



## **THE SITUATION OF PORTS IN TURKEY DURING EARLY 1930S ACCORDING TO REPORT OF HIGHER COUNCIL OF ECONOMY DATED AS 15-29 DECEMBER 1931\***

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### **ABSTRACT**

A section of a report published at the end of the meeting dated as 15-29 December 1931 by Higher Council of Economy, which was founded as required by liberal and national economy in 1927, was devoted to an analysis of proposals regarding the measures for improving Turkish ports. Proposals regarding the measures for Turkish port services and improving these services, the situation of ports in Turkey and their commercial activities constitute the main titles of the section of the report in relation to ports. The content of the report contains general situations of İstanbul, Mersin, Samsun, Trabzon, İzmir and Ereğli ports as well as commercial activities. According to information provided in relation to general situation, the conditions that Turkish ports have at the end of 1931 were inadequate. Many reasons such as problems of administration, high customs duty, abundance of formalities and inadequate health conditions of ports led to the result that commercial ships avoided Turkish ports when non-obligatory. Besides, thefts and smuggling were common and laws and practices of that time were not deterrent enough to prevent these incidents. Though it was dissolved in 1935, some arrangements were made according to the recommendations of Higher Council of Economy during the period starting from 1932 until the beginning of II. World War and these negativities were tried to be eradicated. This study was based on report of Higher Council of Economy belonging to year 1931, archive documents and official publications to evaluate general situation of the ports in Turkey in early 1930s.

**Key Words:** Report, port, dock, ship, fee, vehicle.

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## 15-29 ARALIK 1931 TARİHLİ ÂLİ İKTİSAT MECLİSİ RAPORUNA GÖRE 1930'LU YILLARIN BAŞINDA TÜRKİYE'DEKİ LİMANLARIN DURUMU

### ÖZET

1927 yılında liberal ve milli ekonomi anlayışının bir sonucu olarak faaliyete geçirilen Âli İktisat Meclisi'nin 15-29 Aralık 1931 tarihli toplantısı sonucunda yayınlanan raporunun bir bölümü, Türk limanlarının geliştirilmesi için alınması gereken tedbirlere dair tekliflerin incelenmesini içermektedir. Türkiye'nin liman hizmetleri ve bu hizmetlerin geliştirilmesi için alınması gereken tedbirlerle ilgili teklifler, Türkiye'deki limanların durumu ve ticari faaliyetleri raporun limanlarla ilgili kısmının ana başlıklarını oluşturmaktadır. Raporun içeriğinde İstanbul, Mersin, Samsun, Trabzon, İzmir ve Ereğli limanlarının genel durumları ile ticari faaliyetler yer almaktadır. Genel durumlarla ilgili verilen bilgilere göre 1931 yılının sonuna gelindiğinde Türk limanlarının haiz olduğu şartlar yetersizdir. İşleyişteki problemler, yüksek gümrük vergileri, formalitelerin fazlalığı ve limanların sıhhi bakımlardan yetersiz oluşları gibi birçok sebep ticaret gemilerinin Türk limanlarını mecburi bir durum olmadıkça tercih etmemeleri sonucunu doğurmuştur. Ayrıca hırsızlık, kaçakçılık gibi olaylara rastlanmakta ve mevcut kanunlar ve uygulamalar bu olayları engellemekte yetersiz kalmaktaydı. 1932 yılı ile II. Dünya Savaşı'nın başlangıcına kadar olan süreçte 1935 yılında lağvedilmesine rağmen Âli İktisat Meclisi'nin önerileri doğrultusunda bir kısım düzenlemelere gidilerek, olumsuzluklar giderilmeye çalışılmıştır. Bu çalışma, danışma meclisi hüviyetindeki Âli İktisat Meclisi'nin 1931 yılına ait raporu doğrultusunda 1930'lu yılların başında Türkiye'deki limanların genel durumunu değerlendirmek amacıyla 1931 yılı Âli İktisat Meclisi Raporu, arşiv belgeleri ve resmi yayınlardan yararlanılarak hazırlanmıştır.

**Anahtar Kelimeler:** Rapor, liman, rıhtım, gemi, ücret, araç

### Introduction

The movement to create a national economy, which initiated with Party of Union and Progress during late periods of Ottoman Empire, was maintained during Republic period in Turkey. One of the most important indicators of this is the foundation of "Higher Council of Economy" in an attempt to continue "Economy Council" which was formed by Party of Union and Progress in 1917. Higher Council of Economy<sup>1</sup> was founded under the governance of prime ministry with a law containing 14 articles on 25th of June in 1927 in order to support liberal financial policies and

<sup>1</sup> Higher Council of Economy is not structuring pertaining to Turkey. That is because similar structurings were also present in countries such as France, Germany, Italy, Poland, Britain, Spain and Greece. Fehmi Akın; Serkan Bayraktar, "One Of The Economics Institutions Of The Early Republic: High Economic Council", **Dumlupınar University Journal of Social Sciences**, Issue: 29, April 2011, p. 115-116. Özlem Yaktı; Perihan Ünlü Soylu, "A Pioneering Consultation Organ On The Path of Economic Development: Supreme Assembly of Economics", **Ankara University Institute of Turkish Revolution History Journal of Atatürk Yolu**, No: 47, Spring 2011, p. 680. Murat Koraltürk, "Higher Council of Economy 1927-1935", **Financial Approach**, Volume: 7, Issue: 23, 1996, p. 47.

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to improve general state of economy which was collapsed in the post-war period.<sup>2</sup> The most crucial expectation of the government from Higher Council of Economy was the contribution to improvement of financial policies. It was the particular motive that the connection between business circles and government would be maintained via this council. In a sense, Higher Council of Economy was the practice of solidarist and corporative state ideas. This formation, with the characteristics of advisory council, was responsible of delivering opinions about economic draft laws and bylaws that will be prepared by the government, presenting the alterations to be made on economic regulations with reasoned proposals, making research about economic needs of Turkey and analyzing various economic movements in the world to reveal their relevance to Turkish economy and examine their levels of influence over Turkey.<sup>3</sup> Having prepared the first Turkish balance of international payments table, Higher Council of Economy concentrated on cost of living during foundation period, stability of Turkish currency and customs duty tariffs. It paid particular attention to foreign trade especially after 1930.

Being active between years 1927-1935, Higher Council of Economy held its first meeting between 1-19 March in 1928. The subjects of the meeting were cost of living, eradicating the reasons for incusing Turkish currency and detecting the principles of Turkish customs policy. Again, in the second meeting held between 1<sup>st</sup> and 15<sup>th</sup> December similar subjects were discussed. Payment balance of Turkey belonging to years 1926 and 1927 were discussed within Higher Council of Economy during the first halves of June and December in 1929. The meeting held in June 1930 dealt with agrarian credit issue while the meeting held in December in the same year was about the measures to improve Turkish exportation, foreign trade office and payment balances of year 1928. The subjects of the meeting dated as 15-29 December 1931 were payment balance of year 1929, the report on financial panic that had been ongoing since 1929 and Turkish ports. Higher Council of Economy held a meeting in 1932 and two meetings in 1933. After the preparation and enactment of First Five-Year Industrial Plan, it lost its function due to statist policy. It was dissolved with 25<sup>th</sup> article of budget law belonging to year 1935.<sup>4</sup>

The section allocated for ports in the report belonging to year 1931, which constituted the basis of our study, initially emphasized economic importance of ports and conditions such as having a large and rich hinterland, support of sea, rail and land transportation, being situated on a convenient geographical point in terms of commercial activities. These were mentioned as characteristics that will make a port economically important. The report stated that there are six major ports in Turkey which are Istanbul, Izmir, Mersin, Samsun, Trabzon and Ereğli in both geographical and financial terms.<sup>5</sup>

### **1. General Situation of Turkish Ports According to Report of Higher Council of Economy Dated as December 1931**

Since Istanbul is the biggest commercial center in Turkey, the report mainly concentrated on Istanbul port. The report of Higher Council of Economy emphasized that Turkish ports are not located on main sea routes; however they are strategically important since Istanbul port connects Black Sea and Mediterranean Sea and it is located on straits which enable Russia, Romania and Bulgaria to access open seas and on the intersection point of land and sea routes starting from Asia stretching to Europe. In addition, Istanbul port has other commercial advantages such as being in a

<sup>2</sup> First article of law no. 1170 stated that organizational structure of the assembly would comprise 24 members and a public secretary possessing a right of membership and his three assistants. Resmi gazete, Sayı: 640, 24 Temmuz 1927, p. 2901; Akın; Bayraktar, **a.g.m.**, p. 117.

<sup>3</sup> Yaktı; Soylu, **a.g.m.**, p. 681.

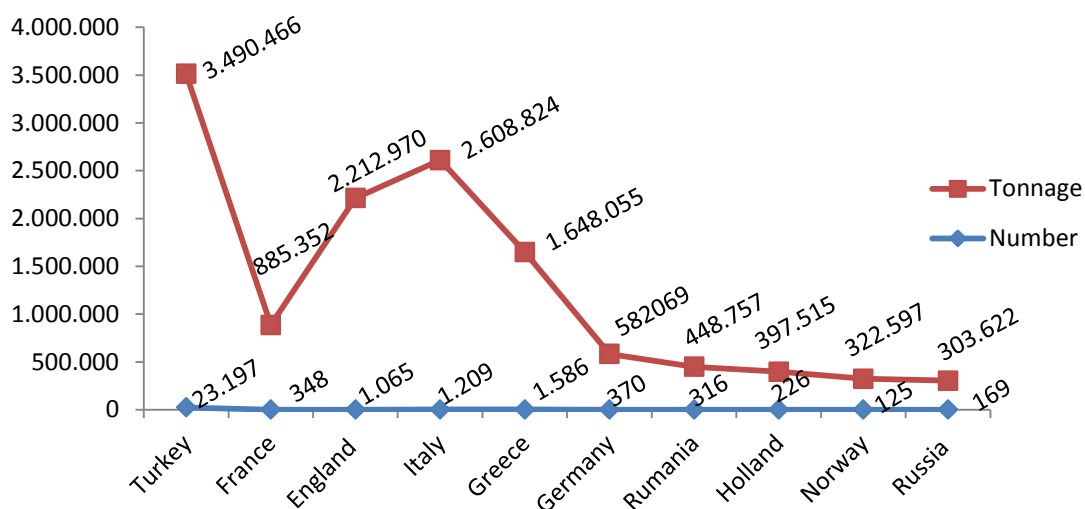
<sup>4</sup> Akın; Bayraktar, **a.g.m.**, p. 118.

<sup>5</sup> **Primer Ministry Archive of Republic (B.C.A.)**, 030.10, 27.153.2.3.

protected area against winds and it is capable of serving ships with big tonnages thanks to its depth.<sup>6</sup>

According to regulation dated as 28<sup>th</sup> of July 1926, Istanbul port was divided into three sections which were Exterior, Interior and Galata. Exterior port was covering the area between Sarayburnu and Maiden's Tower, Galata port was covering the area at the rear of exterior port and the area between Sarayburnu and Kabataş pier and Interior port was covering the area starting from Galata and Karaköy bridge to Kağıthane. Especially, Galata and Interior ports were acting as a kind of shelter for ships in Istanbul under severe weather conditions. On the other hand, Istanbul port, though bestowed with convenience in terms of location and natural conditions, was far from serving satisfactorily due to inadequate dock, mechanical tools and instruments that a port must have. The dock was too narrow for big ships to enter and deprived of modern equipment. Therefore, majority of loading and unloading works were being made in the open area.<sup>7</sup>

Istanbul port had three docks which were Haydarpaşa, Galata and Istanbul. Construction of Haydarpaşa dock was finalized in 1903 and it was transferred to Administration of State Railways with a length of 595 meters. The dock was being protected by a breakwater. 302 meters of the dock area was for loading and unloading. Galata dock, stretching from Galata to Tophane was 758 meters long while Istanbul dock stretching from Eminönü to Sirkeci was an area of 370 meters.<sup>8</sup> Loading and unloading tonnage of Istanbul port was about two and a half or three million tonnes while total tonnage of the ships transacted with the port was 5.000.000. Graphic 1 shows the numbers and tonnages of ships belonging to countries which make entrance and exit to Istanbul port with over 100 ships in 1927.<sup>9</sup>



**Figure 1. Ships of countries making entrance and exits to Istanbul port with over 100 ship according to data of year 1927**

<sup>6</sup> B.C.A.,030.10, 27.153.2, 6.

<sup>7</sup> For example; it was expressed that steamboats approaching Galata dock, which was constructed in 1890, used to transport passengers and goods generally and transported goods were transferred to small boats using the crane of steamboats and carried to dock via those boats.

<sup>8</sup> Apart from these, there was another dock with a length of 270 meters which was under the possession of Administration of Navigation. However, half of this dock was transferred to organization of "Fort". Thus, only small boats belonging to aforementioned organization were allowed to approach Seyr-i Sefain dock.

<sup>9</sup> Prime Ministry Statistical Institute, *Statistics Annual Belonging to Year 1929*, Ankara, 1929, p. 262.

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Istanbul port had a business of seventeen million tonnes annually in 1931. When the fact that dock space amounting one meter of veil was required for per 400-500 tonnes of traffic was taken into account, it is obvious that Istanbul port's dock length was even incapable of meeting the demand back then. However, this amount was 800 m. in British ports and 2000 m. in Liverpool. It was also stated that Russians make transactions of 1000 tonnes annually in comparison to per meter of veil dock.<sup>10</sup> The report suggested that there is a need for an additional area of 30-40 hectares, which makes 300-400 meters, taking into account the fact that the sizes of the ships get bigger gradually.

Another lack of Istanbul port was inadequacy of 44.369 meter-storehouse<sup>11</sup> and the number of vehicles in the port. The loads unloaded in barges were being carried to storehouses in which there were no equipment such as crane, scales, transportation vehicle and refrigerator<sup>12</sup>. Since these storehouses were incapable of meeting the incoming load volume, most of the loads were being stored in the open air leading them to be damaged. Of Istanbul ports, Galata and Istanbul docks had three cranes while there were two in underside of the Mosque. Each of Kuruçeşme, Tophane Navigation and Sarayburnu piers had one crane. Haydarpaşa port had eight ordinary cranes and two floating cranes.<sup>13</sup>

Apart from technical lacks, Istanbul port also had certain problems in terms of administration style, fees and customs procedures. Crew, loads, passengers and equipment of a ship entering the port were under the responsibility of the same administration and institution. This led to retardation and flaws in the function. It was because the agencies had to inform and communicate with all various administrations. After the entrance into the port, Istanbul Directorate of Shipping was responsible of assigning the location where the ship will anchor by means of a boat as well as dealing with measures regarding cabotage provisions and radio affairs, Coastal Health Administration was responsible of the health affairs of crew and passengers, Customs Administration was responsible of importation and exportation of goods, Police administration was responsible of entrances-exits of the crew and passengers and Port company was responsible of loading-unloading of goods. Moreover, if the ship was to sail Black Sea, Lifeboat Administration was another reference point.<sup>14</sup>

Ships entering Istanbul port could only receive sailing permission from customs after delivering "health" photos to Coastal Health administration; "lifeboat" photos to Lifeboat Administration<sup>15</sup>; "lighthouse" photos to Lighthouses Administration; "canal toll"<sup>16</sup> and buoy photos to Port Administration.<sup>17</sup> In addition, ships had to pay "certificate of registry" to Coastal Health Administration, which is the tax for maximum capacity of cargo, income tax "patente"; anchor, visa, crew permit and certification taxes to Commercial Directorate of Shipping; guide fee to Navigation Administration; occupancy and bridge taxes to municipality as well as moors, dock and passenger photos and dock portage fees to dock company in addition to similar loading-unloading fees charged by port companies. Since these photos and fees were high in price and variety, ships avoided Istanbul port as much as possible.<sup>18</sup> As a supporter of data in the report, there

<sup>10</sup> B.C.A.,030.10, 27.153.2.21

<sup>11</sup> They are the places where commercial goods coming to customs are put and protected. It also means warehouse.

<http://tr.wikipedia.org/wiki/Antrepo>

<sup>12</sup> The equipment used to preserve the heat of goods which were quick-frozen at a certain temperature.

<sup>13</sup> B.C.A.,030.10, 27.153.2, 23.

<sup>14</sup> B.C.A.,030.10, 27.153.2, 29-30.

<sup>15</sup> Life-saving center.

<sup>16</sup> Customs duty.

<sup>17</sup> Steamboats had to be subjected to control and rules of Health, Port, Police and Customs Administration seven when they wish to purchase only victualling and coal without transacting with the port. When they haste to leave during the night without wasting time, they were not allowed to buy neither victualling nor coal. B.C.A.,030.10, 27.153.2, 31.

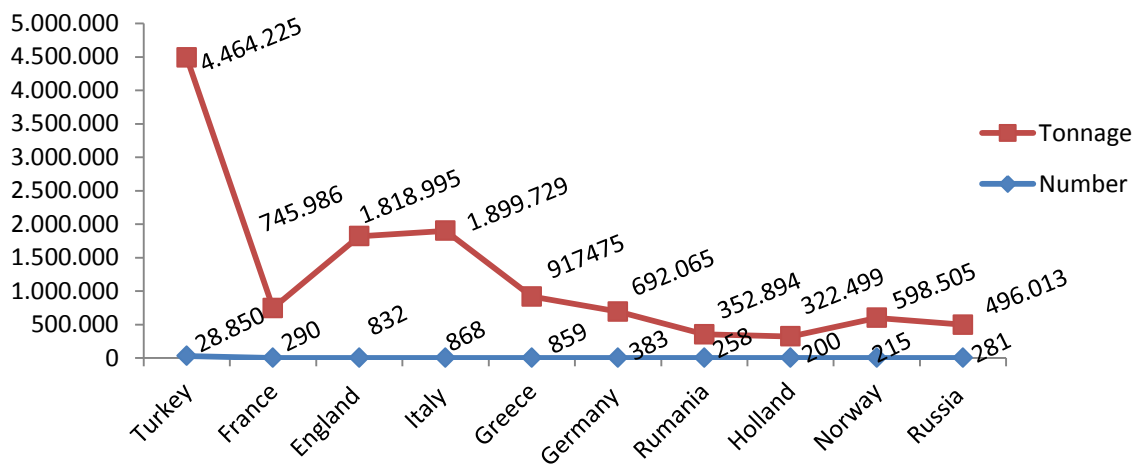
<sup>18</sup> B.C.A.,030.10, 27.153.2, 37.

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was a considerable decrease in the number of ships coming from countries with more than 100 ships entering and exiting Istanbul port annually in 1928 with the only exception of Germany and Russia. Graphic 2 shows tonnages and numbers of ships entering-exiting Istanbul port in 1928.<sup>19</sup>



**Figure 2. The ships of countries with more than 100 ships entering-exiting Istanbul port annually in 1928**

Fees of the ships entering-exiting Istanbul port depended on the tonnages and hauls. A ship coming and going between Mediterranean and Istanbul, as well as the ports in between, would pay 40 if it was 800 tonnes and 20 if it was more than 800 tonnes. Cargo ships working between Mediterranean and Black Sea were paying 60 until 800 tonnes and 30 for ships more than 800 tonnes. Transportation ships with 800 tonnage at most working between ports of Mediterranean and Black Sea were paying 10 and those which were more than 800 tonnes were paying 5. Briefly, a steamboat with 300 tonnage coming from Mediterranean to Istanbul would pay 106 liras while paying 375 kurus for disembarkation of each tonne of load to Port Company and 84 kurus to Dock Company for occupying the dock. Besides, the total amount rises up to 759 kurus with the addition of 300 kurus portage fee from barges to vehicles outside of customs. Another 400 kurus would be added for transportation to shops and the number would be 1.159 kurus.<sup>20</sup> Apart from these, one even had to pay for goods which were not sent out from the dock under the name of dock fee. Since prices were determined based on portage fees, the cost was rather high and this led ships to be anchored for days.<sup>21</sup> Naturally, this reduced the preferability of Istanbul port compared to neighbouring ports. It is clear in the Table 1 that the number of foreign commercial ships in regional ports decreased to an obvious extent.

<sup>19</sup> *Statistics Annual Belonging to Year 1929*, p. 262.

<sup>20</sup> *B.C.A.*,030.10, 27.153.2, 36.

<sup>21</sup> Since 1922, it was charged ten times more than portage fee for the first ten years and three times more for other taxes and fees.

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**Table 1. The rates of ships making commercial transactions and passing in transit of Istanbul port between years 1928-1930**

Year	Tonnage of Ships Making Commercial Transactions	Rate %	Tonnages of Ships Passing in Transit	Rate %
1928	5.022.801	44.5	6.262.607	55.5
1929	5.277.374	39.5	8.079.425	60.5
1930	4.978.074	29.0	12.202771	71.0

Compared to neighbouring ports, inconvenient physical conditions of Istanbul port in addition to high prices was such an important disadvantage that 40% of ships, in terms of tonnage, were not in any connection with Istanbul port and they preferred using Greek Piraeus and Sigrı ports to supply their victualling and coal while passing from Mediterranean to Black Sea. Another reason why ships avoided connection with Istanbul port was that victualling could not be provided since salesmen were becoming functionless due to police pressure. The victualling obtained by this means from certain points was rather expensive. As a solution, the ships started to supply their victualling from Piraeus and K ostence for lower prices. Table 2 shows the comparison of a 5000 tonnes-ship in Istanbul port and neighbouring ports in terms of cost.<sup>22</sup>

**Table 2. The fees paid by a 5000-tonnes steamboat in Istanbul port and ports of countries neighbouring Turkey**

Offices to be Paid	Istanbul Port			
	Only in buoys (T.L)	Only in Galata Dock (T.L)	In buoy and Galata Dock (T.L)	In buoy and Haydarpa�a Dock (T.L)
Health Fee	200	200	200	200
Lighthouse Fee	162.40*	162.40*	162.40*	162.40*
Lifeboat Fee	73.95	73.95	73.95	73.95
Canal Toll Fee	10.25	11.73	11.73	11.73
Buoy (7 days)	14.79	-	14.79	14.79
Guidance	44	36.0	56	66
Dock Fee	-	73.74	73.74	65.08
Tugboat Fee (docking)	-	25	25	25
Tugboat Fee (undocking)	-	25	25	25
Total	505.39	607.82	642.61	643.95

<sup>22</sup>B.C.A.,030.10, 27.153.2, 40-44.

**Table 3. The fees paid by a 5000-tonnes steamboat in some certain ports of countries neighbouring Turkey**

Offices to be Paid	Piraeus (Drachma)	Thessalonike (Drachma)	Burgaz (Lev)	Varna (Lev)
Health Fee	280	280	2.229	2.229
To Health Administration	-	75	-	-
Lighthouse Fee	3.743	3.743.80	2.953	2.953
To International Council of Shipping Union	150	-	-	-
Boat Fee	105	1.400	-	-
Guidance	1.542.70	100	1.890	1.890
Port Fee (1 day)	-	221.85	-	-
Port Fee (7 days)	-	-	3.166	3.166
Port Entrance	-	-	54	54
Port Exit	-	-	54	54
Total	5.821.50 Drachma 52.5 T.L =152.81	5.880.65 Drachma 52.5 T.L =152.79	10.346 Lev 30 T.L =155.19	10.346 Lev 30 T.L =155.19

Since loading and unloading vehicles in Istanbul port were incapable of meeting the demands and inadequate in number, the goods loaded to barges by sea could not be transported within the specified duration for loading-unloading which caused rises in the fees. Customs goods were being stored in storehouses after being sent to silos or docks assigned by the customs. However, when there was not enough space there, the goods were being awaited for days on the ship which led them to be damaged. When bales of goods were damaged, thefts arise and smuggling was triggered.<sup>23</sup> Of course, damage in the goods created a negative feedback in return. If the transported goods were reserve recorded, the owner had the right to apply agencies or insurance to demand compensation for the damage; however, the process was long and toilsome. Besides, the owners had to receive their goods without seeing or checking since port companies used make them sign papers for not undertaking responsibility.<sup>24</sup>

Istanbul port was devoid of a free zone and public shops where commercial goods were conserved and sorted under healthy conditions and for lower prices. However, the tradesmen were being protected against over-charging and interest rate where these shops were present since goods whose customs duty were not determined and paid were allowed as well. Though eighth section<sup>25</sup> of Turkish Commercial Code, enacted in 29.05.1926, was allocated for public shops, these organizations were not still present at the end of 1931.

<sup>23</sup> Due to barging named as Monopoly style (a kind of trade in Ottoman Empire), no one except from certain people were allowed to engage in barging, therefore, it was not welcomed to introduce a new equipment of vehicle in the sea. Thus, the prices were quite high since loading-unloading were being carried out by certain people. Besides, this was also leading to smuggling.

<sup>24</sup> B.C.A.,030.10, 27.153.2, 47-48.

<sup>25</sup> Turkish Commercial Code, No: 865, 29.05.1926, p. 884-886; T.C. Official gazette, No: 406, 28.06.1926.

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Lastly, Istanbul port had problems for repairing ships as well such as high prices, lack of vehicles and excessive procedures. Other neighbouring countries, such as Greece, were trying to draw reparments to themselves by minimizing the procedures. As stated in the report, there used to be considerable amount of repairment and naval affairs in Istanbul. However, at the end of 1931, this work was lapsed to Piraeus as well, especieally due to customs difficulties. As a negative reflection of this, caulking factories in Turkey were closed down and İstinye fabric factory was left idle. Only light repairs were approved by Turkish Loyd while other were to be transferred to Piraeus. This was because repair benches in Turkey were deprived of adequate tools and equipment and various parts to be used in the repair were quite expensive due to customs duty and difficulties.<sup>26</sup>

## 2. Situations of Other Ports (Mersin, İzmir, Trabzon, Samsun, Ereğli)

Thanks to its location, Mersin port was serving to ships working on Alexandria-Syria and Italy-France lines. Mersin port was the dock for anywhere outside of Haydarpaşa, İzmir, Samsun and Trabzon port areas. Geographically, it had an outstanding importance for Turkey since it was the only port operating in east Mediterranean. Mersin port was situated in an industrial center in terms of its region of foundation. It was the only dock of the area stretching until Konya with the line of Mersin-Haydarpaşa as well as Maraş, Gaziantep, Malatya, Elazığ, Urfa and Mardin-Diyarbakır with the lines of Mersin-Nusaybin and Mersin-Malatya. Besides, it was expected for the importance of this port to increase after the completion of Ulukışla-Kayseri line and Samsun-Mersin railway.<sup>27</sup>

Despite its strategic importance, the port had certain disadvantages such as its location, (it was not a naturally protected area), being an open dock (it was under the influence of main southwest winds) and shallowness. The depth of the area where present dock was constructed was only 2 or 3 meters and one had to get away from the coast for about 1200-1500 meters to have ten meters of depth. Due to inconvenience of conditions, the steamboat coming to the port had to anchor in the open sea. So much so that lack of installments to be used for port operations, in addition to shallowness, used to led loading-unloading works to came a complete halt under severe weather conditions. The destiny of the goods was either sinking or getting damaged when there was storm.<sup>28</sup> Since Mersin port did not have a dock, the goods were used to be transferred to barges and from steamboats to 110 meters long pier. There were three electrical cranes in total on this pier two of which were weighing two tonnes while the other was ten tonnes. A concrete pier was constructed by Administration of State Railways in 1927 whose length was 150 meters and which was connected to the station. There were two electrical cranes on this concrete pier with a weigh of three tonnes and steam power which can move on the rails. Besides, there was another electrical crane weighing two tonnes on the internal trade pier. There was no vehicle on the exportation pier. Export goods were used be transported by porters. Despite being a central port of crucial points, there was no port installments. Mersin port also had certain problems similar to Istanbul port such as flaws in port services and prices as well as customs procedures.<sup>29</sup>

Having the characteristics of a narrow port since the depth of its dock edge was 5.5 meters and serving for Aegean Sea and islands region, Izmir port was also utilizing barges to load and unload the goods. In terms of equipment, the port had two manual cranes weighing four tonnes, a crane weighing 10 tonnes and a derrick weighing 20 tonnes all belonging to Port Company and a storehouse belonging to Aydın Railways. Before I. World War, Izmir port hinterland stretching from Aegean to Balıkesir, Afyonkarahisar and Konya was narrowed after losing the islands due to

<sup>26</sup> B.C.A.,030.10, 27.153.2, 33-35.

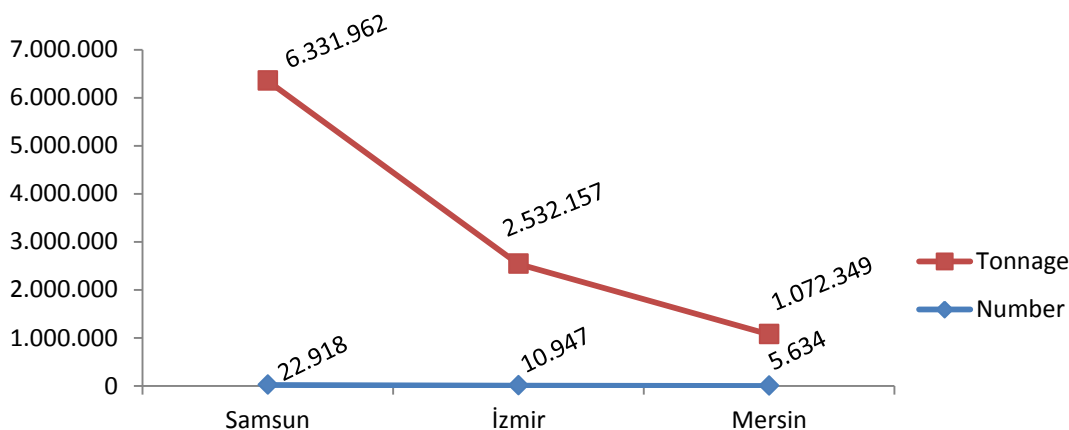
<sup>27</sup> B.C.A.,030.10, 27.153.2, 61.

<sup>28</sup> B.C.A.,030.10, 27.153.2, 64.

<sup>29</sup> B.C.A.,030.10, 27.153.2, 65-67.

war. At the end of 1931, Izmir was regarded as the second largest port of Turkey since it was the center of products such as tobacco, grapes and fig.<sup>30</sup>

Located in Balck Sea region of Turkey, Samsun and Trabzon ports were important in terms of serving Asia Minor.<sup>31</sup> Samsun port was an open and shallow port.<sup>32</sup> Samsun port had no main installments apart from the pier constructed by Administration of State Railways and cranes. The transportation between steamboat and coast was made using barges named as “çapar” (a kind of boat used on black sea). The only advantage it has within that period was the fact that existing railways was providing a good service to Samsun port hinterland. Samsun port, despite all disadvantages, was the second busiest port after Istanbul preferred by Turkish ships. This can be clearly seen from the data belonging to years 1927 and 1928. Graphic 3 shows total numbers and tonnages of ships having Turkish and foreign flags in Samsun, Izmir and Mersin ports for year 1927.<sup>33</sup>



**Figure 3. The number and tonnages of ships entering-exiting Samsun, Izmir and Mersin ports belonging to year 1927**

Under the influence of north and northwest wind, having a depth of 7-10 meters with a base of sand and mud, Trabzon port had a depth of 20 meters only after moving 900 meters away from the port into the open sea. Compared to Samsun port, it was a less convenient port in terms of anchorage points. Therefore, steamboat were taking shelter in Polathane when it was stormy. From the aspect of location, Trabzon port was the pier of Erzurum, Van and Gümüşhane provinces and partial pier of Erzincan, Dersim and Muş provinces. After I. World War, Kars and Ardahan quarters were bounded to this region as well. Apart from this, it was serving as an important transit center. Iranian transit was another effect increasing the importance of Trabzon port.<sup>34</sup> Trabzon port

<sup>30</sup> B.C.A.,030.10, 27.153.2, 54.

<sup>31</sup> B.C.A.,030.10, 27.153.2, 68.

<sup>32</sup> Therefore, it was exposed to wind with an angle of 180°. When it was stormy, waves rise up high leading loading and unloading works to come a complete halt. Therefore, most of the time steamboats leave their materials on the way to return. The port was shallow and during summer steamboats had to wait 1000 meters away from the coast to have 7-8 meters of depth. In winter, they had this depth at 1.5-2 km away from coast.

<sup>33</sup> According to total numbers given in Graphic 3, 267, 2905, 1612 of total ships entering Samsun, Izmir and Mersin ports respectively had foreign banderols. *Statistics Annual Belonging to Year 1929*, p. 261.

<sup>34</sup> B.C.A.,030.10, 27.153.2, 69.

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had a set with a length of 240 meters constructed by military formerly to be protected from western and northwest winds. This set was extended for another 400 meters afterwards.<sup>35</sup> At the east end of the port, there was another set consisting two lines of stakes. The gap between the stakes was filled with stones. This set was 8 meters long.<sup>36</sup> Both sets had wooden docks. With all this plans, a port area of approximately eight hectares with a depth of 5-6 meters was tried to be created. However, despite these efforts, the port was only suitable for sailboats not for steamboats. East part of the port had to be swept and deepened regularly since it was being filled with contents coming from Değirmendere constantly. As a matter of the fact, this section was filled with sand in time and prevented even boats from entering there since it was not swept regularly.<sup>37</sup>

Drawing attention as another port of Turkey due its centrality in coal basin, Ereğli port had mountains on one side. It was under the influence of north winds though it appeared as a safe port. During 1930s, Ereğli port was considered to be connected to Ankara by a locomotive line with a length of 580 kilometers. Besides, its area was convenient to be a point of mine and trade with the availability of constructing any kind of installments. Ereğli port did not have any equipment and tools to load-unload and ease the transportation of coals.<sup>38</sup>

### **Conclusion and Discussion**

Turkish ports had certain problems during early 1930s in terms of the lacks in area and equipment, smuggling, procedures, high prices and guarantee of legal rights. It is understood from the information provided in the report that Turkish ports lacked a regular system to prevent smuggling, theft and mistakes. Excessive waiting duration on the sea, procedures of port companies such as offices to be paid (taxes) and undue formalities in customs storehouses were leading to waste of time. Apart from these, the loads of transit passing or commercial ships were sometimes unpacked arbitrarily which was leaving the owners and transporting company in the lurch. There was no regulations to prevent these troubles. In addition, there was no permanent clerks in the ports to prevent unnecessary costs. These were the underlying reasons of these inconveniences. An administration method named “public service” was enforced for loading and unloading. Public service was under the control of Port Company and this prevented the problems to a great extent. Besides, loading and unloading prices were lowered to normal levels and Turkish workers were allowed to work in the ports as well. However, new equipment were not supplied and the old ones were kept in use.

These kinds of problems led to the result of not being preferred by commercial ships. Legal regulations were made within the scope of the need. In 15.05.1929, the section in the form of second book of shipping, which was a part of Turkish Commercial Code belonging to year 1926, was approved and legal regulations were made in shipping trade. In order to prevent smuggling, the law no. 1510 “Prohibition and Prosecution of Smuggling” was enacted in 02.06.1929. With the law no. 1909 dated as 30.12.1929, customs were organized as a separate ministry. “Ministry of Customs and Exclusivity” was founded and conflicts regarding smuggling were left under the responsibility of this ministry. In 1931, “Customs Enforcement Public Commandery”, which was semi-military” was founded to struggle with smuggling.<sup>39</sup> However, it is possible to say that the proposals to eradicate the lacks mentioned in the report of Higher Council of Economy was realized only after the enactment of Turkish Commercial Code no. 6762 passed in 29.06.1956. It was projected with this law that the duration that a ship would wait for loading-unloading would be

<sup>35</sup> This set was later extended since Russians, who invaded Trabzon during I.World War, sank four steamboats by filling Stones with military aims.

<sup>36</sup> In fact, this set was constructed in order to prevent contents coming from Değirmendere.

<sup>37</sup> B.C.A.,030.10, 27.153.2, 73.

<sup>38</sup> B.C.A.,030.10, 27.153.2, 76-78.

<sup>39</sup> <http://www.gtb.gov.tr/kurumsal/hakimizda/tarihce>

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determined according to the contract. Besides, responsibilities such as preventing goods from damage, keeping the ships conveniently were transferred to the transporter by means of freightage contract which means charged carriage. Thus, the rights of ships operating in Turkish ports and seas were guaranteed with the law enacted in 1956.<sup>40</sup>

One of the issues emphasized in the report of Higher Council of Economy was launching public shops which allow accepting bonded goods or goods under monopoly in return of receipt and Letter of Deposit and enabling owners to sell or pawn the goods with these receipts. Though it was mentioned in Commercial Code enacted in 1926, these organizations were not established until 1937. Finally, with the order of Mustafa Kemal Atatürk, “Umat-Umumi Mağazalar A.Ş.” was founded in 07.05.1937 to launch public merchandizing. However, it was not practiced and improved in Turkey since its importance and value were not promoted adequately and storehouses in the ports were taken under the monopoly of the government.<sup>41</sup>

Although it was emphasized that dock lengths of the six port analyzed in the report were insufficient, that they hardly met the current demand back then and they had to be extended, there was no effort to extend dock lengths of Haydarpaşa, Galata, Istanbul, Izmir and other ports between years 1928 and 1936.

Lastly, it was stated in the report that one of the main reasons why ships with foreign flags do not prefer Turkish ports was high prices. Advices of Higher Council of Economy were taken into account regarding this issue and the prices experienced a considerable decrease between years 1932 and 1935. For example; a ship engaged in importation used to pay 45.106 liras in Galata port in 1924. This number became 25.462 liras in 1936. Again, the price of exportation in this port was 5.422 liras in 1924 while this number was reduced to 571 liras in 1934.<sup>42</sup> Though the prices charged from ships were reduced to a great extent, the number of ships with foreign flag entering-exiting into the ports of Marmara and Mediterranean regions gradually decreased each year (in 1935). This is an indicator that in the mid-1930s Turkish ports were not still considered preferable.<sup>43</sup>

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<sup>40</sup> **Turkish Commercial Code**, Number: 6762, 29.06.1956.

<sup>41</sup> Following its foundation, UMAT opened its first branch in Mersin. After that, branches in Istanbul, Izmir, Samsun and Alexandria were opened and started to operate. <http://www.umat.com.tr/>

<sup>42</sup> A ship importing in Istanbul Port similarly used pay 75.262 liras in 1924 while this amount became 43.731 liras in 1934. An exporting ship used pay 3.182 liras in 1924 while this amount became 1.549 liras in 1934. An importing ship in Izmir Port used to pay 118.750 liras in 1929 while this number became 75.213 liras in 1935. Similarly, an exporting ship in Izmir port used to pay 101.197 liras in 1929 while this amount became 87.483 liras in 1933. Prime Ministry Statistical Institute, **Statistics Annual Belonging to Year 1935-1936**, Volume:8, No: 88, Ankara 1955, s. 451.

<sup>43</sup> It was seen in Marmara Region that prices were 4.059 in 1930 while this number reduced to 2.948 in 1934. It was the same with ships having foreign flags and entering-exiting ports in Mediterranean Region. So much so that the number of ships with foreign flags in 1930 was 4.315 while this number reduced to 3.921 in 1934. However, there was an increase in the number of ships entering the ports in Black Sea region. When we evaluate the number of ships with foreign flags entering-exiting between years 1930 and 1934, it is seen that discount practice led to a clear increase from 567 to 706. **Statistics Annual Belonging to Year 1935-1936**, s.451.

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