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**C0533/363**

**ORDER NO.           ⇨ FN/E207**  
**CAMERA NO.         ⇨ 19**  
**OPERATOR.          ⇨ SP**  
**REDUCTION.         ⇨ 10**  
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To Sir Kya Secret cons. 19/9/28  
OCT 1927 4/2

Regardly ask whether Gov. shd be  
reminded. A memo: on the

whole subject is now being  
prepared when issued <sup>copy</sup> will be

sent to the Gov. - meanwhile no  
need to remind. (This after  
speaking to the Comdr O.D.C.)

E. Eastwood  
27/9/28  
at mee

See slips attached.

Copies of O.D.C. 540 M. were sent to Kenya on  
on 5/284/28 Genl. without reference to the  
despatch of 26/1/27 on this file. supplying  
attached.

? Unnecessary now to remind Kenya  
P.H.R.  
20/9/28.

I think the memo 540 M which only  
left 60, on 30 July is sufficient reminder,  
although it contained no reference to the previous  
correction. In any case the Gov. will require time  
to consider the memo. before writing again on  
the subject. I would want to be written  
- or until Admiralty enquire again.

J.H. 20/9/28

Put 9  
E. Eastwood  
27/9 at mee

6  
sa minutes on 81901/31 Genl. <sup>secret</sup>  
as to formation of Naval  
Volunteer Unit at Mombasa

Copy  
Orig on 57284/28 Encl

KENYA  
SECRET

DOWNING STREET.

30 July, 1928.

Sir,

I have the honour to transmit for your information copies of a Memorandum by the Overseas Sub-Committee of the Committee of Imperial Defence - C.D.C. 540 H - Kenya Colony - Naval Defence. The Organisation of a Minesweeping Service.

C.D.C. 540 H.

Copies of the Memorandum (C.D.C. 539 H), dealing in general terms with the organisation of minesweeping services are being forwarded to you by Circular despatch.

I have the honour to be,

Sir,

Your most obedient,

humble servant,

(Signed) L. S. AMERY.

GOVERNOR

LIEUTENANT GOVERNOR,

SIR E. F. M. CRITCH, K.C.M.G., K.C.V.O., D.S.O., M.C.,

Es.,

Es.,

Es.

Mr. Cuthbert

Ref our  
conversation on the phone.

Open file  
x. 7 8004/26, together with  
copies of O.D. 540. 14  
'Kenya Army Administration  
Series' was sent to the  
S. Wilson on 11. 11. 28.

Copies of 540. 14  
should go to the  
Governor of Kenya,  
+ when doing so  
reference could be made  
to the previous despatch  
of 26. 1. 27 if considered  
desirable.

Calster

19/9

~~SECRET~~

DOWNING STREET.

26 January, 1927.

SECRET

Mr,

With reference to my confidential despatch of the 4th June, 1926, and the connected correspondence I have the honour to transmit to you the accompanying copy of a letter from the Admiralty enclosing one from the Commander in Chief, East Indies Station, regarding a scheme for the formation of a Royal Naval Volunteer Reserve Force in Kenya.

2. I understand that you propose to address me on this matter after consulting the Governor of Uganda and I shall be glad to learn when I may expect to receive your observations.

3. A copy of this despatch has been transmitted to the Governor of Uganda.

I have the honour to be,

Sir,

Your most obedient,  
humble servant,

(Signed) L. S. AMERY

Fr. Admiralty  
16.12.26



M.O./X.F.8362/1926 Kenya

Mr Cliffe 21/1/27.  
Mr. Allen 21/1/27

O.D. 312

Mr.

Mr.

Mr. Hooding.  
Sir C.

Strachey

Mr. J. Shackleton.

Mr. G. Arnold

Mr. C. Davis.

Mr. S. Wilson.

Mr. Combs

East of Christmas

Mr. Amey

Secret 23 FEB 1927 4.  
copy to En Uganda

Downing Street,

26 January, 1927.

Sir,

With reference to my Confidential despatch of the 4th June, 1926, and the connected correspondence I have etc. to transmit to you the accompanying copy of a letter from the Admiralty enclosing one from the Commander in Chief, East Indies Station, regarding a scheme for the formation of a Royal Naval Volunteer Reserve Force in Kenya.

2. I understand that you propose to address me on this matter after consulting the Governor of Uganda

DRAFT.

KENYA

Secret

Gov. Grigg.

Fr. Admy. 16.12.26  
and 1st encl. only

X Cf. Secret, to  
Gov. Uganda.

25 January 1927

SECRET

X.F.8362/26.

Sir,

I am directed by Mr. Secretary Amery to acknowledge the receipt of your Secret letter H02085/26 of the 16th of December, regarding the question of the formation of a Royal Naval Volunteer Reserve force in Kenya; and to request you to inform the Lords Commissioners of the Admiralty that no further communication has yet been received from the Governor, who is now being asked when his observations on the matter may be expected. A further letter will be addressed to you in due course.

I am, Sir,

Your most obedient servant,

(Signed) L. S. AMERY

For Order

THE SECRETARY  
ADMIRALTY.

Uganda, and I shall be glad to learn when I may expect to receive your observations.

3. A copy of this despatch has been transmitted to the Governor of Uganda.

I have, etc.,  
(Signed) L. S. AMERY

- Mr. Cliffe. 21.1.27.
- Mr. Allen 22
- Mr.
- Mr. E. ● Harding.
- Mr. Strachey.
- Sir J. Shuckburgh.
- Sir G. Grindle.
- Sir C. Davis.
- Sir S. Wilson.
- Mr. Ormsby-Gore.
- Earl of Clarendon.
- Mr. Amery.

*[Handwritten signature]*

25 January 1927

Sir.

I am so to acknowledge  
 the receipt of your  
 Secret letter M. 02085/26  
 of the 16th of December  
 regarding the formation  
 of a Royal Naval  
 Volunteer Reserve Force  
 in Kenya; and to  
 request you to inform  
 the C.C. of the Admiralty

DRAFT.

Secret.

The Secretary of the Admiralty

2576

to further confirm  
that Mr. Aylmer has

not yet received from

the Governor the

communication referred

to in para 4 of

his letter to the

Commander-in-Chief of

the East India Station

dated the 24<sup>th</sup> of June, which

formed the first

part - welcome to your

letter under acknowledgment.

Also now

The Governor has now

being asked when his

observations on the matter

may be expected, and

the further letter will

be addressed to you and course

on the receipt thereof.

\* But I don't  
know who "he" refers to!

(Signed) H. T. ALLEN,  
for Under Secretary of State.

no further opinion  
that Mr. Anjeng has

~~not~~ yet received from

the Governor by

communication referred

to in para 4 of

his letter to the

Commander-in-Chief of

the East India Station

dated of the 24<sup>th</sup> of June, which

forms the first

part - enclosure to your

letter under acknowledgment  
has now

~~The Governor has now~~

being asked when his

observations on the matter

may be expected, ~~and~~

the further letter will

be addressed to you and the course

~~of the receipt thereof~~

Henry

(Signed) H. T. ALLEN,  
for Under Secretary of State.

\* But what  
does the "to" refer to?



XF 8362/26  
L.P.—No. 8. 15

Any further communication should be addressed to—  
The Secretary of the Admiralty,  
London, S.W. 1

SECRET.

Admiralty, S.W. 1.

16th December, 1926.

quoting " M.02085/26 "

*26 JAN 1927*  
*3 FEB 1927*  
*to Sec Navy Secret*  
*copy + copy 1st, Arch*  
*25 JAN 1927*

I am commanded by My Lords Commissioners of the Admiralty to request that you will inform Mr. Secretary Amery that they have had under consideration a scheme for the formation of a Royal Naval Volunteer Reserve Force in Kenya Colony, which has been drawn up by the Commander-in-Chief, East Indies Station, after discussion with His Excellency the Governor of Kenya.

2. Copies of this scheme and correspondence between His Excellency and the Commander-in-Chief, are enclosed, and My Lords would be glad to receive the remarks of the Secretary of State thereon before a further communication on this subject is made to the Commander-in-Chief.

3. My Lords concur generally in the remarks and proposals of the Commander-in-Chief, which would eventually provide the necessary personnel for Minesweeping, the Examination Service and the Naval Control Service at Kilindini, and are of the opinion that the early initiation of this scheme is desirable.

4. With reference to the second paragraph of His Excellency's letter to the Commander-in-Chief dated 24th June, 1926, My Lords presume that this is a reference to the.....

The Under Secretary of State,  
COLONIAL OFFICE.  
S.W. 1.

MCG 3

the Local Forces Sub-Committee of the Committee of Imperial Defence which has been formed for the purpose of co-ordinating the recommendations of the three Services regarding local measures of defence in the various Colonies and protectorates. The Committee of Imperial Defence has already expressed an opinion on the defences necessary at Kilindini in their Report - C.I.D.228-C. In this it is stated that:-

"in the event of war in the East, the risk of attack on Kilindini is likely to be much greater than in the late war".

The scale of attack against which provision should be made is assessed in C.I.D. - 169-C as:- "attack by raider by gunfire or minelaying". It is therefore the opinion of Their Lordships that there is no reason why Kenya Colony should wait until the Local Forces Sub-Committee has reported on Kenya, before undertaking the formation of a local R.N.V.R. Force on the lines proposed by the Commander-in-Chief, East Indies.

5. My Lords are advised that the Colonial Naval Defence Acts do not admit of two Colonies combining to raise a joint Force of Colonial R.N.V.R. The question of amending the Acts is under consideration but for the time being it will be necessary for the Force to be known as the Kenya Royal Naval Volunteer Reserve. This will not prevent the Government of Uganda making an annual contribution towards the cost of the scheme .....

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scheme, and, having regard to the importance to Uganda of keeping open the port of Mombasa in war, My Lords trust that the Government of Uganda will find if possible to render such assistance.

I am, Sir,

Your obedient Servant.

*Charles Walker*

SECRET.

From.....The Commander-in-Chief, East Indies Station.  
at.....Diyatalawa, Ceylon.  
Date.....2nd August 1926. No... 551/E.1.3211.  
To.....The Secretary of the Admiralty, London, S.W.1.

KENYA AND UGANDA - ROYAL NAVAL  
VOLUNTEER RESERVE SCHEME.

In continuation of my letter No. 9/E.1. 3211 of 4th January 1926, regarding the Royal Naval Volunteer Reserve Scheme for Kenya Colony, be pleased to inform the Lords Commissioners of the Admiralty that a discussion on this subject took place between the Governor and myself during my recent visit to Mombasa in May last.

2. I found that although this matter has been under consideration between the Admiralty the Colonial Office, and the Governor of Kenya since 1923, little actual advancement has been made towards creating a small naval contingent capable of keeping open the port of Mombasa in war. Financial arguments based on the Admiralty memorandum No. M/M.0493/23 containing details of a model scheme for a Colonial Royal Naval Volunteer Reserve force had, I believe, been powerful in preventing proper consideration of the requirements, and the question may be said to have been shelved since the Colonial Office letter No. 2898 of 31st January 1924 to the Governor of Kenya, and the Admiralty letter M/N. 495/24 of 7th March 1924 to the Colonial Office dealing with the points raised in the former letter.

3. My enquiries locally at Mombasa confirmed the view that fear of the financial commitment involved in the creation of a Naval Reserve force had resulted in nothing being done, and the possibility of making a small start, and gradually developing, as suggested in the Admiralty Letter of 7th March 1924, had been neglected. It was to this aspect of the question that I therefore devoted attention in my

conversations.....



East Indies letter No. 551/E.I. 3211 of 2/8/26.

~~xxxxxxxxxxxx~~ conversations with the Governor.

4. The dependence of Uganda on the keeping open of the port of Mombasa was also referred to during the conversation, it being considered that, as a consequence of this dependence, Uganda should be asked to contribute a share towards the maintenance of any Naval force raised.

5. I found the Governor of Kenya entirely sympathetic with the idea of the creation of a small volunteer force, but desirous of having from me a communication giving the object of the force, my general proposals for its maintenance, and the estimated annual cost. I therefore prepared and forwarded a memorandum on the subject with covering letters to the Governor of Kenya and the Governor of Uganda. Copies of these letters and the memorandum are enclosed.

Encls. 1, 2 & 3.

6. I have now received a reply from the Governor of Kenya, dated 24th June 1926 No. C/D/C.1., a copy of which also is enclosed. With regard to the last part of paragraph 2 of that reply, I am informing the Governor that I have forwarded to Their Lordships a copy of the suggested scheme for the inauguration of a Kenya and Uganda Royal Naval Volunteer Reserve force; that although this has not been drawn up in accordance with general instructions which have been circulated by the Admiralty, I believe that it is in accordance with general Admiralty policy; should this not be the case, that Their Lordships will inform the Colonial Office; and that there is no objection to his referring to the suggested scheme in any

Encl. No. 4.

communication.....

Page 3.

East Indies letter No. 551/E.I. 3211 of 2/8/26.

---

communication which he may make to the Secretary of State.

7. With regard to the first part of paragraph 2 of the Governor's letter, I would urge that there is all the machinery for delay in the suggestion for embodying the scheme "in any general plan for Overseas Defence which may be in process of preparation at home". What is wanted is that a start, however small, should be made as soon as possible. Once that start is made the local organisations may be relied upon to keep going and gradually expand as necessary.

Sd/. W.M.ELLEERTON.

REAR-ADMIRAL  
COMMANDER-IN-CHIEF.

Enclosure No. 1. in East Indies Letter.  
No. 551/E.I.3211 of 2nd August 1926.

SUGGESTIONS FOR THE ORGANISATION OF A  
KENYA AND UGANDA ROYAL NAVAL VOLUNTEER RESERVE FORCE.

OBJECT. Mombasa is the only port for the Colonies of Kenya and Uganda. On this port remaining open depends the prosperity of these two Colonies. The object of the force will be to provide a trained body of officers and men to keep it open in time of war.

EMPLOYMENT.

The probable employment of the force would consist of:-

- (a) Sweeping the entrance channel and approaches daily. ✓
- (b) Taking over the signal station at Ras Serani. ✓
- (c) Providing personnel for Naval Control Service, (i.e., Routing and Reporting Officers, etc., according to requirements.) ✓
- (d) Providing for a constant watch along the shore of the entrance channel. ✓

MINESWEEPING VESSEL.

It is considered that the Government tug could be fitted with an "Oropesa" sweep and be utilised as minesweeping vessel for the force.

PERSONNEL OF THE FORCE.

The estimated personnel required for the above duties would be as follows :-

Officer-in-Charge, Marine Defence. (Port Captain, Mombasa, with honorary rank of Commander R.N.V.R.).

Commanding Officer of Kenya and Uganda R.N.V.R.  
(Officer Instructor with rank of Lieutenant Commander R.N.V.R.)

2 Lieutenants R.N.V.R.  
4 Sub-Lieutenants, R.N.V.R.  
4 Petty Officers.  
2 Enginemen.  
30 Seamen and firemen.

Notes.....

NOTES.

- (i) The high proportion of officers to men in the above list of personnel is due to the requirements of the Naval Control Service.
- (ii) It is considered that the tug's crew, if in all respects suitable, should have the first option of joining the force.
- (iii) European ratings would probably be needed, in time of war, for other services, and natives therefore should be recruited. In view, however, of the high standard of education required of signalmen, and the fact that they must be able to speak English fluently, recruits will have to be selected with much care.

SCHEME OF TRAINING.

It is thought that, at any rate for the present, training in gunnery or torpedo is not required.

Disciplinary training in the shape of ordinary drill is essential to the formation of habits of obedience and smartness. Minesweeping requires a high standard of proficiency in seamanship. Signalling requires assiduous practice and can be successfully conducted only by men of fair education.

It is recommended that, at the start, one hour of ordinary drill should be followed by one hour of seamanship or signalling.

Seamanship instruction should include :-

- (i) Knots.
- (ii) Rope and wire splicing. (This is essential for minesweeping and for laying dummy minefields)
- (iii) Boat pulling.

Signalling instruction should include :-

- (i) Semaphore
- (ii) International Flags and meanings.
- (iii) Naval flags and meanings.
- (iv) Morse code (when proficiency has been obtained in (i) (ii) and (iii)).

As soon as the men become known to their officers they should be divided into two classes:-

(a).....

- 3 -

- (a) Men who show promise of proficiency in signalling.  
 (b) The remaining seamen ratings.

During the annual visits of H.M. Ships to Mombasa every endeavour would be made to meet the wishes of the Commanding Officer, Royal Naval Volunteer Reserve in regard to accommodating officers and ratings on board and giving them instruction.

A senior naval officer will be detailed annually to inspect the Royal Naval Volunteer Reserve and report on their appearance and progress.

INITIAL COST.

(This outlay could be spread over two years if so desired.)

2 sets "Oropesa" sweep.....	£400.
Supply and fit one gallows for kite otter French floats.....	£ 30.
Supply and fit "Ailsa" type roller fairleads two in number....	£ 80.
1 set of "general purpose" M/S stores.....	£135.
2 rifles (retained from scrapping).....	
Uniform outfit for Officers at £10 per Officer	£ 80.
Uniform outfit for ratings at £2 per rating....	£ 72.
	<u>Total- £797.</u>

NOTES.

- (i) Should the existing winch in the Government tug be unsuitable, it would be necessary to supply a "Drifter" type steam winch provided and fitted with the necessary supports. This would cost an additional £340.
- (ii) Suggested compulsory uniform for officers :-  
 Two suits of white drill.  
 1 Naval pattern helmet.  
 1 Naval cap.

Distinction lace....

Distinction lace, shoulder straps, buttons and badge for cap.  
 1 Naval sword.  
 Should officers desire to obtain Mess Dress they would be required to purchase it at their own expense.

(iii) Suggested compulsory kit for ratings :-

- 1 No. 6 suit (Consists of duck jumper with blue collar and cuffs and duck trousers.)
  - 1 Tropical singlet.
  - 1 pair tropical shorts.
  - 1 Duck cap.
  - 1 Helmet.
  - 2 Cap ribbons.
  - 1 Black silk.
  - 1 knife.
- Tropical singlets and shorts would be worn for all purposes of training, the No. 6 suits being kept for inspections, parades etc.

ANNUAL COST.

Replacements for "Oropesa" sweeps.....	£40
"    for general purpose M/S stores.....	£15.
4 iron oil drums (to represent mines).....	
1000 fathoms of mooring wire (for laying dummy mines).....	£25
20 concrete or stone sinkers (for above)....	£20
Officers annual kit allowance..at £2 per officer.....	£16
Ratings annual kit allowance at 15s per rating.....	£27
Pay of 2 enginemen and 4 petty officers for 24 drills at 3s0d per drill.....	£21.12.
Pay of 30 seamen for 24 drills at 1s.0d per drill.....	£36
Contingencies.....say	£50
	<u>Total...£250.12.</u>

NOTES.

(i) No allowance has been made for transport, as it is considered that :-

(a).....

- 5 -

- (a) Officers and men should be recruited as far as possible from amongst residents in or near Mombasa.
  - (b) If any officers or men have to travel on duty they should be given free railway passes.
- (ii) No allowance has been made for the hire of the Government tug or for expenditure of coal, as it is considered that these would be supplied free of charge by the Government.

Taking the cost of hire of the tug at £8 an hour this should not exceed an annual cost of £250 making the total annual outlay about £500.

Enclosure No. 2 in East Indies Letter.

No. 551/E.I. 3211 of 2nd August 1926.

Copy.

No. E.I. 3211.

British Naval Commander-in-chief,  
East Indies Station,  
15th June 1926.

Sir,

With reference to the discussion which took place at Nairobi recently between Your Excellency and myself on the subject of the inauguration of a Royal Naval Volunteer Reserve force in Kenya Colony, I have the honour to send you herewith a suggested scheme which I have caused to be drawn up for the establishment of such a force.

2. It will be observed that the proposal is that the force should be designated the Kenya and Uganda Royal Naval Volunteer Reserve force, but this is dependent of course on the Uganda Government agreeing to vote annually a portion of the small sum necessary for its maintenance. I have accordingly forwarded a copy of the proposed scheme to His Excellency the Governor of Uganda and asked for the co-operation of the Uganda Government.

I have the honour to be,  
Your Excellency's obedient Servant,

Sd/ W.M. ELLERTON.

REAR-ADMIRAL  
Commander-in-Chief.

His Excellency the  
Governor of Kenya,  
Government House,  
NAIROBI.



26

Enclosure No. 3. in East Indies Letter.  
No. 551/E.I. 3211 of 2nd August 1926.

COPY.

British Naval Commander-in-chief,  
East Indies Station,  
c/o Naval Distributing  
Officer, Colombo.

No. E.I. 3211.

15th June 1926.

Sir,

I have the honour to inform Your Excellency that proposals for the establishment of a Royal Naval Volunteer Reserve force for service at Mombasa in war time have recently been under discussion between His Excellency the Governor of Kenya Colony and myself.

2. The main duty of such a force would be to ensure that the entrance to Kilindini Harbour was not closed in time of war by enemy minelaying; it would therefore chiefly be employed on minesweeping.

3. As Kilindini is the only outlet for the overseas trade of Uganda, Your Excellency will easily appreciate the importance to Uganda of that port being kept open for British and allied ships in war time, and it is thought that the Uganda Government may wish to take responsibility for a half share of the small expenditure which will be necessary to maintain the force.

4. With this end in view I have the honour to enclose a copy of a scheme which I have caused to be drawn up for the establishment of the force in question, and which I have similarly referred to His Excellency the Governor of Kenya.

5. Would Your Excellency be so good as to favour me with your remarks on the matter, observing that it is considered that the initial outlay should not exceed £1000 nor the future annual charge for maintenance and training £500.

His Excellency the  
Governor of Uganda,  
Government House,  
KAMPALA, UGANDA.

I have the honour to be,  
Your Excellency's obedient Servant,

Sd/ W.M. ELLEFTON.

Rear-Admiral

21

Enclosure No 4 in East Indies Letter.  
No. 551/E.I. 3211 of 2nd August 1926.

COPY.

Office of the  
Conference of East African Governors  
Nairobi.  
24th June 1926.

P.O.Box 601.

Confidential. C/D/C.1.

Sir,

I have the honour to acknowledge the receipt of Your Excellency's letter No. E.I. 3211 dated 15th June 1926 which enclosed a suggested scheme for the inauguration of a Kenya and Uganda R.N.V.R. force, and which stated that a copy of the scheme had been forwarded to the Governor of Uganda, asking for the cooperation of his Government.

2. Since the discussion I had with Your Excellency on this subject in the early part of this month, I have been informed unofficially that the question of the defence of the dominion, Indian and Colonial ports is being examined in general and in detail, as regards individual ports, by the Committee of Imperial Defence. I am, therefore, of opinion that before any definite steps can be taken with regard to the inauguration of any scheme in Kenya for the establishment of a R.N.V.R. force, it will be desirable for me to communicate with the Secretary of State for the Colonies to ascertain whether any scheme suggested for Kenya could be suitably embodied in any general plan for Overseas Defence, which may be in process of preparation at home.

I am, of course, unaware whether Your Excellency's suggested scheme has been drawn up in accordance with general instructions which have been circulated by the Lords Commissioners of the Admiralty: should this be the case, I request that you will be so good as to inform me so that I may make reference to it in any communication I may make to the Secretary of State.

3. I can assure Your Excellency that this Government accepts, in principle, the desirability of the inauguration

of.....

28  
E. 10.

Page 2.

of a Naval Volunteer Reserve force for service at Mombasa in time of war, with the primary duty of keeping the harbour open. I am accordingly communicating with the Governor of Uganda on the subject, with a view to ascertaining whether his Government similarly accepts this principle and is ready to accept an appropriate share in the costs which may be involved. In my opinion, the costs should be divided between the two countries in proportion to their total trade, that is to say, approximately two-thirds would fall on Kenya and one third on Uganda.

4. After the receipt of the views of the Governor of Uganda I will communicate with the Secretary of State on this question and also with Your Excellency.

I have the honour etc.

Sd/. EDWARD GRIGG.

The British Naval Commander-in-chief,  
East Indies Station,  
c/o H.D.O., Colombo.

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C0533/364

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