



EAST AFR. PROT
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REC'D
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Governor 708
BeIrfield

1915
21st Sept.

Last previous Paper.
W O
2889

MILITARY EXPENDITURE
IRREGULAR ITEMS

Enclosed papers and reports as to irregular items incurred in the early stages of the war.

Copy to Comd 3 Nov 15
W O
31 Dec 15
Jan 16 - copy to be sent 13 Jan 16

Mr. Reed

These cases are only samples, but so far as they go the W O do not seem to be concerned in past irregularities. They are of course intertwined in the Orders since issued. You will notice that we owe Lord Kitchener a bill of banked work.

? Copy of all to W O for their ref. 2889

W O 2 1/2

at home.

H. d. h.

18/15

Remind W O 2

W O 2 26/12/15

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GOVERNMENT HOUSE,
NAIROBI, REGD. NO. 15
BRITISH EAST AFRICA.

EAST AFRICA PROTECTORATE

No. 70

September 21st, 1915.



Sir,

In reply to your telegram of June 23rd requesting information in regard to irregular expenditure incurred in the early stages of the war, I have the honour to report as follows.

120
7026699
List

Force Orders
Nos. 317 & 320

Circular
11-8-14

Command Orders
2, 64, 65 & 77

Command Order
92

Force Order No 31

Comm. Order 70

Do. 102

Do. 200

Do. 202

2. At the beginning of August of last year when news was received of the commencement of hostilities and it became necessary to make arrangements for the defence of the Protectorate, to recruit volunteers and to organize transport and supply services, officers, particularly in outstations, had to act very largely on their own responsibility in making requisitions, billeting volunteers, and generally incurring expenditure of all descriptions.

3. I enclose, herewith, a list of instances

THE RIGHT HONOURABLE
ANDREW BONAR LAW, P.O., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON, S.W.

instances furnished by the Deputy Assistant Adjutant and Quarter-Master General in which expenditure was irregularly incurred in various districts, such as Soli, Nagadi, Kisumu, Sotik, on the Lake Steamers, and even at Nairobi, in addition to which there must be many others of a like nature.

4. A case that came directly under my own notice was that of billeting troops in the Uasin Gishu district. Owing to alarmist reports from Nandi, caused by the German raid on Kisii in September, settlers were called out for military duties by order of the Officer Commanding 2nd Line of Defence. The pay of these settlers had to be met, though they had not been mobilised in the ordinary way, and I sanctioned pay at Volunteer rates as set forth in the proclamation of 5th August 1914. The amount involved was Rs. 3,698. Further claims were lodged by Messrs. Jones and Armstrong for billeting certain patrols who were hurriedly sent from Eldoret to distant posts without proper equipment or necessary provisions. These two gentlemen put themselves to great inconvenience and expense in the matter of providing for these patrols - supplying equipment as well as provisions and accommodation.

and sent in inclusive claims at the rate of Rs.5 per diem per man.

The authorised scale of rations was 2/- per diem only; but this was a case where the urgency of affairs necessitated action being taken without proper orders having been issued or arrangements made, and as I was satisfied that the claims were fair and reasonable I authorised settlement in full. The two claims in question amounted to Rs.1,266.10. This was before Force Orders Nos. 317 and 329 of 24th and 27th November 1914 respectively were issued whereby billeting fees were limited in the case of soldiers to Rs.3.50 per diem inclusive of rations, and in the case of mules to Re.1 per diem inclusive of stabling and forage.

5. On August 14th 1914 a Circular, a copy of which I attach, was issued limiting requisitions to the Director of Supplies and the Ordnance Officer. This was followed by Command Orders 62, 64, 65 and 77 dealing with Railway Warrants, valuation of Mechanical Transport and Remounts, receipting of Requisition notes and warrants for meals in Railway Refreshment Rooms.

Command Order No. 92 provided for the
checking

checking of Requisition Notes by the Assessor to the Central Committee of Supplies.

6. With the arrival of General Stewart and the Indian Expeditionary Force C. additional arrangements had to be made and Force Order No.31 of September 14th, 1914, provides for requisitions by the Base Commandant on behalf of Political Prisoners.

7. Further developments were necessitated by the presence of Indian Expeditionary Force B. in the Protectorate and Command Order No.70 of December 29th 1914 granted to General Officers Commanding areas the financial powers of an officer commanding a Brigade.

This was amplified and certain powers were delegated to various departmental officers in Command Order No.102 of January 12th, which was subsequently modified by Command Order No.200 of February 16th.

Finally Command Order No.592 dealing generally with Finance was published on July 23rd.

I have the honour to be,
 Sir,
 Your humble, obedient servant,

Thomas Bayly

GOVERNOR.

202
ENCLOSURES

107 10708, 21 Sept 20 1914

Summary of typical cases of Irregular Expenditure.

50260
REC'D
Recd: Nov 15

1. Bill for Rs.388/00 from Contractor Din Mohamed on account of rice, sugar and cooking utensils purchased for porters by Lt.A.Graham Thomson, while in charge of Native Labour Camp at Voi. Claim sanctioned by G.O.C.Nairobi Area, and paid by the Central Committee of Supplies for Rs.372/86. The charges are irregular, as rice and sugar are not authorized for porters, and cooking utensils were not accounted for.
2. Bill dated August 1914, for Rs.394/15 for men's ration articles for ten days, purchased by Captain Fowler for Fowler's Horse, from the Nagadi Soda Company. This was irregular as Fowler's Horse had 10 days rations, and if more were required they should have been obtained from the Supply Depot, Kapiti.
3. Two bills amounting to Rs.380/51 from Lt. Fowler on account of stores and goods taken by officers of K.A.K. and K. A.F., during September 1914. In this case, ration articles and kitchen utensils belonging to the Seventh

Day

Day Adventist Mission were appropriated by the Officers and men of the K.A.R. and E.A.M.F. without the knowledge and permission of the owner, instead of obtaining them through the proper channel. 203

4. Bill for Rs.257/61 from the Marine Superintendent, Uganda Railway, for meals provided to Bowker's Horse on S.S. "Winifred" and S.S. "Sybil". The charge was irregular, as the meals were asked for instead of using rations supplied by the S. & T. Corps.

5. In August 1914, 19 bales of Gunny Bags for use as sand bags were commandeered at Kisumu from the East Africa Trading Co., an enemy firm, en route for Mwanza, G.E.A. No formal receipt was traceable for these, and payment with lawful profit was complicated by the payee being an enemy firm, also by proportion of freight chargeable from Mombasa to Mwanza, which had been prepaid. This claim for Rs.3,503/68 was not paid for 12 months.

On December 4th, 1914, a claim was sent in by Mr. W. Robinson, Intelligence Agent, for personal equipment said to have been purchased before the Setik Reconnaissance in August 1914, amounting to Rs.865/- including a mule. The equipment had been in use for months before the claim was submitted, and the owner's word was the only authority

authority to support payment and ledger entries. There are many similar cases.

7. Quarter-master Sergeant H. Murrel, E.A.M.N. on February 2nd, 1915, submitted a claim for Rs. 85/- for saddlery brought to the Regiment for his own use in August 1914. In this case, the Regimental saddle book supported the statement, but in many others there is no entry. The condition of the saddlery after 5 months wear on the frontier complicated estimating value in August, and in practice an all round reimbursement of Rs. 75/- had to be accepted, unless further data were forthcoming.

8. Nearly 100 Sporting rifles, mainly of .303 Calibre, were commandeered in the early part of the war. These were generally entered in the Rifle Register in the Protectorate Ordnance Depot. Accounts during the early stage were so chaotic that it has not always been possible to trace these entries, and when a receipt for one rifle is forwarded from an outstation by the previous owner, signed by the District Commissioners, or Commandeering officer, the value for reimbursement was frequently decided on the man's description of his weapon.

In other cases, rifles were commandeered by the Manager Magadi Soda Works for local protection, and claims were submitted 3 months later supported by this Manager's signature.

9. Some tool steel was ordered from a local firm, Isherwood & Co. in October 1914. Owing to ignorance of requirements, the dimensions were such that

that it could not be utilized, but this net being brought to notice till 4 months later the Firm refused to take it back, and after legal advice, payment of Rs.416/- had to be arranged.

10. On the 26th June 1918 a claim for Rs.137/50 was submitted by Mr. C.W.R. Abraham, Songhor, near Kisumu, for 3 rolls of barbed wire, commandeered from him on the 31st August, 1914, and 8 rolls from Mrs. J. Parbord, his neighbour.

There was no proof of receipt except a copy of a letter from the Police Station, Songhor, to the O.C. Troops forwarding 12 rolls of barbed wire commandeered as above, and 1 roll from Lord Kitchener, who has not yet put in a claim.

There was no evidence that payment had not been made previously.

P.

E.E.A. Force Order No. 317 of 24th November 1914.

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Billeting.

Payment will be made to persons billeting soldiers at the rate of Rs. 1.50 per diem per man.

Soldiers, when billeted, will not draw ration allowance.

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Index 2 no 70

E.E.A. Force Order No. 329 of 27th November 1914.

Billeting.

In continuance of Force Order No. 317 dated the 24th November, 1914, it is notified for information that the rate of payment for stabling and forage is fixed at Re. 1/- per mule per diem.

Circular of 14th August, 1914.

Regarding Requisitions.

From 14th August 1914 inclusive all requisitions for supplies required by the Military will be made by the Director of Supplies and all Requisitions for Ordnance Stores by the Ordnance Officer. No other requisition on part of the Military will be recognised.

Troops requiring either supplies or stores will obtain them by the following method:-

Supplies. → All units requiring supplies will indent direct on the Director of Supplies at the Mobilization Store, Nairobi. These indents should be on a full sized sheet of foolscap and signed by the Officer Commanding the unit or his representative and countersigned by the Staff Officer of the unit.

Ordnance Stores. → All ordnance stores required will be indented for on the Ordnance Officer who will be stationed in Nairobi House. These indents should also be made on a full sheet of foolscap and signed by the Officer Commanding the indenting unit and countersigned by the Staff Officer of that unit.

Note.

Note. When presenting indents at the Mobilization Store or at Nairobi House, sufficient transport should be taken to remove the stores required.

H. S. BURGELL, Captain
Chief Staff Officer Troops.

Command Order No. 64 of 20th August 1914.

(Standing
Orders)

Two Boards composed as under will be formed:-

(1) For valuing Mechanical Transport.

President Lieut. A. F. Dudgeon,
Director of Mechanical Transport

Members A nominee appointed by
the owners of Cars.

A nominee appointed by
the Central Committee
of Supplies.

(2) For Valuing Remounts.

President The Director of Veterinary
Services.

Members An Officer, E.A.M.F.

A nominee appointed by
the Central Committee
of Supplies.

Each Board will assemble when directed by
the President.

Proceedings to Chief Staff Officer.

Command Order No. 65 of 21-8-14.

Goods de-
livery of

officers taking delivery of goods requisitioned by Government are instructed to receipt requisition notes against delivery.

Merchants are requested to refuse delivery unless a receipt is duly given on the Requisition Note.

Indenting Officers are directed to send a European, capable to give receipts, with all transport employed collecting goods from Merchants or other sources.

All N.C.O.s. etc., signing for goods collected from shops should for their own protection obtain a receipt from whomsoever the goods are delivered to.

P.

Command Order No.77 of 25th August 1914.

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WARRANTS FOR
MEALS, Ugan-
da Railway.

With reference to Command Order No. 77
dated 26th August 1914.

The Officers mentioned are authorized
to issue Warrants for Meals for British
Troops at Railway Refreshment Rooms.
The Prices for these meals will be as
follows:-

- Breakfast 50 cents
- Lunch Re.1/-
- Dinner Re.1/-

Books of Warrants are being printed
and will be issued as soon as ready.

P.

Command Order No. 92 of 2nd September 1914.

Requisition
Station

All Requisition Notes issued on the
 form originally used should be handed to
 the Assessor to the Central Committee of
 supplies for payment or repudiation at his
 discretion. With regard to the Requisition
 Notes at present in use, the fact that a
 supplier obtains a receipt at the point of
 delivery for goods supplied in accordance
 with the instructions printed on the Requi-
 sition Note, shall be sufficient proof of
 delivery, and the onus of accounting for all
 goods thus delivered rests on the officers
 who have signed Requisition Notes.

Officers who have signed Requisition
 Notes must when called on so to do by the
 Assessor to the Central Committee of Supplies,
 verify the delivery of goods. Twenty-four
 hours will be allowed them for enquiry but
 the Requisition Notes must be counter-signed
 and returned to the Assessor, Central Com-
 mittee of Supplies, within the time, whether,
 or not a satisfactory explanation has been
 obtained.

Force Order No. 31 of 14th September 1914.

Requisition-
tions.

The Base Commandant is authorized to requisition for all articles needed for Political Prisoners.

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Encls. 11 in 10

Command Order No. 70 of 29th December 1914.

Finance.

7 The General Officer Commanding is pleased to delegate to the General Officers Commanding Mombasa and Nairobi Areas, the financial powers laid down for an Officer Commanding a Brigade, in para. 6(iii), Army Regulations, India, Volume III.

Command Order No. 102 of 12th January, 1915.

Finance. In future no vouchers for payment will be accepted at the Treasury unless countersigned by the G.O.C. or by an officer authorised by him to incur expenditure on his behalf.

With reference to the above orders, Officers holding the following appointments are authorised to countersign Vouchers for payment on any one full transaction up to the amounts mentioned opposite their names:-

- G.O.C. Bombasa Area Rs. 2,000
- G.O.C. Nairobi Area Rs. 2,000
- Deputy Director of Ordnance Services (D.D.O.S.) Rs. 2,000

Deputy Director, Supplies and Transport (D.D.S. & T.)

All vouchers to be accepted on special orders given him as to reference to G.O.C.

Deputy Director Medical Services (D.D.M.S.) Rs. 2,000

Director Veterinary Services & Remounts (D.V.S.) As for D.D.S. and T.

As regards the purchase of live stock for

for food the D.A.S. will, as hitherto, arrange for the collection of live stock in consultation with the D.D.S. & T., but the D.D.S. & T. will be the purchasing authority, and the officer responsible for countersigning all payment Vouchers connected therewith.

Encls 13 in No

Command Order No.200 of 16th February, 1915.
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Finance.

Reference Command Order No.129, dated 22nd January 1915, Command Order No.102, dated 12th January, 1915, is hereby cancelled, and the following order substituted in its place:-

(1) In future, the Treasury, Nairobi, will accept no Military Vouchers for payment unless such vouchers are duly countersigned by one of the following authorities:-

	<u>Amount of any full transaction.</u>
(a) G.O.C. in I.E.A.	No limit.
(b) G.O.C. of Areas	Rs.2,000
(c) Central Supply Committee	No limit, but vide paras. (2) and (3).

(2) Discretionary powers are granted to the Central Supply Committee to place orders for foodstuffs to such an extent and value as may

be

be considered advisable.

(3) The Central Committee are empowered to pass for payment to Treasury all requisitions duly countersigned by one of the following Military Indenting Officers:-

		Amount of one full transaction.
D.O.S. or an Officer delegated by him to incur expenditure on his behalf		Rs.5,000
D.D.S. & T.	ditto.	All vouchers to be accepted; special orders given him as regards reference to G.O.C.
D.D.M.S.	ditto.	Rs.2,000
P.M.O.	ditto.	Rs.2,000
D.V. & Remount Services	ditto.	As for D.D.S. & T.
C.R.E.	ditto.	Rs.2,000

(4) Heads of Departments as per para (3) will furnish the Central Committee of Supplies with a list of Officers duly authorised to incur expenditure on their behalf.

(5) This Order is not applicable to transactions prior to 13th January 1941.

Command Order No. 592 of 23rd July, 1915.
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Finance. ~~Command Order No. 260~~, dated 16th February, 1915, and subsequent amendments thereto, will be cancelled on the 31st July, and the following revised order, laying down the financial powers of General Officers Commanding, and Heads of Administrative Services, come into force in its place, with effect from 1st August, 1915:-

(1) Financial powers for incurring Military Expenditure, or "Writing Off" losses up to the amounts specified, are invested in the following officers:-

General Officer Com- manding the Forces.	} Amount of any full transaction. No Limit.
General Officers Commanding Areas.	
	Rs. 2,000.

(2) The above powers are delegated to the following officers, or, in their absence, by an officer deputed by them to incur expenditure on their behalf, up to the extent notified in columns and (1)

and

and (B).

(A)

To incur Expenditure.	Amount of full transaction.
President, Central Committee of Supplies.	All vouchers to be accepted. Special orders given as regards reference to General Officer Commanding for large sums.
The D.D.O.S.	
The D.D.S. & T.	
The D.V. & Remount Services	
D.D.M.S.	Rs. 2,000
P.M.O.	Rs. 2,000
C.R.E.	Rs. 2,000
Director of Field Telegraphs	Rs. 1,500
S.N.O., Kisumu	Rs. 1,500 (per mensem)
O.C. Troops, Zanzibar	Rs. 500
The Chief Paymaster, E.A.P.C.	Rs. 500

(B)

To write off losses.	Amount of full transaction.
President, Central Committee of Supplies	All vouchers to be accepted. Special orders given as regards reference to G.O.C. for large sums.
The D.D.O.S.	
The D.D.S. & T.	
D.V. & Remount Services	
D.D.M.S.	Rs. 2,000
P.M.O.	Rs. 2,000
C.R.E.	Rs. 2,000
Director of Field Telegraphs	Rs. 500
S.N.O., Kisumu	Rs. 500
O.C. Troops, Zanzibar	Rs. 200
The Chief Paymaster, E.A.P.C.	Rs. 200

(3) The East Africa Army Corps, Nairobi, and the Treasury, Entebbe, will not accept any charge or Military vouchers, unless such vouchers are duly countersigned by one of the authorities mentioned in the preceding paragraphs, or by an officer to whom above authority has been ^{delegated} delegated, as laid down in paragraph 6 of this order.

Discretionary

(4) Discretionary powers are granted to the Central Committee of Supplies, to place indents for foodstuffs, or other supplies, to such an extent and value, as may be considered advisable.

(5) Heads of Departments referred to in para. 2, will furnish the Chief Paymaster, E.A.P.C., the Treasurer, Uganda, and the President, Central Committee of Supplies, with a list of officers duly authorised to incur expenditure on their behalf.

(6) This order is not applicable to transactions prior to the 13th January, 1915.

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2260

~~For 502/1915~~

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Est

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13 November, 1915



Sir

DRAFT

The Secretary,
War Office

MINUTE.

- Mr. ~~Hogben~~ 2/1/15
- Mr. ~~Bottomley~~ 2/1/15
- Mr.
- Mr.
- Sir G. Fulda.
- Sir H. Lusk.
- Sir J. Anderson.
- Mr. Steel Mainland.
- Mr. Honor Law.

(102/2899)
Recd 100/116

With reference to your letter of the 22nd of June, No. 6165/6821 (F.T.) I have an account by Mr. Secley, former Secy to transmit to you, to be laid before the Army Council, the acc^y copy of a dept^t & its enclosure from the Gov^t of the War on the subject of irregular expenditure incurred in the Post during the early stages of the war.

708-21
all right

Copy to Mr. Secley 27/11/15

I am, Sir, yours faithfully