority for additional borrowing. The 1900 Southampton Harbour Act gave permission for an additional £100,000 to be raised. Shortly after the passing of the Act, SHB advertised for applications for up to £15,000 of 3½% bonds and took a bank overdraft to cover immediate needs.<sup>130</sup>

In 1902, the deepening of the main water channels was in prospect with a cost estimated to be between £105,000 and £160,000. In view of this, it was considered prudent to seek authority from Parliament to incur more long term debt. The 1903 Southampton Harbour Act authorised up to £125,000 of further borrowing and permitted LSWR to contribute to the cost of dredging. As SHB's debt outstanding at the time amounted to £235,450, the limit was raised to £360,450. Permission was also given to pay off existing bonds and for the creation of a new Redeemable Stock with a maximum life of sixty years. The passing of the 1903 Act can be seen to confirm SHB's intention to provide a channel from the sea to the Docks suitable for the largest ships.<sup>131</sup>

In 1904, £300,000 of SHB 4% Redeemable Stock was created with redemption at par in 1965. Existing bondholders were paid off and given the option to subscribe to the new loan. When £250,000 of the new stock was issued in 1905, it was oversubscribed.<sup>132</sup> The Act specified that interest be paid half-yearly and a sinking fund be created. For the latter purpose, a set amount was to be set aside out of income at the end of the year with the object of accumulating funds to pay off the Stock in 1965. Sinking Fund money was to be invested in approved securities, one of these was SHB's own 4% Redeemable Stock. The new arrangements provided continuity and relieved SHB of the need to hold half-yearly ballots to decide which bonds were to be paid off, thus allowing savings in administration and clerical work. A further unexpected advantage arose from the depreciation of the real value of the pound sterling over the life of the stock.

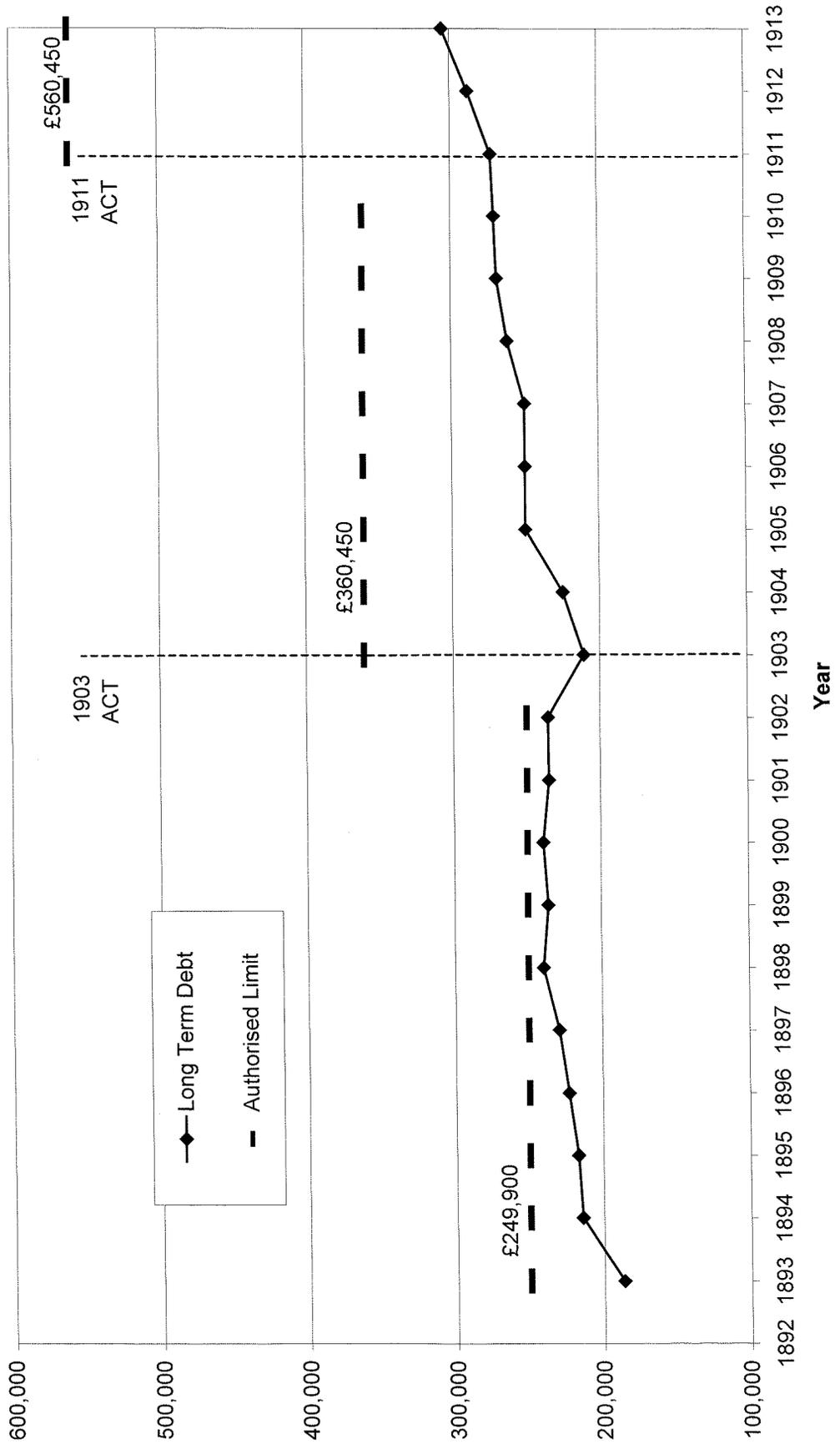
Capital expenditure was at a high level from 1905 to 1910 due mainly to the reconstruction of the Town Quay and to deep dredging in the main channels. At the end of 1910, SHB had issued £270,535 of 4% Redeemable Stock and further spending on both projects was envisaged. It was thought that the limit of £360,450 would not be adequate. Approval was sought and given under the 1911 Southampton Harbour Act for a further £200,000, but Parliament stipulated that any money raised under the Act must be spent solely on improving and maintaining the deep water channels.<sup>133</sup> By the end of 1913, the amount of 4% Redeemable Stock issued was £305,048, well below the authorised ceiling of £560,450. Long term debt had increased by 60% since 1893 (Figure No. 15)\*. Annual charges in 1913 amounted to £13,981, comprised of interest at £12,027 and sinking fund at £1,954 (Appendix H).

In order to gain an overall view of SHB's financial affairs, revenue as well as capital spending has to be considered. Separate accounts were kept for the

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\* Based on V2/5 in Volume Two.

**FIGURE 15 - SOUTHAMPTON HARBOUR BOARD LONG TERM DEBT 1893-1913**

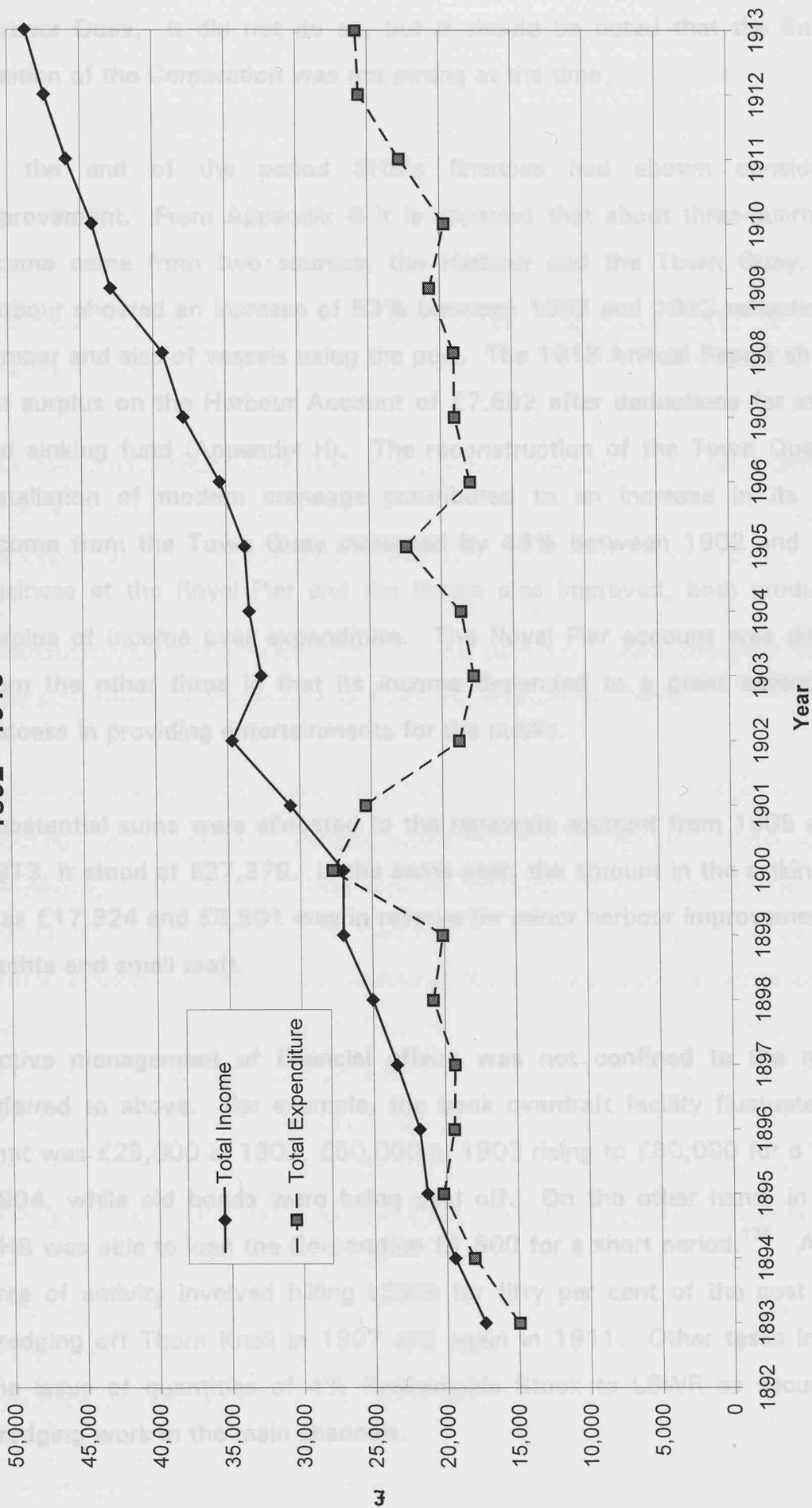


Harbour and Royal Pier until 1880, when capital and revenue accounts were established to cover all of the Board's business. It seems that the aim at the time was to provide the Board with a more comprehensive picture of its finances. Accounts were kept in this way until 1902, when the format for both capital and revenue was revised. Subsidiary revenue accounts were established for the Harbour, Town Quay, Royal Pier and the Estate.<sup>134</sup> An appropriate proportion of long term debt was allocated to each. Future spending was to be debited to one of the four headings and the relevant income credited. The new format had merit for it enabled Board members to monitor the affairs of the different departments more effectively. A Plant Renewal Account was created, financed by annual allocations from surplus income. In 1903, it was agreed that repayment of loans and payment of interest would be debited against each department to show profit or loss each year. After the issue of the Redeemable Stock in 1905, a proportion of the sinking fund was allocated annually to each.

The improvements in the accounts were made on the advice of external auditors, Cash, Stone & Co., of London. Alderman Lomer had suggested the use of professional accountants instead of honorary auditors in 1880, but without success.<sup>135</sup> The 1903 Harbour Act made the employment of external auditors mandatory. Figure No. 16 shows that income from all sources increased steadily during the period, whereas the level of expenditure was uneven, but remained at a relatively low level when compared with income. Contractors' charges for dredging at the Town Quay and the Royal Pier had a marked effect on the revenue account in 1900, 1905 and 1912. The situation in 1903 was serious and it is not altogether surprising that some members were against expensive dredging operations in the main channels without a contribution to the cost from an outside source such as LSWR. They were in a bind because the Corporation, of which most were members, could have helped by temporarily foregoing its portion of the

**FIGURE 16 - SOUTHAMPTON HARBOUR BOARD INCOME/EXPENDITURE ACCOUNT**

1892 - 1913



Harbour Dues. It did not do so, but it should be noted that the financial position of the Corporation was not strong at the time.

By the end of the period SHB's finances had shown considerable improvement. From Appendix G it is apparent that about three-quarters of income came from two sources, the Harbour and the Town Quay. The Harbour showed an increase of 53% between 1902 and 1913 reflecting the number and size of vessels using the port. The 1913 Annual Report shows a net surplus on the Harbour Account of £7,652 after deductions for interest and sinking fund (Appendix H). The reconstruction of the Town Quay and installation of modern craneage contributed to an increase in its trade. Income from the Town Quay increased by 43% between 1902 and 1913. Business at the Royal Pier and the Estate also improved, both produced a surplus of income over expenditure. The Royal Pier account was different from the other three in that its income depended to a great extent upon success in providing entertainments for the public.

Substantial sums were allocated to the renewals account from 1905 until in 1913, it stood at £27,379. In the same year, the amount in the sinking fund was £17,324 and £3,501 was in reserve for minor harbour improvements for yachts and small craft.

Active management of financial affairs was not confined to the matters referred to above. For example, the bank overdraft facility fluctuated; the limit was £25,000 in 1902, £50,000 in 1903 rising to £80,000 for a time in 1904, while old bonds were being paid off. On the other hand, in 1907, SHB was able to loan the Corporation £1,500 for a short period.<sup>136</sup> Another area of activity involved billing LSWR for fifty per cent of the cost of the dredging off Thorn Knoll in 1907 and again in 1911. Other tasks included the issue of quantities of 4% Redeemable Stock to LSWR as security for dredging work in the main channels.

Financial affairs were in good order when passed to the new Board in March 1914. Some credit for this state of affairs should be given to Pailthorpe, Gubbins and Milne-Stewart.

## **10. Parliamentary Affairs**

The four Southampton Harbour Acts passed between 1900 and 1913 provide a useful insight into SHB's affairs.\*

The 1900 and 1903 Acts are of importance because between them, they gave authority for a total of up to £125,000 of additional long term borrowing and for the issue of a new sixty year loan stock. Approval was also given for the deepening of the deepwater channels, and the reconstruction of the Town Quay. The two Acts were designed to meet SHB's perceived requirements and had the support of LSWR.

SHB was less successful with the 1911 Act. It gained the right to charge reduced tonnage rates to vessels anchoring in Southampton Water and not proceeding to the Docks. This was an important matter for several foreign companies, notably the North German Lloyd and Hamburg-America Lines. SHB's attempt to charge an additional ½d tonnage rate on ships of more than thirty feet draught failed. The Union Castle, Royal Mail, White Star and LSWR companies petitioned against it. The House of Commons Committee which examined the Bill thought that SHB's finances were satisfactory and the extra dues from ships drawing more than thirty feet were not necessary. SHB gained authority for a further £200,000 of borrowing, but expenditure was restricted to the improvement and maintenance of deepwater channels. A clause was inserted to require the Board of Trade to appoint a Commission within six months to report on constitution and powers of SHB. It was to make recommendations for changes if deemed to be necessary.

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\* Summarised in Volume Two, No. V2/9.

The Commission presented its report in 1912, the Chairman was Sir Alfred Bateman KCMG, the other members were a retired Rear Admiral and a Barrister. It was a comprehensive report which included port history and a detailed study of the facilities currently available. The main thrust was on the case for reforming the constitution of the Board.<sup>137</sup> SHB and the Corporation had already recognised that some degree of change was inevitable and had met and agreed with LWSR and the Chamber of Trade to recommend to the Commission that a new Board should have a membership of about twenty-five seats, LSWR asked for five and the Chamber of Commerce wanted three. The Commission took evidence from all interested parties and its recommendations were as follows,

To be nominated,

Admiralty	1
War Office	1
* Board of Trade	-
Trinity House	1
Corporation	7
Specific Commissioners	-
LSWR	3
Hampshire County Council	1
Itchen UDC	1

To be elected,

Chamber of Commerce	2
Foreign going Shipping	4
Coastwise Shipping	2
Local Traders	1
Frontagers	<u>1</u>
	25

\* The Board of Trade said that it would be willing to nominate a member if required.

Upon Parliament's acceptance of the Commission's report, SHB was required to present a Bill embodying its recommendations. SHB's Parliamentary

Committee wished to use the opportunity to include a number of other matters not connected to the Report, but this proposition was rejected by a majority of the Board at a meeting on 12 November 1912. During the proceedings in Parliament, John Hodge, a Manchester Labour MP, wanted to amend the membership of the new Board. He proposed that two of the seven members nominated by the Corporation should be appointed after consultation with local Labour organisations and need not be members of the Corporation. When this was put to SHB, it responded in the negative and said that the proposal would be unworkable. It would not oppose the two appointments, if they were to be in addition to the seven Corporation members.<sup>138</sup> The House of Commons decided to add one member to be appointed by the Board of Trade after consultation with labour interests. The new Board would consist of twenty-six members, sixteen nominated and ten elected.

The Bill received the Royal Assent on 15 August 1913, it dealt with membership, specified qualifications for electors and also election procedure. Election day for members was fixed as 10 March 1914 and the new Board came into effect on 25 March 1914.

It should be noted that Southampton Corporation's entitlement to one-fifth of SHB's Harbour Dues remained.

## **11. The New Board**

The Corporation's appointees were the Mayor, three Aldermen and three Councillors. The War Office's man was the local Embarkation Commandant and the Admiralty's was the Senior Officer of the Coast Guard's Southern District. (The Board of Trade and Trinity House each nominated a member). LSWR's members were, the Docks and Marine Manager, Dockmaster and District Traffic Superintendent. The Chamber of Commerce representatives

were Milne-Stewart, formerly a Specific Commissioner and Beresford Turner, a local Solicitor, both men had served terms as President of the Chamber. An election was not held for the Owners of Foreign Going Vessels since there were only four nominations: P E Curry, formerly a Specific Commissioner and Local Manager for the White Star and American Lines filled one place. The other places were filled by representatives of RMSP, Union Castle and Cunard. One of the two members elected by Owners of Coasting Vessels was from IWSP, the other was from the Clyde Shipping Company. The local traders elected Sir George Hussey, previously a Specific Commissioner and Mayor in 1900. No election was necessary by Waterside Frontagers as there was only one nominee, A J Day, of the Itchen Shipbuilders, Day and Summers and formerly a Specific Commissioner.\*

At the first meeting of the new Board on 2 April 1914, two names were put forward for election as Chairman.

Alderman W Bagshaw (Mayor)	proposed by Alderman C J Sharpe seconded by Sir George Hussey.
F Beresford Turner	proposed by P E Curry (White Star) seconded by T M Williams (LWSR)

The Corporation's nominees hoped that the Mayor would be elected as the first Chairman of the new Board, but it was not to be. Curry said that there were three major interests represented, namely the Corporation, the shipping interests and the LSWR and he thought the Chairman should not come from any of these.

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\* Board members are listed in Volume Two, V2/10.

Beresford Turner was elected, sixteen members voted for him. Hussey, the three Aldermen and the three Councillors, a total of seven voted for Bagshaw. Paul,\* Beresford Turner and Bagshaw did not vote.

Colonel Frank Willan of Hampshire County Council was elected Deputy Chairman.

Chairman and Deputy were local men and both said that they could not claim to be experienced in dock or shipping affairs.

Chairmen of Committees were,

P Milne-Stewart	Finance
Alderman W Beavis	General Purposes and Fisheries
Alderman H Bowyer	Works. <sup>139</sup>

The custom dating from 1803 of electing the Mayor as Chairman ended. The Corporation no longer controlled the Board and the interests of trade and commerce were in a much stronger position. The Specific Commissioners were abolished, but four of their number became members of the new Board.

At the second Board meeting, Curry proposed that a Committee be appointed to report on,

- (1) Standing Orders
- (2) The position of the Officers
- (3) The exclusion of the Press from Board meetings.

Some of his remarks in support of the third part of his proposal are worthy of note. *“Those who were members of the old Board knew only too well the*

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\* Board of Trade nominee.

*hours which were wasted in listening to speeches by gentlemen who seemed inebriated by the exuberance of their own verbosity and those speeches had been fully reported. He did not think members benefited from the speeches and the Press would have been none the worse if they had reduced them."*

After a vigorous exchange of views for and against the exclusion of the Press, a Committee was set up to look into the matter.<sup>140</sup> When it reported back, its recommendation that the meetings should continue to be open to the Press was accepted. In regard to the officers, it was decided to retain the services <sup>of</sup> all except the consulting electrical engineer. Electrical work would in future be under the control of the Engineer (Surveyor). It was reported that there had been a lack of co-ordination of departments in the past. Friction and irregularity had been due mainly to the lack of clear definition of positions and duties of staff. The Board decided that the Clerk was to be the Principal Officer and all communications from officers to committees would be channelled through him. He, or his Deputy, would sign all correspondence. Job specifications were to be drawn up for each officer.<sup>141</sup>

The new Board started well, it had the advantage of having members with different backgrounds and many with experience of trade in the port. The choice of Chairman and Deputy without previous connection with the port was sensible. It was also prudent to have experienced men as the first Chairmen of the three Committees. It was also sound policy to appoint the Clerk as the principal officer and to define the duties of all officers.

Board membership was from a broad cross section of interests, together with representation from three major Government departments and Trinity House. The Board could properly be described as 'representative', but it was not ideal for management purposes. A membership of twenty-six appears to be excessive when compared with the companies such as LSWR and SDC, both of which managed with twelve. A large membership could result in over

lengthy discussions at Board and Committee meetings leading to delay or postponement of decisions. On the other hand, the size of the new Board was not out of line with comparable authorities, the Mersey Docks and Harbour Board had twenty-eight members and the Humber Conservancy thirty-seven.

## **12. Conclusion**

The results of SHB's management of affairs during the years 1893-1914 were generally satisfactory, despite slow and cumbersome procedures at Board level. The Royal Pier, the Harbour, Town Quay and the Estate were all run relatively efficiently on a day-to-day basis by the Clerk, Harbourmaster, Wharfinger and Surveyor. It seems that the Board of Trade, Trinity House, and the military and naval authorities were all satisfied with those aspects of SHB's affairs of concern to them. A new Pavilion and other facilities for entertainment purposes were provided on the Royal Pier, the Town Quay was reconstructed and extended and more warehouses built. Detailed financial records were kept and improved procedures were introduced in the early 1900's with the aid of professional Accountants. Methods of raising capital by way of bonds were also improved culminating in the issue of 4% Redeemable Stock in 1905. Regular employees seem to have been treated fairly and towards the end of the period some attention was given to the views of Trade Unions. No doubt the arrival of Labour Councillors on the Board as members, played a part in this change of attitude.

The record is poor in respect of the most important single project of the period, the deepening of the main channels from the Docks to the sea in the early 1900's. Having agreed to it in principle with LSWR, SHB failed to have channels of a fully acceptable depth available in time for the arrival of the 'Adriatic' in 1907, and again for the 'Olympic' in 1911. It also failed in 1911, when it attempted to persuade Parliament to give permission for an

additional tonnage rate to be levied on very large ships requiring the extra depth. Apparently, the Board did not appreciate that Parliament was unlikely to approve its application in the face of strong opposition from LSWR and several large shipping companies and while the Corporation continued to take one-fifth of the net harbour revenue.

The Board had too many members, resulting in lengthy debates leading to delay and lack of decision. Over 80% of the members were also members of the Borough Council, so it was possible that the attitude of the Corporation might be given undue attention at Board meetings. The delay and mishandling of the deep dredging project resulted from differences of opinion within the Board over means of funding the work. The weakness of the Board as constituted was revealed by its handling of this complicated and difficult matter.

To summarise, the Harbour Board managed most of its affairs competently although delay in decision making was not uncommon. It failed when faced with its most important decision, the deepening of the main channels. The Board was too large, unrepresentative and dominated by the Borough Council.

## PART FOUR

### THE MANAGEMENT OF DOCKS BY THE LONDON & SOUTH WESTERN RAILWAY COMPANY 1893-1914

#### 1. Introduction

The Harbour Board and the Dock Company were each responsible for part of the operation of the port, neither had any significant interests outside Southampton. LSWR differed in that its primary function was the management of a large railway system serving a wide area of Southern England. The docks were important for LSWR, but secondary. Important decisions affecting them were not taken by LSWR managers locally, but by the Board in London. LSWR's structure and management style differed from that of SDC and even more so from that of SHB. The differences were mainly due to the larger and more varied scale of its operations. LSWR's Board was not only concerned with the safe movement of passenger and goods trains, but also with the management of numerous stations, a large Works at Nine Elms and another at Eastleigh from 1891. In addition, it had a fleet of twenty steamboats based at Southampton trading with the Channel Isles and ports in Northern France. It was joint operator with the London Brighton and South Coast Railway Company of steamboats based at Portsmouth sailing to and from the Isle of Wight. It also owned and operated two steam ferries serving the Isle of Wight from Lymington. In addition, it had a steam tender based at Stonehouse Harbour near Plymouth to enable passengers from North Atlantic liners to be transferred to express trains to London. At the time it took control of the docks, it was a prosperous company in a sound financial position and immediately put in hand a costly programme of rehabilitation and expansion. The aim was to rapidly increase

trade, particularly the business with the North Atlantic fast passenger liners. It was anticipated that additional passengers and freight would be attracted to its London to Southampton railway.

Before 1892, LSWR was aware that the main shipping channel from the docks to the Solent would have to be deepened if large costly passenger vessels were to be able to operate efficiently. Negotiations on this issue between LSWR and SHB were described in Part 3.

## **2. The Board**

LSWR like SDC, had the advantage of a relatively small Board of twelve Directors, most of whom served for long periods. They were elected by shareholders at the regular half-yearly meetings. A shareholder could nominate himself or someone else as a candidate for membership. When this occurred, the name was put forward at a Board meeting and if approved was added to the list of applicants.<sup>1</sup> In practice, vacancies were filled by men selected by the Board. Membership included wealthy men of influence living in LSWR's area and prominent businessmen, for example, Williams, Drummond and Portal owned estates within LSWR's area and Crichton had a substantial property at Netley bordering Southampton Water. Lord Pirrie was Chairman of Harland & Wolff, shipbuilders of Belfast with a yard within the docks and Sir Owen Phillips was Chairman of the RMSP. The Board had direct access to parliamentary circles since Clinton and Pirrie were members of the House of Lords and Beach, Cecil, Simeon, Williams and Owen Phillips, members of the Commons. The election of Scott, Scotter and Owens after retirement indicates the knowledge and experience gained as general manager was valued. In two cases, relationship with the Chairman was a factor in the election of members, Sir Barrington Simeon joined the Board in 1892 immediately after the death of his father-in-law, R H Dutton, the chairman from 1875. William Portal succeeded his father, also a previous Chairman,

in 1902. In both cases, it seems that the Board made the appointments out of respect for the deceased, both long serving members. William Portal served until the LSWR was absorbed into the Southern Railway in 1922, Simeon's tenure was shorter, he resigned in 1907.\*

A Director was a member of two or more Board committees and could be asked to undertake other duties. For example, he might represent the LSWR on a joint committee with another railway or sit on the board of a company in which LSWR had an interest. At its monthly meetings, the Board dealt with Parliamentary Bills, finance, matters of major importance and received minutes and reports from committees. The senior members became Chairmen of individual committees, these included traffic, finance engineering, locomotive and carriage, stores, estates, docks and marine. The day to day management of affairs within departments was carried on by senior officers under the direction of the relevant committees. The committees met on the day before the monthly Board meeting. This procedure ensured that when a departmental matter was on the Board's agenda, at least some of the members present had previous knowledge of it. As most departmental items were dealt with in committee, the Board was able to concentrate on major issues.

The Chairman and Directors reported to shareholders at meetings held in February and August of each year. Prior to the meeting, a printed document was issued containing details of the current financial position, a brief review of the company's business affairs and any special matters worthy of note. The Docks and Steamboats financial reports were shown separately in the half-yearly report from those of the railway. In the course of his address, the Chairman compared the financial results for the current half year with those of the same period in the previous year and proposed a rate of dividend on ordinary stock for the half-year. The Deputy Chairman seconded the

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\* Members are listed in Volume Two, V2/11.

motion which was approved after discussion by the shareholders. During the early years of the period, most shareholders were content with the company's results. However, a few had always doubted the wisdom of buying the docks and later the Cold Storage Project attracted a certain amount of criticism.<sup>2</sup> The situation became more difficult for the Board towards the end of the period when dividends were at a lower level and the price of ordinary stock had declined.<sup>3</sup>

The Docks Superintendent was appointed <sup>in</sup> 1892 and became responsible to the Docks Committee when it was formed later in that year.<sup>4</sup> His first task was to take control of the dock undertaking and to ensure that business continued without disruption. He was in charge of day to day working arrangements with shipping companies, merchants, Harbour Board, Corporation and others. The General Manager took part when major capital works or important financial matters were under review.

In 1893, the Docks and Marine Committees were amalgamated, so the new Committee was given responsibility for the management of the steamers based at Southampton serving the Channel Isles and Northern French Ports.<sup>5</sup> Later it became responsible for the South Western Hotel, a first class hotel adjacent to the main railway station and overlooking the docks.<sup>6</sup> In regard to membership, when Charles Scotter joined the Board in 1898, he became a member of the committee. No doubt it was thought that his knowledge of affairs at Southampton gained during his period as General Manager would be useful. Another member, Crichton, joined the committee in 1903, he had the advantage <sup>of</sup> living locally and of being well known in Southampton and in the County.

It was the Board's policy to publicise major developments at the docks, usually by way of an opening ceremony attended by special guests, local dignitaries and the press, followed by lunch and speeches. The Board also

deemed it important to maintain good relations with Southampton's civic and commercial leaders. The Chairman, W S Portal, made progress in this direction, for as mentioned in Part 3, in 1894 he was asked to open the newly built Royal Pier Pavilion and <sup>in</sup> 1896 was given the Freedom of the Borough. A high point of 1895 was the opening of No 5 Dry Dock by the Prince of Wales and the naming of it after him. In 1898, the Provincial Grand Master of the Freemasons, W W B Beach,\* laid the coping stone at the Test Quay in the presence of a large gathering of Masons from all over the county. Speeches were made by Portal, the Grand Master and the Mayor of Southampton.<sup>7</sup> There was another ceremony in 1905, when the Lord Lieutenant of the County, the Marquess of Winchester opened No 6 (Trafalgar) Dry Dock. However, differences arose between LSWR and SHB over the dredging of the main channels in Southampton Water and with the Corporation regarding the powers and composition of SHB. LSWR with others opposed sections of SHB's 1911 Parliamentary Bill, but the Chairman, H J W Drummond said later that he regretted the differences with the Corporation and that in future they must be friends and work 'hand in hand'\*.<sup>8</sup>

As to payment for their services, Directors shared fees amounting to £4,000 for each half year and were entitled to free first class railway travel. Further, a Director had the privilege, if he wished to use it, of nominating a suitable young man for employment as a junior clerk.<sup>9</sup>

### **3. The Transfer of the Docks to LSWR**

The initial move for the transfer came from a motion by shareholders at SDC's half-yearly meeting held on 17 February 1891.<sup>10</sup> The arrangements

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\* Beach was a LSWR Director.

\* In the presence of the Mayor, at a lunch on board the 'Olympic' to celebrate her arrival at Southampton for the first time. (Southampton Times & Hampshire Express 10th June 1911).

were approved at separate meetings of shareholders and SDC and LSWR in February 1892.<sup>11</sup> <sup>and</sup> The Southampton Docks Act passed Parliament in June 1892, <sup>↑</sup> authorised the change in ownership to take effect from 1 November 1892.<sup>12</sup>

During the negotiations leading to the acquisition of the dock undertaking, LSWR had the advantage of a detailed knowledge of the business. It was a major shareholder and four of its Directors, including the Chairman, were members of SDC's Board. When Hedger, SDC's Chief Officer, acting on behalf of his Board proposed that £1,871,372 be paid for the company,<sup>13</sup> Macauley, LSWR's Secretary rejected this and drew attention to SDC's poor financial position and pointed out the impetus for the sale came not from LSWR, but from the shareholders of SDC. He said that LSWR were acting for 'the benefit of SDC and Southampton's trade'. Macauley's offer of £1,360,000 was accepted by SDC's Board, with the four LSWR members not voting.<sup>14</sup>

LSWR anticipated opposition to the transfer and took steps to meet it. It was a condition of the transfer that SDC obtained the support of Southampton Corporation, SHB and the Chamber of Commerce.<sup>15</sup> This was important, for in 1885 when SDC did not agree to build a new wet dock, the Corporation obtained power to build one, but abandoned its plan when LSWR provided the money for SDC to build the Empress Dock. James Lemon, the Mayor, had played an active part in obtaining the Southampton Corporation Docks Act of 1885, but in 1892 strongly supported LSWR's proposal.<sup>16</sup> LSWR paid the Corporation's expenses for its petition of Parliament in favour of the proposal. However, when LSWR's great rival, the Great Western Railway Company (GWR) sought to acquire running rights over the line to the docks, it was flatly refused. GWR applied to the House of Lords for 'locus standi', but was refused and the Bill was passed without opposition.<sup>17</sup>

For some time before the transfer, the General Manager, Charles Scotter had been negotiating with the American Steamship Company for a move of its UK terminal from Liverpool to Southampton. The Empress Dock was capable of accommodating American's two largest ships, the 'St Paul' and the 'New York', but none of the four dry docks were suitable, so it was clear that considerable expenditure would be needed for a larger dry dock, additional warehouses, cranes and other buildings and equipment.

The speed of decision taking in the take-over and the expansion of the docks in 1892 was remarkable. The arrangements were authorised by a Committee of Chairmen of Committees, (senior members) with the General Manager in attendance and subsequently approved by the full Board. They included:-

- 1) Appointment of a new Dock Superintendent.
- 2) Agreement with the American Company for:-
  - (i) berthage for two ships with use of warehouses
  - (ii) construction of a new dry dock
  - (iii) dredging of the main channel outside the entrance to the Empress Dock.
- 3) LSWR to buy fifty acres of mudland from the Corporation for the dry dock.
- 4) Approved plans for the new dry dock.
- 5) Contract to build the new dock given to Lucas & Aird.
- 6) Ordered a steam dredger at a cost of £12,750

- 7) Agreed to form a Docks Committee.
- 8) Instructed General Manager, Engineer and Solicitor to proceed and report from time to time.<sup>18</sup>

All the above were authorised before 1st November 1892.

Upon taking control of the docks, Dixon, the new Superintendent, was required to report on the provision of a hydraulic power system, electric lighting, hire of dredgers and hoppers and a building for American's offices.<sup>19</sup> Lucas & Aird's men arrived on site early in the following month and commenced work on the new dry dock.

The American Company's plans depended on securing the contract to carry United States government mails to Britain, in this, it was successful and the first ship arrived in March 1893.

In summary, LSWR conducted the transfer arrangements in a speedy and efficient manner. It did not move until its conditions were met and then, having agreed the changeover date, moved swiftly to take control and immediately put in hand preparation for expansion. Neither SHB or SDC would have been able to match its speed of decision.<sup>20</sup>

#### 4. Trade

The arrival of the American Line's 'New York' in 1893 was an important event, not only because it saw the start of the a new fast passenger service to the USA, but because Southampton had secured it from Liverpool. LSWR's immediate task was to provide offices for the Line and complete the passenger and cargo handling facilities at the Empress Dock, followed as quickly as possible by a large dry dock (No 5) capable of accommodating the

'New York' and its sister ships. Work also started on the construction of new quays on the Itchen and the Test with the aim of accommodating still larger vessels, particularly those of the North German Lloyd and the Hamburg America Companies. These ships did not normally come up to the docks, passengers and mails were embarked or disembarked by tender in Southampton Water. A North German Lloyd ship, the Kaiser William Der Gross won the Blue Riband for the fastest North Atlantic crossing in 1897. Other large ships followed and in 1903, the new larger, Kaiser Wilhelm II, of over 19,000 tons, with a draught of nearly 30 feet docked at the Test Quay.<sup>21</sup> This type of vessel could carry over 1,800 passengers and was attractive to American travellers since it was fast and took the most direct route to Europe. People leaving or joining these ships at Southampton could make use of the railway connection to London or the LSWR steamers to Northern France. Competition between British and German liners on the New York to Europe route was fierce, speed was all important. The Hamburg-America company decided in 1904 to save time by arranging for its vessels to call at Dover Harbour instead of Southampton, where time was needed for a ship to travel from the Solent into Southampton Water. In 1906, its fastest ship, the 'Deutschland' (16,500 tons) was damaged when it collided with a pier at Dover, The repair work was carried out in Southampton's Trafalgar Dock. After this accident Hamburg-America ships returned to Southampton.<sup>22</sup>

The renovation and expansion of the docks facilities was not only for the large passenger liners on the North Atlantic, but was also intended to cater for other shipping, particularly medium sized ocean going vessels carrying passengers and freight. With the opening of the Trafalgar Dock (No 6) in 1905, the port was equipped to accommodate all types of ships, including the largest in service. There were six dry docks, mechanical coal handling plant, a large coal barge dock, and shipbuilding and repair yards. Warehouse accommodation was available with modern equipment for the handling of

grain in bulk, timber and other materials.\* More ships were attracted to the docks; the General Steam Navigation Company ran a weekly passenger and freight service to Bordeaux. The Atlantic Transport Company operated a fortnightly cargo service to New York and later the Thomson Line commenced a service to Quebec. Ships of German and Dutch companies proceeding to and from ports in Africa, Dutch East Indies, Australia and China called on route.

In 1903, a large Cold Storage Plant situated on the Test Quay came into service. It was capable of storing large quantities of meat, fruit, vegetables and eggs. Cattle and sheep could be landed at its jetty, killed in its slaughter house and the carcasses frozen and kept in store. It's capacity was not fully utilised and it was 1906 before the first cattle arrived for slaughter.<sup>23</sup> Considerable quantities of peaches, plums, pears and grapes were imported from South Africa, but much of it passed through the port and on to customers. Similarly, frozen beef imported from the Argentine did not necessarily go into storage. After a slow start, business began to build up gradually.

The Military Transport Service which commenced in 1894 was based in the docks and normally used six ships for part of the year on long voyages to colonies and overseas stations. As mentioned in Chapter 3, the Boer War generated an exceptional increase in traffic requiring increased facilities and a useful improvement in dock income.

In 1902, the White Star Line based at Liverpool was taken over the International Mercantile Marine Company, owners of the American and other lines. LSWR persuaded IMMC to base its new larger class of ships at Southampton instead of Liverpool. LSWR was able to convince IMMC that

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\* In 1911, the grain storage area exceeded 75,000 square feet. Timber storage was 180,000 square feet. (PRO/RAIL/411/661).

the quays and dry dock facilities would be suitable for the 'Adriatic' (24,500 tons). When the 'Adriatic' left Southampton in June 1907 to commence a weekly service to New York, it generated an increase in the level of Southampton's passenger traffic. In the same year, Cunard brought into service two very large, luxurious vessels, the 'Lusitania' and the 'Mauretania', each of 32,000 tons and capable of carrying 2,300 passengers. These two ships based at Liverpool became the fastest on the New York run, both winning the Blue Riband. Southampton, with its large Trafalgar Dock was in the fortunate position of being one of the few ports able to receive them. In 1907, LSWR commenced building a new 16 acre dock with deep water berth suitable for the largest liners in the world. White Star intended it to be the base for two mammoth liners, the 'Olympic' (45,000 tons) which arrived in 1911 and the 'Titanic' (46,000 tons) in 1912. As both vessels were 882 feet long, the Trafalgar Dock was increased in length from 750 feet to 897 feet to accommodate them. Southampton could claim to be recognised as an important passenger port when White Star moved its headquarters to it from Liverpool. There were doubts about its claim to be able to accommodate the world's largest liners for there was only just enough space in the Trafalgar Dock for the Hamburg-America's 'Imperator' (52,000 tons) and larger ships were under construction such as the 'Vaterland' (54,000 tons), length 950 feet. From the above outline of events, it is clear that from 1892 to 1913, intense competition between British and German companies engaged in the North Atlantic passenger trade resulted in a remarkable increase in the size of ships from 10,500 tons to over 50,000 tons. This was not only extremely costly for the shipping companies, but also for harbour and dock authorities such as LSWR, which wanted to increase their share of the transatlantic passenger business.

Board of Trade annual statistics for shipping at the port include total net tonnage separated into foreign going and coastwise, but the figures relate to the port as a whole and do not differentiate between the Docks, Royal Pier,

Town Quay or private wharves. Only a limited amount of tonnage carrying foreign or colonial products could go other than to the docks, for the waterways outside the main channels were only suitable for relatively small vessels. Appendix J is an extract from the Report of the Southampton Harbour Commission of 1912 and is included because it gives a snapshot of shipping entering the harbour in 1911. The most active British foreign going companies were Union, White Star, RMSP and LSWR, whilst of the foreign owned companies, the most active were American, German and Dutch lines. As to the coastal shipping, British & Irish Steam Packet, Langlands, Clyde and City of Cork vessels used the Town Quay and the ISWP vessels berthed at the Royal Pier. Some of the firms shown as paying dues were owners of private wharves, for example Bradbury and Son, Phoenix Coal Company and the Gas Company. R & J Rea's craft went to the coal barge dock where Rea held the coal handling contract. It is not known whether vessels represented by agents or brokers went to the docks, it is probable that most berthed at the Town Quay or at private wharves. From the above, it seems that in 1911, most ships from overseas went to the docks and much of the coastal traffic went elsewhere within the port.

Board of Trade statistics for net tonnage are used in Table VI to show that trade at Liverpool, London and Southampton increased considerably between 1891 and 1913.

**Table VI**

**Net tonnage entering London, Liverpool & Southampton 1891-1913**

(000s tons)			
Port	Coastal	Foreign	Total
<b><u>1891</u></b>			
Liverpool	2,756	5,867	8,623 (10.1)
London	5,579	7,637	13,217 (15.4)
Southampton	846	918 (2.5)	1,764 (2.1)
United Kingdom	48,834	36,859	85,693

(000s tons)			
Port	Coastal	Foreign	Total
<b>1906</b>			
Liverpool	3,250	8,145	11,396 (9.4)
London	6,374	11,223	17,596 (14.5)
Southampton	1,367	2,265 (3.8)	3,632 (3.0)
United Kingdom	60,992	60,281	121,273
<b>1913</b>			
Liverpool	3,521	12,054	15,575 (9.3)
London	6,363	13,725	20,088 (12.0)
Southampton	1,568	6,701 (6.6)	8,269 (5.0)
United Kingdom	65,274	101,473	166,747

Note:

1. Figures in brackets are percentages of the United Kingdom Total.
2. Figures obtained from Annual Statements of Navigation and Shipping for 1892, 1907 and 1914.

From Table VI it seems that total net tonnage of ships entering at Southampton rose from less than 2,000,000 tons in 1891 (2% of United Kingdom) to over 8,000,000 tons in 1913, being approximately 5.0% of the total of the United Kingdom in 1913. Further that the net tonnage of ships entering from foreign countries and the colonies rose from less than 1,000,000 tons to 6,700,000 tons. While these are remarkable figures, they need to be treated with caution for two reasons. Firstly, some ships were not fully loaded with freight and passengers and as such were not fully profitable for the owners or the docks. Secondly, the method of compiling the figures was changed from 1907 onwards with the result that from that date they are to some extent, overstated in relation to earlier years. The table also shows that although Liverpool and London enjoyed large increases in tonnage compared with Southampton, their share of the United Kingdom total diminished. This can be accounted for by a corresponding increase in the share of certain other ports which were engaged primarily in coal and other bulk trades. For example, Cardiff and the Tyne Ports.

Table VII shows that the value of the import/export trade at Southampton trebled between 1891 and 1913.

**Table VII**

**Value of imports and exports at London, Liverpool & Southampton 1891-1913**

(£000s)				
Port	Imports		Exports	
<b><u>1891</u></b>				
Liverpool	115,143	(26.4)	108,118	(35.0)
London	149,473	(36.1)	87,121	(28.2)
Southampton	8,718	(2.5)	8,283	(2.7)
United Kingdom	435,441		309,114	
<b><u>1906</u></b>				
Liverpool	146,702	(24.1)	150,349	(32.6)
London	199,407	(32.8)	115,354	(25.0)
Southampton	16,518	(2.7)	18,164	(3.9)
United Kingdom	607,889		460,678	
<b><u>1913</u></b>				
Liverpool	175,492	(22.8)	195,288	(30.8)
London	253,879	(33.0)	157,913	(24.9)
Southampton	25,493	(3.3)	28,076	(4.4)
United Kingdom	768,735		634,820	

**Note:**

- 1) (Numbers in brackets are percentages of United Kingdom totals).
- 2) Figures obtained from Annual Statements of Trade with Foreign Countries and British Possessions for 1892, 1907 and 1914.

The income/expenditure figures given in Figure No 22 taken over a slightly shorter period, show that income increased by a factor of 2.8, so it seems reasonable to credit LSWR with trebling trade with overseas countries within the period. The Table also reveals that London and Liverpool between them handled about two thirds by value of the nation's income/export trade in 1891, but their share declined to approximately 55% in 1913. By

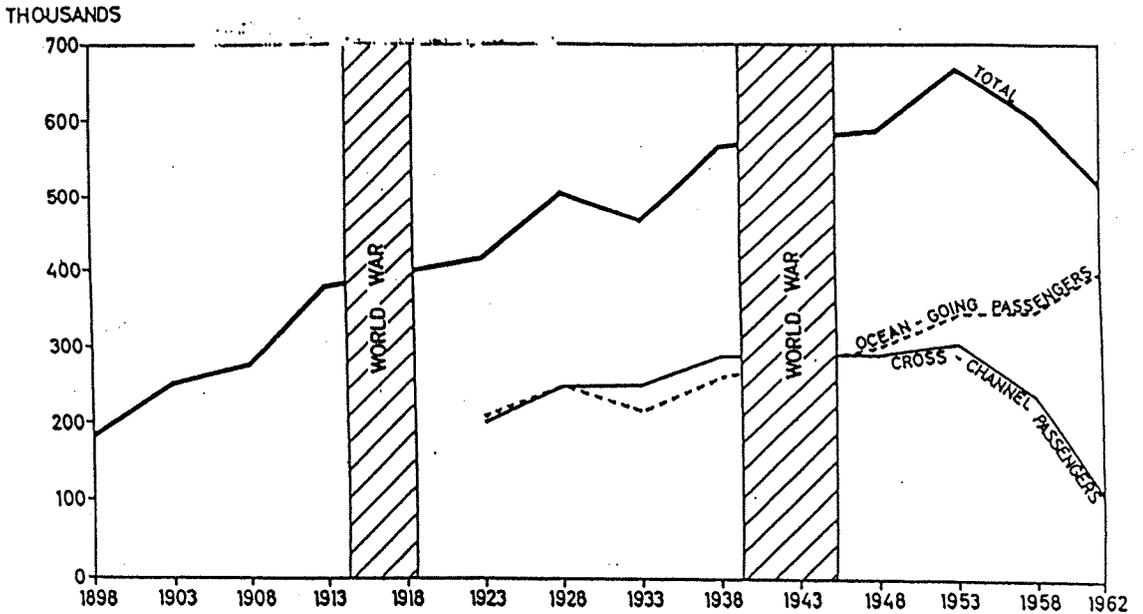
comparison, Southampton's share by value seems to have increased from 2.5% to nearly 4% in 1913.

In 1892, Alderman John Miller, Chairman of the Harbour Board, speaking at a meeting of the Town Council, looked forward to 'the day when Southampton would become the Liverpool of the South'.<sup>24</sup> From the discussion above, it is apparent that Southampton was far from that position in 1913. On the other hand, it was on the way to become the most important passenger port. For example, in 1894 there were nearly 120,000 passenger arrivals and departures rising to 304,000 in 1910 and to approximately 375,000 in 1913 (Figure No 17).<sup>25</sup>

## 5. Major Works

Between 1892 and 1912, expenditure on capital account in the docks exceeded £5,000,000. This was a direct result of the Board's policy of expansion, a major component being the provision of facilities to suit the world's largest ships. For this purpose, LSWR needed to take note not only of new ships being built, but also of larger vessels in the planning stage. The largest and most costly individual capital projects were deepwater quays, dry docks and a large open dock. Large maritime civil engineering works took years to complete, so the Board needed to look several years ahead when authorising such projects. The scale of the works can be judged by the increase in the length of quays which almost doubled between 1892 and 1912 from 12,054 feet to 23,259 feet.<sup>26</sup> The docks and quays were equipped with warehouses, passenger and cargo sheds, railway tracks, cranes, pumps, power, lighting and many other facilities. Space does not permit a detailed examination of the programme, but it is possible to give an outline. For this purpose, the period is divided into three phases as shown in Figure No 18.

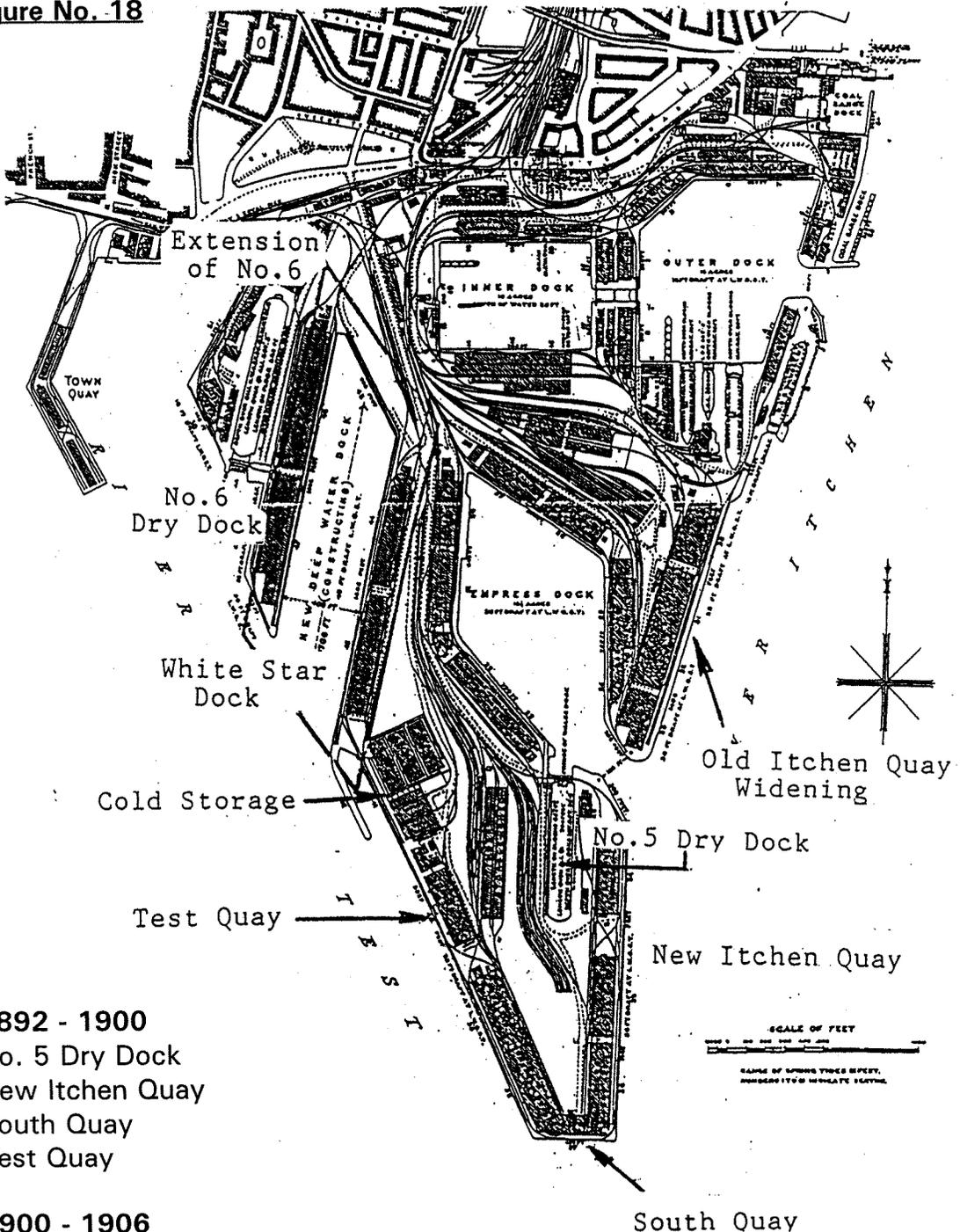
**Figure No. 17**



**Note 1:** Figure No. 17 is a copy of a graph on p.287 of the Port of Southampton in a Survey of Southampton & Its Region, Eastburn & Griffiths, 1964.

**Note 2:** The Report of the 1912 Southampton Harbour Commission p.6 states that the number of passengers arriving & departing in 1894 was 119,468 and in 1910 was 304,045.

**Figure No. 18**



**1892 - 1900**  
 No. 5 Dry Dock  
 New Itchen Quay  
 South Quay  
 Test Quay

**1900 - 1906**  
 No. 6 Dry Dock  
 Widening of Old Itchen Quay  
 Completion of Cold Storage

**1906 - 1913**  
 White Star Dock  
 Extension of No. 7 Dry Dock

**SOUTHAMPTON DOCKS - MAJOR WORKS 1892 - 1913**

1892-1900 - Construction of No 5 dry dock, deep water quays on the Itchen and Test. Rehabilitation and improvement of existing docks.

1900-1906 - Construction of No 6 dry dock, widening of the existing Itchen Quay and completion of the cold storage plant.

1906-1913 - Construction of the White Star Dock and extension of No 6 dry dock.

### 1892 - 1900

In 1892, the need to start work on the new dry dock was so urgent that, the Board dispensed with normal tendering procedure. W R Galbraith, LSWR's consulting engineer recommended the contract be awarded to a large civil engineering firm, Lucas & Aird.<sup>27</sup> It was agreed that the rates would be the same as those in Lucas & Aird's unsuccessful tender in 1886 for the Empress Dock. Galbraith said that their offer had been midway amongst those of eight contractors. He regarded it as fair and competitive, additional rates would be in accordance with a schedule currently in use for work on the Tyne for the North Eastern Railway and which had been the subject of competitive tender. The contract included new quays on the Itchen and Test, but at this stage, the method of construction was not known. Prices for items not covered were to be agreed with Galbraith as sole arbitrator. The order was given to John Aird on 29th September 1892 and accepted on the following day.<sup>28</sup> The work was given to Lucas & Aird not only because of <sup>their</sup> capability as a large public works contractor, but also because <sup>they</sup> could start work immediately. At the time of the order the dimensions of the dock had not been finally decided. In October 1892, it was agreed with American and other large companies that the length would be 750 feet overall and 87½ feet wide at the bottom with 112 feet at the top.<sup>29</sup>

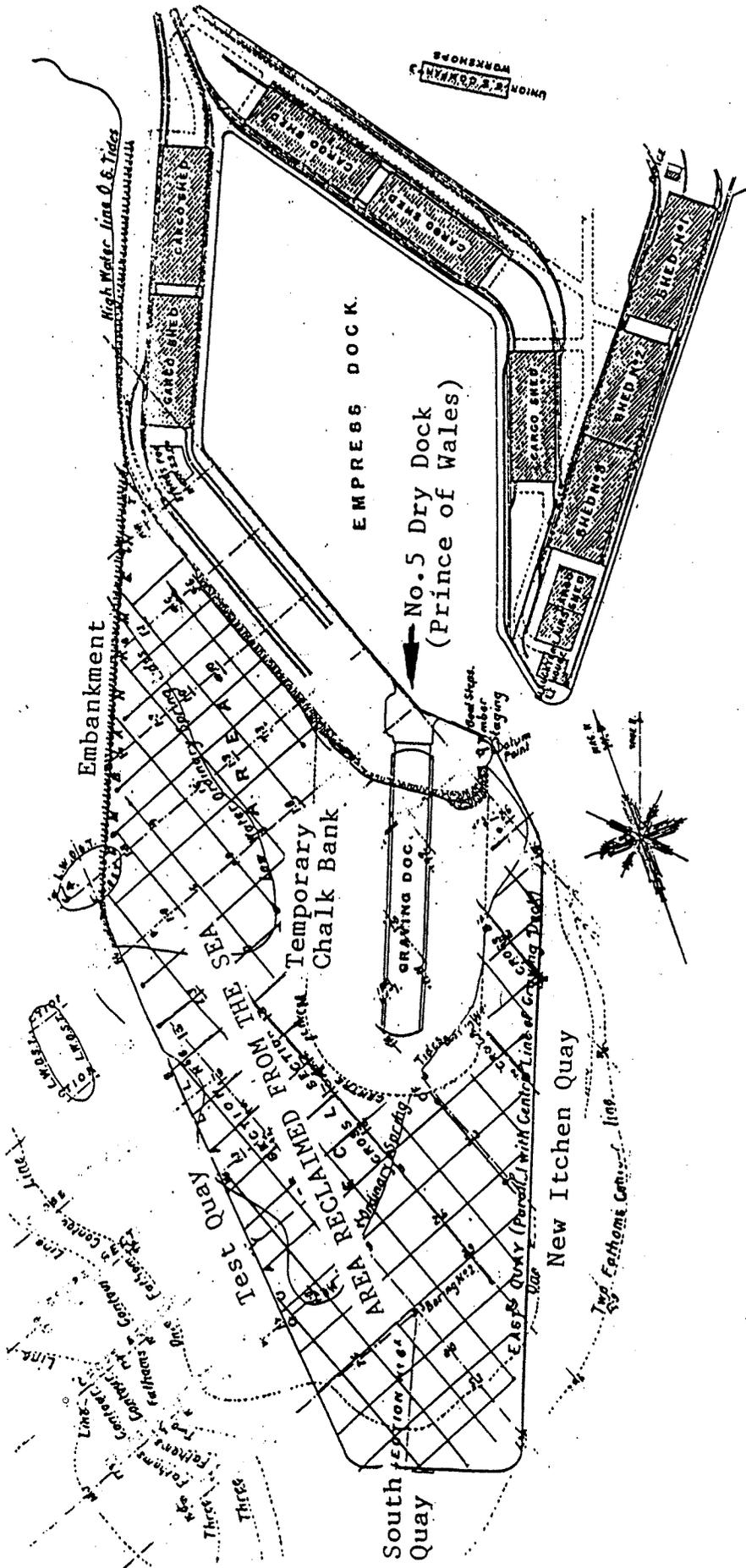
The rapid action taken by LSWR would not have been possible for SHB. Apart from the problem of financing the project, it could not have awarded a contract of this size without a full specification and competitive tenders. An advantage in having a large contractor on site, was that Lucas & Aird could also tender for other urgent smaller projects, for example, additional cargo sheds, offices for the American Line and major repairs to dock walls. Much depended on Galbraith's judgement, but he enjoyed the Board's confidence for he had acted as its consulting engineer for many years. He was to receive 3½% commission on the cost of works carried out under his supervision.<sup>30</sup>

The size of the project necessitated the employment of experienced engineers and supervisory staff and a work force of over 1,000. A wide range of plant and machinery was used, for example, forty steam cranes, eighteen steam piling machines, four steam dredgers and five steam tugs.<sup>31</sup>

The new dry dock was built in concrete inside a temporary chalk bank on mudlands purchased from the Corporation. The entrance was on the south wall of the Empress Dock and controlled by a hydraulically operated steel caisson (Figure No 19). An engine house was erected to contain the steam boilers and pumps needed for emptying the dock and a 30 ton travelling crane provided for ship repair work. During the two and a half years needed for completion, the contractors were also making progress on the deep water quays and reclaiming areas of mudland. When the Prince of Wales opened the new dry dock in 1895, the new Itchen Quay was nearing completion. The South and Test Quays were in use in 1902.<sup>32</sup>

In the case of the dock, the working area within the chalk bank was kept clear of water by pumps, but heavy timbering had to be employed to enable trenches to be excavated in which the walls were built. Sites for the quays were dredged to provide waterways of 28 feet depth LWOST for the Itchen

Figure No. 19



**PRINCE OF WALES DRY DOCK (NO. 5)**

The sketch above is based on a drawing on p.170 of "Engineering", 9th August 1895.

Quay and 32 feet for the other two. The method of constructing the quays varied being dependent upon depth of water and the nature of the sub-soil. The length of the new Itchen Quay was 1600 feet, most of which was built in wooden staging with concrete hearting and chalk backing, but 265 feet had to be built within temporary box dams and a short portion on cast iron cylinders filled with concrete with monoliths of the same material placed on top. Most of the Test Quay was built in concrete in the dry behind a temporary chalk bank, but the South Quay being in the deepest water and more exposed to the weather was built in concrete within several box dams. This method was slow, difficult and costly.<sup>33</sup>

After the new quays were completed, they had to be equipped to handle ships, passengers and freight. Passenger and cargo sheds were erected, cranes installed, railway tracks and roadways laid, lighting, telephone, electricity and water systems extended to the quays.

Running in parallel with the construction of the new dry dock and quays was a programme of rehabilitation and reconstruction of the docks estate taken over from SDC. One of the first tasks was the erection of passenger and cargo sheds and other equipment which had not been provided at the Empress Dock. This was followed by a hydraulic power system to operate cranes, grain conveyors, elevators, coal hoists and capstans. The dock railway was extended, rails renewed and old shunting engines replaced with new. Electric lighting was installed throughout the docks. The cost on this account had reached £81,868 by 31st January 1899.<sup>34</sup>

Lucas & Aird\* were employed on a variety of other projects apart from those on the new quays, an early one was an eight storey grain and provision warehouse 'M' on the north side of the Inner Dock costing £35,000. Followed by 'N' at £12,800 and 'O' for grain and flour at £17,000.<sup>35</sup>

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\* Became John Aird & Company in 1895.

## 1900 - 1906

More dry dock accommodation was needed to cater for new larger passenger liners on the North Atlantic routes, so it was decided to build No 6 on mudlands west of the new quays. The Prince of Wales Dry Dock could have been extended, but it was thought that large ships manoeuvring to enter the dock could interfere with traffic entering and leaving the Empress Dock.<sup>36</sup> The new dry dock had direct access to Southampton Water and was convenient for the new deep water quays. The dimensions in Galbraith's original plan were length 800 feet, width 90 feet and depth 31 ½ feet, but on the advice of Sir William White, the Admiralty's Chief Naval Constructor, the depth was increased to 33 feet. It seems that the Royal Navy wanted to ensure that the new dry dock would be large enough to accommodate a large warship. The estimated cost in 1900 was £231,800, being Aird's tender at £196,800 and £35,000 for the gates and pumping equipment. The construction method was similar to that adopted for No 5, completion was to be within two years and three months from the time of enclosure. It was late in 1901, before the walls were sealed and water pumped out. In 1902 it was decided to increase the length of the dock to 875 feet, the additional cost was estimated at £10,000. Responsibility for procuring the pumps and machinery for the new dock was given to Dugald Drummond, the Locomotive Superintendent, so the steam boilers and other items were manufactured at LSWR's Nine Elms works.<sup>37</sup> The dock was completed in May 1905 and opened in October of that year by the Marquess of Winchester.<sup>38</sup> In 1906, Galbraith reported that Aird's account for the dry dock, wing walls, boiler house and western boundary wall was £243,787. Allowing for other costs such as steam boilers, pumps, gates, a 20 ton travelling crane, hydraulic power, lighting and consultant's fees, it seems reasonable to assume a final cost in the order of £300,000.<sup>39</sup>

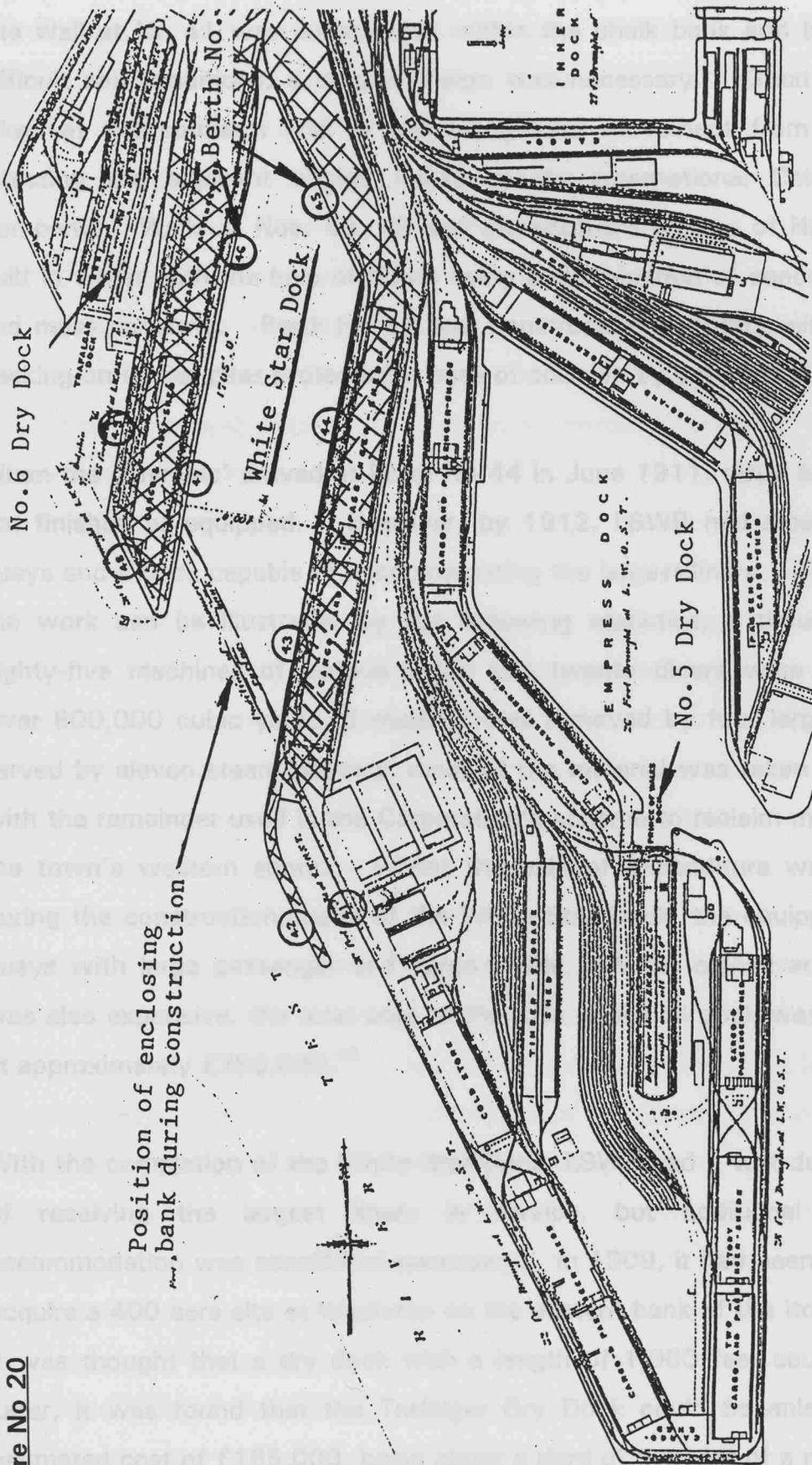
Further capital works built at this time included two cargo sheds on the Test Quay, a coal barge wharf and jetty and the widening of the Old Extension Quay. The latter structure was designed by Alfred Giles and built in 1875. Due to the increase in the size of ships, RMSP and other companies experienced difficulties at the quay, they complained of a scarcity of deep water berths. In 1901 Galbraith prepared a scheme to widen the quay and increase the depth of berths. Aird's tender for the work was £75,200 and covered construction in timber decking on piles, 1,400 feet in length, 50 feet wide placed against the Old Extension Quay.<sup>40</sup> Berths were dredged to 30 feet LWOST.

### **1906 - 1913**

Major changes were made in the management of dock engineering work in 1907. Galbraith continued in his role as consulting engineer until the contract for the White Star Dock was placed, Wentworth-Shields then took charge, reporting to the Docks and Marine Superintendent and the Docks Committee. There was also a change in the main contractor, John Aird & Son's tender of £551,837 for the new dock was rejected in favour of that of Topham, Jones & Railton at £492,231.<sup>41</sup> Work started on site in October 1907.

The new dock was a tidal basin in the shape of a parallelogram built on mudlands between the Empress Dock and the Trafalgar Dry Dock. It was the largest and most costly dock to be built by LSWR at Southampton before World War 1, being 1,700 feet long, 400 feet wide, having depth at LWOST of 40 feet and a water area of 15½ acres. The design had to take into account the difficulties of the site, particularly the varying types of sub strata including sands, clays and gravel. A temporary chalk bank built in connection with earlier works was used to hold back the sea on the south side. The walls at berth Nos. 43, 44, 45, 46 and part of 47, (Figure No 20),

**Figure No 20**



**WHITE STAR DOCK 1912**  
(from I.C.E Proceedings Vol. CXCV, 1914).

were built in mass concrete in the dry after pumping water from the site. The wall at No 41 was constructed within the chalk bank and because of difficult soil conditions, a special design was necessary. Great care was taken at the southern end to prevent ground movement from adversely affecting the adjacent engine house of the International Cold Storage Company. Walls at Nos. 48, 49 and the southern portion of No 47 were built in water with the help of divers using a combination of concrete blocks and mass concrete. Berth No 42 was constructed as a jetty with wooden decking on timber piles protected in case of collision by concrete buttresses.

When the 'Olympic' arrived at Berth No 44 in June 1911, other berths were not finished or equipped. However, by 1912, LSWR had nine additional quays and a dock capable of accommodating the largest liners. The scale of the work can be illustrated by the following statistics, a thousand men, eighty-five machines of various types and twenty divers were employed. Over 800,000 cubic yards of material was removed by four large dredgers served by eleven steam hoppers, most of the material was taken out to sea with the remainder used in the Corporation's scheme to reclaim mudlands on the town's western shore. Whilst the bulk of expenditure was incurred during the construction phase of the White Star Dock, the equipping of the quays with large passenger and cargo sheds, offices, cranes and railroads was also expensive, the total cost of the fully equipped dock was estimated at approximately £750,000.<sup>42</sup>

With the completion of the White Star Dock, LSWR had a wet dock capable of receiving the largest liners in service, but additional dry dock accommodation was considered necessary. In 1909, it had been decided to acquire a 400 acre site at Woolston on the eastern bank of the Itchen, where it was thought that a dry dock with a length of 1,000 feet could be built. Later, it was found that the Trafalgar Dry Dock could be enlarged at an estimated cost of £185,000, being about a third of the cost of a new dock at

Woolston. LSWR decided on the cheaper scheme and obtained the White Star Company's agreement that a reconstructed dock with a length of 897 feet and width of 108 feet would be suitable for the 'Olympic' and the 'Titanic'. Topham, Jones & Railton's tender for the main contract was accepted in the sum of £137,617 and the contractor took possession on 17 October 1910. The 'Olympic' entered on 16 July 1913. As part of the project, the gates were replaced by a double faced caisson and additional pumps installed. Previously the gates were used to shut the water out of the dock and the pumps removed water on the inside. The new arrangement made it possible to maintain or increase the depth of water in the dock when the tide outside was falling.<sup>43</sup>

Before 1892, there were instances of movement of dock walls, sometimes resulting in slip or collapse and the problem continued after LSWR took charge.\* Steps were taken in 1893 to strengthen the west wall of the Empress Dock. A length of about 600 feet was dealt with by sinking large cast iron cylinders at the base and building a concrete wall on top. The work was carried out by Lucas & Aird at a cost of £36,000. A movement in the north-west wall of the Outer Dock became serious in 1894. In this case repairs were effected by excavating behind the wall down to dock bottom and filling same with concrete. Repairs were also made to the Northwest Export Shed which had been affected by the subsidence. The work was carried out by Lucas & Aird on a cost plus 7½ % basis.<sup>44</sup> Later in 1910 and again in 1911, movements of the west wall of the Outer Dock at Berth Nos. 2 and 3 caused concern. Repairs were carried out by Topham, Jones & Railton at an approximate cost of £6,000.<sup>45</sup> In all the above mentioned cases the walls had been constructed before LSWR's time. However in 1907, repairs became necessary at Berth No 34 on the Itchen Quay. The quay was built by Lucas & Aird to Galbraith's design. The wall had moved causing the cargo shed and the railway line to sink. The repair work was

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\* (Described in Part 2 above).

carried out by Aird at an approximate cost of £22,000.<sup>46</sup> The varying nature of the subsoil at foundation level caused problems for all the dock engineers including those building the White Star Dock. There were sections in the latter which were expensive to construct and hazardous for those working on site.

In 1899 work commenced on the construction of the largest cold storage plant in Europe. It was a three storey concrete structure on piled foundations sited at Berth No 41 on the Test Quay. It had its own landing jetty, lairs and abattoirs for cattle and sheep. When it opened for business in 1903, it incorporated the latest technology. It had a capacity of approximately 2,000,000 cubic feet and could accommodate 6,000 sides of beef, 155,000 carcasses of sheep and had facilities for the storage of fruit, vegetables and eggs. It was flexible in operation since frozen meat could be taken directly from ships into store. Cattle delivered by ship or from local sources could be slaughtered and processed into the refrigerated store or chilled and despatched by rail.<sup>47</sup>

The Southampton Cold Storage & Lairage Company was formed in 1899 to build and operate the plant. It was agreed that LSWR would provide 50% of the estimated cost of £80,000, subject to the Company giving a deposit of £10,000 to be forfeited in the event of default. There was a sixty-six year lease with rent at the rate of 7% of the capital outlay. In the following year the company's Directors proposed that the original capacity of 1,000,000 cubic feet be increased to 2,000,000 at an estimated cost of a further £70,000. At this stage, the Company spent £44,000 and was unable to raise more money. The plant was under construction and equipment on order so LSWR decided to continue to finance the project and to charge the Cold Storage Company interest at 5% per annum on the money advanced and to require payment in full six months after the opening for business. W T Foxlee, New Works Engineer was put in charge of the project and asked

to report on the cost and advise if any deferral was possible. He reported that the final outlay on the planned scheme would be approximately £272,000, but £39,000 could be saved by restricting the number of floors to three instead of five as planned. The Cold Storage Company's financial difficulties continued until 1902, when under pressure from LSWR, it went into voluntary liquidation. The International Cold Storage & Ice Company was then formed with power to raise £200,000 in capital and to take over the lease and to carry on the business. Annual rent charges payable to LSWR ranged from £6,000 in the first year to £12,000 in the fifth and following years. In addition, there were weekly charges of £35 for running the machinery and £50 in respect of office rent and rates. LSWR was given the right to appoint one director. The new company also experienced difficulty in raising funds and was unable to pay the rent and other charges due to LSWR. It seemed likely that it too would go out of business, but it was rescued by LSWR's agreement in 1907 to make reductions in rent and to the restructuring of capital. The overall effect was that LSWR as the major debenture holder took control of further capital and other spending.\*

The LSWR saw the Cold Store as an additional facility which would not only be attractive to the North American chilled meat, bacon and cheese trades, but would also be capable of taking live cattle and sheep from elsewhere. The original plan to use a separate company was prudent, since LSWR had limited experience in the cold storage business. It soon became clear that the cost of the project had been underestimated and cost control inadequate. LSWR had to take control to protect its interest. Whilst the project had an unfortunate start, it was to be well used for food supplies for the Army in World War 1.

Turning from the matter of the Cold Store to the situation at the docks at the end of 1913. Having spent over five million pounds on capital account,

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\* Information of Cold Storage during 1899-1907 taken from Docks Committee Minutes.

LSWR owned a modern docks complex with fifty-one separate berths and long quays on the Test and in the White Star Dock capable of accommodating the world's largest ships. In regard to facilities for repairs and maintenance, Harland & Wolff had a large works within the docks and other ship repairers were based elsewhere in the port. The largest of six dry docks (No 6) had been extended to 897 feet and was entered by the 'Olympic' for the first time in the summer of 1913.

Much the capital expenditure between 1892 and 1913 had been incurred on works needed to accommodate the ever increasing size of new ocean liners built for the North Atlantic passenger trade. This pattern of expenditure seemed likely to continue, for in 1913, the Hamburg-America Line was known to have on order two ships in excess of 50,000 tons, the 'Imperator', length 919 feet, launched in 1913 and the 'Vaterland', 950 feet in length, under construction. The LSWR Board needed to ascertain whether other companies would build ships of this size and if so decide if a larger, suitable dry dock should be built on the site at Woolston. In the event, the problem went into abeyance when the port came under military control at the outbreak of war in 1914.

## **6. The Employees**

In 1892, it was necessary to appoint an experienced manager not only to take control of the docks, but also to carry out and contribute to LSWR's plans for expansion. The General Manager, Charles Scotter, having a wide experience of the railway and dock industry probably knew of suitable candidates. John Dixon, Harbourmaster and Superintendent of the Swansea Harbour Trust was selected. He had previously held managerial posts at Kings Lynn, Avonmouth and Sharpness Docks. He was appointed Docks Superintendent in July 1892 at a commencing salary of £800 per annum rising to £900 and £1,000 in the second and third years. Dixon took charge

on 1st November 1892 and in the following year became responsible for management of the company's fleet of steamers after the Marine Superintendent, E K Corke, retired. His title was changed to Docks and Marine Superintendent and his salary raised to £1,000 per annum becoming £1,200 after two years. During Dixon's time as Superintendent, he oversaw the initial expansion phase including the arrival of the American Line and the opening of the Prince of Wales Dry Dock (No 5). He resigned in 1901 at the age of 67, but continued as a SHB Specific Commissioner until his death in 1910.<sup>48</sup> T M Williams, Port Master at Grimsby succeeded Dixon with a salary of £800 per annum rising to £1,200 in 1907. The status of the post was raised in 1909, when it was decided that it would in future be a Board appointment with the title of Docks and Marine Manager. The salary was to be £1,300 for the first year, £1,400 for the second and £1,500 for the third.<sup>49</sup> Williams declined to become a SHB Specific Commissioner, probably because LSWR was dissatisfied with SHB's slow progress with the dredging of the deepwater channels in Southampton Water. He was one of LSWR's three nominees to membership of the new Harbour Board in 1914.

LSWR was a large and profitable concern and was able to reward its top officials at much better salary levels than SHB. The practice was to appoint a man to a senior post on a relatively moderate rate of pay and to give generous increases over the years in recognition of satisfactory performance and increased responsibilities. Taking examples not connected with the docks, G T White was appointed Traffic Superintendent of the LSWR in 1893 at £800 per annum and in 1899 became 'Superintendent of the Line' at £1,500 per annum. W Bishop was recruited from another railway company to be Assistant Solicitor in 1903 at £800 per annum and appointed Solicitor in 1910 at £2,000 per annum. Dixon and Williams were well treated, but neither reached the same level as pay of the Heads of the main departments. For example, in 1912, the pay of the Chief Mechanical Engineer was £1,750, Superintendent of the Line £1,800 and Chief Resident Engineer £2,000.

The difference probably reflects the fact that the General Manager was involved in all major decisions on docks matters.\*

When LSWR took over, it intended to extend the docks and to rapidly expand trade, but it did not make staff changes immediately. The only retirements of officers were those of SDC's Superintendent and its Engineer. New posts were filled from the existing staff, from other departments and when necessary from outside the company. LSWR had some latitude when setting salary levels for middle and lower ranking officers because of the relatively high pay of the departmental managers. It seems that the policy was to maintain a considerable space between the pay of the head of a department and those of his principal subordinates. When Dixon took charge of the docks, he was given two lieutenants. W Johnson was appointed as his 'Indoor Assistant', having served in a similar capacity to the Superintendent of SDC, his salary at the time was £300 per annum. The 'Outdoor Assistant and Dockmaster' was Captain Lewis, promoted from the Steam Packet Department and given a salary of £250 per annum. Both men were granted an increase in salary of £50 per annum in 1897. When Johnson died<sup>in</sup> 1903 aged 65, he was not replaced. Changes were made in the organisation of the clerical staff and J S Medd from the North Eastern Railway at Hull joined the staff as Chief Wharfinger. He started at a salary of £280 per annum rising to £350 in 1905, reaching £375 in 1911. In 1907 Lewis was in his sixty-first year with a salary of £400 per annum. On the recommendation of the General Manager, he was allowed to continue in his job on a yearly basis until 1912. Captain Harvey from Avonmouth Docks was appointed Dockmaster in 1913 at a salary of £400 per annum.

In 1914, he was one of LSWR's nominees on the reformed Harbour Board. Other changes included the promotion of T Orme in 1910 to the new post of Assistant Marine Manager at £350 per annum. In 1913 an Assistant Docks

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\* Details of salaries of senior officers obtained from Minutes of Board Meetings.

Manager was appointed at a salary of £550. He was F P Wharton, previously District Goods Superintendent at Plymouth. By the end of the period, there had been a remarkable expansion of business at the docks, but Williams was not given a senior man to help him deal with additional responsibilities and to deputise for him in his absence. The Assistant Docks Manager, Assistant Marine Manager, Dockmaster and Chief Wharfinger were all paid at rates less than half that of their chief. There was a considerable gap between the pay and hence status of the Docks and Marine Manager and that of his senior staff.\*

During the early years, Dixon and the local technical staff were under pressure because of urgent need to complete new civil engineering and dredging works and the installation and commissioning of new mechanical, electrical and hydraulic equipment including steam boilers, pumps, cranes, elevators and conveyors. In 1901 responsibility for all mechanical and electrical engineering work in the docks and the maintenance and repair of steamers was transferred to the company's Locomotive Superintendent based at Nine Elms Works in London. G Kew was appointed as his Assistant in charge at Southampton at £300 per annum rising to £350 in the second year. New mechanical workshops were built and the Northam steamer repair yard closed. Repairs to dock locomotives were transferred to the Northam locomotive depot. In due course one hundred workmen were made redundant with consequent cost savings.

Civil engineering in the LSWR had been organised in much the same way for the previous fifty years. The consulting engineer, W R Galbraith, in post for forty years, dealt with the design and construction of major new projects. The 'Resident Engineer' was the head of the Engineering Department and responsible for the maintenance of the track, signals, stations, depots and for

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\* Details of appointments and salaries have been taken from Minutes of Meetings of the Docks and Marine Committee.

small capital works. In 1904, the Board agreed changes in the responsibilities of Chief Officers of the technical departments. The Locomotive Superintendent, D Drummond was redesignated as Chief Mechanical Engineer and with a few exceptions was given responsibility for the inspection, maintenance and working of all mechanical and electrical plant throughout the company. In this way specialist professional skills were brought to bear on the procurement, installation and maintenance of mechanical and electrical plant. The Resident Engineer, J W Jacomb-Hood, was redesignated as Chief Resident Engineer and given responsibility for all building, foundation and excavation work, together with all railway track, signals, telegraphs, telephones and water services, but excluding works under Galbraith's control. The effect in the docks was to enable the Superintendent to concentrate on management of the docks and the steamboat fleet and on relations with SHB, the Corporation, the Military Transport Services, shipping and other companies.<sup>50</sup>

At the time of the changes, major civil engineering works in the docks including the Trafalgar Dry Dock (No 6), the Itchen and Test Quays and associated sheds and warehouses were under the control of Galbraith. However, there were some exceptions for in 1901, W T Foxlee, LSWR 'New Works Engineer', originally engaged for extension of Waterloo Station, was put in charge of several other important projects in the docks. These included completion of the Cold Storage Company's plant, cargo sheds, stores and a new coal barge jetty and wharf. In 1902 he was relieved of his duties by the Engineering Committee, but retained his salary of £800 per annum until his projects in the docks were financially complete. When he left in 1903, the Resident Engineer's staff became responsible for work on the Cold Store. It seems that there was no place for Foxlee in the new organisation.<sup>51</sup>

Work on Trafalgar Dock and the Test deep water quays continued under Galbraith until completion. He retired in 1907 when he was in his late seventies and in poor health. In the same year, F E Wentworth-Shields was appointed to be Engineer for the construction of the large new wet dock (White Star). He was given a salary of £800 per annum and an office and staff were provided.<sup>52</sup> This was a major change from payment for work by a consulting engineer on a fee basis, to the employment of a full time, salaried Engineer and his staff. Shields was experienced in railway and dock work having served under Galbraith for many years and was resident engineer during the construction of the Trafalgar Dock and the deep water quays. He was thirty eight years of age at the time of his appointment. In 1909, he became Docks Engineer to LSWR and later to its successor, the Southern Railway.

Clerical staff at the time of take-over numbered about ninety, of these the majority were employed in the import and export departments, the remainder were in the pay, ledger, invoicing, public and Superintendent's offices. About sixty were salaried staff, annual pay being within the range £60 - £170 per annum, mostly £60 - £80. Staff were permitted to join the company's pension scheme, subject to a minimum salary level of £60. Each year the General manager recommended a number of clerks, typically around thirty, to the Docks Committee for increase in salary. In 1903, the Docks Committee approved a number of increases in pay for clerical staff as part of the General Manager's plan to reorganise the dock offices. The Import, Export and Invoicing Offices were centralised in one building under the Chief Wharfinger, the aim was to improve efficiency and to reduce costs. It was also intended to cut down on overtime and to reduce the number of weekly paid clerks. The co-operation of Chief Clerks of these departments was essential, but as their pay was not affected, they could hardly decline to assist the management. The highest paid Chief Clerks at the time, were those of the Invoicing, Import and General Offices at £170 per annum. In

1911, improved pay scales given to clerical staff in the Traffic Department were extended to other department including the docks.\*

At the time of the purchase of the docks, LSWR did not recognise the right of trade unions to represent its staff and only a small proportion of its railway employees were members. The situation was not the same in the docks for union led strikes had occurred in the past. During a recent strike, in 1890, violent incidents had occurred and the military had been called in to assist the police. After the strike local employers started a Free Labour Association with the aim of offsetting the unions and preventing further strikes.\* For a few years it enjoyed some success, many dock workers were persuaded to join, an attraction being its contributory accident fund. The Docks Committee authorised annual contributions to the Association's main fund and also to the accident fund, continuing until the Association was wound up in 1913.

In 1900, the dock labourers asked for an increase in wages and some concessions were made including the classification of 'permanent men' into four categories of pay rates. As an example, a leading hand's rate was 24s 0d per week, whilst a class three hand's rate was 21s 0d. Men on the register received an additional ½d per hour above the casual rate of 5d. Plus rates were agreed for night and Saturday working. Other groups also asked for improvements. Engineers' pay was raised from 5s 0d to 5s 6d and firemen from 3s 0d per day to 3s 3d. The claims of labourers in the Works section were refused, but they were given the same entitlement to holidays with pay and passes on the railway as men employed in the permanent way department. These changes were arranged direct with the men without official union involvement.<sup>53</sup>

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\* Details relating to clerical staff taken from Minutes of Docks and Marine Committee.

\* Described in Chapter 2 above pp.87.

Many workmen and their families endured hard times in Southampton during the early years of the twentieth century when trade was depressed and unemployment at a high level with the result that labour disputes were rare. By 1907, employment opportunities improved and continued to do so into 1910-1913, a period of labour unrest throughout the port. LSWR was the largest employer of labour, but there were many others, including important shipping companies and ship yards. Trade disputes in one area could spread rapidly to another and might affect the working of the entire port. In 1910, there was <sup>a</sup> strike by seamen and firemen of the White Star Line which caused some disruption. Early in 1911, LSWR refused the dockers' demand for increases in the standard rates of pay, but made some minor concessions. The men were not satisfied and in June there was a short dock strike. Employees of other companies, including stevedores and coal porters were also involved and at one time the number of strikers in the port exceeded 2,000. Settlement was reached when the employers' granted increases in the basic rates. For example, in the docks, the maximum pay of a 'permanent' man was raised to 26s 0d per week, the 'preference' and casual men's rates were increased by ½d per hour. LSWR's shunters, points men and horse drivers were granted an increase of 1s 0d per week bringing their pay to 27s 0d per week.<sup>54</sup> The strike was carried out in a relatively peaceful manner due in part by the control exercised by the leaders, one of whom was Tommy Lewis, a Labour Borough councillor and member of the Harbour Board. A strike by the 'Olympic's' seamen and firemen caused further disruption when it spread to all the seamen and firemen in the port and was supported by other workers bringing shipping in the port to a standstill for several days. The Corporation appointed a conciliation committee which enabled outstanding questions of pay of various groups of workers to be settled. Strikes in some other ports were not so peaceful, at Hull, the situation deteriorated to such an extent that 400 Metropolitan Police were brought in to help maintain order.<sup>55</sup> More disputes occurred at Southampton in 1912 and in the following year, engineers were on strike for over three

months. They wanted an increase of 3s 0d on the basic wage of 39s 9d per week, but this was not acceptable to LSWR and the other employers. The men eventually accepted an increase of 1s 6d per week and returned to work. The Docks Committee awarded a bonus of two weeks pay to the seagoing engineers of the LSWR steamships in recognition of their work in carrying out small repairs to maintain marine services during the strike.<sup>56</sup> The 1911 strike was important because it led to the recognition of the local unions, albeit reluctantly, by the port employers including LSWR.

The changes at Southampton reflected developments in industrial relations which took place at national level. At the turn of the century almost all railway companies refused to recognise trade unions and were party to an agreement to provide assistance to any company involved in a dispute. LSWR also contributed annually to the funds of the National Free Labour Association. The NFLA was an active anti-trade union organisation which supplied strike breaking labour to railway and other companies. LSWR continued to decline recognition of trade unions, but co-operated when staff/employer conciliation boards were set up by the government in 1907.<sup>57</sup> In the same year it ceased making contributions to the NFLA. In 1911, after a short national rail strike, the government reviewed the conciliation procedure and put pressure on railway companies to recognise the trade unions. Recognition was conceded by agreeing that employees could elect their own secretaries to conciliation boards, so it became possible for union officers to sit on boards. Not surprisingly, the years 1911-1914 saw a marked increase in the number of LSWR employees becoming members of the Associated Society of Railway Servants.\* It seems that affairs at the docks moved in parallel with those on the railway.

In many areas within the Docks Estate, there were large numbers of men working in close proximity to moving plant and machinery. Inevitably

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\* The ASRS became the National Union of Railwaymen in 1913.

accidents resulting in fatalities occurred occasionally. Victims included ships' crewmen and military personnel as well as LSWR employees. Railway shunting operations caused some deaths, but in other cases men were knocked down by locomotives, injured by cranes or fell from ships or into ships' holds. It seems that there was no officer directly responsible for co-ordinating action of safety matters throughout the docks. Small ex-gratia payments of £10-£20 were usually given to dependants of those killed, although in a few cases legal action was taken to obtain compensation. All ex-gratia sums including those given to long serving employees on retirement were authorised by the Docks Committee on the recommendation of the General Manager.

To summarise the discussion on the management of employees, responsibility for all employee related matters, with the exception of the appointment of the Docks and Marine Manager, was delegated to the Docks Committee. There were no specialist personnel officers, the General Manager and the Docks and Marine Manager handled employee matters and where necessary, put them to the Committee for approval. Pay and prospects for senior and other officers were good, so recruitment of qualified staff was not difficult. Changes in organisation thought necessary to improve efficiency and to facilitate the expansion of trade were carried out successfully. Pay and conditions of clerical staff were brought broadly in line with those of railway clerks. It was in relations with the large force of manual worker that the Docks Committee experienced its major problems. After 1911, the management's long standing policy of negotiating on pay directly with its workers without trade union representation had to change because of the increasing strength of the unions.

## 7. Finance

LSWR obtained power under the 1892 Southampton Docks Act to create £1,360,000 of 3% Debenture Stock to enable it to purchase the Docks Undertaking. As the Act made it responsible for £201,906 of SDC Terminable Mortgage Debentures, it was permitted to deduct an equivalent sum together with a £30,000 temporary loan made to SDC, from the purchase price thus reducing the amount to £1,128,040. The quantity of 3% Debenture Stock issued to complete the purchase was much less than this sum, because LSWR was itself a large shareholder and a number of other shareholders chose to receive cash for their shares.<sup>58</sup>

Further funding was needed for the construction of No 5 Dry Dock, approval was given in the 1893 South Western Railway Act for the raising of a further £1,000,000 of capital and £333,330 of borrowings. LSWR obtained authorisation under the Act to reorganise its long term borrowing by converting all existing Debenture Stocks into two new 3% Stocks.<sup>59</sup>

The 1909 South Western Act gave authority for the raising of an additional £1,000,000 and £333,330 of borrowings in connection with the White Star Dock and a new dry dock.<sup>60</sup>

Capital expenditure on the docks was part of a much larger programme including, new Steamboats, a new Station at Waterloo, Eastleigh Works, railway extensions and the purchase of smaller railway companies. The Board monitored expenditure and when necessary took steps to control it. For example, 1901 when net income was depressed and the dividend was reduced, it divided capital works into three categories, 'A' to continue to completion, 'B' to proceed gradually as convenient and 'C' to be held over. All major projects in the docks came within category 'A'. Again in 1904, it

saw a need to reduce capital expenditure and ordered that it be kept to £200,000 in the second half year.<sup>61</sup>

Improvements in expenditure control included an instruction in 1903 that no item costing under £200 should be charged to capital. In 1906 the Chairman assured shareholders at their February meeting 'that not a penny was ever charged to capital which should be debited to revenue'. Earlier in 1900, the Board agreed that any project on a committee agenda costing £10,000 or more, was to come up again at the next meeting. This arrangement gave other Board members an opportunity to put forward views. A project requiring an urgent decision could be referred directly to the Board.<sup>62</sup>

The two senior officers responsible for the management of the company's financial affairs under the direction of the Finance Committee were the Accountant and the Treasurer. Funds had to be available to pay contractors' and other charges arising from capital works. New shares and debentures were issued in relatively small amounts sufficient to meet immediate needs using several firms of stockbrokers to obtain best prices. It was thought that the issue of large quantities of stock would depress the market price.

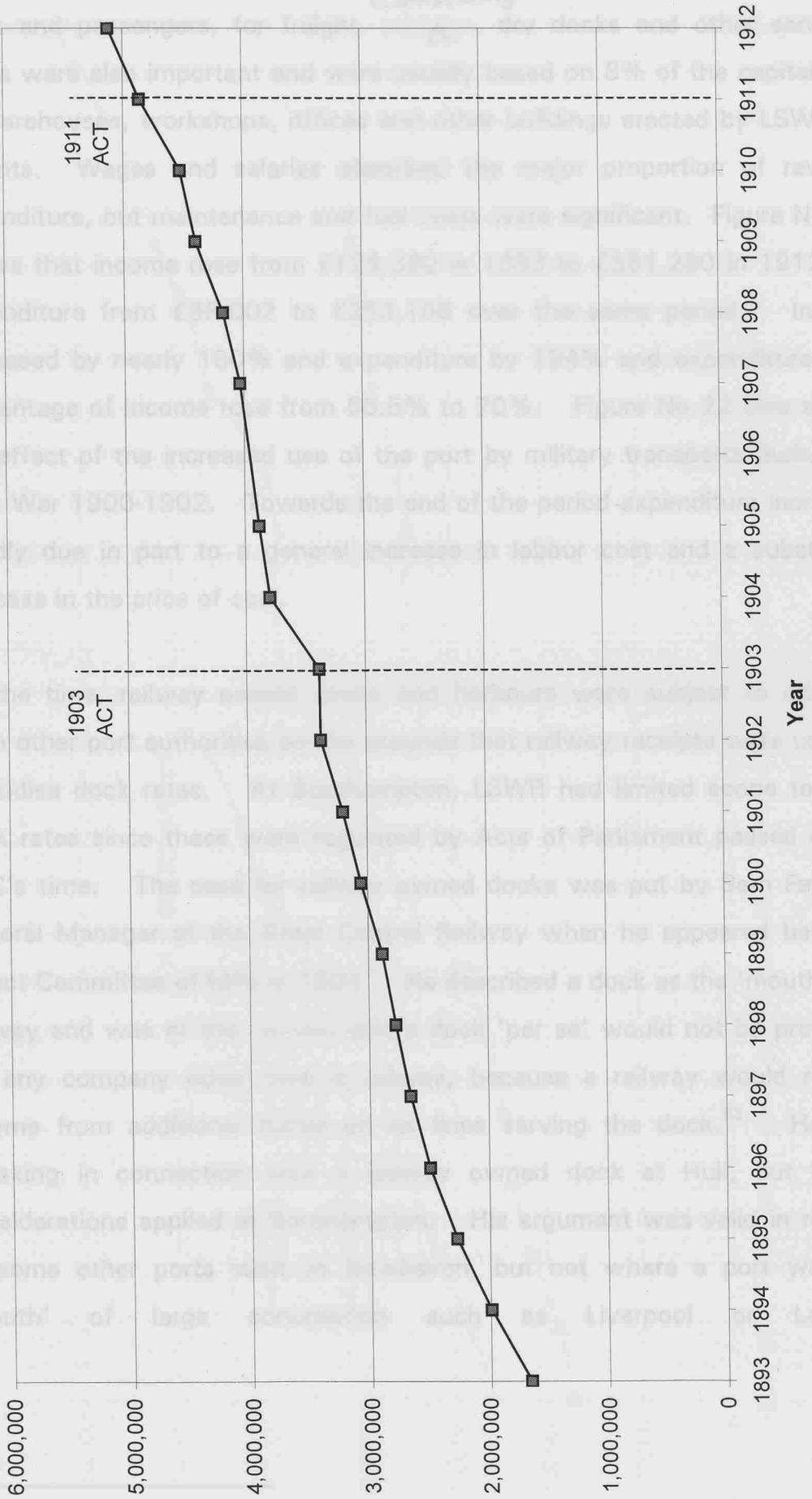
It can be seen in Figure No 21 that capital expenditure increased steadily to £5,123,247 in 1912.\* The most costly projects were Nos. 5 and 6 Dry Docks and the White Star Dock, but there was substantial expenditure on numerous smaller schemes, particularly on warehouses, sheds, workshops and mechanical handling plant.

Before continuing with the discussion on capital expenditure, it is necessary to consider aspects of the revenue account. Income included dues paid by

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\* Details of Capital and Revenue Accounts are from LSWR half-yearly reports held at the Guildhall Library, London.

**FIGURE 21- LSWR SOUTHAMPTON DOCKS CAPITAL EXPENDITURE 1893-1912**



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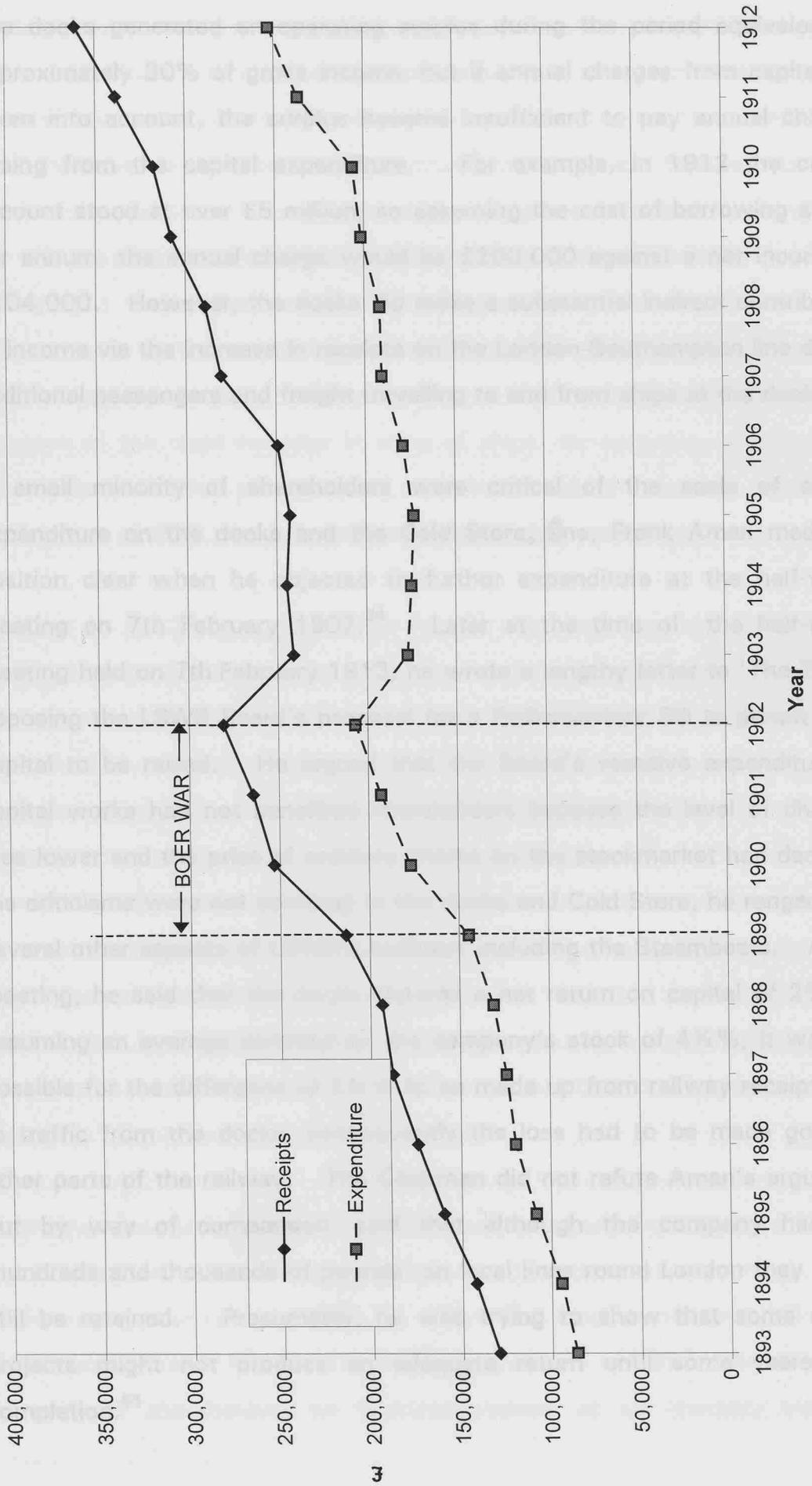
ships and passengers, for freight, <sup>craneage</sup> dry docks and other services. Rents were also important and were usually based on 8% of the capital cost of warehouses, workshops, offices and other buildings erected by LSWR for tenants. Wages and salaries absorbed the major proportion of revenue expenditure, but maintenance and fuel costs were significant. Figure No. 22 shows that income rose from £129,380 in 1893 to £361,280 in 1912 and expenditure from £86,002 to £253,106 over the same period. Income increased by nearly 180% and expenditure by 194% and expenditure as a percentage of income rose from 66.5% to 70%. Figure No 22 also shows the effect of the increased use of the port by military transports during the Boer War 1900-1902. Towards the end of the period expenditure increased rapidly due in part to a general increase in labour cost and a substantial increase in the price of coal.

At the time, railway owned docks and harbours were subject to criticism from other port authorities on the grounds that railway receipts were used to subsidise dock rates. At Southampton, LSWR had limited scope to raise dock rates since these were regulated by Acts of Parliament passed during SDC's time. The case for railway owned docks was put by Sam Fay, the General Manager of the Great Central Railway when he appeared before a Select Committee of MPs in 1904.\* He described a dock as the 'mouth' of a railway and was of the opinion that a dock 'per se' would not be profitable for any company other than a railway, because a railway would receive income from additional traffic on its lines serving the dock.<sup>63</sup> He was speaking in connection with a railway owned dock at Hull, but similar considerations applied at Southampton. His argument was valid in respect of some other ports such as Newhaven, but not where a port was the 'mouth' of large conurbation such as Liverpool or London.

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\* Later Sir Sam Fay. He was LSWR's 'Superintendent of the Line' 1899-1902.

FIGURE 22 - LSWR SOUTHAMPTON DOCKS INCOME & EXPENDITURE 1893-1912



The docks generated an operating surplus during the period equivalent to approximately 30% of gross income, but if annual charges from capital are taken into account, the surplus became insufficient to pay annual charges arising from the capital expenditure. For example, in 1912 the capital account stood at over £5 million, so assuming the cost of borrowing at 4% per annum, the annual charge would be £200,000 against a net income of £104,000. However, the docks did make a substantial indirect contribution to income via the increase in receipts on the London-Southampton line due to additional passengers and freight travelling to and from ships at the docks.

A small minority of shareholders were critical of the scale of capital expenditure on the docks and the Cold Store, One, Frank Aman made his position clear when he objected to further expenditure at the half-yearly meeting on 7th February 1907.<sup>64</sup> Later at the time of the half-yearly meeting held on 7th February 1913, he wrote a lengthy letter to 'The Times' opposing the LSWR Board's proposal for a Parliamentary Bill to permit more capital to be raised. He argued that the Board's massive expenditure on capital works had not benefited shareholders because the level of dividend was lower and the price of ordinary shares on the stockmarket had declined. His criticisms were not confined to the docks and Cold Store, he ranged over several other aspects of LSWR's business including the Steamboats. At the meeting, he said that the docks showed a net return on capital of 2% and assuming an average dividend on the company's stock of 4½%, it was not possible for the difference of 2½% to be made up from railway receipts due to traffic from the docks, consequently the loss had to be made good by other parts of the railway. The Chairman did not refute Aman's argument, but by way of comparison, said that although the company had lost 'hundreds and thousands of pounds' on local lines round London they would still be retained. Presumably, he was trying to show that some capital projects might not produce an adequate return until some years after completion.<sup>65</sup>

Clearly, Aman thought that the Board should concentrate on running the railway profitably and it should not be spending large amounts of money on ancillary activities which did not provide a reasonable return. The Board took the opposite view and accepted that both Docks and Steamboats might not be fully profitable, but regarded them as important as feeders of traffic to the railway system. The intention was to develop the docks with the aim of capturing a major share of the expanding passenger trade with the USA which meant attracting most of the shipping lines involved in the business away from Liverpool to Southampton. This policy became expensive because of the rapid increase in sizes of ships, for example, additional dry dock accommodation was provided on three occasions in twenty years. As in the case of SDC, the Board found that building new docks took time and did not produce an adequate return in the short term. At the time of Aman's criticism in 1913, there were other factors affecting the profitability of the docks, for example, labour costs had risen and no income was earned by the Trafalgar Dock during alterations and extension. Additional traffic expected from the two new large White Star ships was much less than anticipated, not only due to the loss of the 'Titanic' on her first voyage, but also because the 'Olympic' had not been operating for several months. It was apparent that the docks and associated railway traffic would not produce sufficient income to cover operating costs and capital charges in the immediate future. For this to be achieved, both the 'Olympic' and the 'Titanic's' replacement would need to be in full operation, the new German super liners should be in commission and calling at the docks and it would probably also need the transfer of Cunard's vessels to Southampton.

From the discussion above, it can be seen that responsibilities for LSWR's financial affairs were clearly defined. The Board made major policy decisions, for example, to build the White Star Dock or to put a bill before Parliament to raise more money. The Chairman supported by Directors, reported to shareholders on financial matters at six monthly intervals.

Successive Chairmen managed to retain the support of shareholders for the expansion policy. The Finance Committee had overall charge of the company's financial affairs, but the Docks & Marine Committee was responsible for capital and revenue spending in the docks.

## **8. Parliamentary and Legal Affairs**

The conduct of LSWR's business had always generated a considerable amount of legal work and activity on parliamentary matters. It was standard procedure before each session of Parliament for the Solicitor to report to the Board on all Bills being presented which might affect LSWR's interests. For example, other railway companies' works, building developments, road and bridge works and legislation for the safety of employees and passengers. Where appropriate, decisions were taken to oppose, seek 'locus standi' or arrange for a Bill to be amended by the proposers before it reached Parliament. Decisions were also taken to proceed with LSWR's own Bills, these might be for increases in authorised capital, for mergers with smaller railway companies or for other purposes. In short, LSWR had a long experience and considerable expertise in matters of this sort.

During the period 1890-1913, LSWR put forward three bills to enable progress to be made with its plan to expand the docks.\* The 1892 Act was important for it authorised the purchase of the docks and the dissolution of SDC. Holders of Debenture, Preference and Ordinary Stocks were able to exchange their shares for 3% LSWR Debenture Stock or for cash at rates set out in the Act. The 1893 Act authorised the construction of No 5 Dry Dock and defined the area and price of mudlands to be purchased from the Corporation.

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\* Summarised in Volume Two. V2/12.

The Act of 1909 gave authority for the construction of the White Star Dock on which work had already commenced and for a proposed dry dock on the east side of the Itchen at Woolston. The 1893 and 1909 Acts also gave permission for the raising of additional funding, in each case up to £1,000,000 of capital and for borrowing on mortgage of up to £333,330.

LSWR supported SHB's 1903 Southampton Harbour Act and through it acquired the option to contribute to SHB's costs for deepening the main channels in Southampton Water and in the Solent at Thorn Knoll. However in 1912, in alliance with shipping companies, it opposed a clause in the 1911 Southampton Harbour Bill which would have given SHB the right to charge an additional tonnage rate on ships of more than thirty feet draught.

In its evidence to the 1912 Southampton Harbour Commission, LSWR suggested that the Harbour Board should be reformed. It sought the right to nominate five members of the new Board, but was given three seats. It has been shown in Part Three how its nominees managed to prevent the Mayor from becoming Chairman of the new Board. This was an important change for the Chairman had always been the Mayor or on exceptional occasions, a senior member of the Corporation. Civic pride was involved for on ceremonial occasions, the town's first citizen had always ranked as Mayor, Admiral of the Port and Chairman of the Harbour Board.

The Solicitor was also involved in other important matters concerning the docks. One of these was the Cold Storage project referred to above. In 1902, when the Southampton Cold Storage Company could not meet its financial commitments, LSWR had a writ issued against it and the Company went into voluntary liquidation. The successor company also had money problems and on one occasion, in 1907, the Solicitor and General Manager were instructed to enter the premises to take possession, but did not act, because the company produced the overdue rent. Another problem arose

from a dispute over the terms and conditions of sale of land at Woolston for a new dry dock. The owner was Tankerville Chamberlayne, a prominent local landowner and ex Southampton MP. Negotiations dragged over four years, before the matter was finally settled in 1911 by arbitration.<sup>66</sup> Other legal work included the agreements with SHB in connection with the loans made by LSWR in connection with dredging the deepwater channels from the docks to the sea. There was also a considerable amount of legal work involved in the contracts for supplies and works in connection with the operation and expansion of the docks.

From the above it can be seen that LSWR's legal department took on a considerable amount of work generated by the docks in addition to that of the railway and steamboats.

## **9. Conclusion**

The acquisition of the docks in 1892 was an extension of LSWR's maritime interests at Southampton, where it was a major shareholder in SDC and owned a fleet of steamboats. LSWR saw vessels using the docks as a means of bringing passengers and goods to travel on the railway. Scotter's efforts to obtain and keep the American Line's business and later that of the White Star were part of this policy. In 1892, Scotter and his Chairman, W S Portal, may have expected ocean liners to increase in size, but it is unlikely that either of them foresaw the building of ships of the 'Olympic's' size and the tremendous expense of providing and equipping docks and quays to serve them.

The purchase and take-over of the docks in 1892 was a good example of the Board's management style. The Board, generally confined itself to issues of major importance and policy matters so it quickly established the Docks Committee and delegated responsibility for the docks to it. The Docks and

Marine Superintendent managed the department under the direction of the General Manager and where necessary with an input from the Engineer. This procedure compares very favourable with that of SHB, but having regard to the scale and complexity of a railway company's other activities, it was probably the only sensible way to proceed.

For the LSWR's system of management to be successful, the Board had to have confidence in <sup>the</sup> professional skill and judgement of its senior officers. Care was taken to appoint men with suitable experience in a similar post, for example, Dixon as Dock Superintendent, Wentworth-Shields as Engineer and Harvey as Dockmaster. Management was effective, good use being made of additional capital assets as they became available with the result that trade trebled and the port increased its share of overseas trade. Staff appear to have been treated fairly on matters of pay and promotion and also when changes were made in the organisation. Management experienced turbulent times with the manual work force towards the end of the period with the result that it could not maintain the Board's longstanding policy of non recognition of trades unions.

The large maritime engineering works authorised by the Board during the period were very costly and took years to complete. The works could have been on a smaller, less costly scale if the Board had decided that the docks would not cater for the small number of the very biggest ships in service and building. Such a decision would have resulted in a loss of part of the transatlantic passenger trade by both docks and railway, but would have shown a saving in annual charges. However, LSWR maintained its expansion policy and utilised the remaining space in the mudlands at the docks to build a series of long deepwater quays suitable for the largest ships and usable by other vessels. The policy in respect of the quays was successful in attracting the largest ships, but presented problems in the provision of suitable dry dock accommodation. It could be argued that the

decision taken in 1911 to extend No 6 Dry Dock, instead of building a new dry dock at Woolston was short-sighted. However, if the decision had been in favour of Woolston, the 'Olympic's' entry in July 1913 would have been delayed by at least a year and this would probably not have been acceptable to White Star. The saving in cost was important for LSWR's financial position was not as strong as in earlier years and there was some discontent amongst shareholders about the prospect of yet more expensive capital works. In the event, No 6 docks proved to be adequate for some years, for example, the 'Imperator', referred to above, was able to enter the dock for an overhaul after World War 1.

Finally, the LSWR Board regarded the docks as being integrated with the railway and accepted the need to pay part of the annual charges arising from the docks capital works from railway income. Presumably, it did so in the expectation that receipts from traffic through the docks and on to the railway would in time, offset annual charges. It is doubtful that other organisations, for example, a publicly owned harbour trust, would have had the financial strength to purchase the docks and to have put them into a state comparable to that achieved by LSWR in 1913.

## PART FIVE

### SUMMARY OF MAJOR MANAGEMENT ISSUES

#### 1870-1914

Having considered in detail, the activities of the three Boards concerned with the management of the harbour or docks for all or part of the period, attention is drawn to decisions which had significant effects on the progress of the port during and after the period under review.

From the study of various sources, it is reasonable to conclude that the operation of the docks and harbour and the management of day-to-day affairs by officers and staff were generally satisfactory. It is clear that major decisions were made at Board level, albeit with the advice of officers.

The policy of providing facilities within the port capable of receiving the largest ships of the day was supported by all the interested parties. Inevitably, it led to heavy expenditure on docks, quays, buildings, equipment and deep dredging. SDC's situation was such, that even if it had not suffered from loss of income during the trade depression in the mid 1880's and the overspend and delay in the opening of the Empress Dock, it would have reached a stage when it could not finance further expansion. The decision taken in 1885 by SHB and the Corporation not to oppose LSWR's Parliamentary Bill enabling it to lend SDC the funds required to build the Empress Dock was a turning point in the port's history. It ruled out ownership of all or part of the docks by <sup>the</sup> Corporation and the possibility of a public trust being formed to control harbour and docks. LSWR confirmed its intention to develop and expand the docks by its purchase of SDC in 1892. When, in the same year, the American Line's vessels commenced operating

from Southampton, a foothold had been gained in the North Atlantic passenger trade. Later LSWR agreed to provide loan funds for SHB to deepen the main water channels from the Solent to the docks. Following on this, LSWR's decision in 1907 to build a 16 acre open dock for 'White Star's 'Titanic' and her two sister ships, enabled Southampton to become the premier British passenger port. After World War I there was a further success, when the Cunard Company transferred its liners on the North Atlantic service from Liverpool to Southampton. In short, the policies agreed by LSWR's directors during the period under review made a major contribution to the success of the port in the years up to 1914 and between the two World Wars.

The Harbour was under the control of SHB throughout, but in addition to responsibility for the lights and waterways in Southampton Water, the Test, Itchen and Hamble and the entry to the Solent, it also managed the Town Quay and the Royal Pier. By the end of the period the Town Quay had been modernised, it had the necessary berths, cranes and warehouses to meet the requirements of the coastal and local trades. The Royal Pier had become a leisure and recreation centre for the town in addition to its function as the landing place for passengers, goods and mails to the Isle of Wight.

The size and composition of the Harbour Board resulted in delayed decisions on important capital schemes, for example, the extension of the Town Quay in 1870 and the reconstruction of the Royal Pier in 1890. A more serious matter was the long delay after 1903, before a start was made on the deepening of the main waterways from the Solent to the docks. In this case, members were quite properly concerned about the cost; some thought LSWR should pay. The delay coupled with SHB's attempt to obtain Parliamentary approval of its plan to charge an additional tonnage rate on very large ships alienated LSWR, White Star and other shipping companies and led to a public enquiry and ultimately to the reform of SHB. As a result, when the new

Board met in 1914, members of Southampton Corporation formed a minority and the Mayor was no longer Chairman as of right. For the first time, LSWR, shipping companies and other users of the harbour were able to nominate or elect members of the Board.

# **APPENDICES**

**APPENDIX A**

**SOUTHAMPTON HARBOUR BOARD - INCOME/EXPENDITURE ACCOUNT 1871-1892**

Year	Repairs	Buoys & Booms	Interest	Salaries	Rates & Taxes	Printing, Lighting etc.	Southampton Corporation	Law Expenses	Dredging	Light Ships	Sundries	Total Expenditure	Income	Surplus
1871	1,419	194	1,765	685	138	85	815	1,176			140	6,417	6,968	551
1872	1,529	285	1,917	881	142	97	986	233	67		588	6,725	7,667	942
1873	960	275	1,818	809	121	76	1,145				650	5,854	8,670	2,816
1874	1,285	403	2,165	1,030	162	65	453	1,202	49		757	7,573	8,850	1,277
1875	1,106	263	1,935	1,014	197	82	1,495	151	726		608	7,577	8,656	1,079
1876	1,644	170	2,321	1,007	184	93	1,180	221	362		991	8,173	9,365	1,192
1877	1,702	164	1,878	1,009	218	85	1,370	853			605	7,884	9,441	1,557
1878	2,796	149	2,197	1,026	211	71	1,429	151			347	8,377	9,905	1,528
1879	2,082	375	1,626	1,068	249	113	1,465	488	2,326		522	10,314	12,428	2,114
1880	1,433	224	299	935	309	69	1,382	310	1,391		54	6,406	9,880	3,474
1881	1,594	256	3,228	968	599	153	1,595	378	139		89	8,999	11,028	2,029
1882	1,536	262	3,526	1,036	635	214	773	280	503		108	8,873	10,256	1,383
1883	1,604	204	3,598	1,124	653	120	1,852	753	218	913	90	11,129	10,783	-346
1884	1,221	141	3,482	1,188	625	108	602	1,032	407			9,345	10,058	713
1885	2,095	215	4,054	1,121	679	142	1,198	375	560	376	92	10,907	12,075	1,168
1886	2,225	188	3,406	1,294	639	120	1,499	358	290	404	170	10,593	11,220	627
1887	1,931	162	3,239	1,206	793	152	1,070	751	226	574	253	10,357	11,704	1,347
1888	2,427	311	3,311	1,213	719	140	1,070	371	375	425	205	10,567	12,038	1,471
1889	2,413	289	3,627	1,190	741	167	1,090	209	758	499	317	11,300	13,315	2,015
1890	2,188	499	4,649	1,261	790	197	1,353	153	115	474	474	12,153	13,702	1,549
1891	1,968	282	4,875	1,282	779	127	1,755	99	562	613	160	12,502	14,018	1,516
1892	2,221	435	5,820	1,477	960	227	1,094	202	616	559	949	14,560	15,170	610

**Note:** Extracted from: D/SHB/4/3/2 Port & Harbour Journal 1871-1884; D/SHB/4/3/3 Port & Harbour Journal 1885-1892; D/SHB/4/5/1 Royal Pier Journal 1867-1897.

## APPENDIX B

### SOUTHAMPTON HARBOUR BOARD

Some Hourly, Daily and Weekly Rates of Pay of Employees

<u>1880</u>	<u>No.</u>	<u>£ s d</u>	<u>Remarks</u>
Clerk of Works	1	3. 3 .0 p.w.	
Foreman Shipwright	1	2 .0. 0 p.w.	35s 0d in1877 55s 0d in1878
Carpenter	1	5. 4 p.d.	
Men and Boys	6	4. 6 p.d. to 1. 6 p.d.	
Labourers On Quay	2	22 .0 p.w. & 21 .0 p.w.	16s 0d in1870 18s 0d in1872
Pier Attendants	1	21. 0 p.w.	
Dredger Driver/Engineer	1	30. 0 p.w.	

(All the above from D/SHB 1/3/5, Finance Committee 14/1/1881).

#### 1881

Wharfinger's Clerk	1	25. 0 p.w.	30s 0d in1887
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#### 1885

Police Constables	3	23. 0 p.w.	2 appointed in 1882 @ 21s. 0d, 1d more in 1885
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**1888**

Lightship Keepers	2	26. 0 p.w.
1st Hand	2	24. 0 p.w.
2nd Hand	2	23. 0 p.w.

(When the Calshot Lightship was commissioned in 1882 the rates were 22s 0d/21s 0d/20s 0d p.w.).

**Long service but no longer fully fit for work.**

1870	J Scorey	7s 6d p.w.	Cleaning Closets
1887	J Fowler	10s 0d p.w	Light Duties at the quays.
1887	G Jacob	"Advanced Age"	retired with gratuity of £5

(Details above, obtained from D/S HB 1/1/5 & 1/1/6).

## APPENDIX C

### CAPITAL WORKS & MAJOR REPAIRS 1870 - 1892

<u>Royal Pier</u>		<u>£</u>
1871	Extension 60 feet and removal of pontoon to new position. (Bull & Sons)	2,790
1871	Tramway and station. (Bull & Sons)	2,199
1876	Tramway siding.	775
1890/2	Extension, improvements and repairs (H I Sanders)	40,409
 <u>Town Quay</u>		
1871/3	Extension - 400 feet x 111 feet with shed (A) (Bull & Sons)	12,150
1878	Strengthen 1853 & 1864/5 sections	not known
1880	Extension - 350 feet x 126 feet with Shed (B) (Green & Burleigh)	15,362
1880/1	Widening at north end - 52 feet (Green & Burleigh)	5,444
1883	Strengthen 1871/3 sections (Green & Burleigh)	4,755
 <u>Warehouses &amp; Offices</u>		
1879	Sea wall & vault foundations (Bull & Sons)	5,850
1886	Office building	1,200
1886	Repairs to Old Corn Store (H)	537

1887	Warehouse "D" (Stevens)	1,253
1889	Warehouse "E"	3,340
1890	Platform near "D" and "E" (J W Roe & Co)	1,875
1891	Repairs to "E" Warehouse (£453 + £360)	812
	<b>Total</b>	<b><u>98,751</u></b>

**Note:**

- 1) Contractors' names shown in brackets.
- 2) Details above obtained from Board and Committee Minutes

APPENDIX DSOUTHAMPTON DOCK COMPANY  
FINANCIAL STATEMENT 1871-1892

Year	Income	Operating Costs	Cost of Preference Dividends & Interest	Cost of Ordinary Dividends	% Dividend	Total Cost excluding Ordinary Dividends	Total Cost including Ordinary Dividends
1870	74,480	33,056	24,886	14,414	4	57,942	72,356
1871	85,827	39,274	24,627	17,117	4.75	63,901	81,018
1872	90,718	47,092	25,142	17,267	4.75	72,234	89,501
1873	111,219	59,086	32,463	18,267	5	91,549	109,816
1874	102,357	66,619	28,600	10,931	3	95,219	106,150
1875	103,425	58,913	29,900	14,584	4	88,813	103,397
1876	106,136	61,445	31,983	12,813	3.5	93,428	106,241
1877	112,223	62,463	35,113	14,644	4	97,576	112,220
1878	113,921	63,027	35,666	14,764	4	98,693	113,457
1879	117,551	63,628	37,793	14,764	4	101,421	116,185
1880	119,994	64,680	39,628	14,825	4	104,308	119,133
1881	109,316	57,209	39,719	14,764	4	96,928	111,692
1882	108,448	56,976	40,402	11,141	3	97,378	108,519
1883	110,592	60,851	40,759	9,228	2.5	101,610	110,838
1884	101,847	54,500	41,054	6,474	1.75	95,554	102,028
1885	92,472	51,231	41,147	0	0	92,378	92,378
1886	88,061	46,333	41,382	0	0	87,715	87,715
1887	89,389	51,646	38,243	0	0	89,889	89,889
1888	97,278	56,958	38,258	1,853	0.5	95,216	97,069
1889	117,954	70,035	31,225	7,412	2	101,260	108,672
1890	111,262	73,351	36,757	1,853	0.5	110,108	111,961
1891	115,028	80,123	36,323	0		116,446	116,446

Note: Details above extracted from SDC Financial Records

## APPENDIX E(a)

### SOUTHAMPTON HARBOUR BOARD

#### Office Staff

<u>Name</u>	<u>Salary Range (£)</u>		<u>Year</u>
W G Gubbins	130	Accountant	1900
	130 - 150	-	1900
	210 - 225	Accountant & Deputy Clerk	1908
	250 - 275	-	1913
H C Sait	91 - 105		1900
	150 - 160	Committee Clerk	1908
	160 - 175	Committee & Concert Clerk	1910
	190 - 200	-	1913
E A Shillington	78 - 91		1900
	125 - 135		1908
	165 - 175		1913
E C Waller	58 - 70		1900
	90 - 100	Cashier	1904
	130 - 140	-	1909
	160 - 170	-	1913

The above were the seniors in the clerical staff. There were two other clerks in 1913, with a salary range of 100 - 105 - 110.

**Examples of Weekly Rates of Pay of Employees**

	<u>£</u> <u>s</u> <u>d</u>	<u>Year</u>
Clerk of Works	3. 3. 0.	1910
Dredging Inspector	3. 3. 0.	1910
Works Foreman	3. 3. 0.	1913
Storekeeper	35. 0. 0.	1913
Watchman	20. 0. 0.	1908
Electrician	45. 0. 0.	1912
Assistant Electrician	37. 6. 0.	1912
Quay Foreman	35. 0. 0.	1912
Assistant Quay Foreman	30. 0. 0.	1912
Quay Clerk	27. 6. 0.	1910
Pier Toll Collectors	30. 0. & 28. 0.	1911/12
Pier Attendants	28. 0. & 27. 0.	1912
Senior Police Constables	30. 0. 0.	1910
Police Constables	29. 0. 0.	1910

**Note:**

Details above obtained from SHB Board and Committee Minutes.

" 3rd November, 1911.  
In accordance with your instructions, I beg to submit the following Report as to the working hours and wages of the men regularly employed by the Board (not occasional labour).

The working hours are:—

**TOWN QUAY.**—Throughout the year, 6 a.m. to 5 p.m. Saturdays 1 p.m., less breakfast half-an-hour, dinner one hour, making a total of 54 hours per week.

**BOARD'S YARD AND HARBOUR MEN.**—Summer.—6 a.m. to 5.30 p.m., Saturdays 1 p.m., less breakfast half-an-hour, dinner 1 hour, making a total of 56½ hours.

Winter.—7 a.m. to 5 p.m., Saturdays 1 p.m., less dinner half-an-hour, making a total of 53½ hours.

The meal times are the same in the summer in all the above branches, but in the winter season (12 weeks) the Yard and Harbour men have half-an-hour only for dinner, the Town Quay men have an hour.

I recommend that the working hours of all branches be the same, viz.:—

Summer.—6 a.m. to 5 p.m., Saturdays 1 p.m., meal times, breakfast, half-an-hour; dinner, one hour.

Winter.—7 a.m. to 5 p.m., Saturdays 1 p.m., one hour for dinner, being 54 hours summer, 51 hours winter.

**HOLIDAYS.**—These also differ somewhat.

**TOWN QUAY.**—All Bank Holidays, Christmas Day, and Good Friday.

**BOARD'S YARD AND HARBOUR MEN.**—Christmas Day, Boxing Day, and Good Friday.

I recommend that all the men have all the holidays.

**UNIFORM.**—Town Quay and Harbour men have uniform supplied, but not the Yard men, Engineer Road, the Carter, or Night Watchman.

I recommend that the men whose work is not suitable for uniform be granted a couple of suits of overalls each year. I also recommend that the Board's regular men paid by the hour, 19 in number, be made weekly servants, at an equivalent wage to what they now receive, plus whatever increase is now granted.

**WAGES.**—The present pay of the men is as follows:—

- 7 Quay men, 2s. per week, overtime 6d. per hour, Sunday 9d.
- 3 Yard men, at 7½d. per hour; overtime, time and a quarter to 10 p.m.
- 2 ditto, at 7d. per hour, ditto
- 9 ditto, at 5½d. per hour, ditto
- 1 Harbour man, at 6d. per hour, ditto
- 4 ditto, at 5½d. per hour, ditto

The average weekly pay of the hour men is as follows:—

- 7½d. per hour—£1 14s. 10½d. per week.
- I recommend it should be £1 16s. per week.
- 7d. per hour—£1 12s. 6½d. per week.
- I recommend it should be £1 13s. 6d. per week.
- 6d. per hour—£1 7s. 11d. per week.
- I recommend it should be £1 9s. per week.
- 5½d. per hour—£1 5s. 7d. per week.
- I recommend it should be £1 6s. 6d. per week.

I also recommend that the Quay men should be paid £1 6s. per week, the Carter 25s. per week, and the Night Watchman 22s. per week; the latter to come on duty at 5 p.m. instead of 5.30 p.m. and to remain on until 10 p.m. instead of 9 p.m. as at present.

**OVERTIME,** as shown above, I recommend should in future be time and a quarter (based on a minimum of 6d. per hour) up to 10 p.m., time and a half after 10 p.m., also the latter throughout Sundays and Bank Holidays, to take effect only after the full number of weekly hours has been worked.

The advantage to the men hitherto paid by the hour would be a regular weekly wage throughout the year with more money for 2½ hours less work each week, three extra holidays in the year, and a couple of suits of overalls for non-uniformed men. The Quay men's increase of 2/- per week would only bring them on a level with the rated men as above but they have uniforms and also more opportunity of earning overtime.

Since pay is allowed all the men on receipt of Medical Certificate, viz., half pay for one month, the question of further payment being settled by the Board.

## Appendix F

### SOUTHAMPTON HARBOUR BOARD

#### Major Capital Works 1893 - 1914

<u>Royal Pier</u>		<u>£</u>
1893	Pavilion (Roe & Grace)	2,995
1897	Refreshment Rooms (Roe & Grace)	1,535
1898	Pontoon Replacement (Fay & Son)	6,384
<b>Total</b>		<b><u>10,914</u></b>

#### The Estate

1896	"F" Warehouse (Roe & Grace)	2,500
1897	Extension to Offices (Dyer & Son)	237
1901	East Quay - Workshops & Wharf provided at no cost by Corporation in exchange for property in Bugle Street.	---
1907	Reinforced Concrete Wharf at "D" Warehouse (Grace)	1,195
<b>Total</b>		<b><u>3,932</u></b>

#### Town Quay

1893/5	Extension - 360 feet x 126 feet & "C" Warehouse (H I Saunders)	23,600
1913	Small Cargo Warehouse (J) North end of Quay	452

**Reconstruction & Improvement - 6 separate contracts**

1905	No. 1	Reconstruction on West Side Berth Nos. 13 & 14 (Playfair & Toole)	17,100
1906	No. 2	Reconstruction on West Side Adjacent to "B" Warehouse Berth No. 12 (Summerville)	9,100
1908	No. 3	"A" Warehouse (Neal)	9,400
1910	No. 4	Reconstruction on East Side Berth No. 6 (Moran)	6,000
1911	No. 5	Reconstruction on East Side Berths Nos. 7 & 8	14,000
1913	No. 6	"B" Warehouse (Lovat)	13,300
			<b><u>92,952</u></b>
		+ Electric Cranes	<u>14,132</u>
		<b>Total</b>	<b><u>107,084</u></b>
		Royal Pier	10,914
		Estate	3,932
		<b>Grand Total</b>	<b><u>121,930</u></b>

**Note:**

Information obtained from Board Minutes.

**APPENDIX G – SOUTHAMPTON HARBOUR BOARD  
INCOME & EXPENDITURE ACCOUNT 1892-1913**

Year	Harbour	Town Quay	Royal Pier	Estate	Miscellaneous	Total Income	Total Expenditure
1893						17,360	14,971
1894						19,435	18,075
1895						21,337	20,212
1896						21,817	19,411
1897						23,378	19,318
1898						25,009	20,812
1899						27,041	20,097
1900						27,003	27,742
1901						30,662	25,378
1902	15,266	10,305	8,168	943		34,682	18,812
1903	14,249	10,802	6,644	924		32,619	17,780
1904	14,998	10,794	6,706	934	88	33,520	18,642
1905	15,296	10,562	6,897	977		33,732	22,436
1906	16,104	11,396	6,904	1,029		35,433	17,956
1907	17,752	11,775	7,326	1,078		37,931	19,024
1908	19,602	11,357	7,300	1,091		39,350	19,059
1909	21,200	11,593	8,664	1,112	354	42,923	20,715
1910	21,295	12,777	7,958	1,564	596	44,190	19,694
1911	22,907	12,436	8,593	1,524	506	45,966	22,783
1912	23,452	14,645	7,783	1,509	58	47,447	25,586
1913	23,365	14,741	9,172	1,461		48,739	25,798

\* Miscellaneous

Note: Details obtained from SHB financial records



## Appendix J

## APPENDIX 6.

DUES PAID TO THE HARBOUR BOARD IN 1911 BY FOREIGN-GOING SHIPPING.  
(See Table 5, Minutes of Proceedings, 2nd Day, p. 83.)

From the report of the Southampton Harbour Commission 1912.	No.	Paid by.	£
		A. British Owned.	
	1	Dawson Bros. for Cork S.S. Company, &c. ... ..	122
	2	General Steam Navigation Company .. .. .	352
	3	Harper & Son, Ship Brokers ... .. .	162
	4	Escombe, McGrath & Co., for P. & O. S.S. Company ... ..	100
	5	Houlder Bros. ... .. .	105
	6	London and South Western Railway Company ... .. .	819
	7	Nisbet & Fladgate for Elder, Dempster and Cunard Lines ... ..	451
	8	Royal Mail Steam Packing Company ... .. .	1,644
	9	Union Castle Mail S.S. Company ... .. .	3,385
	10	White Star Line ... .. .	1,700
	11	British India S.S. Company ... .. .	130
		Total A. ... .. .	8,970
		B. Foreign Owned.	
	12	American Line ... .. .	1,854
	13	Escombe, McGrath & Co., for Rotterdam Lloyd Company ... ..	427
	14	J. Horn & Sons, Ship Brokers ... .. .	210
	15	Keller, Wallis & Co., for North German Lloyd, and Netherland S.S. Companies ... .. .	3,041
	16	Smith, Sundries & Co., for Hamburg S.A. Line, German East Africa Line, Woermann Line, and Hamburg American Line ... .. .	2,855
		Total B. ... .. .	8,387

## APPENDIX 7.

DUES PAID TO THE HARBOUR BOARD IN 1911 BY COASTWISE SHIPPING IN RESPECT OF TONNAGE, LIGHTS, BOOMAGE, WHARFAGE, MOORINGS AND CRANEAGE.  
(Abstracted from Table 6, Minutes of Proceedings, 2nd Day, from details obtained from the Harbour Board.)

No.	Paid by.	£
1	Aguis & Co., Brokers and Owners ... .. .	204
2	Associated P. C. Company ... .. .	24
3	H. Plascott ... .. .	51
4	B & I. S. Packet Company ... .. .	1,684
5	H. Burden & Company ... .. .	20
6	P. & A. Campbell ... .. .	16
7	Hadden & Beavis, Brokers ... .. .	490
8	F. Jones & Co., Agents ... .. .	34
9	Langlands & Son ... .. .	470
10	W. Leigh ... .. .	61
11	Lock & Co. ... .. .	23
12	Phoenix Wharf & Coal Company ... .. .	204
13	Pickfords Ltd. ... .. .	256
14	Powell & Hough ... .. .	174
15	Chaplin & Co. ... .. .	100
16	Clyde Shipping Company ... .. .	2,503
17	City of Cork Steam Packing Company ... .. .	396
18	Cosens & Co. ... .. .	42
19	T. Cowan ... .. .	108
20	Crouchers Ltd. ... .. .	193
21	Escombe, McGrath, for Fisher Renwick ... .. .	361
22	R. & J. H. Rea ... .. .	395
23	Sandell Bros. ... .. .	285
24	Shepard Bros. ... .. .	493
25	Southampton Gas Company ... .. .	74
26	Isle of Wight Steam Packing Company ... .. .	1,286
27	D. H. Willey for Patent Fuel Co. ... .. .	96
28	Wood & Co., Agents ... .. .	162
29	Bradbury, Son & Co. ... .. .	33
30	Curtiss & Son ... .. .	16
31	Harper & Son ... .. .	4
32	J. Thomas & Co. ... .. .	9
	Total ... .. .	10,467

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Board Minute Book 1880-1888 D/S HB 1/1/5  
Board Minute Book 1888-1896 D/S HB 1/1/6  
Board Minute Book 1896-1907 D/S HB 1/1/7

Volumes, printed and bound, published annually, containing copies of Board, Committee and Sub-Committee meetings with annual accounts.

D/SHB 1896-1897	D/SHB 1906-1907
D/SHB 1897-1898	D/SHB 1907-1908
D/SHB 1898-1899	D/SHB 1908-1909
D/SHB 1899-1900	D/SHB 1909-1910
D/SHB 1900-1901	D/SHB 1910-1911
D/SHB 1901-1902	D/SHB 1911-1912
D/SHB 1902-1903	D/SHB 1912-1913
D/SHB 1903-1904	D/SHB 1913-1914
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**UNIVERSITY OF SOUTHAMPTON**

**MANAGEMENT IN THE PORT OF SOUTHAMPTON FROM  
1870 TO 1914 IN TWO VOLUMES**

**VOLUME TWO**

**by**

**JOHN GODLEY**

**Master of Philosophy**

**Department of History**

**Faculty of Arts**

**February 2000**

This Volume contains papers and figures supporting and supplementing information given in Volume Two.

It is hoped that some of the data given in the two Volumes will be of assistance to others interested in the local history of Southampton.

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**NOTES ON SOME PROMINENT MEMBERS OF THE SOUTHAMPTON  
HARBOUR BOARD**

**During the Period 1870-1892**

**Edward Bance**, b. 1842, d. 1925. Started as a soldier with Ordnance Survey, left the army and became an Auctioneer, Estate Agent and Valuer. A prominent Liberal. Sheriff 1879, Mayor 1890, 1904 & 1910. President of Chamber of Commerce 1891-1892. Colonel of Local Volunteers.\*

**John Henry Cooksey**, b. 1819, d. 1895. Mayor 1880. Cooksey & Sons Importers. Liberal. Freemason.

**James William Deal**, d. 1884. Custom House Agent & Ship Broker. Specific Commissioner 1871-1884. Active Board Member.

**Alfred J Dwyer**, d. 1898. Editor of Hampshire Independent. Printer. Liberal. District Secretary of the Ancient Order of Foresters for twenty four years, also served at national level.

**George Dunlop**, b. 1819, d. 1888. Alderman. Leading Conservative. Shipping Agent and Ship Broker with offices in Manchester, London and Le Havre. President Chamber of Commerce 1872-1874. Freemason. Member A.O.F. At a Board meeting on 16 December 1884, proposed that all 5% bonds be paid off and new bonds at 4% be issued. His proposal was adopted and the change completed in 1886 with a useful saving of annual interest charges.

**George Thomas Harper.** Ship owner. Active Conservative. Sheriff 1877. President of Chamber of Commerce 1875-1877 & 1896-1897.

**William James Le Feuvre,** b. 1836, d. 1909. Wine Merchant & Shipping Agent. Belgian Consul. Active Member. Liberal. Leading Freemason.

**James Lemon,** b. 1840, d. 1923. Councillor 1883, SGWC 1887-1889. Mayor 1891-1892. Knighted 1909. Civil Engineer. Borough Surveyor 1866-1878. Consulting Engineer to Corporation. President of Association of Municipal & Sanitary Engineers & Surveyors 1876-1877. Leading Liberal. Prominent Freemason.

**John Miller.** Sheriff 1882. Deputy Chairman Harbour Board 1881-1892. Tailor and Outfitter.

**T P Payne.** China and Glass merchant. Alderman. Mayor 1870. Leading Radical Liberal. Member A.O.F. Sympathy with Trade Unions, but counselled moderation during the 1890 Dock Strike.

#### **During the Period 1893-1914**

**P E Curry.** Local Manager, White Star Line. Elected Specific Commissioner in 1910 in place of W Bone (died). In 1913, Manager of American Line as well as White Star. 1911-1913 Vice President Chamber of Commerce, President 1913-1915. Member new Board 1914.

**J Dixon.** Appointed LWSR Docks Superintendent 1892. LWSR Docks & Marine Superintendent 1893. Retired 1901. Specific Commissioner 1897, died 1910.

**G A Hussey**, Mayor 1898, 1899 & 1900. Knighted 1901. Specific Commissioner 1903, Member new Board 1914.

**T Lewis**. Labour Councillor, Trade Unionist, Leader of Dockers in 1911 Strike.

**P Milne-Stewart**. Special Commissioner 1896. Chairman Finance Committee 1902-1910. Vice President Chamber of Commerce 1902-1903, President 1904-1906. Member new Board 1914.

**G J Tilling**. Mayor 1897. Deputy Chairman 1899-1914. His firm of Ship Chandlers leased 'F' warehouse.

**H J Wilding**. Local Manager, Richardson, Spence & Company, Managing Agents for the American Line. Specific Commissioner 1900-1906 & 1909. Independent Borough Councillor 1909. Vice President Chamber of Commerce 1901, President 1909-1911.

**T M Williams**. LWSR Docks & Marine Superintendent 1902, LWSR Docks & Marine Manager 1909. Member new Board 1914.

**Notes:**

- 1) Bance was active in both periods.
- 2) The information above has been obtained mainly from SHB Board Minutes, Local Newspapers and Directories.

**SHIPPING COMPANIES BASED AT SOUTHAMPTON IN 1880**

**Royal Mail Steam Packet** *26 Vessels*

West Indies, Mexico, Central America, North & South  
Pacific Ports. Vigo, Lisbon, Pernambuco, Rio de Janeiro.  
Monte Video, Buenos Aires.

**Union Steamship Company** *17 Vessels*

Capetown, St Helena, Ascension Isle, Natal, Mauritius, Zanzibar.

**London and South Western Steam Packet Company** *18 Vessels*

Channel Isles, Cherbourg, St Malo, Granville, Le Havre,  
Honfleur.

**Southampton, Isle of Wight and South of England Royal Mail  
Steam Packet Company** *9 Vessels*

Frequent services daily, Isle of Wight and Portsmouth.

**G T Harper & Company** *5 Vessels*

**Southampton Steam Towing Company** *3 Vessels*

**SHIPPING COMPANIES WITH VESSELS CALLING AT SOUTHAMPTON IN  
1880**

**North German Lloyd Steam Packet Company.**

Arrive on Monday, leave Tuesday for New York. Call on Tuesday on  
homeward journey.

**Liverpool, Brazil and River Plate Company.**

Ships call regularly when homeward bound from Brazil to land passengers and cargo.

**Nederland Steamship Company**

Every fortnight for Java.

**Rotterdam Lloyd Steamship Company.**

Mails from Rotterdam to Java via Southampton, Penang, Batavia, Samarang, Sourabaya.

**British & Irish Steam Packet Company**

Mondays and Thursdays for Plymouth, Falmouth & Dublin. Tuesdays and Saturdays for Portsmouth and London.

**City of Cork Shipping Company**

Saturdays for Cork via London.

**Clyde Shipping Company**

Wednesdays for Plymouth, Waterford, Glasgow. Saturdays for Plymouth, Belfast & Glasgow.

**Notes:**

- 1) The information above is taken from *A Guide to Southampton*, T W Shore, Southampton, 1883, pp. 83-86.
  
- 2) Peninsular and Oriental Steamship Company. Closed its Southampton base at the end of 1874. Ships continued to call to land and embark passengers and mails until October 1881.  
Hamburg-America Steamship Company. Ceased to call in 1878 and did not return until 1889.

- 3) Ships from British and Foreign companies called at other times. Two exceptional examples are:-
- i) 1878-1881 extra ships loaded with troops and equipment were sent to South Africa for the Zulu and First Boer Wars.
  - ii) Some ships were diverted to Southampton during the London Dock Strike of August 1889.

EXTRACT FROM THE WHARFHOUSES LETTER BOOK

DUES, RATES AND RENTS from LETTERBOOK D/SHB/2/8/1 - 213

11 ½d

s 6 ½d

2s 6d

4s 0d

2s 0d

8s 6d

r 1892

No. V2/4

SOUTHAMPTON HARBOUR BOARD

LSWR Tramway Tolls 1 January 1892 to 31 December 1892

Number of Passengers	- Local	11,961		
	Through	<u>18,230½</u>		
		30,191½ @ 1d =		£125 15s 11½d
Number of Soldiers	- Local	975		
	Through	<u>3,262</u>		
		4,237 @ ½d =		£8 16s 6½d
<b>Total of all passengers</b>		<b>34,428½</b>	<b>Total</b>	<b>£134 12s 6d</b>
	- Goods	64,764 tons @ 2d =		£539 14s 0d
	- 32 Trucks of Livestock @ 1d =			£1 12s 0d
		<b>TOTAL =</b>		<b><u>£675 18s 6d</u></b>

The above is the result of the addition of the half-yearly figures for 1892 taken from the Wharfinger's Day Book D/SHB 3/1/6-185 & 295.

**SOUTHAMPTON HARBOUR BOARD**

**Long Term Debt 1871-1913**

<u>Year</u>	<u>Debt</u> <u>£</u>	<u>Authorised Limit</u> <u>£</u>	<u>Act</u>
1871-1877	33,912	42,712	1863
1877-1878	33,912	72,712	1877
1879	Replaced existing debt by long term bonds		
1880	60,100	72,712	1877
1881	71,600	171,600	1882
1882	70,900		
1883	70,900		
1884	69,500		
1885	76,350		
1886	83,000		
1887	85,300		
1888	91,230		
1889	120,250		
1890	124,200		
1891	149,900	249,900	1891
1892	170,150		

The figures above were extracted from,

- D/S HB 4/3/2 Port and Harbour Journal 1871-1884
- D/S HB 4/3/3 Port and Harbour Journal 1885-1892
- D/S HB 4/5/1 Royal Pier Journal 1867-1897

From 1880 onwards, the Port and Harbour Journals were used to record the revenue account of Port, Harbour and Pier. From the same date, the Pier Journal was used for the capital account of Port, Harbour and Pier.

<u>Year</u>	<u>Debt</u> <u>£</u>	<u>Authorised Limit</u> <u>£</u>	<u>Act</u>
1893	186,500	249,900	
1894	214,350		
1895	216,950		
1896	222,950		
1897	229,200		
1898	239,650		
1899	236,200		
1900	239,200		
1901	235,200		
1902	235,450		
1903	210,850	360,450	1903
1904	224,750		
1905	250,000		
1906	250,000		
1907	250,000		
1908	261,724		
1909	268,635		
1910	270,535		
1911	272,520	560,450	1911
1912	287,816		
1913	305,048		

Figures obtained from D/S HB 4/3/4; 4/5/1; 4/7/1.

**SOUTHAMPTON DOCK COMPANY**

**Board Members and Senior Officials 1870-1892**

**Chairman**

1869-1892            Steuart Macnaghten

**Deputy Chairmen**

1863-1880            Francis Le Breton

1881-1885            Charles Hemery

1885-1892            Edward Norris

**Members**

**G Burnand**, retired 1884. Stockbroker, G Burnand & Sons, 69 Lombard Street, London.

**Lieut. Colonel Hon. Walker Campbell**. Replaced Wallis in 1886. b. 1835, d. 1910. Son of Lord Cawdor. Served in the Crimea 1854-1855, Alma, Inkerman, Sebastapol. Director LSWR 1872-1910, Deputy Chairman LSWR 1892-1899, Chairman 1899-1904.

**Eden Colville**, b. 1819, d. 1893. Director RMSP, Chairman RMSP 1880-1893. Son of founder of RMSP, Andrew Colville.

**Thomas Longmuir Davison**, d. 1888.

**Hon. Ralph Heneage Dutton**, b. 1821, d. 1892. Replaced Le Breton in 1880. Lived at Timsbury Manor, near Romsey. A son of Lord Sherborne, MP for South Hampshire 1857-1865. MP for Cirencester 1865-1868. Director

LSWR 1854-1892, Deputy Chairman LSWR 1873-1875, Chairman 1875-1892.

**Francis Henry Evans**, b. 1840, d. 1907, elected in 1886. Started as a pupil engineer, gained experience in railway work in Ireland, Argentina and USA. Associate of the Institution of Civil Engineers in 1872. Became a banker, Melville Evans & Company 1870-1884. Director of companies including the International Sleeping Car Company, the Elysee Palace Hotel in Paris and the Union Steamship Company. Liberal MP for Southampton 1888-1902 and MP for Maidstone 1900-1906. KCMG for services to Newfoundland Government 1893. Baronet 1902.

**John Hopton Forbes**, d. 1873. Lived at Merry Oak, Bitterne, near Macnaghten. County JP on same bench.

**Charles Hemery**, Deputy Chairman 1881-1885, resigned to make way for W S Portal in 1887. Returned in 1888 in place of Davison. Address - 28 Threadneedle Street, London. Director of Standard Life Insurance Company.

**William Janvrin**, resigned 1871.

**Captain James Gilbert Johnston**, Director LSWR.

**Admiral Rt. Hon. Lord Frederick Herbert Kerr**, replaced Janvrin in 1871. b.1818, d. 1896. A son of the Marquis of Lothian. Entered Royal Navy in 1831. Active service as a Lieutenant in 1840. Captain 1852, Rear Admiral 1868, retired 1870, Vice Admiral 1874 and Admiral 1879. Vice President Ordnance Committee 1867-1869, Groom in Waiting to the Queen 1868-1892. Bath King at Arms 1892-1896.

**Francis Le Breton**, 1855-1880. Deputy Chairman from 1863 until his death in 1880. Director of the Standard Life Insurance Company.

**Steuart Macnaghten**, b. 1815, d. 1895. Chairman 1969-1892. Classical Greek scholar, called to the Bar at the Middle Temple in 1839 and at Kings Inn, Dublin in 1841. Son of a Supreme Court Judge of Madras and Bengal. A brother was British Envoy to Afghanistan and was assassinated in Kabul in 1841. A nephew became a well known judge, Lord Macnaghten, Lord of Appeal in Ordinary. Founded and first commandant of 1st Hampshire Artillery Volunteers. Lived at Bitterne Manor House, Bitterne, near Southampton. County JP., became Chairman of the Bench. Knighted in 1890. Deputy Lieutenant of County 1890.

**Admiral Thomas Hutchinson Mangles Martin**, succeeded Forbes in 1873. b.1829, d. 1896. Son of Admiral Thomas Martin. Entered the Royal Navy in 1842. Active service as a Lieutenant during the Crimean War. Captain 1865, retired 1873, Rear Admiral 1882, Vice Admiral 1888 and Admiral 1893. Lived at Bitterne Lodge, Bitterne. County JP., Member of Hampshire County Council from 1889 until his death.

**Percy Mortimer**, joined 1881. Member of family firm of stockbrokers.

**Arthur Robert Naghten**, succeeded Woodhouse in 1873, b. 1829, d. 1881. Lived at 'Blighmont' near Southampton. MP for Winchester 1874-1880. County JP on same bench as Macnaghten. Lieut. Colonel, Hampshire Artillery Militia.

**Edward Samuel Norris**, replaced Burnand in 1884. Deputy Chairman 1885-1892, b. 1832, d. 1908. Conservative MP for Limehouse Division, Tower Hamlets 1885-1892. JP for Middlesex, Deputy Lieutenant of Tower of London. Captain Commandant, Sussex Volunteer Artillery.

**Wyndham S Portal**, elected 1887. d. 1903. Lived at Malshanger Park near Basingstoke. The Portal family firm printed bank notes for the Bank of England. LSWR Director 1861-1864 and 1871-1902, Deputy Chairman LSWR 1875-1892, Chairman 1892-1899.

**Admiral of the Fleet, Sir Provo Wallis**, elected 1862, resigned 1886. Lived at Funtington about twelve miles from Portsmouth. Joined the Royal Navy in 1804 as a midshipman. Active service against the French off the coast of USA and West Indies. Second Lieutenant of HMS Shannon in the engagement with the USS Chesapeake off Boston in 1813 during the war with USA. At the age of twenty-two, took command when his captain was seriously wounded and the first lieutenant killed. The American ship was captured and he brought both ships safely into harbour at Halifax. Captain 1819, ADC to the Queen 1847-1851, Rear Admiral 1851, Vice Admiral 1857, KCB 1860, Admiral 1867, GCB 1873, Admiral of the Fleet 1877. He was never placed on the retired list, he remained as an active Flag Officer for his life. The most senior officer in the Royal Navy from 1885 until his death.

**James Parker Woodhouse**, d. 1874.

### **Superintendent**

**Phillip Hedger**, b. 1820, d. 1906. Appointed Superintendent and Dockmaster in 1854, from 1873 also held the post of Company Secretary. His early career had been at sea, commencing as a midshipman and rising to become the chief officer of Brunel's 'Great Britain'. In 1847 left the sea to work for the South Devon Railway, then moved to the LSWR at Waterloo, before joining SDC. Hedger was a full time official, responsible for the day-to-day management of the company's affairs, including relations with a variety of other organisations such as LSWR, SHB, the Corporation, Customs, shipping companies, shipbrokers and suppliers of goods and services. He was a Freemason and an active member of the Chamber of Commerce and for many

years one of its Directors. Hedger as the chief officer had direct contact with the Chairman and the Board, this was a better arrangement than that at SHB and MDHB, where heads of departments reported to committees of the Board members. His salary in 1870 was £500 per annum, when he retired in 1892 it had reached £700.

### **Engineer**

**Alfred Giles**, b. 1816, d. 1895. Employed by SDC from its early days; succeeded his father, Francis Giles in 1847. Before 1870, he was responsible for the design and had supervised the construction of No. 1 Dry Dock (1846), No. 2 Dry Dock (1847), the Closed Dock (1851) and No. 3 Dry Dock (1854). When the north east wall of the Open Dock failed in 1854, he took charge of the repairs. Giles had experience of railway and bridge works in Canada, Italy, Denmark and elsewhere in Europe. As a consultant, his relationship with the Board was different to that of Hedger, he was paid on a fee basis and employed his own staff. Giles also had contact with the Board in his capacity of businessman and of politician. A Director of the Union Steamship Company, becoming Chairman in 1883. He was Conservative MP for Southampton from 1878 to 1880 and again from 1883 to 1892.

### **Note:**

Details of above obtained from SDC Board minutes, local newspapers, directories, archives of the Institution of Civil Engineers and 'Who's Who of British Members of Parliament', Vols. I & II, by Stenton and Lees.

No. V2/7

SOUTHAMPTON DOCK COMPANY - SALARIES OF OFFICERS

Name	Job	Salary 1870 £	Salary 1880 £	Salary 1890 £	1892	Remarks
P Hedger	Dockmaster, Superintendent and Secretary (1873)	500	700	700	Retired	SDC paid him £6,000* on retirement - 38 years service
G Bolger	Secretary	450	-	-	Retired	Retired in 1873 on full salary after 38 years service. Died 1878
A Giles	Consulting Engineer	200 + 5% of cost of new works	200 + 5% of cost of new works	200 + 5% of cost of new works	Retired	SDC gave him £3,000* on retirement. 54 years service

\* Under Section 10, Southampton Docks Act, 1892.

Name	Job	Salary 1870 £ (1873)	Salary 1880 £	Salary 1890 £	1892	Remarks
W Raison	Dockmaster	250	-	-		1873-1876
W Johnson	Inspector of Ales	150	200	300	To LWSR	Became assistant to the superintendent and acted for him in his absence
T Crocker	Import Warehouse Keeper	200	225	250	To LWSR	
G E Gray	Export Warehouse Keeper	175	190	-		Retired on pension of £100 pa at end of 1889, aged 83 years, 35 years service
Armitage	Book keeper 1873 Accountant	175	200			Died 1884. Appointed Accountant 1873 on retirement of Secretary
Thorn	Clerk 1884 Accountant	75	150	225	To LWSR	Accountant 1884 appointed on £200 pa. Died 1889
J Howell	Clerk of Works	156	200	-		
W H Williams	Clerk of Works	-	-	200	To LWSR	Succeeded Howell 1889 appointed at £175 pa.
J Clark	Mechanical Engineer	156	200	225	To LWSR	

Note: The information given has been obtained from Minutes of SDC Board Meetings.

**SOUTHAMPTON DOCK COMPANY**

**Summary of the relevant Acts of Parliament 1871-1892**

**Southampton Docks Act 1871 (34-35 Victoria c.cxxx)**

Four previous Acts dating back to 1836, were consolidated and amended. This Act became the primary legal instrument of the Company. The original Dock Company was dissolved and replaced by SDC with corporate status and a common seal. The position of directors, shareholders and XXX was unchanged.

SDC was authorised to raise up to £700,000 in capital and to borrow on debentures or mortgage up to £300,000 making £1,000,000 in total. £150,775 of capital remained to be raised, but only £11,415 was available for borrowing. There was no increase in limit in either case.

The rate on borrowings was not to exceed 5%.

Debenture stock could be created.

A reserve fund could be formed and the money was to be invested in public or government stocks.

Reference was made to SHB's claim under the 1843 Act for £3,710. SHB, SDC and Southampton Corporation could reach agreement or go to arbitration.

A quorum at six monthly general meetings was to be 12 shareholders holding a total stock of not less than £15,000 of Ordinary Stock. A shareholder was to have one vote for every £100 of Ordinary Stock held.

The number of Directors was limited to 12 with a minimum of 6. One third were to retire each year. The quorum for their meetings was 3. A Director had to hold £1,250 of Ordinary Stock.

Bylaws could be made to regulate affairs within the Docks. Penalties for infringements were not to exceed £20.

Holidays were Sundays, Christmas Day, Good Friday and the Sovereign's birthday.

SDC could have warehousing facilities within the Port of London not exceeding £3,000 in annual value.

Ships entering the docks were liable for duties such as tonnage and boomage on the same basis as on the Harbour Quays.

Tonnage rates were not to exceed those given in Schedule A of the Act. Tonnage could be compounded.

Dock rates were set out in detail in five Schedules:

(A) Tonnage; (B) Drydocks; (C) Passengers and Luggage; (D) Imported Goods and (E) Exported Goods.

**Southampton Docks Act 1874 (37-38 Victoria c.iv.)**

The purpose was to raise the permitted limits for capital and borrowing.

£700,000 had been raised in capital and £291,980 borrowed. Permission was given to raise up to an additional £500,000 in capital. A further £166,000 could be borrowed in portions of £55,000, £55,000 and £56,000 pro rata with the raising of capital.

#### **Southampton Docks Act 1875 (38-39 Victoria c.xv).**

This Act resulted from the settlement between SDC and SHB of the latter's claim under the 1834 Act for loss of income at the Town Quay. It removed SHB's right of compensation. The reference in the 1871 Act was removed and the relevant section of the 1843 Act (6-7 Victoria c.lxv) repealed.

#### **Southampton Docks Act 1876 (39-40 Victoria c.xiii).**

To authorise the construction of a dry dock (No. 4). It was needed for 'longer steam vessels now in use'. The Company's existing funds were deemed to be more than sufficient for the purpose. Five years was allowed for completion of the work. Power for the compulsory purchase of land was granted, but limited to two years. Power to divert water from the River Itchen was given.

#### **Southampton Docks Act 1886 (49-50 Victoria c.xi)**

The intention was to consolidate all SDC's Preference Stocks into one specially created stock and to enable LSWR to subscribe to the capital of the Company. It stated that SDC was engaged in deep water works to accommodate 'large vessels with deep draught' and that LSWR was involved because of its railway and shipping interests at Southampton.

Six preference stocks raised under previous Acts were converted into 4% Consolidated Preference Stock to a total of £542,637. The amount of new

stock to be issued per £100 of existing preference stock was specified. Shareholders were to have one vote for every £100 of stock held. The dividend had priority over all other stock except mortgages, debentures and debenture stock.

LSWR could subscribe up to £250,000. It was to rank 'pari passu' with the other 4% Consolidated Preference Stock. LSWR would vote by proxy at shareholders meetings.

Joint certificates were to be signed by the SDC and LSWR engineers for actual expenditure on 'deep water works'. Interest at 3½% accrued from the date of LSWR's payment until the works were complete and in use. The total interest was not to exceed £25,000 and was to form part of LSWR's contribution.

LSWR was given power to raise any capital needed, but money raised must be used for the purpose of the Act.

LSWR was to have power to appoint four Directors and could remove any of them. The two LSWR Directors with seats on SDC's Board were to count as part of the four. SDC was to elect LSWR's nominees.

SDC's capital and long term loans were set out in detail in a schedule. Summarised as follows:

	£		£
Capital Authorised	1,199,625	Loans Authorised	465,000
Capital Issued	<u>865,625</u>	Loans Issued	<u>355,000</u>
Capital Unissued	334,000	Loans Unissued	110,000

**Southampton Docks Act 1891 (54-55 Victoria c.xviii)**

To raise additional capital to complete the equipment of the Empress Dock, to enlarge dry docks and to construct another dry dock.

£250,000 could be raised as new ordinary stock, or as preference stock. The dividend payable on the latter was not to exceed 6% and ranked after the 4% Consolidated Preference Stock. The value of each share was to be not less than £10.

A further £83,333 could be borrowed in portions of £27,777 pro rata with the raising of capital.

Power to create debenture stock.

Board of Trade permission was required before work could start below High Water Level.

Capital and Long Term Loans were set out in detail and are summarised below:

	£		£
Capital Authorised	1,238,214	Loans Authorised	466,000
Capital Issued	<u>1,238,214</u>	Loans Issued	<u>447,670</u>
Capital Unissued	-	Loans Unissued	18,330

**Southampton Dock Act 1892 (55-56 Victoria c. clxxx)**

A note on this Act can be found in No. V2/12.

**SOUTHAMPTON HARBOUR BOARD**

**Summary of Acts of Parliament 1893-1913**

**Southampton Harbour Act 1900 (63-4 Victoria c.xvi)**

Authorised the reconstruction, extension and widening of the northern end of the Town Quay. Dredging, deepening and improvement of channels to the Royal Pier and Town Quay and the adjacent channel in Southampton Water. The building or provision of a steam carrier or tender. Permitted to borrow an additional £100,000 for not more than sixty years. Bondholders could apply for appointment of a receiver in the event of arrears of capital and/or interest in excess of £10,000.

**Southampton Harbour Act 1903 (3 Edward 7 c.xci)**

Authorised dredging, deepening and improvement of harbour channels to a depth of 35 feet LWOST. Similar treatment of channels in the Solent near Thorn Knoll beyond the port boundary. LSWR could agree to pay half the cost of the work at Thorn Knoll up to a maximum of £12,500. LSWR could also contribute to the cost of deepening the harbour channels to 35 feet LWOST. Southampton Corporation were entitled to a sum equal to one fifth of the harbour dues received annually by SHB, the Act permitted commutation in perpetuity or for a period of years. SHB could borrow a further £125,000. Existing bonds and mortgages could be paid off and replaced by a new fixed interest stock, redeemable over a period of not more than 60 years. Southampton Harbour Redeemable stock could be raised and issued up to a limit of £360,450.

### **Southampton Harbour Act 1911 (1-2 George 5 c.lviii)**

Authorised additional dredging in harbour channels and in the Solent near Thorn Knoll to enable ships of larger draught to use the docks and quays. It noted that earlier bonds and mortgages had been paid off and replaced by £270,535 of Redeemable Stock. The issue of a further £200,000 of the stock was authorised. All money raised under the powers of the Act was to be used solely for the improvement and maintenance of the deepwater channels. Professional auditors were to be appointed for the annual accounts.

Ships not proceeding north of Fawley Beacon were to be charged reduced tonnage rates. There could be composition of rates under the 1887 Southampton Harbour Act by agreement.

Within six months of the passing of the Act, the Board of Trade was to appoint a commission to enquire into and report on:

- 1) The constitution, powers and jurisdiction of SHB.
- 2) What modifications, extensions or changes were necessary.

### **Southampton Harbour Act 1913 (3-4 George 5 c.lxxxii)**

A new Board to take over from 25 March 1914.

There were to be 26 members, 16 appointed and 10 elected.

### Appointed

Admiralty	1
War Office	1
Trinity House	1
Board of Trade (to represent labour interests)	1
Southampton Corporation	7
Hampshire County Council	1
Itchen Urban District Council	1
London South Western Railway Company	3

### Elected

Southampton Chamber of Commerce	2
Owners of foreign going vessels	4
Traders using the port	1
Waterside frontagers	1

The election procedures were set out in detail.

**SOUTHAMPTON HARBOUR BOARD**

**Members at April 2 1914**

Chairman	F Beresford Turner JP Southampton Chamber of Commerce
Deputy Chairman	Colonel F Willan DL., JP Hampshire County Council
	Colonel A B Hamilton Embarkation Commandant, Southampton
	Captain J S Luard RN Inspecting Captain, Southern Coastguard District
	Mr W Paul Harbour Department, Board of Trade

**Southampton Corporation**

Alderman W Bagshaw JP., (Mayor)  
Alderman H Bowyer, RNR., JP  
Alderman W Beavis  
Alderman C J Sharpe., JP  
Councillor W Bennet  
Councillor A J Cheverton, JP  
Councillor S G Kimber

**Itchen UDC**

H Callaway M Inst.CE

**Southampton Chamber of Commerce**

P Milne-Stewart, JP

London & South Western Railway Company

T M Williams  
Dock & Marine Manager

Captain E W Harvey  
Dockmaster

S W Milford  
Superintendent Central District

Owners of Foreign Going Vessels

P E Curry  
White Star and American Lines

A H Bennett  
RMSP

R F Gibb  
Union Castle

T W Fladgate  
Agent for Cunard and other companies

Owners of Coasting Vessels

F J Burnett  
IWSP

J Park  
Clyde Shipping Company

Small Traders

Sir George Hussey

Waterside Frontagers

A J Day, JP

**LONDON & SOUTH WESTERN RAILWAY COMPANY**

**Board Members 1892-1914**

**Chairmen & Deputy Chairmen**

1875-1892	Hon R H Dutton	Wyndham S Portal
1892-1899	Wyndham S Portal	Lt Col H W Campbell
1899-1904	Lt Col H W Campbell	Sir Charles Scotter
1904-1910	Sir Charles Scotter	Hugh J W Drummond
1910-1922	Hugh J W Drummond	Sir William Portal

**Members**

**1861**

Wyndham S Portal, Overton, Hampshire. Resigned due to ill-health in 1864, returned in 1871, Deputy Chairman 1875, Chairman 1892, retired as Chairman in 1899, Knighted in 1901, resigned in 1902.

**1872**

Rt Hon William W Bramston Beach, b. 1826, d. 1901. Oakley Hall, Basingstoke. MP Hampshire North 1857-1885 and Andover Division 1885-1901, Conservative 1899-1901. Father of the House of Commons. As Provincial Grand Master of the Masons laid the coping stone during a ceremony on the Prince of Wales Quay in 1895.

**1872**

Lt Colonel Hon Henry Walter Campbell, b. 1835, d. 1910. Deputy Chairman 1892, Chairman 1899-1904, remained a member until his death in 1910.

### 1885

Archibald Scott, General Manager, 1852-1885, resigned 1902. (Fifty years service as Director and General Manager).

### 1892

Sir John Stephen Barrington Simeon, b. 1850, d. 1909. Swainston, Ryde, Isle of Wight. MP for Southampton 1895-1906, Conservative. Son-in-law of R H Dutton. Resigned 1907.

### 1892

Colonel Sir Robert Williams, b. 1848, d. 1943. Bridehead, Dorset. MP for West Dorset, Unionist, 1892-1922. Deputy Lieutenant for Dorset and also for the City of London. Director Williams Deacons Bank.

### 1898

Sir Charles Scotter, General Manager 1885-1898. His salary at retirement was £3,500 per annum. He was granted an annuity of £1,000 per annum. Deputy Chairman 1899, Chairman 1904-1910. Chairman, Vice-Regal Commission on Irish Railways 1906-1909. Died 1910.

### 1898

Frederick Macauley, Company Secretary 1880-1898, resigned 1910.

### 1900

Hugh J W Drummond, Deputy Chairman 1904, Chairman 1910-1922. Banker and army officer.

### 1902

Sir Wyndham W Portal, Overton, Hampshire, succeeded his father as a member. Deputy Chairman 1910-1922.

### 1902

Sir Evelyn Cecil, b. 1865, d. 1941. Lytchett Heath, Poole, Dorset. MP for Hertford 1898-1900 and for Aston Manor 1900-1918, Conservative. Grandson of the Marquis of Salisbury. Assistant Private Secretary to Prime Minister (Lord Salisbury) 1891-1892. 1895-1902 Chairman of Select Committee on Foreign Steamship Subsidies and their effect on British Trade 1901-1902. Member Eastern Mails Committee 1904. Member Permanent Commission of International Railway Congress from 1905.

### 1903

Colonel Sir Henry Crichton, Netley Castle, near Southampton. Well known in business and social circles in the town and county. Commanded the local Volunteer Infantry Brigade.

### 1907

Viscount Pirrie, Witley Park, Godalming, Surrey. Chairman, Harland and Wolff (builders of the 'Olympic' and 'Titanic'). He was closely involved with the International Mercantile Marine Company, a powerful organisation owning several shipping lines. When the Union-Castle Line merged with RMSP in 1912 he joined the RMSP Board, headed by Sir Owen Phillips. Unlike most of his fellow Board members, he was well qualified technically, having been a ship designer with Harland & Wolff.

### 1907

Lord Clinton, Heaton Satchville, Dolton, Devon.

### 1910

Sir Owen Phillips, b. 1863, d. 1937. MP for Pembroke and Haverford West 1905-1910. Chairman of RMSP.

### 1911

Robert Holland-Martin, Tewkesbury, Gloucestershire. Member of the Martins Bank family.

### 1911

Earl of Selbourne, Liss, Hampshire. First Lord of the Admiralty 1900-1905, High Commissioner for South Africa 1905-1910.

### 1912

Sir George Murray, Former Permanent Secretary to the Treasury.

### 1912

Charles J Owens, General Manager 1898-1911, Knighted 1902.

### Note:

Details above obtained from Minutes of LSWR Board Meetings, general newspapers and directories. Other information was taken from 'The LSWR in the Twentieth Century' by Faulkner and Williams and also from 'Who's Who of British Members of Parliament, Vol. II.

**SUMMARY OF ACTS OF PARLIAMENT RELATING TO SOUTHAMPTON  
DOCKS 1892-1914**

**Southampton Docks Act 1892 (55-56 Victoria c.clxxx)**

Reasons for LSWR's takeover of SDC were given in the preamble.

The sale of SDC to LSWR was to be complete by 1 January 1893.

The purchase price was to be £1,360,000 in cash or in 3% LSWR Debenture Stock.

LSWR could create £1,360,000 of 3% Debenture Stock.

Individual shareholders could opt to receive 3% LSWR Debenture Stock instead of cash for their shares.

LSWR was to take responsibility for £201,960 of SDC's Terminable Mortgage Debentures and to deduct this and a £30,000 temporary loan made to SDC, from the purchase price making the net sum £1,128,040. LSWR was to return to SDC the securities held in respect of the temporary £30,000 loan, namely £49,735 of SDC Second Preference Stock and a bond for £5,000. Payments to shareholders for each £100 of the five classes of stock were as follows:

	£
4½ % Debenture Stock	120
4% Debenture Stock	105
Consolidated Preference Stock	75
Second Preference Stock	80
Ordinary Stock	45

LSWR held £250,000 of 4% Consolidated Preference Stock, £51,450 of 4% Debenture Stock and had made a temporary loan to SDC of £30,000.

The value of LSWR's stocks is shown below:

£75 x 2,500 =	£187,500
£105 x 514.5 =	<u>£54,022 10s 0d</u>
	£241,522 10s 0d

The employment officers, staff and workmen of SDC ceased at the date of transfer. Men deprived of office could be compensated for SDC's remaining funds. Compensation for Directors was limited to a maximum of £200.

LSWR was required to construct and maintain a connection between the Docks and SHB's tramway.

#### **South Western Railway Act 1893 (56-7 Victoria c.lxxxvii)**

The Act dealt with the construction of No. 5 Dry Dock, changes in financial affairs and other matters not related to Southampton Docks.

The location of the Dock was described.

LSWR could acquire parts of the bed of the Itchen, Test and Southampton needed for the new works.

Permission was given for dredging in the Itchen and the Test and for impounding water from them.

LSWR's works were not to adversely affect water levels in the Itchen, Test and Southampton Water in the vicinity of the Docks. If the levels were

lowered, LSWR had to restore them to levels recorded in a recent Board of Trade survey.

LWSR's Dockmaster was to have authority within the new works, but was not to interfere in SHB's jurisdiction.

An agreement made on 19 November 1892 between LSWR, SHB and Southampton Corporation for the sale of land at £20 per acre for the new dock was confirmed.

Power was granted to raise £1,000,000 for purposes within the Act. In addition, up to £333,330 could be borrowed on mortgage.

All LSWR debenture stocks were to be converted into two new stocks, a 3% Debenture Stock 'A' and a 3% Consolidated Debenture Stock. The 'A' Stock was to have preference for the payment of dividends.

### **South Western Railway Act 1909 (9 Edward 7 c.xxxi)**

Three major works at Southampton were covered, No. 6 (Trafalgar) Dry Dock, already completed in 1905, the large open dock (White Star), in the course of construction and a large Dry Dock to be built at Woolston. Land was purchased for the latter project, but it did not proceed for it was found to be more economical to lengthen No. 6.

As in the 1903 Act power was granted for necessary dredging and for impounding water.

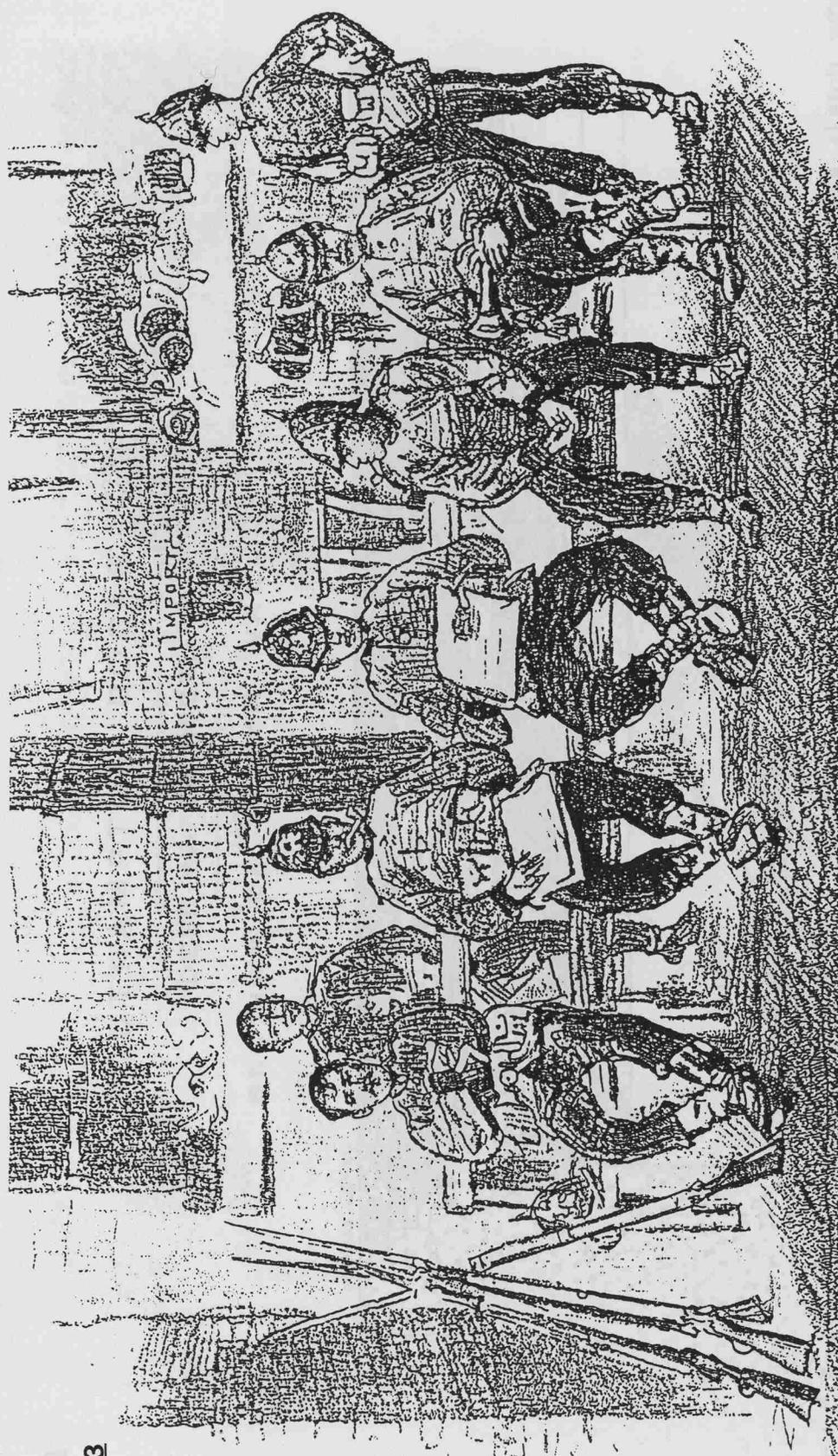
The powers of the Dockmaster granted in 1893 were extended to cover the new docks.

LSWR was to be responsible for all dredging to a distance of 600 feet from the boundary of the Dock Estate.

An agreement between Southampton Corporation, SHB and LSWR relating to a further sale of land required for the works was confirmed. LSWR agreed to deposit spoil from its dredging on part of the Corporation's mudlands on the western shore. The Company also agreed not to build any promenade on the land for public use. It also agreed not to injure or interfere SHB's trade at the Town Quay or Royal Pier.

Sixteen named fishermen at Weston could claim compensation from LSWR if they could show that the works at Woolston had damaged equipment or caused inconvenience to their normal activities on the foreshore.

Power to raise a further £1,000,000 and £333,330 on mortgage was granted.



SOLDIERS INSIDE THE DOCK GATES DURING THE 1890 STRIKE  
(London Illustrated News, 20th September 1890)

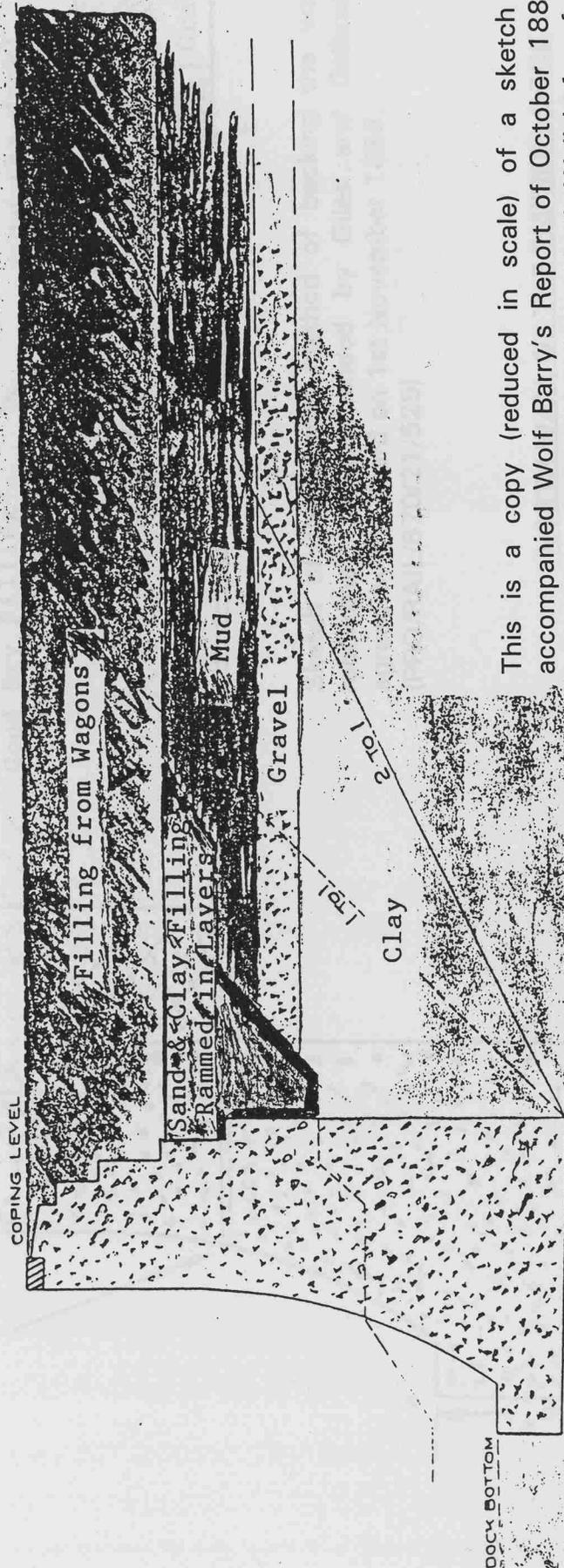
W. H. WOODS

PHARMAS

SOUTHAMPTON DOCKS

DEEP WATER DOCK.

SECTION OF NORTH WALL



This is a copy (reduced in scale) of a sketch which accompanied Wolf Barry's Report of October 1888. It shows a cross section of the North Wall before failure in September 1888.

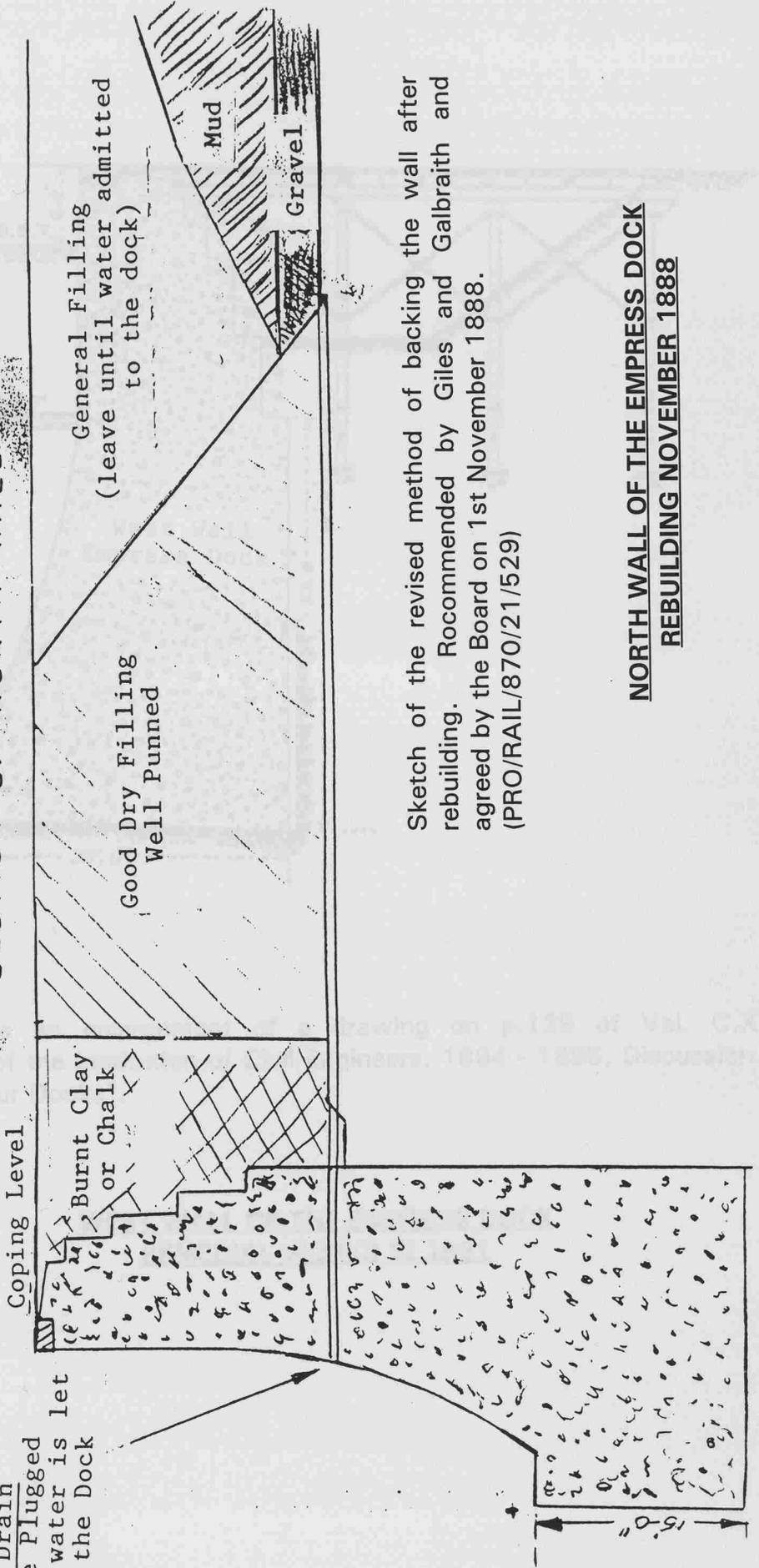
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SOUTHAMPTON DOCKS

DEEP WATER DOCK.

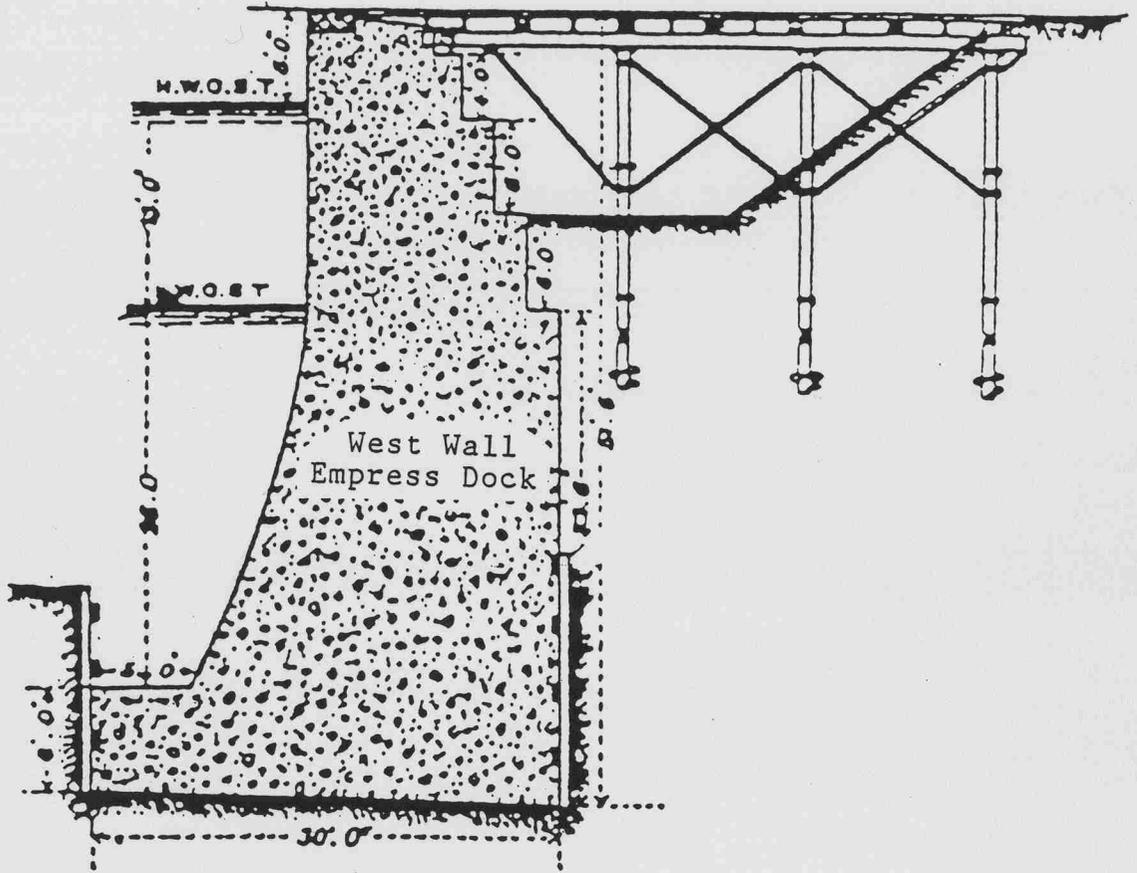
SECTION OF NORTH WALL

Pipe Drain  
To be Plugged  
when water is  
into the Dock



Sketch of the revised method of backing the wall after rebuilding. Recommended by Giles and Galbraith and agreed by the Board on 1st November 1888. (PRO/RAIL/870/21/529)

NORTH WALL OF THE EMPRESS DOCK  
REBUILDING NOVEMBER 1888



The above is an enlargement of a drawing on p.129 of Vol. C.XXI, Proceedings of the Institution of Civil Engineers, 1894 - 1895, Discussion on "The Kidderpur Docks".

**WEST WALL OF THE EMPRESS DOCK**  
**REMEDIAL WORKS IN 1891**