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*W. H. T. Walker  
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REPORT  
on the  
FINANCE  
of the  
INTERNED ALIENS' CAMPS  
in the  
ISLE OF MAN  
by  
W. H. T. WALKER

HOME OFFICE  
September, 1917.

17th September, 1917.

The Secretary,  
Civilian Internment Camps Committee.

1. I have visited the Government Office and the Interned Aliens' Camps in the Isle of Man as requested by the Committee and have the honour to submit a report dealing with matters which came under my notice.

2. In the course of my investigations I did not go into the period prior to January, 1916, as it was only from that date that monthly abstract statements of receipts, expenditure, and population have been regularly furnished.

3. The total amount of money expended by the Island Authorities from 1st January, 1916 to 31st July last was £272,584, of which £264,063 was for Knockaloe and £118,521 for Douglas. The total of amounts received during the same period as "Miscellaneous Receipts" is £13,356, which sum includes refunds of £6093 for money expended on Sewage works and £3000 for cost of hutting at Douglas. The amount received as "Proportion of Aliens' Earnings" was £3,489. The first receipt under this head appears in July, 1916. The sum realized by the sale of condemned stores was £493.

4. The actual cost of Maintenance for the period 1st January, 1916, to 31st July, 1917 was as follows:-

KNOCKALOE	8/6	per head per week.
DOUGLAS	9/3	" " " "

The items included in "Maintenance" are Victualling, Clothing, Medicines, Bedding, Furniture, Fuel, Water, Lighting, Soap, cleaning articles, cartage of stores, and freight and transport charges in respect of Clothing of Aliens, and repairs to Clothing and Furniture. The remaining items of expenditure include:-

- (a) cost of staff, viz. pay, messing allowances and cost of uniform,
- (b) Maintenance of troops while in Hospital,
- (c) Government Office Expenses,
- (d) Wages of Aliens employed in connection with Sewage work,
- (e) Cost of Motor transport for building materials,
- (f) Sleepers for paths,
- (g) Rent,
- (h) Buildings (largely for accommodation for Troops),
- (i) Railway expenses, (pay etc.) and
- (j) Miscellaneous expenses, which include expenditure in connection with Quarrying, Roadmaking, Reclamation of Waste Land, Sulby River Improvements Funerals, Inquests, Sewage (initial cost of £6,093 and upkeep), Hutting at Douglas, the original account for which was £3,000, and subsequent additions and upkeep, Bank charges for Interest and Commission, Prison expenses, and Releases and transfers of Aliens, etc. etc.

5. The cost of maintenance at the combined camps for the 19 months under review was  $\frac{8}{6}$  per head per week; while the combined expenditure for maintenance and all other services was  $\frac{10}{-}$  per head per week.

The privilege Camp at Douglas appears to be appreciated, judging from the large number of aliens who avail themselves of it. These men receive better food, better mess equipment and better sleeping accommodation. It is not possible to state the actual cost per head but it may be taken that it is  $\frac{10}{-}$  per head in excess of the average for the Camp; the payments for the privileges do not pass through the accounts, as arrangements are made direct with Mr. Cunningham to whom the Aliens' money is passed.

The better sleeping accommodation is provided in small huts and tents; for  $\frac{10}{-}$  a week an alien has a portion of hut accommodating three, for  $\frac{12}{-}$  he has a portion of a tent accommodating 2, and for £1 he has a tent all to himself. These apartments can be and many are, furnished by the occupants to suit their individual tastes. One Alien who paid £1 a week informed me that he was well satisfied with the arrangement. I consider that the men receive value for their money.

6. The weekly cost per head of the Camp dietaries are now, Knockaloe  $\frac{8}{3}$ , and Douglas  $\frac{7}{10}$  which latter sum includes the supply of blankets, messing equipment, etc.

These rates came into force in April last at the time the dietary was brought in line with the War Office standard, prior to this date the cost was  $\frac{8}{4}$  and  $\frac{7}{-}$  respectively, the increases of 11 d. and 10d. representing the value of additional food issued to supplement the regular dietary in force up to the time of the adoption of the War Office scale.

7. Large sums have necessarily been spent in providing Clothing, bedding and furniture, and with few exceptions the rates paid for articles have not been excessive. Army Overcoats (originally supplied for Kitchener's Army)  $\frac{12}{6}$  each. Suits of outer Clothing (coat and trousers)  $\frac{12}{10}$ . Cardigan Jackets  $\frac{8}{6}$  and  $\frac{8}{6}$ . Oilskin Coats  $\frac{8}{6}$  and  $\frac{8}{-}$  each, and Pants  $\frac{17}{6}$  per dozen pairs. The stock in store of new blankets at Knockaloe appears to be very high - 25,000. The stock there also comprises 11,400 pairs of Socks and 5,000 Shirts.

In regard to consumable stores it may be mentioned that Carbolic Soap has been purchased at a very low price, about £22 a ton. The quality seems to give satisfaction. It is supplied from a Lancashire firm through a local tradesman.

8. The exceptions referred to in paragraph 7 are Socks and Shirts. Just on 30,000 Shirts were made up by the Douglas and District Needlework Guild out of material bought by the Island Government. The cost of making a shirt paid to the Guild was  $\frac{17}{6}$  to begin with and  $\frac{1}{3}$  afterwards (£22,000). This rate is undoubtedly excessive. Shirts were bought outright at  $\frac{8}{6}$  and  $\frac{8}{6}$  each, which prices for workmen's shirts are certainly not moderate and in excess of those exhibited in shop windows in the Island.

Nearly 70,000 pairs of Socks were made up from Camp worned by the same Guild at a cost of  $\frac{1}{-}$  per pair (£3,500). This price also is excessive when it is considered that the cost of the Yarn was  $\frac{8}{1}$  per pair and that socks were, on some occasions, purchased outright at  $\frac{1}{4}$  per pair, and indeed at  $\frac{1}{24}$  per pair in January, 1916.

Mr. Sergeant admitted that the prices paid were high. He suggested that it might cause a certain amount of distress if the rates were reduced and give rise to a demand upon the Prince of Wales' Fund. In my opinion more economical arrangements should be made.

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9. In considering the expenditure under the heading of Stores and Furniture at Knockaloe it must be borne in mind that large quantities of articles required for the troops at Douglas are drawn from Knockaloe. In April 1917 the following transfers were made

500	Mugs
1,000	Plates
100	Dixies
40	Coal Buckets
50	Latrine pails
70	Tables tops
40	Pails
500	Bedboards
140	Forms
23	Sanitary bins.

10. The Island authorities pay to the Male prison officials allowances amounting to £50 a year as compensation for attending to the extra number of prisoners dealt with in consequence of the presence of the Camps in the Island. The Authorities also recoup themselves for the keep and maintenance of prisoners under remand, awaiting trial and after conviction. The sums charged to the accounts for this service are as follows:-

February, 1916	£204
October, "	184
November, "	8
December, "	26
January, 1917	86
February, "	8
March, "	6
April, "	70
May, "	1
June, "	14
July, "	159
	<u>£700</u>

11. Payments to the G.P.O. between March, 1916 and April, 1917 amounting to £125 in respect of telephones etc. have been made, notwithstanding the fact that in August, 1915 (H.O. Letter 266042/86) arrangements were entered into for a free service of Telephones. It is not clear either why payment for Telegrams should be made, (over £100 a year.)

12. The Banking arrangements seem to be capable of improvement. In addition to charging interest at 5% for the overdraft, the Bank also charges a commission of  $\frac{1}{16}$  per cent on (or  $\frac{1}{8}$  in £) the total payments. The payments for the 18 months to June 30th were £925,000, so that of the total amount charged by the Bank for 18 months, viz. £3,144, it will be seen that the sum of £580 was for keeping the account. I was informed that this is a customary practice of Banks in the Island. It was also told me that a certain rate of interest was allowed on the monthly balance standing to the credit of current accounts, but as the Camp account is always overdrawn the Committee would derive no benefit from the arrangement. I elicited from the Government Office Authorities that by agreement the Bank charged the Island only £15 per annum for keeping their account. Efforts should be made to enter into some such arrangement for the Camp account. If the Isle of Man Bank declined to make fair terms, there are other Banks (reliable joint stock Institutions) who would no doubt act reasonably.

Under the existing arrangement it will be seen that the interest on the overdraft for the 18 months was £2,564 and the commission for keeping the account £580. The rate of interest charged for the overdraft was 5% per cent. per annum. 6% would have amounted to £2,564 plus  $\frac{1}{8}$  of that amount or £3,077 in all. It will thus be seen that the money has not been borrowed at so advantageous a rate as could have been done by the Treasury who would have had to pay 20 per cent from which a substantial income tax would be deducted.

If 20 per cent had been charged by the Bank for interest on the overdraft (£3,077) and say £15 for keeping the account, a saving of about £50 would have been effected.

This amount is not large, but in these times it is incumbent upon everyone to see that every expenditure, unless absolutely necessary, should be avoided.

If the Bank Authorities will continue to find funds at 5% and charge only say £15 to £20 for keeping the account the arrangement would be an economical one, but if they decline to do so it would perhaps be a matter for consideration whether other arrangements should not be made at an early date.

13. Drugs and Dressings involved an expenditure during the 19 months to July, 1917 of £1,700. These have come through a local Chemist at Peel. I was informed that the requirements of the Medical Staff are communicated to the Chemist who demands them from some wholesale firm and takes the trade commission for acting as the go-between. This may be a good plan to adopt but in all probability better terms could be obtained if competitive tenders were obtained from reliable mainland firms.

14. Large sums of money are expended from time to time for Stationery, Books, etc. £1,500 was so disbursed in 18 months. Also large sums are expended in the purchase of rolls of sanitary paper. In October, 1916 over £200 was so spent. Inexpensive brown paper as used in Prisons would answer every purpose. It is a matter for consideration whether the Stationery Office should not be approached with a view to their supplying what may be necessary. I have seen an Official of the Department who tells that in all probability the Controller would supply what is needed in this direction if the requisition were sent through the Local Government Board, as through this Department Internment Camps in other parts are being supplied free of cost. I found that envelopes bought in the Island for  $8\frac{1}{8}$  per thousand cost the Stationery Office only  $5\frac{1}{3}$ .

15. Much more money might, in my opinion, be obtained by the sale of condemned Stores if offers were invited from firms outside the Island. It is quite likely that firms who purchase prison Condemned Stores by public Auction would be willing to visit the Island and bid for the Stores. If desired I could make enquiries in this direction.

16. Another matter which seems to require attention and adjustment is a practice of charging to the Camp funds the cost of conveyances in the Island required by Officials from London to the Camp. Frequent payments of as much as £3.3.0 per day for motors for such visitors are made. These items ought really following the procedure adopted in the Public Service generally, to be included in the travelling claims of the Officials who draw their expenses from their head offices. The charge is not proper to the Camp funds. Luncheons also are supplied and paid for out of Camp funds for some visitors, although doubtless the gentlemen for whom they are provided draw the customary subsistence allowances. To imagine that the supply of the luncheons is a matter of hospitality is a mistake.

17. In reference to articles put aside for inspection by a Board of Survey at Knockaloe with a view to their condemnation. I noticed a large quantity of drinking mugs minus handles, but otherwise in perfect condition. It was represented that the Commandant objected to their being used, in case the men should find them hot to their fingers when handling them. To condemn such articles would be a manifest waste.

18. A very large stock of coal is in the Camp at Knockaloe, something like 10,000 tons; the weekly consumption, it was stated, was about 150 tons.

19. Very heavy expenditure is incurred for carting coal in consequence of

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objections which are stated to exist to men from one Camp entering another. All the coal for No. 4 Camp has consequently to be carted by free labour. It ought to be possible for men from No. 4 Camp to be taken to the stack of coal in another Camp and obtain their requirements either in barrows or on trucks as is done in Nos. 1, 2, and 3 Camps. The men would be under supervision. It is stated that it was desirable to prevent even the possibility of men from different Camps coming into contact with each other. If the supervision exercised is worth anything this objection is met at once, and, moreover, if men wish to exchange opinions they can always prefer a request to see the Commandant, and prior to their interviews they more or less associate while waiting for their turns to enter his Office. Moreover it would have to be a perfect system which would prevent the passing of notes from one Camp to another.

20. A system ought to be devised under which leather is inspected and reported upon when received at the Camps. At Knockaloe some very inferior sole leather was in store. The Alien, in whose custody it was, stated that on arrival only the weight of the material was checked.

21. I endeavoured to elicit from the civilian Master Tailor what guarantee he had that he obtained a full equivalent from the various tailors' shops for the material which he issued. He assured me that he always got the full equivalent in garments. When questioned further and pressed he admitted that on one occasion a loss of forty yards of Moleskin occurred in making garments and with considerable hesitation he finally admitted that the cutter made up the deficiency out of the next lot of garments he had to make. If, therefore, a man can save 40 yards on one occasion, he can save on the scale on other occasions, but this apparently, has never been shown. This ability to save in cutting opens the door to misappropriation of public property.

22. As to leather it is also possible for considerable leakage to take place. At the time of the institution of Knockaloe as a Camp, every man was wearing boots; at the present time most of the destitute aliens are supplied with Glogs, yet there is but a slight diminution in the quantity of leather requisitioned for Camp purposes.

23. The obvious remedy for the waste referred to in paragraphs 21 and 22 is to form central boot-repairing and tailoring shops, but this would perhaps entail considerable expense in the purchase of suitable buildings. A Quarter-Master well up in his duties ought to be able to exercise control over these matters.

24. While going through a Tailor's shop I noticed an Alien making a private coat. At my request the Quarter-Master asked for whom it was being made, as the Alien had declined to afford either me or the Auditor the information. It transpired that it was being made for a Civil Officer who, when afterwards questioned, admitted he had no authority for getting the article made. It may be that the trimmings for the coat were Government material and that the alien would have been privately compensated by the Officer for making the garment. This practice may be general, but upon this point I was unable to obtain any information.

25. During the time that 'extra food' (i.e. flour and syrup) was issued, it was the custom for the Camp authorities to buy back from the various compounds flour which they had contrived to save, presumably because the food was not required. Between July, 1916 and March, 1917 nearly 1,000 sacks of 286 lbs. each were brought back from the Aliens

among whom the money was, it is supposed, distributed and by whom it was, in all probability, spent at the Canteen. In my opinion this system of buying from the Aliens foodstuff which they clearly did not require was an unhealthy practice and opened the door to irregular dealings. It might even have been possible to abstract flour from the Bakery house stock, as if made into extra bread, the flour issued to the various compounds as 'extra food' would of necessity have to be dealt with in the Bakery.

26. It was noticed from the accounts that the Messing allowance for the officers at Douglas had been reduced from 21/- to 12/- per week, but no corresponding reduction seems to have been made at Knockaloe.

27. When the Camps are no longer necessary much property in the shape of furniture etc., (typewriting machines, desks, safes, chairs, filing cabinets, etc., etc.,) will be available for disposal. The sale, or distribution, of the goods should form the subject of special consideration.

28. The hope expressed in the letter from the Isle of Man of the 1st February, 1916 (D242) that with the approach of Summer the charges for fuel would be considerably reduced were not realized. The expenditure for fuel in that month was actually the lowest on record during the 12 months to 31st July Inst. It was £1,270. In May last the expenditure was £3,500. It was probably considered advisable to lay in a large stock in view of possible difficulty in the not distant future of obtaining supplies.

29. The existing arrangements for the provision of food to the Aliens seems to be an economical one. The Camp Authorities state that the full War Office scale is allowed. It is a matter for wonder to me how the Contractors can afford to do the feeding at the prices which are being paid. They must be in a position to obtain some of the necessary ingredients from local sources at very low rates. It must, however, be remembered that the Camps supply all kitchen utensils, cooking plant and fuel, which latter item is not small.

30. A regular charge appeared for some time in the accounts for "Caretaker at Government potato store". It appears that at one time the Government took over the supply of potatoes, and inasmuch as considerable quantities were consumed in the Camps, it was considered reasonable that the Committee should bear a part of the cost of the upkeep of the potato store. It is a matter of doubt whether this was really a charge which should have fallen on the Camp.

31. A sum of £50 was paid to Mr. Aikon (Mr. Sargeant's predecessor in Office). It was not made clear what this was for but I gathered that this gentleman had on several occasions met at the Station Officials from the Swiss Legation. The payment appears to have been a most liberal one.

32. Some rather heavy fees were paid to a Veterinary Surgeon for inspecting Cattle on farms close to the Camps. It was told me that Anthrax was suspected. These payments would appear to be charges which should have fallen on the Island Authorities rather than on the Camp funds.

33. An Alien's discharge outfit comprises, among other articles, two jackets and a pair of trousers as well as a pair of breeches and puttees. This seems rather liberal but I was assured that the duplicate articles were supplied at the Committee's request.

34. The Government of the duties of the Office. An of every description of exhaustive, and exp

35. A loan of included in Camp Exp of Camp Funds, I was

36. Concerning receipt for a year's £399 only. I was in value was decided to

37. By some War Hospital is borne by the War Office. It Camp Accounts.

38. Letter D177 the War Office admin also are provided wi

39. Staff at Kn seem to be fixed upo free messing and qua is fixed at 21/- per quarters for the Jun The salaries wh Clerks ...

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34. The Government Office expenses seem to be quite reasonable considering the magnitude of the duties connected with the Camps. All financial matters are strictly confined to the Office. All administrative matters are likewise dealt with. Tenders for supplies of every description (Drugs etc. excepted) are invited and dealt with, and a very excellent, exhaustive, and explanatory system of accounts is kept.

35. A loan of £21 was made to a shipwrecked Officer, one Lieutenant Evans, and included in Camp Expenditure. The amount has been refunded. Why the advance was made out of Camp Funds, I was unable to discover.

36. Concerning the rent of £800 per annum for Knockaloe Camp, it is observed from a receipt for a year's School Board Rate that this rate is calculated upon a net rental of £399 only. I was informed by Mr. Sargeant that for Camp purposes, twice the Agricultural value was decided to be paid. The sum of £800 per annum seems a high rent to pay.

37. By some War Office arrangement the cost of feeding and treating troops when in Hospital is borne by the Camp Funds. There may be some reason why no refund is made by the War Office. It hardly seems a reasonable item of expenditure to be included in the Camp Accounts.

38. Letter D177. Apparently no change has been made in the arrangement under which the War Office administrative officials draw the Messing allowance of their ranks and also are provided with food out of Camp funds.

39. Staff at Knockaloe. The section paid out of Camp Funds. Some of the salaries seem to be fixed upon a liberal basis. All Officers receive, in addition to their pay, free messing and quarters. For Senior Officers (about 20 in number) the Messing allowance is fixed at  $21\frac{5}{8}$ /- per week, that for Junior Officers at  $15\frac{5}{8}$  per week. The value of quarters for the Junior Officers cannot be put at less than  $2\frac{5}{8}$  per week.

The salaries which seem to be liberal are the following:-

Clerks ... .. Some at  $38\frac{5}{8}$ /- plus Messing  $15\frac{5}{8}$ /-, Lodging  $2\frac{5}{8}$ /-, =  $56\frac{5}{8}$ /-.

" at  $33$ /- plus allowances  $18$ /-, =  $51$ /- a week.

Camp Tailor ... .. £200 per annum, plus allowances of £47.

Censors ... .. 29 @  $33$ /- per week plus allowances  $18$ /-, =  $51$ /-

Storekeepers ... .. 1 @  $38$ /-, 7 @  $33$ /- and 2 @  $23$ /- plus allowances.

Most of these men are nothing more than Store porters, and the lowest rate of pay ( $41$ /- per week) is high for men of this class.

Telephone Operators  $28$ /- per week plus allowances  $18$ /-, =  $46$ /- per week.

1 Platelayer ... ..  $40$ /- per week plus allowances  $18$ /-.

40. The question also arises whether so many officials are really necessary now that the Camp is thoroughly established, e.g.

150 Alien Joiners

27 " Masons, there is very little Stone Work in the Camp.

46 " Postmen,

230 " Labourers

31 Censors (they deal with an average of 70 letters each per day).



41. There are differences in the pay of Officers of corresponding rank at Knockaloe and Douglas:-

	Knockaloe	Douglas
Quarter Master	£450 per annum	£280 per annum plus allowances.
Sergeant Major	35/- <sup>s.d.</sup> per week	48/- <sup>s.d.</sup> per week " " "
Quarter Master Sergeant	28/- " " "	45/6 " " " "
Provost Sergeants	26/3 " " "	45/6 " " " "

42. A "Transport" staff has of late months been appointed comprising  
 1 Transport Officer @ £350 a year plus allowances  
 1 Assistant Officer @ £208 a year plus allowances  
 1 Clerk @ £1 per week.

This is a heavy charge, about £700 a year.

A Quarter Master who receives £450 a year (plus allowances of value about £60 a year) and who is assisted by 5 Quarter Master Sergeants and Clerical Officers as well might very reasonably be expected to see to this duty.

43. The Auditor at £150 a year, plus allowances, well earns his money. He also receives a salary in connection with the Canteen.

44. On the whole, the Island Authorities have done good service in dealing with the many financial matters which have arisen, many of which required prompt action. At the same time, in my judgment, considerable economy could have been exercised in reference to the number and pay of Officials and the purchase of some stores. The Island Authorities object has been, apparently, to spend as much of the money, necessary to be disbursed, in the Island as possible, and in fixing the scale of pay and allowances to provide that the Officials should receive incomes certainly not less than those ruling in the Island during its most prosperous pre-war days. Purchases might be restricted now in regard to the purchase of coal and blankets, both of which items are expensive and of which large stocks are in hand.

It is/circumstance worthy of note that the total gross expenditure per week per head for the two camps has for the past 19 months averaged exactly 10<sup>s</sup>/7- a week, the net expenditure being only a 1d. less. If this is due to accident it points to a most extraordinary combination of circumstances, if it is the result of deliberate spending it shows evidence of most careful accounting.

W. H. T. WALKER.