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REGISTERED No. L 848.



S 221,

SUPPLEMENT TO  
**The Gazette of India.**

No. 3. DELHI, SATURDAY, JANUARY 20, 1923.

OFFICIAL PAPERS.

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No. F-820.

GOVERNMENT OF INDIA.  
HOME DEPARTMENT

POLICE

Delhi, the 20th January, 1923.

RESOLUTION.

1. In the Government of India (Home Department) Resolution no. F-57[1], dated 1st June 1922, as subsequently amended, the Governor General in Council was pleased to appoint a Committee to examine the Indian Arms Rules, 1920, and to make specific recommendations in regard to them. The Committee have made various suggestions for the amendment of the Rules and the Report submitted by them is published below for general information.

2. The Governor General in Council has under separate consideration the various recommendations made by the Committee and effect will be duly given to such of them as are accepted.

ORDERED that the Resolution be published in the Gazette of India; and that a copy be forwarded to all local Governments and Administrations and the several Departments of the Government of India.

J. CRERAR,

Secretary to the Government of India.

## Indian Arms Rules Committee, 1922

### REPORT.

#### Introductory.

A resolution was moved in the Assembly on the 8th of February 1922 by Baba Ujagar Singh Bedi, to the effect that a Committee with a non-official majority should be appointed by the Governor General in Council to examine the new Arms Rules, 1920, and to submit a report before the next session making specific recommendations with a view further to amend them. The Resolution was carried and was accepted by the Governor General in Council subject to adherence to the principles: (1), that there should be no racial discriminations in the rules, and (2), that the Government must retain the power to impose restrictions to prevent arms and particularly firearms from falling into the possession of lawless or dangerous persons. In accordance with the instructions contained in Resolution No. F-57-L-Police, dated the 1st June 1922, we have examined the Arms Rules, 1920 and submit our recommendations to the Government of India for such action as they think desirable.

2. Our conclusions have been reached after an exhaustive examination of the views of local Governments, the recommendations of the Committee appointed in 1919 to advise as to the principles on which the rules should be framed, and a large number of memoranda submitted to us by various members of the public many of which were sent in response to a general invitation issued by the Government of India to those interested in the subject under discussion to communicate their views to Government for the information of the Committee. We have examined orally 13 official and 16 non-official witnesses including representatives of the army and the trade, whose evidence was taken in public of which much has already appeared in the columns of the press. We commenced our sessions in the month of July and spent ten days in recording evidence. We were unable to conclude our work then and for unavoidable reasons were compelled to postpone our deliberations until the September Session of the Legislature. For this reason there has been some delay in the submission of our report.

#### Exemptions.

3. We propose to deal first with the question of the retention, extension, or contraction of the list of exemptions. Their total abolition has been advocated generally as a counsel of perfection, and the majority of the Committee would prefer this course if it were practicable. Local Governments, however, are of opinion that at this stage the entire abolition of exemptions would create grave dissatisfaction amongst the classes hitherto exempted and would be unwise and inexpedient. With this conclusion the majority of the Committee are in agreement. A large number of non-official Indians both in their oral evidence and in their written memoranda maintain that the Schedule of Exemptions should be enlarged. After careful consideration of the views put before us and after examining in detail the entries in Schedule I we are of opinion that the existing list of exemptions contained in that Schedule is imperfect in some respects and we make the following recommendations regarding it:—

Under entry 1 (a) we would include Ministers and Members of the Imperial Legislature during their terms of office and Privy Councillors. The Committee by a majority do not recommend a similar concession to Members of the Provincial Legislatures.

In regard to entry 6 (d), 6 (f), (i) and 6 (g) we doubt whether the terms Great Sardars or Zamindars are sufficiently precise and we do not know what interpretation is placed upon them by the local Governments concerned, namely the Punjab, the United Provinces and the Central Provinces. We therefore recommend that enquiries should be made from these local Governments whether they maintain lists of these categories, whom they include, and whether they are sufficiently elastic. It has been represented to us that in some cases gentlemen who are in fact big Zamindars are excluded because they are not on the provincial Durbar List. If this is so, we think that it is an undesirable restriction. We are further of opinion that due regard should also be paid to lineage and family position and the lists revised accordingly. If such lists of exemptions under this entry are not maintained we recommend that they

should be prepared, after the terms in question have been more precisely defined. We append a note by our colleague, Baba Ujagar Singh Bedi, making certain suggestions in this connection which we think may suitably be placed before the local Governments concerned for consideration.

*Entry No. 7.*—We were impressed with the evidence of Khan Bahadur Muhammad Saifullah Khan, Khan of Isa Khel, who explained that the proviso in Column 3 rendered this privilege to a large extent ineffective and we accordingly recommend the removal of the proviso. We are also of opinion that the same privilege should be extended to the districts of Campbellpur, Rawalpindi and any other district adjoining the North-West Frontier Province which are exposed to raids and dacoities unless the local Government take exception to this course.

*Entry 11, 11 (a) and 11 (b).*—We consider that it is unnecessary to retain these exemptions in the actual Schedule of Exemptions. These items were included with a view to protecting what may be termed the vested rights of the classes named, on the 1st of January 1920 and we are of opinion that these rights should continue to be protected. We therefore recommend that all the present exemptees in the entries 11, 11 (a) and 11 (b) should be granted a life license conferring on them the same privileges in respect of arms exempted from license and fee which they now possess. The majority of the Committee do not recommend that this privilege should be extended to title holders, who received titles after the 1st of January 1920.

*Entry 13.*—We recommend that an addition should be made to provide for the gift of swords or other arms by the Commander-in-Chief or on his behalf. A similar addition should also be made in Schedule II entry 3 (iii). Our colleague, Baba Ujagar Singh Bedi, has pointed out that some confusion exists in regard to entry 11 (a) and entry 13. He considers that it should be made clear that entry 13 relates only to those who were presented with swords and arms after 1920. This follows as a matter of course if our recommendations are accepted, as entries 11, 11 (a) and 11 (b) will be omitted, and entry 13 will be renumbered. We are content to leave this point of drafting to the special officer who, we propose, should be appointed for the purpose of redrafting the rules.

4. We considered the proposal that all stipendiary and honorary magistrates should be included in the list of exemptions; but we are of opinion that a firearm cannot be regarded as a necessary part of the equipment of a magistrate as such and are unable to recommend this. The case of the police is sufficiently met by the fact that a revolver is already a part of the equipment of police officers above the rank of head constable. While in our view it is reasonable that all Government servants who in the opinion of the local Government require arms for the adequate discharge of their duty should be exempt from the payment of fees, we cannot recommend that all Government servants should be included in Schedule I among the exempted classes.

5. In the case of all exemptees we consider it of the highest importance that they should register all the arms they have in their possession; and we recommend that registration should be compulsory. In regard to the limit imposed by certain local Governments on the number of arms which may be possessed we have no evidence that such restrictions are irksome and indeed from the rules we have seen we are convinced that the scale allowed is generous. We therefore recommend no interference with the restrictions at present imposed by local Governments on the number and kind of arms which can be possessed by exempted persons. It follows that we do not recommend a fixed scale which shall be uniform throughout India. Conditions vary in different provinces and under the rules framed by the various local Governments exemptees can carry as many weapons as they reasonably require for purpose of protection or other legitimate purposes.

6. A proposal has been put before us that the power of cancelling individual exemptions should be given to local Governments. We consider that the existing rules by which this power is vested in the Governor General in Council should remain.

7. Our colleagues Mr. Bajpai, Mr. Reddi and Mr. Faiyaz Khan favour the adoption of a system by which licenses should be issued without restriction to all applicants on payment of the prescribed fee save in the case of undesirable persons specified in a list kept for the purpose. This

proposal however, does not commend itself to the majority of the Committee, who regard it as entirely outside the scope of practical politics. It is not only exposed to the objections we have urged to the total abolition of exemptions, but is open to the serious criticism that a suitable or proper classification of undesirable persons would be impossible.

Entitled  
Class.

8. We next come to the entitled class. The evidence on the question whether licenses are often withheld from those who belong to this class is divided, but we would recommend removal of restrictions in two directions. In our view eligibility to be included in the entitled class should be considerably extended, and the existing procedure in the matter of enquiry is susceptible of material relaxation. As to the eligibility we recommend that the payment of Rs. 500 land revenue, Rs. 100 in roads and public work cesses, any payment of income-tax and, in the case of a Government servant, receipt of a pay of Rs. 100 a month and over should be sufficient qualification. In the case of the Punjab, Madras and the Central Provinces, we suggest that enquiry should be made whether the limit of land revenue should not be Rs. 250 instead of Rs. 500. Further the heads of Joint Hindu families should be included in this class, and the adult brothers and sons of entitled persons living jointly with them should be similarly regarded as belonging to it. As to the relaxation of the procedure of enquiry we think that lists of entitled persons should be maintained and that any member of the entitled class applying for a license should be granted one immediately without enquiry unless the District Magistrate has some definite reason to think that the applicant is an unfit person, in which case he may for reasons to be recorded in writing, refuse the grant of a license or cause enquiry to be made. In cases of refusal we would recognize a right of revision by the Commissioner or some officer of equal status nominated in this behalf by the local Government. In the existing rules no mention is made of the entitled class, the principles regarding it being contained in a Resolution of the Government of India No. 2125-C-Police, dated the 21st March 1919. We are of opinion that it would be more satisfactory to the general public if the provisions regarding the entitled class with the modifications we suggest were embodied in the rules and we strongly recommend that this should be done.

Licenses.

9. We have given careful consideration to the various questions which arise in connection with the grant of licenses, especially licenses for the possession of arms. Complaints have been made to us regarding the administration, in practice, of the Rules, especially as regards the delays in dealing with applications, the irksome nature of the enquiries sometimes instituted, the difficulty of securing renewal of licenses already granted, and the difference in the restrictions imposed by the various local Governments. Indeed we are constrained to place it on record that in our opinion the vigorous criticism which has been directed against the Arms Rules in some quarters is due not so much to inherent defects in the rules themselves as to the method in which they have been put into practice. We have therefore given our particular attention to methods of improving the executive machinery.

Enquiry.

10. We have referred above to the unnecessary inconvenience caused in some respects to would-be license holders by reason of the delay in issuing licenses. We recognise that this delay is frequently caused by the necessity for making enquiries about the fitness of a person to possess a weapon, and while we do not recommend that enquiry can be dispensed with in every case, we believe that the present practice by which enquiries are almost entirely carried out by the police is open to objection by the public and should as far as possible be abandoned. We suggest that in any case in which a previous enquiry is necessary particularly in cases of entitled persons the District Magistrate should make it if possible by any agency official or non-official he may choose other than the police, and whenever possible through a Magistrate. In any case in which it is found necessary to have an enquiry made through the agency of a police officer we are strongly of opinion that a license should not be refused merely on the strength of the report of such an officer alone but that the District Magistrate should order a magisterial enquiry also before coming to a final decision.

Limitation of  
Number of  
Licenses.

11. In some provinces we have found that the custom obtains of limiting the number of licenses issued. We have even found that the practice of individual District Magistrates in the same province varies,

Any arbitrary limitation of the number of licenses issued in a district or province may clearly lead to the refusal of a license to a fit and proper person and we can see no justification for the adoption, save in exceptional circumstances, of this practice. In our view the normal practice should be that no limit should be placed on the number of licenses which may be issued in any district or province. We recognise, however, that circumstances may arise in which a rapid increase in the number of arms in a particular area may be fraught with danger and we think it advisable that local Governments should have discretionary power, without being compelled to resort to the extreme measure of disarming, to limit the number of arms in any area or district if there is reason to apprehend serious danger from the free grant of licenses and if such restriction is necessary for the maintenance of the public tranquillity.

12. We would recognise a right of revision in the case of refusal to grant a license, but we would not disturb the existing rule which requires the sanction of the District Magistrate to a prosecution. <sup>Revision and Prosecution.</sup>

13. The period covered by the license varies in different provinces, but we recommend that it should now be the Calendar year. The scale of fees is discussed in paragraph 21, below. Persons should be allowed as at present to take licenses for three years on payment of a composition fee. We gather this rule is not widely known at present, and we think it would be desirable that the necessary steps should be taken to ensure its publicity. <sup>Duration of License.</sup>

14. In some quarters the criticism has been made that persons desirous of purchasing a weapon are put to inconvenience because they cannot produce the weapon when applying for the license necessary for its possession, and it was therefore recommended that a temporary license should be given to cover such purchase pending the grant of a license for possession. We do not agree with this, and in our view a permanent license should be issued at the time the applicant applies for a license and the number and description of the weapons purchased should be filled in by the firms from whom the purchase is made and communicated by them to the District Magistrate concerned. In this matter a uniform practice should be adopted throughout India. <sup>Temporary License.</sup>

15. Another instance in which the present system has been shown to operate to the inconvenience of the license holders or would be holders is that of persons arriving at Bombay, Madras or Calcutta, etc., by sea, who are not in possession of licenses and are therefore compelled to deposit their weapons with their agents or in the Customs House until a regular license can be obtained. We therefore recommend that customs and police officers should be permitted to issue a temporary license for fourteen days on payment of the full fee, a receipt being given to the licensee. On receipt of the proper license from the authority empowered to issue the same no further fee should be payable. <sup>Licenses for Persons arriving by Sea.</sup>

16. We attach some importance to the stricter enforcement of condition 7 of the conditions under which a license for the possession of arms and ammunition is granted. It has been suggested to us that the procedure in the case of failure to report the loss of firearms should be tightened up. But we are of opinion that the contingency is provided for by the conditions of the license, and all that is required is its more rigid enforcement. We recommend however that the license should also specify the penalty laid down in the Act for breaches of this or any of the conditions under which the license is granted. <sup>Loss of Weapons.</sup>

17. The question of a freer issue of crop protection licenses was raised by a number of witnesses. The evidence given by official witnesses goes to prove that crop protection licenses are issued freely but in some cases conditions are imposed such as annual production of evidence of the purpose for which the license is required, before renewal is granted. We recommend the freer issue of such licenses and particularly on applications by or recommendations of landlords who are well acquainted with the local conditions and the extent to which damage is done to crops by wild animals. <sup>Crop Protection License.</sup>

18. We have been impressed with the fact that licenses are frequently granted on flimsy paper which quickly perishes, and we recommend the universal adoption of the Calcutta form. There the license is printed on stout paper, and is enclosed in covers such as is used in the

case of passports. To the license a leaflet of instructions, in the vernacular of the province or in English at the option of the licensee, should be annexed. These instructions should indicate the procedure laid down for the renewal of the license and the restrictions to which the licensee is subject. In this matter we plead for uniformity throughout India. It has been suggested that the all-India, the provincial, and the district license form should bear distinctive marks, and a different colour for each has been proposed. We do not regard this suggestion as of vital importance, but pass it on to the Government of India for consideration.

Single License.

19. A single license form should be used for all the weapons licensed and not a separate license for each arm. We have found diversity of practice in the different provinces in this respect and we recommend that there should be uniformity.

Renewal of Licenses.

20. As regards the renewal of licenses we are of opinion that the existing procedure is susceptible of improvement. We see no reason why when a license has once been issued, it should be necessary for a District Magistrate to sanction renewal. The licensee may have changed his district or he may live in an inaccessible locality. The inconvenience then caused is considerable and easily avoidable. We therefore recommend that licenses should be renewed by any Magistrate or any Sub-Divisional Magistrate in the district in which the licensee is residing or in any other district in which he is known. In the case of a renewal of a license in a district other than that in which the license was originally issued we recommend that the original license should be renewed and the authority which issued the original license supplied with information of renewal. The production of firearms should not in our opinion be a precedent condition to the renewal of a license.

Fees.

21. In regard to the scale of fees we find that there are indications that the present fees are regarded as too high (except for a provincial license in the North-West Frontier Province) especially in the case of breech-loading guns. We recommend the following scale in all provinces (except for provincial or district licenses in the North-West Frontier Province and possibly frontier districts of the Punjab) :—

*Initial fee.*—Revolver, Rs. 10 ; Rifle Rs. 5 ; Breech-Loading Gun and .22 bore Rifle Rs. 3 ; Muzzle Loading Gun or Air Gun requiring a license, annas 12; the enhancement of the fee from annas 8 to annas 12 being intended to meet the cost of the improved and more expensive form of license. *The fees on renewal* should be reduced and we recommend that they should be respectively Rs. 5, 2-8-0, 1-8-0 and annas 8 ; but if renewal applications are not made within a month after the expiry of the period covered by the license we recommend that it should be open to the District Magistrate in lieu of prosecution to levy the initial fee in full. No reduction of fee on account of composition is required.

Payment of fees should be by non-judicial stamp and applicants should be allowed to send their applications for licenses or renewal of licenses by post.

Exemption from Fees.

As stated earlier in our report all Government servants, who are, in the opinion of their local Government, required to possess arms for the adequate discharge of their duty and all members of the Auxiliary and Territorial Forces should be permitted to possess two arms without payment of fees. Exemptees should as at present pay no fees and those who will, if our recommendations are accepted, receive a life license should similarly pay no fees, for the arms which they are entitled to possess. We consider that the question of the extended issue of firearms free of fee in the North-West Frontier Province and Frontier districts should be carefully examined by the local authorities and we strongly recommend that, subject to such enquiries, action on these lines should be taken. We sympathise with the view of the arms dealers that the existence of a separate fee for a license for import into India and transport to destination is a distinct hardship, and in our opinion there should be a single fee only.

Restriction on limit of possession of Ammunition.

22. Under the rules no limits are placed on the amount of ammunition which may be possessed ; but local Governments have themselves imposed limitations. From the evidence before us we consider that these restrictions are in some cases unnecessary and calculated to inconvenience the *bona fide* sportsman. A uniform procedure in this respect is desirable throughout India, and we accordingly recommend that no limit of ammunition should be fixed in the case of shot guns or, .22 bore or target

rifles. In the case of revolvers we recommend a limit of 100 rounds and in the case of rifles a limit of 200 rounds per rifle. Any person who can prove that he needs more than 100 rounds for a revolver or 200 rounds for a rifle should be given a license for a larger number. At the time of the purchase of revolver and rifle ammunition the license should, in our judgment, be produced. We are also of opinion that measures should be taken to facilitate the export of arms and ammunition to persons residing in feudatory states.

23. We have discussed in some detail questions affecting the issue of All-India licenses because we feel that the public have legitimate grievances, and we believe that improvements can be effected for their benefit without in any way impairing the efficiency of the Arms Act administration. We desire now to make two proposals which we think may have material effect in allaying whatever dissatisfaction may remain. In the first place, we recommend that the issue of all-India licenses should be as unrestricted as possible and should be generally encouraged, and that certainly every member of the entitled class to whom a license is not refused should get an all-India license if he desires it. Further, we see no sufficient reason why Assam and Burma should be excluded from the all-India license and would recommend their inclusion. In this connection we also recommend with reference to entry No. 1 in Schedule II that enquiry should be made from the Punjab, Burma, North-West Frontier Province and Delhi whether the retention of these provinces in column 1 is really required, and whether the power given in column 3 is not sufficient to meet all reasonable requirements. Secondly, we strongly advocate greater expedition in dealing with applications for licenses and renewals. We have dwelt already on the possible inconvenience caused to the public. With the object of remedying the existing state of affairs it has been proposed that in each district a special department or a local advisory board should be established to deal exclusively with matters connected with the administration of the Arms Act. We are not in favour of the establishment of such a department or board, as the result would probably be even greater delay than at present, but we recommend that local Governments should be asked to issue instructions to district officers that they should appoint additional staff when necessary to deal expeditiously with applications for licenses and renewals, when applications are received in such numbers that the District Magistrate is not able to deal with them promptly with his ordinary staff.

24. We now come to a number of miscellaneous points of detail and we propose merely to give a brief record of our conclusions.

25. It has been suggested by the military authorities that the restrictions on the possession of revolvers should be tightened up. We recognize that the unrestricted possession of revolvers might be a menace to the public tranquillity; nevertheless, we do not recommend any tightening up of the existing restrictions which seem to be adequate. At any rate they have not been shown to have failed. The existing restrictions should however remain.

26. Enquiry has been made whether the import into India of 303 bore revolvers should be prohibited. The military authorities see no necessity for the prohibition and we do not recommend it. There are, however, good reasons why the import of 450 bore revolvers which take service ammunition should be prohibited, and we recommend that such prohibition should be included in the rules.

27. In regard to rifles of prohibited bore, we recommend that no prohibition is necessary in the case of those rifles for which service ammunition cannot be used and the ammunition of which cannot be used for service rifles, but we make this recommendation subject to any objections which the military authorities may wish to place before the Government of India.

28. It has been suggested that the import of arms should be permitted through the post office, but we think any general rule such as this would be dangerous, and accordingly we are opposed to the adoption of this practice.

29. The rules regarding retainers have been represented as inadequate, but no specific instances of hardship have been brought to our notice, and we are of opinion that no change is required.

30. A proposal was made to us that licenses granted to the head of a family should be held to cover the carrying of arms by dependent members of the family, particularly in the case of adult female members travelling alone. We are of opinion that the acceptance of this principle

All-India  
Licenses and  
more  
expeditious  
procedure.

Points of  
detail.

Restrictions  
on Revolvers.

303  
bore  
and  
450  
bore.

Rifles of  
prohibited  
bore.

Import of  
Arms through  
Post.

Retainers.

Carrying of  
arms on  
journeys by  
female  
members of  
licensee's  
family.



in such general terms might be dangerous. We think, however, that there is much to be said for the wife of a licensee being permitted to carry a weapon for purposes of protection on a railway journey, and we recommend that to this extent the proposal should be accepted.

Sale by  
Agents.

31. We agree that the practice hitherto followed by licensed dealers of employing assistants to conduct their business in their temporary absence should continue, and that it is unnecessary to take further steps to legalise it.

Reciprocity  
with Indian  
States.

32. As regards reciprocity with Indian States, it has been proposed that reciprocal arrangements should be made in all matters connected with arms administration. We recognise that unrestricted reciprocity is clearly impossible. Some States have no Arms Act or Rules, and in others the administration of their rules proceeds on different lines from those which obtain in British India. We could not with equanimity contemplate a large number of persons from Indian States coming into British India in possession of arms on the ground that they are exempted in their State. On the other hand our exemptions provide for the exemption in British India of a number of high officials belonging to Indian States, and we therefore recommend that the Government of India should endeavour to secure reciprocal arrangements with any State which can satisfy the Government of India that they have properly administered Arms Rules.

District  
Authorities,  
Karachi.

33. We recommend that the same power be given to the Commissioner in Sind and the District Magistrate, Karachi, in respect of the grant of licenses for the export of arms and ammunition to Indian States by dealers in Karachi as are at present possessed by particular officers named in Schedule VI in respect of arms exported from elsewhere in India.

Appointment  
of a Special  
Officer to  
revise the  
Arms Rules.

34. We have not considered a number of technical points and minor errors and omissions in the existing Rules to which reference has been made in the correspondence or the evidence we have examined. Our object has not been so much to revise the Arms Rules from the point of view of draftmanship as to suggest improvements which will benefit the public. As regards the technical defects of draftmanship we are not qualified to express an opinion, nor is it our duty to do so. We recommend, however, that an officer might profitably be placed on special duty to redraft the Rules, in the light of the recommendations made in this report and that an expert from the trade should be invited to assist him. In our opinion it would enable the ordinary license holder to get a grasp of the Rules which are of importance to him, namely, those relating to the issue and renewal of licenses, the fees payable, and the restrictions imposed, if these Rules were issued in a self-contained section. The Rules as they stand are very confusing and are so comprehensive that the average licensee finds it difficult to disentangle those which concern him from those which are in the nature of technical instructions.

W. H. VINCENT, *President.*

T. B. SAPRU.

A. K. G. A. MARICAIR.

H. A. J. GIDNEY.

DARCY LINDSAY.

HARCHANDRAI VISHINDAS.

ABUL KASEM.

M. K. REDDI.

BABA UJAGAR SINGH BEDI.

\*MD. FAITYAZ KHAN.

\*S. P. BAJPAI.

Members.

SINLA :

The 27th September 1922.  
6th November 1922.

\*Subject to a separate minute.

APPENDIX.

BOTHWELL LODGE,

Simla,

September 20th, 1922.

SIR,

As suggested by the Arms Rules Committee to elicit opinions of certain Provinces on Schedule I of the Arms Rules 1920, for which the Punjab Government have also been called upon to submit their view regarding Clause (d) Section 6 of Schedule I; in which connection I was also asked to suggest some definition, which might be helpful to the Punjab Government in their this effort.

I may be permitted to submit the following few suggestions which might be taken into account both by the Punjab Government as well as the Government of India, before giving it a legal shape.

Although the Punjab Government has defined the Great Sardars and Jagirdars of the Punjab as those who are Provincial Durbaris, yet it seems to me that there is no well-defined criterion, which governs the creating and selecting of Durbaris. It entirely rests with the arbitrary choice and recommendation of District Magistrates. Hence the definition is not for Great Sardars and Jagirdars.

There may be certain Provincial Durbaris who may be regarded as Great Sardars and Jagirdars and yet may not be paying such high revenues as are paid by, or hearing such traditional qualifications as are enjoyed by, those who are neither Provincial Durbaris nor regarded as Great Sardars and Jagirdars by the Punjab Government.

Therefore it has become imperative that a comprehensive definition should be provided for in the Law.

Not even to ignore the idea of the Punjab Government, let Provincial Durbaris be regarded as Great Sardars and Jagirdars.

But over and above that, it may be pointed out that although the evidence given by the non-official witnesses from the Punjab and also certain other Provinces presses Rs. 500 as annual land revenue as a definition of Great Sardars and Jagirdars, yet to make it more restricted, I beg to propose that a man whose land is assessed to land revenue of Rs. one thousand annually, or at the most Rs. 1,500, or is a Jagirdar of the same value, and is also from the Punjab Chiefs Family, in both cases, may also be regarded as a Great Sardar and Jagirdar within the meaning of the Clause referred to above.

Might I here elucidate the matter: the Punjab Government itself has considered the highest value of the revenue tax-payer to be Rs. 1,000 as given in the Electoral Rules to qualify a person as an elector to Landholders' Constituency in the Punjab for the Legislative Assembly and that is the highest limit in the Punjab.

It is, therefore, obvious that such revenue payers in the Punjab are very limited in their number. The definition that I have given above will remove the trouble.

There seems no reason why the persons who come of high families of the Punjab Chiefs and are Jagirdars and still pay high revenues, are excluded from this privilege and merely persons picked up by the sweet will of District Magistrates should alone be and are regarded as Great Sardars and Jagirdars.

I presume that I have made the point clear, and that it will invite the attention of the Government: and I may be informed at an early date of the decision which may be arrived at by them.

Yours sincerely,

BABA UJAGAR SINGH BEDI,

M.L.A.

To

The President,  
Arms Rules Committee.

Simla.

I think that in view of the fact that land-revenue in the Punjab is very low landlords paying Rs. 1,500 per annum as land-revenue in the Punjab may be exempted:

S. P. BAJPAI,

M.L.A.

While approving the view of my friend Mr. Bedi, I would also suggest to define the word or expression 'Ancient zamindar' in Madras also.

M. K. REDDI,

M.L.A.

I agree with these views for Punjab.

H. A. J. GIDNEY.

ABUL KASEM.

For the reasons pointed out above I am of opinion that in the special circumstances of the Punjab landholders in the Punjab paying an annual land-revenue of Rs. 1,500 who are at the same time Punjab Chiefs should be exempted.

HARCHANDRAI.

*Minute of dissent by Rai Bahadur S. P. Bajpai, M.L.A., Member, Arms Rules Committee.*

Paragraph 7.

I do not agree with the majority of the Committee that my proposal to issue licenses to all applicants on the payment of the prescribed fee save in the case of undesirable persons specified in a list to be kept for the purpose is outside the range of practical politics. The policy of the Government of India in regard to the administration of Arms Rules has all along been a subject of hostile criticism in the country. It is urged that innumerable restrictions and limitations imposed on the possession of firearms have led to the emasculation of the Indian manhood. Those of us who were connected with the recruiting work during the great war know with what difficulty recruits could be procured for combatant strength in the army. The reason is obvious. People in the interview who have seldom seen a breech loading gun would hardly agree to become soldiers and fight in the trenches. I think it is not impossible to prepare a schedule of exclusions. The Police maintains a register of bad characters and a list of persons convicted of heinous offences can be obtained from the office of the District Magistrate. Bad characters, persons convicted of heinous offences and members of criminal tribes may be excluded. I think the time has now come for the Government of India to take courage in both their hands and adopt my suggestion which I believe, will not only disarm criticisms levelled in season and out of season against the Government but also prove a source of considerable strength to the British Empire in the hour of need.

Paragraph 3 entry 1 (a).

I think it is only fair that the members of the Provincial Legislatures should also be exempted. To me it appears an invidious distinction to exempt members of the Central Legislature and to deny the same privilege to Provincial Legislators. After all a considerable body of both the Legislators is drawn from the same class of citizens. This distinction, I am sure, will lead to considerable bitterness and heart-burning. I shall, therefore, recommend to the Government of India to exempt the members of Provincial Legislatures as well.

Entry 6 (g).

(a) In Oudh all Taluqdars as such are exempt. Some of them pay nominal land revenue, while non-Taluqdar Zamindars to enjoy the privilege of exemption are required to pay twenty thousand rupees land revenue. I think with a view to feelings which are running very high with regard to the exemption of Zamindars in the Provinces of Agra and Oudh I shall suggest that all Zamindars who pay Rs. 3,000 or over as land revenue should be exempted. My recommendation coincides with the recommendation made by the United Provinces Landholders' Conference which met at Lucknow in July last.

(b) Heads of Joint Hindu families who pay Rs. 3,000 or upwards as land revenue should also be exempted and the adult male members on the analogy of the entitled class be considered as belonging to it.

Entry 11, 11 (a) and 11 (b).

I do not agree with the majority of the Committee in their recommendations to grant a life license to exemptees falling under these categories. I am not convinced that the removal of these entries from Schedule I will satisfy title-holders who received these distinctions after the year 1920. They will continue to feel that while their more fortunate brethren are exempt to all intents and purposes they are called upon to apply for licenses. Most of the title-holders who received these decorations after 1920 feel that a rare privilege is denied to them.

Big landholders and a large number of title-holders have got large stakes in the country. I, therefore, see no reason why they should not be exempted. Consequently I recommend that entries 11, 11 (a) and 11 (b) should not only be retained but that all future title-holders, etc., should also be exempted.

Paragraph 4.

I do not agree with the majority of the Committee when they recommend that Magistrates, etc., should not be exempted. I think all Magistrates stipendiary or Honorary, Honorary Munsiffs and Honorary Assistant Collectors should be exempted. Magistrates do need firearms to protect themselves when they are put in charge of processions, etc.

Paragraph 5.

I think it unnecessary to place restrictions on the number of firearms to be possessed by an exemptee. I shall, therefore, recommend that no restrictions be placed on the possession of firearms by exemptees who are almost always loyal and law-abiding citizens.

S. P. BAJPAI, M.L.A.,

Member, Arms Rules Committee.

SIMLA ;

The 27th September 1922.

Minute of dissent by Mr. Muhammad Fayyaz Khan, M.L.A., Member of the Arms Rules Committee.

I am sorry that I have disagreed on some points in the Arms Rules Revising Committee, which run as follows :—

(1) I do not agree on the ground of principle that the Members of the Imperial Legislature should be exempted from the operation of the Arms Act only so long as they continue to be the members. A person may not enjoy any concession, but if he does, he should not be deprived of it during his life-time, unless there is something to prove that he has become less trustworthy. A Member of the Imperial Legislature does not lose any part of his worth or his sense of responsibility by ceasing to be a member. Membership is only an apparent proof of a man's qualities, and his retirement does not involve any kind of turpitude at all. I therefore strongly hold that the Members of the Imperial Legislature should enjoy this privilege during their life-time.

(2) I fail to understand why the entitled class should only be based on money consideration. A person may not be a Government servant or may not be paying the prescribed sum to the Government as revenue or taxes, but still he may be as good or even a better citizen than many of the Government servants and those paying the prescribed sum to the Government as revenue or taxes. The Professor of a Communal College is an instance in point, who is neither a Government servant nor paying anything as tax. Again, the son or sons of a Zamindar may be thoroughly satisfactory men for keeping a weapon and still may not be paying any revenue or income tax in their name.

I really do not see why education be not also regarded as a sufficient qualification for coming under this class. Wealth may lead a man astray and may even bring him down to the position of a beast, but

education alone is a sure agent for ennobling character. I would therefore suggest the inclusion of the following to the entitled class :—

- (a) Barristers, Pleaders, Vakils of High Court of 5 years' standing ;
- (b) Professors, Readers and Lecturers at Colleges affiliated to an Indian University ;
- (c) M. As. ;
- (d) B.As. of seven years' standing ;
- (e) Government pensioners drawing Rs. 100 and over per month.

(3) It should be expressly provided in the Arms Act that the licenses will not be held back on the basis of the individual pettish views, and to those who come under entitled class will get their licences as a right and not as a favour. What justification was there for the forfeiture of licences and arms of such revered, noble and peace loving citizens as Pandit Motilal Nehru, Lala Bhagwan Das, Khwaja Abdul Majid and S. Asif Ali, etc. The refusal to issue or renew a licence to Indians of this position, though a proof of the "frame" being made of "steel" has the inevitable effect of lowering the prestige of the Government in the country. Big Zamindars and money lenders paying a large revenue to the Government have been refused licences on the ground of their wearing "Khaddar."

On the refusal or the forfeiture of licences, I have received a good many letters from respectable people ; and the following are the copies of a few interesting letters in my possession which will reveal the methods some time adopted by some of the District Magistrates. A gentleman who is paying as much as rupees twenty-five thousand as Government revenue, who is also a Municipal Commissioner and the Secretary of an important orphanage and a girls school, writes :

"The local officials are simply on account of the reason that I wear Khaddar in response to the country's call have forfeited my licence of Arms. I do not know what justification there is, the licences are being granted to my petty cultivators only if they say that they are the members of the Aman Sabha, but without giving any reason whatsoever they have done that against me, and together with me other very big and prominent Rais of ..... whose fathers and they themselves are held in great esteem for no reason apparent except to suit their own wishes. .... As far as I could ascertain and my knowledge goes the licences were introduced, that undesirables should not get licences, and should not possess firearms, but every day experience will show that murders and dacoities are being committed every day and Budmashes never show in wanting, they always have it and people of my social status do not get a licence. We have to travel to go to our villages which are apart some 40 miles, and travel with that money unsafe absolutely at the mercy of robbers and all, and nothing to protect us. I hope you will do something to relieve the present situation in the country and save gentry from these Bureaucrats who are pleased with a few on flattery." In another letter the same gentleman, writes, "As regards myself, we are followers of Swadeshi and wear 'Khaddar,' I manage my estate, cases go to the courts, but certainly I am Congressman and so is my friend. .... But my friend. .... does not even wear Khaddar and still wears English suits, though of course he has also committed the crime of being a Congressman."

But I will quote you a most important example that the licence of ..... had been forfeited, and the reason of this forfeiture I shall explain in full (instead of the explanation from the writer of this letter the very gentleman referred to in the above letter, wrote me the reason why his licence was forfeited, which runs as follows) : His name is ..... Rais and Talukdar of ..... he is one of the very big landholders of the United Provinces and is a confirmed loyalist, always dancing before the Collector and the Commissioner of ..... so timid as afraid of wearing Khaddar because that displeases the officials so he must wear Christy's cap.

Here is what he himself says about the reasons of the forfeiture of his licence. "The whole estate is in the name of my father who pays the revenue of about Rs. 5,000 to the Government, my father is supposed to be one of the big zamindars of this place, his name is ..... as he has practically retired from all worldly cares and

anxieties, so I am carrying the whole business from the last 6 years, and hence the licences of firearms were in my name, which have been forfeited, and the forfeiture of arms has caused me very great inconvenience. I had to shift my residence from.....to..... permanently, as it was not quite safe at.....owing to the dacoities and robberies, though it is not quite safe over here too. I was never taking any part in politics, and why I was a prey of Bureaucrats, I shall explain to you in detail. The remote reasons of displeasure of the Bureaucrats was that when I was residing in.....a few Congress Volunteers came for subscriptions, and I also paid a sum, but that was not the immediate cause of displeasure, I was serving as a Punch in the Tehsil of.....and I was called upon by the Collector to resign my seat from there, which as a gentleman I could not do so, as I had given my words that I will serve as a Punch for a month, this was the immediate cause of displeasure and he said that if you do not resign your seat from village "Punchayat" I shall forfeit your arms, and on my refusal the arms were forfeited. I at least was under the impression that Panchayats were no cause of displeasures to the Government, and on the other hand they were encouraged."

Another letter gives quite a different method adopted by a District Magistrate, which runs as follows :

"I have also a stubborn grievance against the licence regulations which seem to exist only in name. We are told that the reform scheme had given the honourable zamindars an opportunity to apply for licences for firearms such as rifles, revolvers, etc., but we have fully experienced the Reform Scheme to be dead letter. For this I may quote instances. I am a big landholder of.....my father is paying a considerable Government revenue of Rs. 8,000. When I applied for the licence of a rifle in the Collectorate, the Collector disposed of the case to the Deputy Collector, and I was called, and I appeared before him and he told me that if I gave Rs. 200 as a contribution to a Government fund I could be given the licence applied for. I plainly told him that I had already contributed a considerable amount and that this has no concern with the present matter, whereupon he said that if I were not ready to comply with his order, I should not insist for the said licence. Dismayed and embittered I left the court. Such measures I say can never compel us to co-operate. Leaving aloof my own case there are hundreds that will readily attract your attention. The whole district is seething with discontent on account of the severity in granting the licences. It is better that I do not quote more instances of the same nature." A cousin of the above writer, also writes, "My case is a bit different because I have not been refused the licence of a pistol which I require, but I have every reason to preclude that if I were to apply for it I should have been flatly refused. This statement of mine is not without foundation and validity, because my cousin who applied for the licence of a rifle was not given the licence he asked for. We are one of the greatest zamindars of our district, our family is paying Government revenue of Rs. 8,000 (the whole family jointly paying Rs. 25,000 Government revenue) and myself exclusively paying Rs. 2,000. We really regret that being supporters of British Raj we are not so much trusted as to allow us to keep firearms. These measures instead of creating amicable relations with the Government bring about the greatest breach of fair connection with the landholders."

The above are a few of the typical cases I have selected, and I would only like to give one more letter from a person holding a responsible Government post in judicial line, which will show how the other party thinks of the present arms rules. The letter runs as follows :

"As for the Arms Rules in my opinion either the exemptions should be totally abolished or Gazetted Officers of 1st class must be exempted. You can well imagine the anomaly that a common man who has been hanging at the coat tails of a District Magistrate and thus becomes a Khan Bahadur prior to 1920 is exempted whilst a sub-judge who is entrusted with the decision of the Rais taxes of the value of crores is not..... In my opinion if enquiry is at all necessary it must be entrusted to a District Committee comprising of officials and non-officials and their decision should be binding."

Before I finish quoting examples, let me quote one more recent amusing example of the decision of a queer District Magistrate. A

leading practising Vakil in a District recently applied for a licence of a Double Barrel Breech Loading shot gun, and the licence was duly granted with the following note on the application :

"A licence for a Double Barrel Breech Loading gun for British India has been sanctioned in the name of the applicant, now he deposit the stamps for fee of the licence submitted for orders. The applicant is a pleader practising in the District." After a month or so the gentleman happened to go and see the District Magistrate. No one knows what conversation was passed between them, but one can pretty accurately guess what conversation could have passed between these two, which led the District Magistrate to write the following amusing and entertaining remarks on his application. The remarks ran as follows : "Deposit meanwhile. I have seen the gentleman, who seems very uncertain whether he is an enemy of the established Government or not." Curiously one would like to know from the District Magistrate whether he himself is "the enemy of the established Government or not," because by forfeiting the licence of such a respectable gentleman, has he not sown the seed of hatred and discontent with the established Government? one who sows the seeds of discontent with the established Government, then who should be called the "enemy of the established Government, the Magistrate or the license?" There is one more and the last example of the misuse of the Arms Act by a District Magistrate which I would like to show, and I believe these examples to be enough to throw some light on the actual working of the Arms Act. A few months ago at Kashipore the shopkeepers observed Hartal on a particular day, the District Magistrate got enraged and issued an order of the forfeiture of the Arms of some of these shopkeepers who observed Hartal, and the order of the District Magistrate with the reply of the shopkeepers runs as follows :

#### Arms Act Rules.

#### A KASHIPUR CASE.

(From a Correspondent.)

True copies of the order of the Deputy Commissioner and the reply of nine gentlemen upon whom the order was served are sent herewith.

All these gentlemen are either zemindars or wholesale cloth merchants. They are men of respectable families. None of them is a non-co-operator. Even then the bureaucracy would force them to be so. Well Sir, was it any sin to close the shops on 13th of April? Is that Hartal declared to be an illegal act? Can Government force a man to either become a co-operator or a non-co-operator? Is it not coercion, intimidation? Are the peace-loving citizens to be thus deprived of their lawful activities? It is rumoured that a gentleman is going to be deprived of his honorary magistrateship if he does not soon publicly do some work for the Aman Sabha.

#### DISTRICT MAGISTRATE'S ORDER.

On 13th April 1922, a Hartal was observed at Kashipur in pursuance of the non-co-operation movement. A number of those who closed their shops on that day are in possession of arms licences. Some of these have apologised. Others have not. The names of the latter are given below :

By observing Hartal these persons showed their sympathy with the non-co-operation movement, and also showed themselves undeserving of holding arms licences granted by the Government.

I therefore hereby suspend the licences of the persons named below and a notice will be served on each of them accordingly to deposit his weapons in the police station forthwith.

If within one month of service of the notice the licensee files a petition in my court expressing his regret and assuring me of his non-sympathy with the non-co-operation movement, the weapon will be restored. Otherwise the licence will be cancelled on the expiry of one month.

(1) Lala Sukhdeo Prasad Khatri, Honorary Magistrate, Kashipur ; (2) Lala Raghbir Saran Khatri, Kashipur ; (3) Lala Kunj Behari Lal, son of Lala Sukhdeo Prasad, Kashipur ; (4) Lala Brij Kishore Khatri, cousin of Lala Sukhdeo Prasad ; (5) Lala Puran Pershad Khatri ; (6) Lala Shiv Lal Khatri ; (7) Lala Ganga Prasad ; (8) Lala Chheda Lal Khatri ; (9) Lala Shyam Saran Har Saran Khatri ; (10) Lala

Sudama Lal Raghbir Saran ; (11) Lala Shiva Lal Vaish ; (12) Lala Hazari Lal Vaish ; (13) Chaubey Amar Nath, Chairman Municipal Board, Kashipur.

THE REPLY.

To

THE DEPUTY COMMISSIONER,

NATNI TAL.

SIR,

In compliance with your order dated 7th June 1922, some of us have deposited our weapons in the police station, Kashipur and others with Sheikh Abdul Wahid, a local licensed dealer in arms. As under the law both the courses are open to us, those of us who have elected the latter have done so in the hope that it will facilitate the disposal of these arms and enable us to realise a part of their value in case you are not pleased to rescind the above mentioned order.

2. Under resolution no. 2125-C. of the Government of India, Home Department, dated the 21st March 1919, payment of not less than Rs. 1,000 per annum as land revenue, or payment of an income-tax of not less than Rs. 3,000 for a period of three years as well as under the United Provinces Government Resolution no. 5572-X-844, dated 10th November 1919, payment of the above sums as land revenue or income-tax, respectively, or being an honorary magistrate, etc., is to be regarded as a sufficient qualification for entitling a person to obtain licences for the possession of firearms, including rifles, smooth bores, etc. In accordance with these statutory rules every one of us is duly qualified and entitled to a licence and some of us are possessed of more than one qualification.

3. The law for the suspension and cancellation of licences is clearly laid down in the Arms Act. Under section 11 a licensee is liable to be suspended or cancelled only if the licensee is convicted of an offence against the Arms Act or the Rules or if it is necessary to do so for the security of the public peace. None of us has been so far convicted of such an offence, nor has it been alleged by anybody and it is not stated or even suggested in your order that it is necessary to suspend or cancel our licences with a view to preserve public peace. So, we venture to submit that your order is quite illegal and *ultra vires*. We have, jointly as well as severally, a profound concern in the maintenance of public peace. Even if we were unmindful of the public weal, our own self-interest as well as self-regarding instinct would constrain us to discountenance everything that may tend to disturb the public peace even remotely or indirectly. We cannot help stating that we have a distinct stake in the land as each one of us is connected either with a zamindari or with a decent business concern, or with both, and as such we have everything to lose and nothing to gain by any breach of the public peace at any time. We beg leave to submit that the closing of the shops on the 13th of April last—whether all of us did so or not; and though some of us, namely, Lala Chedalal, Lala Brijkishore, and Lala Sukhdev Prasad have no shop in any bazar and Lala Hazarilal none in Kashipur, so that it was not possible for them to close any—has no bearing in the matter of our licences and the suspension thereof on this account is not warranted by the law of the land.

4. As a condition precedent to the restoration of the weapons you want an assurance of non-sympathy with the non-co-operation movement from each of us. We are at a loss to understand the full import of these words. As we have stated above, we have to come in contact occasionally, if not frequently, with public servants for various purposes, such as the determination or payment of land revenue or income tax, or for purposes of irrigation or settlement, and in connection with proceedings in courts, and the like. The very fact of our being in possession of these arms is significant enough. Besides we are rendering public services, however humble they may be, in various other spheres, e.g., in the municipality, in the furtherance of the co-operative credit movement, in the management and maintenance of the aided high school in our town, and one of us, Lala Sukhdev Prasad, also, as an honorary magistrate. Under these circumstances it would not be impertinent to enquire what we are required to undertake by giving an assurance of non-sympathy with the non-co-operation movement. Unity among all races and creeds, uplift of the depressed classes, encouragement of cottage industries and indigenous manufacture of cloth,



revival of the purity and simplicity of oriental living, social and temperance reform, cultivation and development of the individual and national sense of self-respect, and above all, the realisation of the paramount necessity of the maintenance of public peace and order under all possible conditions and circumstances and an immutable determination to adhere to the above principles and to cultivate feelings of personal amity and good will among individuals are some and by far the main planks in the contemporaneous non-co-operation platform. Are we required to run in a counter direction and to turn our stiff backs against one and all of these and, if so, would our conduct be of public advantage and conducive to the progress of the State? Further, is any of these activities prohibited by law and, if not, is one to be deprived of his legal rights and privileges because of his legitimate actions and lawful actions if he cannot succeed in persuading his conscience to accept the executive view of the matter or to disregard its counsel.

5. There is a still graver aspect of this question, and we can only hope that it did not strike you at the time you passed the preliminary order suspending our licenses. As was well known to your predecessor in office, Kashipur sub-division and its vicinity is infested with dacoits as well as wild animals and their ravages have rendered serious havoc—villages have been deserted, land has gone waste and population is steadily dwindling—dacoities have never been scarce in these parts while during the last two or three years arson, pillage, assassination and inhuman outrages have been the order of the day and a reign of terror has been supreme for a considerable period, as even one having no local knowledge can easily gather from the Sub-divisional Magistrate's judgment in a recent case (*K. E. vs. Umraosingh of May 1922*). The report of the land revenue administration in these provinces just published also bears testimony to this. 'Agriculture in the Naini Tal *tarai* was hampered by the prevalence of dacoity, and the Commissioner remarks that dacoity was disastrous and the police were helpless' (*vide* paragraph 60 of the report). It is reported that a public spirited citizen offered to lead the police in March last to the dacoits' camp in the neighbourhood of Kashipur town and in response to this the superintendent of police did proceed to Kashipur and reached the railway station with a force of about a hundred strong one evening but,..... he retraced his steps and returned back to his headquarters with his party by the next train. Presumably he did this out of regard for public interests, and you will see from this how very irksome is our position, specially as some of us have already received threatening letters purporting to have been written to us by the members of the gang. In a case in which a person was convicted for being in possession of a pistol without a license at Kashipur, the High Court held in revision that a serious view should not be taken of the matter as 'the applicant was living in a part of the province where dacoities had been fairly numerous of late years' and there was a 'presumption that any person found in possession of such a weapon had obtained it for the purpose of self-protection' (Revision No. 680 of 1918).

Under these circumstances we beg leave to admit that possession of such weapons as we have surrendered in obedience to your orders is absolutely essential for purposes of self-defence for persons of our status, and we hope that on reconsideration you will be pleased to cancel your orders under reference so that our arms may be restored to us.

It is unfortunate indeed that some time the zamindars and other respectable people are deprived of the right of possessing firearms by license, while Anglo-Indians of the position of a railway-guard are being granted licenses, even for revolvers. The Government of India, whose vision is certainly broader than most of the District Magistrates may not, perhaps like them to be so narrowminded, but their impetuosity has no limit. Let us, therefore, put a brake upon their rashness and local prejudices by an express provision of the Act.

(4) The present Arms Act requires or it is at least a practice in some of the districts, to bring or send the arms, after having bought it, to the collectorate to have the number of the arms endorsed on the license, and I know a good many instances of a few Englishmen of higher service—District Judge and Joint Magistrate—who instead of sending or bringing their arms to the collectorate, they just send a letter

or a chit to the collectorate and give the number of arms in it for endorsement. I am of opinion that nobody should be required to bring or send his arms for endorsement to the collectorate, he should just mention the number of the arms in a letter addressed to the authority concerned, or if it is necessary at all that the arms should be presented before the endorsement authority, then each and every one, whatever position he may hold, should be required to present his arms before the endorsement authority and no letter or chit should be permitted to any one.

(5) The limit of two hundred cartridges per rifle is one of the most important questions from the sportsman's point of view; if this limit means 200 cartridges per rifle per year then certainly it will be most objectionable; 200 cartridges will never be sufficient even for a month in a sporting district, but if it means that not more than 200 cartridges can be bought or kept at one time then there is not much objection. But why limit the number of ammunition at all. When the Government relies on a person for an arm with a certain limited number of ammunition, then I fail to understand why the same person should not be relied upon for an unlimited number of ammunition. Why should the Government of India be responsible for this sort of an act and restriction, which is bound to create discontent in the country, or at least among the sportsmen, and make the Government unpopular. I know of no country in the world putting such sort of restriction on the amount of ammunition to be possessed by a licensee.

(6) There is one more important point to which I would like to draw the attention of the Government, which is about the punishment meted out to the holders of unlicensed arms and ammunition. Cases have been known where an Anglo-Indian has been fined a few rupees, and his arm confiscated, for unlawfully possessing an arm, while an Indian had to undergo a few months simple or rigorous imprisonment for even unlawfully possessing a sword. In the eye of law there is no such distinction between an Englishman, Anglo-Indian or an Indian, then why the distinction in the punishment. There is no reason why should an Englishman or an Anglo-Indian escape by merely paying a few rupees as fine and a poor Indian has to undergo simple or rigorous imprisonment for the same offence. If I am right there is a provision in the Government Order No. 454-VI-989, dated 14th March 1887, which clearly says that the offences against the Arms Act "would as a rule be sufficiently punished by fine"; I am afraid this order of the Government is never acted upon. There must be a uniformity in the punishment of an Englishman, Anglo-Indian or an Indian under this Act, and this will undoubtedly allay the bitter feeling of the racial distinction.

There is every probability that under the new rules, more applications for licenses will be coming in. If, then, the reforms are in reality the first step on the road to self-government, then these applications should be dealt with in the spirit of real justice and right and not as a favour. There are no doubt several District Magistrates whose attitude towards such applicants has been reasonable, but unfortunately the majority of them are still too proud and not yet prepared to consider themselves as servants but always pose themselves as masters, and do not feel that a new era has set in. They ought to be told in plain words that the grant of a license to an entitled person is never a special favour or a privilege but they deserve it as a matter of right. Let me quote here a sentence from the speech of Mr. Iswar Saran, M.L.A., delivered in the Legislative Assembly on the 8th September 1922 at Simla, who in other words truly represents the public opinion and this applies in each and every case, he says, "We do not want the white man to be our perpetual ruler, our perpetual trustee, our perpetual guardian. We have had enough of this everlasting trust. We extend to the white man, and I speak with absolute truth and sincerity, the hands of fellowship and good comradeship, but I do resent and as long as there is the last breath of life left in me, I shall continue to resent the perpetual domination of the Civil Service or any other service....."

Unless the principle is accepted by the Government and faithfully acted upon by the District Magistrates any improvement upon the present arms rules will be a farce, I cannot emphasise upon this point too much. The entitled class should never be debarred from holding the license except on the only ground of moral turpitude. I must, however, make it clear that I do not regard any attempt on the part of an Indian to

criticise the policy or the official of the Government or any desire on his part expressed in words or act to bring about a fundamental change in the policy of the Government, as amounting to moral turpitude. The District Magistrates must not allow themselves to be carried away by what they hear from the police or those unfortunate class of non-official people who are called the flatterers, official favour seekers, title and job hunters and sycophants; who as a matter of fact have taken on themselves the duty to always misrepresent the true spirit and condition of the country and the individuals, simply to satisfy their personal aggrandizements, and those unfortunate officials who are misled by this class of people, not only ruin their own reputation and position but that of the Government too along with them. They should always coolly form their own opinion, and without the least fear of contradiction I can say, that this class of people,—who are never considered anybody in public eye, who always mislead the officials and hence the Government—are unfortunately the chief and the only root cause of all the present discontent and situation in the country. The personal considerations would defeat the ends of justice and fair play and bring a bad name to the Government.

With due respect to the President of the Arms Rules Revising Committee, I may say, that I do not for a moment accept to the arguments some time put forward before the witnesses, that the presence of too many arms may prove dangerous to the public on such occasions as the Arrah or Katarpore riots. I wonder why no such riots ever take place or have ever taken place in any of the Indian States, although the use of arms, there is almost freer than in British India. It entirely depends, if I may say so, on the temperament of the people and the way in which delicate situations are handled by the Government. In the Indian States, there is no such things as quarrels between the Hindus and the Muslamans, probably because their rulers do not seem to have yet adopted the unwise policy of the "divide and rule."

If I remember it right the Committee had decided that the powers of fixing the number of licenses in any district, in the case of necessity should still remain with the local Governments. May I just say a few words about this—and finish this minute of dissent with the hope that these new rules will be dealt with a new and a broader vision—I do not think there is any harm if the local Governments be given such powers, but, before limiting or reducing the number of licenses in any particular district, I hope the local Government will kindly announce through their local gazettes—at least a month before—the name with the date of the district where this new order is to be enforced, and also the reasons for doing so, with the opinion, if possible of some of the leading officials and non-officials of the district concerned, then and then alone should the local Governments be empowered to enforce this order.

MD. FAIYAZ KHAN,

18th October 1922.

MISCELLANEOUS. No. 1 (1889).

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REPORTS

RESPECTING

V5:58 (MV4).N2T

LAWS IN EUROPEAN COUNTRIES

AS TO THE

CARRYING OF FIRE-ARMS

BY

2

PRIVATE PERSONS.

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*Presented to the House of Lords by Command of Her Majesty, in pursuance of  
their Address dated March 7, 1889..*

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## LIST OF PAPERS.

	Page
CIRCULAR addressed to Her Majesty's Representatives in Europe .. .. .	March 16, 1889 1
<i>Answers to preceding Circular.</i>	
<b>AUSTRIA-HUNGARY—</b>	
1. Sir A. Paget to the Marquis of Salisbury .. .. . Two Inclosures.	April 11, 1889 1
2. Sir A. Paget to the Marquis of Salisbury .. .. . One Inclosure.	May 29, — 2
3. Sir A. Nicolson to the Marquis of Salisbury .. .. .	March 25, — 4
<b>BULGARIA—</b>	
4. Mr. O'Connor to the Marquis of Salisbury .. .. . One Inclosure.	April 12, — 4
<b>BAVARIA—</b>	
5. Mr. Drummond to the Marquis of Salisbury .. .. . One Inclosure.	March 31, — 5
<b>BELGIUM—</b>	
6. Lord Vivian to the Marquis of Salisbury .. .. . Three Inclosures.	April 5, — 6
<b>DENMARK—</b>	
7. Mr. MacDonell to the Marquis of Salisbury .. .. . One Inclosure.	July 10, — 14
<b>DUCHY OF BADEN—</b>	
8. Mr. Jocelyn to the Marquis of Salisbury .. .. . One Inclosure.	April 4, — 15
<b>DUCHY OF COBURG—</b>	
9. Mr. Milbanke to the Marquis of Salisbury .. .. .	March 26, — 18
<b>FRANCE—</b>	
10. The Earl of Lytton to the Marquis of Salisbury .. .. . Six Inclosures.	March 30, — 16
<b>GERMANY—</b>	
11. Sir E. Malet to the Marquis of Salisbury .. .. . One Inclosure.	March 26, — 25
<b>GREECE—</b>	
12. Sir E. Monson to the Marquis of Salisbury .. .. . One Inclosure.	April 19, — 26
<b>GRAND DUCHY OF HESSE—</b>	
13. Mr. Jocelyn to the Marquis of Salisbury .. .. . One Inclosure.	April 12, — 28
<b>ITALY—</b>	
14. The Marquis of Dufferin to the Marquis of Salisbury .. .. . One Inclosure.	March 29, — 29
<b>MONTENEGRO—</b>	
15. Mr. Baring to the Marquis of Salisbury .. .. .	March 28, — 30
<b>NETHERLANDS—</b>	
16. Sir H. Rumbold to the Marquis of Salisbury .. .. . One Inclosure.	April 3, — 30
17. Mr. Fenton to the Marquis of Salisbury .. .. . Two Inclosures.	June 6, — 31
<b>NORWAY AND SWEDEN—</b>	
18. Sir F. Plunkett to the Marquis of Salisbury .. .. . One Inclosure.	April 1, — 35
<b>PORTUGAL—</b>	
19. Mr. Petre to the Marquis of Salisbury .. .. .	March 27, — 35
20. Mr. Petre to the Marquis of Salisbury .. .. .	April 23, — 36
<b>ROUMANIA—</b>	
21. Sir F. Lascelles to the Marquis of Salisbury .. .. . One Inclosure.	March 28, — 36
<b>RUSSIA—</b>	
22. Sir R. Morier to the Marquis of Salisbury .. .. . One Inclosure.	April 25, — 38
<b>SAXONY—</b>	
23. Mr. Strachey to the Marquis of Salisbury .. .. .	April 10, — 39
<b>SERVIA—</b>	
24. Mr. F. R. St. John to the Marquis of Salisbury .. .. .	March 26, — 40
<b>SPAIN—</b>	
25. Sir Clare Ford to the Marquis of Salisbury .. .. . Two Inclosures.	April 17, — 40
<b>SWITZERLAND—</b>	
26. Mr. Scott to the Marquis of Salisbury .. .. .	March 27, — 42
<b>TURKEY—</b>	
27. Sir W. White to the Marquis of Salisbury .. .. . One Inclosure.	April 6, — 42
<b>WURTEMBERG—</b>	
28. Sir H. Barron to the Marquis of Salisbury .. .. .	March 31, — 43

## APPENDIX A.

COMPARISON of the officers serving in the United Kingdom, who are liable, by their terms of service, for service abroad in December, 1905, and in January, 1909.

	On 1st December, 1905.			On 1st January, 1909.			
	Officers serving at home.	Reserve of Officers.	Total available on 1st December, 1905.	Officers serving at home.	Reserve of Officers.	Special Reserve.	Total available on 1st January, 1909.
Commanders and Staffs (General, Personal and Administration).	306	100*	406	306	100*	..	406
Miscellaneous extra-regimental appointments.	358	100*	458	358	100*	..	458
Cavalry .. .. .	437	180	617	437	207	87	681
Royal Horse and Field Artillery .. .. .	758	62	820	665	75	275	1,015
Royal Garrison Artillery .. .. .	368	85	453	400	105	29	534
Royal Engineers .. .. .	482	27	509	474	33	71	581
Infantry .. .. .	2,316	783	3,099	2,660	1,020	1,530	5,210
Army Service Corps .. .. .	334	12	346	340	15	..	355
Army Ordnance Corps .. .. .	146	4	150	159	10	..	169
Royal Army Medical Corps .. .. .	510	95	605	488	144	81	663
Army Veterinary Corps .. .. .	..	..	..	79	6	..	85
Total .. .. .	6,015	1,448†	7,463	6,366	1,815†	1,976	10,157

\* Estimated number of Colonels and upwards for whom employment might be found.

† With the exception of \* above, the figures in this column include all officers up to the rank of Major inclusive, after deducting 40 per cent. for those who for various reasons might not be available.

NOTE.—The total number of officers required on mobilization for the Expeditionary Force, according to War Establishments 1908-09, is 5,702, and 1,619 officers are required to replace wastage during the first six months of war, total 7,321.

In addition to this a considerable number of officers will be required for coast defences, training units and depôts, and for staffs and administrative services in the United Kingdom.

The deficiency in officers, especially in the junior ranks, still remains considerable.

APPENDIX B.

COMPARISON of non-commissioned officers and men serving in the United Kingdom who are liable by their terms of enlistment, and available by age and service after the usual deductions have been made, for service abroad in December, 1905, in January, 1909, and when the normal is reached.

Arm or branch of Service.	December, 1905.				January, 1909.				Normal.			
	Serving.	Regular Reserve.	Militia Reserve.	Total.	Regulars serving.	Regular Reserve.	Special Reserve.	Total.	Serving.	Regular Reserve.	Special Reserve.	Total.
Household Cavalry .. .. .	1,129	99	..	1,168	995	128	..	1,118	1,022	267	..	1,289
Cavalry of the Line .. .. .	7,774	5,750	..	13,524	7,698	6,704	..	14,402	7,111	5,380	..	12,491
Irish Horse .. .. .	..	..	..	..	..	..	417	417	..	..	730	730
Royal Horse Artillery .. .. .	2,621	1,195	..	3,816	2,122	1,882	..	3,954	1,862	1,789	..	3,651
Royal Field Artillery .. .. .	12,481	7,015	..	19,496	11,305	11,727	7,353	30,385	10,775	20,358	4,768	35,896
Royal Garrison Artillery .. .. .	7,952	4,368	..	12,320	6,538	7,484	817	14,834	6,688	4,373	936	11,997
Royal Engineers .. .. .	5,697	3,240	..	8,937	5,095	4,274	1,188	10,557	4,900	5,430	847	11,177
Foot Guards .. .. .	6,437	6,257	..	12,694	5,080	7,650	..	12,730	4,832	7,062	..	11,894
Infantry of the Line .. .. .	44,364	54,526	229	99,719	46,053	71,007	40,713	157,773	46,629	56,980	41,874	144,983
Army Service Corps .. .. .	4,844	3,321	..	8,165	4,863	4,799	..	9,662	4,469	3,407	4,000	17,876
Royal Army Medical Corps .. .. .	2,620	1,354	..	3,974	1,343	898	..	1,741	2,549	3,967	3,600	10,116
Army Ordnance Corps .. .. .	1,161	207	..	1,368	2,713	4,167	289	7,169	1,241	791	..	2,032
Army Post Office Corps .. .. .	..	215	..	215	..	115	..	115	108	27	..	135
Military Mounted Police .. .. .	98	..	..	98	100	160	..	260	100	160	..	260
Military Foot Police .. .. .	234	..	..	234	248	15	..	263	248	15	..	263
Army Veterinary Corps .. .. .	95	..	..	95	108	27	..	135	..	..	295	295
Total .. .. .	98,107	87,487	229	185,823	94,256	120,482	50,777	265,515	92,534	116,006	56,545	265,085

NOTE.—For the Expeditionary Force 158,577 warrant officers, non-commissioned officers and men are required on mobilization according to War Establishments, 1908-09, and the estimated numbers wanted to replace wastage during the first 6 months of a war is 41,427. In addition, a considerable number of non-commissioned officers and men are required for coast defences, to form the permanent cadres of reserve units and depôts, and for other purposes in the United Kingdom.

Until the normal has been reached a deficit is likely to exist, on mobilization, in certain arms and services, e.g., Royal Field Artillery, Army Service Corps, and Royal Army Medical Corps. Measures of a provisional nature have been taken to meet such deficit.

APPENDIX C.

COMPARISON of gross numbers of warrant officers, non-commissioned officers and men serving at home liable, by the terms of their service, for service abroad on 1st January, 1906, and 1st April, 1909.

Arm or branch of the Service.	1st January, 1906.				1st April, 1909.				Increase since 1st January, 1906.
	Serving in the United Kingdom.	Regular Reserve.	Militia Reserve.	Total liable in 1906.	Serving in the United Kingdom.	Regular Reserve.	Special Reserve.	Total liable in 1909.	
Cavalry .. .. .	11,486	7,591	..	19,077	11,039	9,616	596	21,251	2,174
Royal Horse and Royal Field Artillery .. .. .	16,262	8,185	..	24,447	16,731	15,194	9,341	41,266	16,819
Royal Garrison Artillery .. .. .	10,108	4,965	..	15,073	8,555	8,306	928	17,789	2,716
Royal Engineers .. .. .	6,462	3,615	..	10,077	5,900	4,862	1,329	12,091	2,014
Infantry .. .. .	68,956	68,573	271	137,800	72,667	88,948	56,001	217,616	79,816
Army Service Corps .. .. .	5,571	3,812	..	9,383	5,348	5,211	50	10,609	1,226
Army Ordnance Corps .. .. .	1,411	229	..	1,640	1,569	488	..	2,057	417
Royal Army Medical Corps .. .. .	2,934	1,524	..	4,458	2,955	2,478	774	6,207	1,749
Army Veterinary Corps .. .. .	105	..	..	105	111	35	..	146	41
Military Mounted Police .. .. .	108	3	..	111	110	36	..	146	35
Military Foot Police .. .. .	261	8	..	269	270	17	..	287	18
Army Post Office Corps .. .. .	..	198	..	198	..	127	..	127	..
<b>Total .. .. .</b>	<b>123,664</b>	<b>98,708</b>	<b>271</b>	<b>222,638</b>	<b>125,255</b>	<b>135,318</b>	<b>69,019</b>	<b>329,592</b>	<b>107,025</b>

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APPENDIX D.

COMPARISON of the personnel liable for service in the United Kingdom only in October, 1905, and in April, 1909.

	Militia.		Reserve Division of Militia.		Yeomanry and Volunteers.		Total liable for Service in United Kingdom in 1905.		Territorial Force in April, 1909.	
	Establishment.	Strength, 1. 10. 05.	Establishment.	Strength, 1. 10. 05.	Establishment.	Strength, 1. 10. 05.	Establishment.	Strength.	Establishment.	Strength.
Honourable Artillery Company	officers ..	..	..	..	45	37	45	37	..	..
	other ranks ..	..	..	..	854	487	854	487	..	..
Yeomanry .. .. .	officers ..	..	..	..	1,538	1,224	1,538	1,224	1,345	1,111
	other ranks ..	..	..	..	25,752	23,587	25,752	23,587	24,864	24,495
Artillery, Horse and Field ..	officers ..	36	11	..	..	..	36	11	1,211	899*
	other ranks ..	891	251	..	45	..	891	296	33,009	28,488*
Artillery, Garrison .. .. .	officers ..	523	381	..	..	2,159	1,633	2,682	2,014	466
	other ranks ..	17,376	12,933†	..	525	47,599	38,675	64,975	52,133	11,808
Engineers .. .. .	officers ..	114	95	..	..	899	682	1,013	777	590
	other ranks ..	2,381	2,148†	..	51	20,042	17,297	22,373	19,496	14,848
Infantry .. .. .	officers ..	2,746	1,889	..	..	7,926	6,226	10,672	8,115	5,669
	other ranks ..	101,908	69,484‡	..	7,019	253,422	180,189	355,330	256,692	194,966
Army Service Corps .. .. .	officers ..	..	..	..	..	..	..	..	..	243
	other ranks ..	..	..	..	..	..	..	..	..	8,619
Royal Army Medical Corps ..	officers ..	34	19	..	..	212	124	246	143	1,468
	other ranks ..	1,566	769‡	..	17	3,758	3,296	5,324	4,082	13,919
Volunteer Brigade Bearer Companies .. .. .	officers ..	..	..	..	..	188	64	138	64	..
	other ranks ..	..	..	..	..	2,806	1,787	2,806	1,787	..
Motor Volunteer Corps .. ..	officers ..	..	..	..	..	50	43	50	43	..
	other ranks ..	..	..	..	..	150	103	150	103	..
Army Veterinary Service ..	officers ..	..	..	..	..	..	..	..	..	196
	other ranks ..	..	..	..	..	..	..	..	..	14
Army Ordnance Department ..	officers ..	..	..	..	..	..	..	..	..	..
	other ranks ..	..	..	..	..	..	..	..	..	..
Army Postal Service .. .. .	officers ..	..	..	..	..	..	..	..	..	..
	other ranks ..	..	..	..	..	..	..	..	..	..
Total .. .. .	officers ..	3,453	2,395	..	..	12,967	10,083†	16,420	12,428	11,267
	other ranks ..	124,072	85,585‡	7,500	7,657	354,383	265,421	495,955	358,663	302,047
		127,525	87,980‡	7,500	7,657	367,350	275,454	502,375	371,091	313,314
										263,507

\* The Horse Artillery and Infantry of the Honourable Artillery Company are included under these heads.

† This number includes chaplains who are not included in the strength of Territorial Force on 1st January, 1909.

‡ Exclusive of the following number of old Militia Reserve:—Garrison Artillery, 70; Engineers, 6; Infantry, 145; Medical Corps, 8. Total 229.

§ Excludes 645 R.A.M.C. officers of General Hospitals and Sanitary Companies available on mobilization, and 513 officers of Officers Training Corps, and officers on the Unattached List.

## APPENDIX E.

## CONTENTS.

	PAGE
COVERING MINUTE FROM CHIEF OF THE GENERAL STAFF TO THE SECRETARY OF STATE FOR WAR..	9
REPORT OF THE INSPECTOR-GENERAL OF THE FORCES, DATED 12TH NOVEMBER, 1908 .. ..	10
MEMORANDUM ON INSPECTIONS OF THE TERRITORIAL FORCE, DATED 24TH MAY, 1909 .. ..	21

Secretary of State,

The Inspector-General of the Forces being charged by the Order in Council, dated the 10th August, 1904, with the duty of inspecting and reporting to the Army Council upon the training and efficiency of all the troops under the control of the Home Government, and, generally, on the readiness and fitness of the Army for war, the present state of the Army in the United Kingdom can best be shown by the annexed Report of the Inspector-General of the Forces on these subjects for 1908, and by the annexed Memorandum on his inspections of the Territorial Force carried out during the spring of this year.

Reports of this nature have not hitherto been published, and in my opinion it is not in the interest of the public service that they should usually be published. In view, however, of the doubt which has been expressed as to the effect of recent changes in Army organization, I think it desirable to depart from ordinary procedure in the present instance. The same remark applies to the tables given in Appendices A to D.

It will be observed that, as regards knowledge and training, the Inspector-General considers the Regular Forces at home, allotted to the Field Army, to be in a high state of efficiency, and well prepared to take the field at short notice. He also reports favourably on the Regular units, not allotted to the Field Army. The Special Reserve only came into being last year on the completion of the annual training of each Militia unit. This force, therefore, is still in a transitional state; but it is satisfactory to find that, in the Inspector-General's opinion, the Special Reservists of the Artillery units which he inspected were of a good type and progressing well with their training, and that those of the Infantry units, while varying a good deal in their physique, showed a capacity for receiving instruction equal to that of recruits of the Line. Although, for the reasons given, only one Division of the Territorial Force was inspected last year by Sir John French, his report thereon is satisfactory and encouraging; and his favourable opinion has been confirmed by his recent inspections.

The Inspector-General of the Forces refers to the training of the Army as being somewhat deficient in uniformity of system as regards both adherence to authorized principles and the methods by which those principles are put into practice. This matter having been brought to the notice of General Officers Commanding-in-Chief, it is hoped that greater uniformity may be attained in the near future.

He also draws particular attention to the necessity for closer study of the details of the Administrative Services in the field. Such study will be greatly facilitated by the recent issue of the "Field Service Regulations." Moreover, by means of Staff Tours in which the Administrative Services are fully represented, and the interchange of officers between General Staff and Administrative Staff appointments, steps have been taken to impress upon Staff officers generally, the evils of isolated or dislocated plan and action, and the vital importance of all branches of the Staff working in complete unison towards the same end.

The advance made in the musketry training of the Army is brought to favourable notice by the Inspector-General, as well as the satisfactory standard of efficiency reached in the fire practice of the Royal Artillery.

With reference to the Inspector-General's remarks on the company training of Infantry in paragraph 44 (a) of this Report, authority has been given to General Officers Commanding-in-Chief to train by double companies, should they consider that the numerical weakness of the companies in their several commands renders such a course desirable.

W. G. NICHOLSON,  
C.G.S.

31st May, 1909.

## REPORT OF THE INSPECTOR-GENERAL OF THE FORCES.

### I.—GENERAL REPORT.

Secretary, Army Council,

$\frac{84}{978}$

1. On my assumption of the office of the Inspector-General of the Forces in December, 1907, revised instructions, dated War Office, 18th December, 1907, were issued by the Army Council as to the conduct of the business in the department. These are now embodied in King's Regulations, paragraphs 16 and 17.

2. This being the first year of the existence of the Territorial Force, I considered it wiser to defer making specific arrangements for its inspection, until the experience gained during this year had shown what would be the best methods by which to conduct such inspections. I may add that, although only one official inspection of a territorial division has been made during the year under report (*see* page 14), a close watch has been kept on all work done throughout the Kingdom by the Territorial Force, and points for future consideration have been carefully noted.

3. I have thought also that a little more experience as to the supervision required over the training of troops oversea is necessary, but I hope to issue detailed instructions shortly.

4. I did not assume the duties of Inspector-General until the winter training in Commands had so far advanced as to preclude the possibility of sufficient observation to enable me to judge as to the efficacy of the instruction imparted. I hope to enter fully into this subject in my next report. I may, however, remark that tests of proficiency in the subjects laid down in Chapter VII., "Combined Training,"\* form an important part of my inspection of a division. Judging from this year's experience, I have formed the opinion that, whilst much good work is done in the winter, and great pains are taken to attain to a high standard of efficiency, the instruction requires to be based on a more uniform system throughout the Army, and conducted with greater regard to the accepted principles of strategy.

5. I desire here to draw particular attention to the necessity for much closer study of the details of the administrative services of an army in the field by officers of all ranks.

6. As close an observation as possible was kept by this department upon the work done in the Commands throughout the various periods of regimental, brigade, and divisional training, and the results attained were tested, in the case of the Cavalry, Artillery, and Engineers, by exhaustive inspection of units by the Inspectors of those arms, and of the Cavalry division and three Infantry divisions by myself.

7. The condition of each arm has been dealt with separately in another part of this report (pages 6 to 13).

8. The musketry training of the Army is in a very satisfactory condition. I made a close inspection of the School of Musketry, at Hythe, and was much impressed by the excellent system which now obtains at that establishment. The system of instruction was eminently practical, and thoroughly suited to the requirements of modern war. I inspected the School during the progress of one of the "Senior Officers' Courses." These Courses find great favour with the Army generally, and are, I feel sure, of the utmost value (*see* page 13).

9. As regards the fire practice of Artillery, the standard reached appears to be quite satisfactory. My comments on the condition and training of Artillery will be found in the second part of this report (pages 7 to 9).

10. The chief criticism I have to make upon the training of the Army throughout the current year, so far as I have been able to observe it, is that there is not yet sufficient uniformity of system, either in adherence to authorized principles, or in the methods by

\* "Combined Training" has now been cancelled, and "Field Service Regulations, Parts I. and II.," and "Training and Manœuvres Regulations" have been issued.

which these principles are put into practice. I have always been a warm advocate for leaving commanders of all grades a free hand to exercise their own initiative in the training of the troops, and I should be the last to desire any change in this respect, but certain fundamental principles and methods are, or ought to be, laid down, and must be adhered to. It cannot conduce to efficiency in war for an Artillery unit, for instance, to be accustomed in one of the Commands to employ nothing but indirect fire from concealed positions, at all kinds of ranges, and on joining another Command to find exactly contrary principles prevailing. A similar state of affairs has been sometimes observed with regard to the conduct of Infantry in the fight. Principles are clearly laid down in authorised books on all these subjects, and it should not be competent for any authority to diverge from such principles.

11. The task of observing the work done in the Commands, with a view of establishing that uniformity which is so desirable, would be greatly facilitated if the periods of training laid down in the "King's Regulations" could be more closely adhered to throughout the Service. There are many local and other reasons which militate against exact uniformity being obtained, but, by the direction of the Chief of the General Staff, the Director of Military Training has represented to General Officers Commanding-in-Chief the desirability of as near an approach to uniformity as possible, and this will, I hope, ensure better results.

12. In the War Office memorandum previously referred to in this report, sanction was given for the Director of Military Training or other officers of the Headquarter General Staff to accompany me during my inspections, acting for the time being as officers of my staff. In accordance with this sanction, the Director of Military Training and other officers were present during my inspections, and rendered me most valuable help. I am of opinion that this practice is attended with the very best results, and makes in every way for efficiency.

13. Speaking generally, the conclusion I have drawn, both from my observation and inspection of forces at home during the current year, is that our Field Army, as regards knowledge and training, is in a high state of efficiency, and well prepared to take the field at the shortest notice.

## II.—TRAINING BY ARMS.

### (a.) CAVALRY.

14. From the 21st to the 28th of August last, I inspected a Cavalry Division consisting of four brigades, namely, the Household, 1st, 2nd and 4th, together with two Royal Horse Artillery brigades, on Salisbury Plain.

I consider that the brigades are efficient and well led, and that they are fit, as brigades, for active service in the field.

When working together as a division, however, the lack of control over the brigades, and the want of combination between them, convince me that the Cavalry Division has not yet reached that state of efficiency which is necessary to enable it to perform properly the duties which are required of it in war.

A Cavalry division, well commanded, and trained to act as a united body, with proper combination between its component parts, is a powerful weapon in the hands of a Commander-in-Chief in the field. The materials for forging such a weapon are at hand in our Cavalry brigades. With closer study on the part of our higher Cavalry leaders of the principles on which operations of large bodies of Cavalry should be conducted, and more practice in the combined action of a Cavalry Division at manœuvres, I am confident that our Cavalry Force can be brought to a standard of efficiency, which will fulfil the most exacting requirements.

The condition of the regiments, so far as command and training are concerned, is generally very satisfactory. There appears to be more uniformity than there used to be in the system of training, and there is certainly more uniformity in the standard arrived at in efficiency in manœuvre. I attribute this advance in efficiency in a large measure to the close supervision of the Brigadiers, and I trust that it may be found possible in the future to brigade those regiments which are still unallotted.

The two Royal Horse Artillery Brigades appeared to me to be in an efficient condition. All the batteries were well turned out, and moved well.

15. The value of the winter work varied very much in different Commands, and the same want of uniformity, to which I have referred in dealing with the other arms, was very noticeable in the Cavalry. That great and increased pains were taken during the winter in the training of the horses was clearly manifested in the Cavalry

Manœuvres, and I trust in future we may hope to see the same zeal and diligence more universally displayed in the other important branches of winter training.

I do not mean to infer, for one moment, that the Cavalry is by any means behind the other arms in this respect. What is required is a more uniform standard of proficiency.

(b.) ROYAL HORSE AND ROYAL FIELD ARTILLERY.

*Drill.*

Drill. 16. The drill of the detachments has been good and smart throughout. The Q.F. guns are now understood and appreciated by all ranks.

Driving. 17. The driving was, on the whole, good; but in some batteries enough attention had evidently not been paid to instruction in driving. Several cases have been noticed of bad driving when moving over difficult ground which led to accidents. In many cases the men are young and without much experience, but the excellence attained by some batteries shows what can be done by careful instruction even in a short time.

*Fire Discipline.*

Field Artillery Training, Section 41. 18. The procedure laid down in the sixth paragraph of Section 41, Field Artillery Training, is not followed as often it should be, it reads:—

“When the battery is to occupy a position in the open, the Battery Commander should, when possible, give all the information required before bringing the guns into action so that fire may be opened with the least possible delay.”

Failure to carry out this instruction leads to a battery remaining in an exposed position without opening fire, whilst orders as regards targets, distribution, sight to be used, &c., are being issued. It is often better to halt the battery whilst orders are being issued, and then advance rapidly into action; time will nearly always be saved by so doing.

Correcting for line. 19. Section Commanders are still too slow in correcting for line, and the distribution (especially when firing at Infantry trenches) was often faulty.

Difficulties of Battery Commanders. 20. Battery Commanders were sometimes inclined to make the difficulties for themselves by not occupying the easiest and, at the same time, the most suitable positions, and by not adopting the simplest methods for laying out lines of fire.

Ranging with one gun. 21. Ranging with one gun might be used oftener with advantage.

Heavy batteries and corrections. 22. The Commanders of Heavy batteries are, as a rule, still rather slow in giving corrections for elevation and deflection. There is no excuse for this, as the bursts of 60-pr. shell are very easy to observe.

Rapid switches from behind cover. 23. It has not been generally realized that when, in a position behind cover, a rapid switch is necessary, the dial sights must be used; the fleeting nature of the opportunity does not admit of the delay involved in shifting aiming posts. This means that Field Artillery Training, Section 23 (ii.) (b), has not been sufficiently studied.

Laying out lines of fire. 24. This is an important matter which requires a great deal of practice, and the accuracy of the lines of fire laid out should always be verified. A covered position, though necessary for practice in concealment, is not essential for purposes of instruction in laying out lines of fire; on the contrary, the selection of an objective within view facilitates verification.

Fire discipline. 25. I consider that the fire discipline of batteries of Horse, Field and Heavy Artillery has this year been, on the whole, very good, and shows a general improvement; but the importance of progressive training is by no means so generally recognized as is that of squadron or company training in the other arms. The early date (1st April) on which some units commence their annual practice necessitates, in their case, special arrangements to ensure efficient preparatory training.

Choice of positions. 26. The necessity of the exercise of individual judgment in the selection of a “direct” or “concealed” position, according to the tactical situation, is now generally recognized. Each has its merits and disadvantages, and there can be no hard-and-fast rule laid down as to their use, but I have still noticed on occasions that the importance of “cover” is considered paramount to that of “effect.” It is most desirable, in my opinion, that this idea should disappear, and that it should be realized by all Brigade and Battery Commanders that, although “cover” should be obtained whenever possible,

"effect" is the first consideration; and that batteries must be prepared to take risks, and even sacrifice themselves, if the general situation demands it.

27. The main points to be attended to when entrenching guns are, I think, now Entrench- generally understood, and batteries entrenching during the past training season have ing- followed sound principles.

28. These have been well conducted in every case. The Practice Reports have not Practice all been received, but those already rendered show that batteries at home and in the camps. colonies have been classified as follows:—

	1st Class.	2nd Class.	3rd Class.
Horse Artillery .. .. .	7	10	Nil.
Field Artillery .. .. .	25	45	8
Heavy Artillery .. .. .	1	4	1

29. The classification of the Divisional Artillery represents a considerably higher Divisional standard than any previously reached, and, after allowing for the progress due to Artillery. increased proficiency in the service of the gun, may be attributed to the circumstances that under the divisional organization, Divisional Artillery Commanders conduct the practice and classify the units of their own Command. Hence the number of 1st and 2nd Class batteries in a division will not always represent the real state of the batteries in that division as compared with those of the other five divisions. It is, I understand, under consideration whether some modification of the present system of estimating the efficiency of units of the Divisional Artillery is not desirable.

#### Horses.

30. The excellent condition of the horses of almost all the brigades of Horse and Condition. Field Artillery in the United Kingdom shows that horsemastership has reached a high standard. There are still, however, a few brigades that stand in need of improvement in this respect.

31. The stamp of horse in both Horse and Field Artillery is very good. Stamp.

#### Riding.

32. The riding of officers, non-commissioned officers and men of both the Horse Riding of and Field Artillery is, on the whole, very good. The instruction given to rough-riders officers, at the Riding Establishment is very thorough, and produces good results when these N.C.O.'s and men. men return to their batteries. More riding and jumping without reins is required in some batteries. The difference in the display of horsemanship over jumps between the horsemen of batteries in which the men have been taught to jump without reins, and of those in which it has not been practised, is very remarkable.

33. Both Morse and semaphore signalling have reached a high standard in the Signalling Horse, Field, and Heavy Artillery, and are extensively used.

34. This is not satisfactory, and I trust that when a "one-man" range-finder is Range introduced there will be improvement. taking.

35. The use made of these men, their powers and grasp of the tactical situation, "Look-out men. varied very much. On the whole, their value, if properly trained and employed, is beginning to be realized.

#### (c.) ROYAL GARRISON ARTILLERY.

36. The stamp of officers, Royal Garrison Artillery, has in no way deteriorated. Officers. They are well educated, keen, and working conscientiously in the best interests of their profession. They are fit to take up any military duty they may be called on to do, and do it well. The training at the Royal Military Academy is sound and practical and leaves but little to be desired.

The young officers in particular have a very useful practical knowledge of the mechanisms and technical conditions of the armament they work with, and each year there is an advance in this particular. The orders of the Army Council to the effect that they shall be able to attend to all ordinary mechanical adjustments and minor repairs in the various mechanisms and gears connected with the guns and mountings,

without being too dependent on the Inspector of Ordnance Machinery and artificers, seems to be carefully observed and to bear good fruit.

37. The men are of good physique and class. Their education seems up to standard, they are ready to learn, and are intelligent.

There is a satisfactory uniformity in the system of drill and training at the various stations, with a few exceptions.

38. There is a tendency in some companies to alter drill, and it is not uncommon to find variations of the generally established drill book system. This is, to some extent, justified by the rules laid down in "Practice Seawards," which seem to allow Coast Defence Commanders some latitude provided the School of Gunnery is informed.

I am all in favour of local commanders bringing forward, after practical experience, what they find to be improvements, and taking the decision of higher authority as to whether they are to be permitted or not. But such departures from regulation must be exceptional, and entirely experimental, as otherwise uniformity becomes difficult to guarantee; and in cases of class firing, the only really fair way of arriving at a comparison of different units is to try and make conditions identical as far as is possible.

39. Some stations which do not have night practice, might, with a little more management and by careful experiments, gradually introduce it. Local prejudices and apparent difficulties with regard to traffic, &c., often yield to tactful and judicious firmness.

40. At certain small coast stations where there is not a Regular unit of Royal Garrison Artillery allotted, but where there is an armament which requires a detachment of Royal Garrison Artillery, either from a company or District Establishment, to keep it in an efficient state, it behoves Commanding Officers to pay special attention to the training of these men. Unless the men are regularly relieved to attend a course of instruction with a service unit, there is a danger of their becoming only caretakers and nothing more, as often there are not enough of them to form into an efficient gun detachment for drill and practice.

In cases where the Commanding Officer finds that want of numbers makes proper training difficult, he should see that the men take their places in the detachments of the Territorial Royal Garrison Artillery when at drill. Their knowledge of armament and stores and (in many cases) "specialist" qualifications would thereby be usefully employed, and benefit and increase the efficiency of the Territorial unit with which they were amalgamated.

41. The winter system of training is complete, suitable, and useful.

#### (d.) ROYAL ENGINEERS.

42. The turn-out and stable management of the Field Troops have attained a higher standard than last year, when it was very low indeed, and left much room for improvement. There has been a considerable advance in the right direction, but there still remains much to be accomplished.

Three Field Troops carried out their pontooning at Christchurch. This site is in some respects suitable, especially for the swimming of horses, but the bridging of the stream at this point appears to present few difficulties. However, it has considerable advantages, and for two years out of every three the training of the Field Troops in bridging might well be carried out here.

43. The standard of the turn-out and stable management of the Field companies is lower than last year. In some few companies I believe officers do not attend morning stables, and this is quite sufficient to account for the want of condition in the horses which I have observed in many cases.

I was sorry to find that in many cases the Field companies were not worked by half companies, each in charge of a subaltern, and that there was a tendency to give the charge of the mounted portion to one subaltern and the dismounted to another. This arrangement would not work in war, and should be discouraged.

#### (e.) INFANTRY.

44. Although the company and battalion training witnessed this year was considered, on the whole, satisfactory, and attained to a very fair standard of efficiency, certain causes (some no doubt unavoidable) would appear to have prevented such training from being as progressive and continuous as is obviously intended by the Regulations and Training Manuals.

The following were considered some of the factors acting adversely to a really progressive or entirely satisfactory training :—

In company training—

- (a.) Numerical weakness of many of the companies, especially in the early part of the training season.
- (b.) The deficiency of subaltern officers in many units during company training, often owing to their absence on other duties, such as Mounted Infantry, signalling, musketry, &c.
- (c.) In some cases the apparent omission to carry out thoroughly certain items of the winter training, as outlined in Section 177, paragraph 5, Infantry Training (instruction of scouts, visual training, semaphore signalling, training of signallers, &c.). The undue amount of time given to these points during company training is at the expense of more advanced subjects, which can only be usefully practised when a complete company is assembled for its annual course of training.
- (d.) The over importance attached to the completion of the lengthy course of physical training for recruits, which sometimes causes them to forego entirely, for their first year, the valuable instruction of company training.
- (e.) The very variable conditions as regards allotment of time for company training in several Commands, viz., in some units company training commencing on 1st March was practically continuous, and concluded 30th April; in others it extended from 1st March to 1st July and later; in some few cases it did not commence until 1st April.

In battalion training again, whilst some units have had a complete month others have had as little as 7 days.

- (f.) The difficulties as regards suitable training ground in the vicinity of certain stations.

To deal with the foregoing points in succession.

Although the difficulties experienced in various districts of providing suitable training areas, and, with the limited range accommodation, of fitting in the necessary musketry training, is fully recognised, it is suggested that a more satisfactory and progressive training might be attained by amendment on the following lines :—

- (a.) That training by double companies should be carried out, as generally as possible; everything seen this year pointed to the greater interest displayed, and the greater efficiency in work attained by the numerically stronger units.
- (b.) That company officers should never, except under absolutely unavoidable circumstances, be detailed for other "courses" or duties during the important period of their company's training.
- (c.) The points mentioned under this subhead hardly require comment or suggestion, it being entirely a matter of a proper system in units, and of acting up to regulations and manuals. The question, however, of signallers not being taken away from their companies during the company-training period, perhaps requires closer consideration.
- (d.) This question appeared to be dealt with in somewhat varying methods at different stations, but as I understand that the matter is generally under consideration at Headquarters it is perhaps unnecessary to make suggestions.
- (e.) It is recognised that the requirements of fitting in the musketry, and the difficulties as to training ground, may account in a great measure for some of the company training extending so late into the summer, but it is apparent that the variations in different Commands are not wholly due to these causes. It is submitted that, unless unavoidable, musketry training should not be carried out concurrently, nor on alternate days with (at any rate) the first fortnight of the training of a company, as in that preliminary period of the work it is most important that the instruction should be systematic, progressive, and thorough, and any extraneous interests or diversion will undoubtedly detract from the benefit and value of the company training. It would appear to be advisable that the company training of all units at home should, without exception, begin on or before 1st March.
- (f.) This question would appear to be outside the province of this report, but it might perhaps be represented that more opportunities for the training of



companies, over typical English enclosed country, are greatly required, and it is suggested that by direct personal dealings between regimental officers and farmers or tenants, and the avoidance of official correspondence, more facilities might be obtained in this direction, and at comparatively trifling cost.

- Fire action. 45. In some battalions, and even in larger bodies, the true principles of fire action do not seem to be understood. In "Combined Training,"\* it is laid down (Chapter VI., paragraph 105) that, "all movements on the battlefield have but one end in view, the development of fire in greater volume and more effectively directed than that of the opposing force." The regulations for Infantry action emphasize this principle repeatedly, yet I have seen, this year, successive lines of Infantry widely extended and still advancing, within decisive range of an enemy's position, without having formed, at any stage of the attack, a firing line at closer interval than three or four paces. I fear that there is some misapprehension of the true value of extended formations; that it is not generally understood that such formations, adopted in order to avoid loss in the approach to the enemy, must be abandoned at any stage of an action when it becomes necessary to gain superiority of fire.
- Service equipment. 46. Service equipment was generally, but not invariably, carried by the men throughout their training. I have observed that at manœuvres, when the equipment is universally carried, the men who have worn it continuously are generally more fit and active than those who have not been accustomed to it.
- Machine guns. 47. Good results have accrued from the system adopted in some brigades of brigading machine guns for training, as well as for field operations, under a competent officer. It is desirable that machine guns should be used at the advanced tactical training of companies and battalions; it is not always possible, however, to supply horses, and the issue of the approved limber wagon was not complete.
- Pack animals. 48. It would be an advantage if a proportion of pack animals (horses, mules, or donkeys) could be provided during the training season for companies and battalions, for the purpose of carrying entrenching tools in the field, and for the practice of getting up the reserve ammunition. This course was adopted in the 6th Division with good results.

(f.) ARMY SERVICE CORPS.

- General efficiency. 49. On the whole, the general efficiency of the Army Service Corps units has been found satisfactory, and the condition of the horses denotes careful horsemastership.
- Training. 50. The training of the units has, in a few cases, been found unsatisfactory, and some Company Commanders hardly display a sufficient knowledge of the method of imparting drill in the limited number of movements essential for their companies to know. Some also have been found backward in the method of drilling a ride.
- Recruits. 51. In these days of short service when the recruit must have his training completed by a Company Commander after joining a Service Company, and men pass so quickly through the ranks, it is more than ever necessary for the officers to be competent instructors, and to realize fully that much time and attention is required to ensure good results.
- Drivers. 52. It has also become necessary to realize that, with the younger and less experienced stamp of driver now in the ranks, more time should be set apart for company training. It is, no doubt, difficult to do this at many stations without incurring more expense in hirings, but as much of a man's training has to be completed after he leaves the dépôt, it follows that, unless some time is periodically set apart by Commanders-in-Chief for such purpose, it is impossible to expect good results. Indeed, it is often gratifying to witness the efficiency which is frequently attained under adverse circumstances with few opportunities afforded of gaining instruction.
- Instruction of officers and N.C.O.'s. 53. As the officers of the Army Service Corps are combatant officers, and called upon to pass the same examinations as those of other arms of the Service, it is essential that they should be afforded opportunities of maintaining an efficient standard.
- Horses. 54. In regard to the stamp of draught horses purchased for the Army Service Corps, I am of opinion that they should scale at least 11 cwt., as lighter animals are hardly fitted to cope with the loaded General Service vehicles. Moreover, horses of a lighter stamp, showing some breeding, take too much out of themselves when hauling loads by fretting and impetuosity.

\* "Combined Training" has now been cancelled, and "Field Service Regulations, Parts I. and II.," and "Training and Manœuvre Regulations" have been issued.

## (g.) ARMY MEDICAL SERVICES.

55. During the drill season a large number of Medical units belonging to the Royal Camps, Army Medical Corps, Regular and Territorial, were seen in camp.

56. The training undergone was of value to the officers, non-commissioned officers Training in and men engaged, and the benefit of a period of camp life is particularly noticeable in camp. the case of a corps like the Royal Army Medical Corps, whose ordinary duties in garrison consist so largely of indoor work. But while all ranks benefitted, the Inspector of Medical Services reports that the training did not effect all that they should have done, as the exercises were too often confined to technical drills and instruction in first aid, &c. If the most is to be made of the time in camp, it is necessary that as much preliminary work in first aid, &c., should be done before the training as a field unit begins. At small stations there are difficulties in the way of adequate preliminary instruction, but at very few it is impossible to afford the non-commissioned officers and men of the corps sound instruction in first aid, including the carriage of wounded men. If this preliminary instruction is sufficiently thorough, a very short period should suffice for corps drills and exercises when the unit gets together in camp, and so permit a definite scheme of progressive work to be entered upon. This might begin, on the part of the officers, with a study of the organization and rôle of the unit, and such portions of "Combined Training"\* as are applicable to their branch of the Service, while the non-commissioned officers and men might be exercised in the packing and loading of the technical equipment, the pitching and striking of camp, field sanitation, &c. The next stage might include, for the officers, the study of ground, map reading, estimation of distances with reference to the ordinary danger zones for rifle and shell fire, and the selection of suitable sites for dressing stations and camps; while, for the non-commissioned officers and men, the application of first aid to wounded men in the field might be combined with work likely to develop their intelligence, such as the differentiation of cases requiring hand-carriage from those suitable for rougher methods of transport. Later, the unit might be exercised as such with reference to defined tactical formations and situations and, at this stage, the active assistance and co-operation of the Staff is most desirable.

57. In the past the field training of Medical units has been of so technical a Tactical character as to minimize the participation in it of Staff officers responsible for the practices. general direction of training, and so long as the instruction is practically limited to corps drills and first aid, there is little opportunity for profitable intervention. The final stage of the training should include practical problems involving the actual removal from the field and disposal of large numbers of wounded men, while the unit should, before the training is concluded, be exercised with troops.

58. The participation of Medical officers in Staff Rides has emphasized the Staff Rides. necessity for systematic instruction in Military Administration, &c., as part of their training, and the plan of special rides, having for their object the solution of some of the medical problems of war, and attended by officers of the General and Administrative Staff, might be more generally adopted than it is.

59. In such exercises, field sanitation and the best methods of dealing with Field outbreaks of epidemic disease likely to impair the military efficiency of a force should sanitation. be included. A Sanitary Section, such as would be employed in a large camp on a line of communication, was trained at Strensall with satisfactory results. How far such a section would be adequate under war conditions for a camp of 3,000 or 4,000 men could not, under the conditions prevailing at Strensall, be demonstrated, but, as far as could be judged, it would be quite sufficient. The section is a convenient unit, inasmuch as it includes a specially qualified officer, but it would permit of greater elasticity if the personnel for a large camp could be found by an aggregation of sanitary squads, to which, when circumstances demanded it, an officer could be added. The difficulty as regards War Establishments might be got over by allowing a larger number of squads, and attaching two special officers to the Deputy Director, Medical Services, for work with these squads.

60. Where equipment complete in every respect is not issued to units for training, Loads. the deficiencies should be represented by dummy packages, as, if the loads are not complete, officers and men cannot be taught how best to pack, i.e., what to load first, &c., matters that can only be learnt from experience, as they cannot be specified in load tables.

\* "Combined Training" has now been cancelled, and "Field Service Regulations, Parts I. and II.," and "Training and Manoeuvres Regulations" have been issued.

## (h.) ARMY ORDNANCE CORPS.

- War training. 61. I have embodied in a separate report certain suggestions for the training of the Army Ordnance Corps in war duties.
- Rank and file. 62. The rank and file of the corps are generally efficient, and the training as combatant soldiers which they now receive, consisting of a recruit's course at Woolwich and thereafter an annual course of musketry with one parade a month, is considered sufficient.
- Technical training. 63. Their technical training, both as artificers and for other departmental duties, is obtained by actual experience.

## III.—REPORT OF INSPECTIONS CONDUCTED BY THE INSPECTOR-GENERAL.

## (a.) EDUCATIONAL ESTABLISHMENTS.

64. I inspected the Cadets of the Royal Military Academy on Salisbury Plain on 28th July, 1908. I was very favourably impressed with their appearance and physique. The Senior Term paraded for my inspection as Mounted Infantry, the Middle Term as Field Artillery, and the Junior Term as Infantry. The turn-out and drill were very good, I also saw them at stables and ascertained by questioning that they had attained some proficiency in horsemastership.

65. I inspected the Cadets of the Royal Military College at Camberley on 29th July. The Cadets were of excellent physique, and well set up, and performed their parade movements steadily. The standard of riding generally did not impress me very favourably, but I am informed that only about 15 per cent. of the Cadets had ever ridden before joining the College, an indication, possibly, of the general replacement of the horse by the motor car. The horses of the riding establishment are of an excellent stamp, looking in good condition and well turned out. The saddlery was in good order and well fitted.

I saw the Cadets at work in the gymnasium, and specimens of their topographical work were submitted to me. Altogether I think the College is in a thoroughly satisfactory condition, and is turning out a good class of young officers, as well fitted for their positions as is possible in the short period of instruction.

66. I inspected the School of Military Engineering at Chatham on 2nd April. The various departments were generally in good order; the sole fault which I observed has been already remedied. The recruits of the Training Battalion were smart and well set up, and drilled with extreme accuracy.

This establishment is much hampered by lack of suitable ground for practice in field work. I have already brought this point to notice.

67. I inspected the School of Musketry at Hythe on 24th July, 1908, and formed a very favourable opinion of the instruction, both theoretical and practical, which is given there. The Staff of the School appear to have a thorough grasp of the true principles of fire action, and every detail of the practical instruction appears to be based on these principles. I was particularly impressed by the value of the system of "Senior Officers' Courses," by means of which these officers are made conversant with the development of arms and the consequent alteration in methods of fire action.

I have observed, and my opinion was endorsed by the Commandant of the School of Musketry, that there is a want of uniformity of standard in the musketry training given in battalions. A considerable number of officers and non-commissioned officers present themselves at the courses at Hythe with insufficient preliminary training. I consider that, if Brigadiers would investigate more closely the system of training, and the efficiency of the instructors in battalions under their command, an improvement in this matter would be effected.

The condition of the School of Musketry, from a training point of view, is eminently satisfactory.

## (b.) FIELD ARMY.

68. I inspected this year the Cavalry Division and the 3rd and 6th Divisions, the first in manœuvre, the others both by Staff tour and in manœuvre. The 5th Division also was detailed for inspection, but I regret that, owing to the inclement weather, it was found necessary to send the troops back to their barracks. I was able, however, to carry out the Staff tour which was included in the inspection of this Division.

The inspection of the 18th Infantry Brigade, which forms part of the 6th Division, was conducted separately.

(c.) COAST DEFENCES.

69. I have inspected this year all the coast defences at home with the exception of North Ireland, Berehaven, Falmouth, and Newhaven, and have already reported separately and confidentially upon them.

(d.) DISTRICTS AND INFANTRY DEPÔTS.

70. I inspected the Guards Depôt at Caterham on 25th April, the Headquarters of No. 3 District, and the Depôts of the East Lancashire and Loyal North Lancashire Regiments at Preston on 1st May, the Headquarters of No. 1 District and Depôt of the Royal Highlanders at Perth on 5th May, the Depôt of the Gordon Highlanders at Aberdeen on 6th May, and the Headquarters of No. 6 District and Depôts of the South Staffordshire and North Staffordshire Regiments at Lichfield on 8th August.

71. The District Headquarters and Record Offices appeared to be in good order and well managed. From a close inspection of the Record Offices, however, I formed the opinion that, although individually well managed, they are not worked on a uniform system. It would be advisable to have the different systems investigated in order that the most efficient and economical may be selected and approved.

72. The arrangements for mobilization in those districts which I inspected appeared to be complete and satisfactory.

73. The depôts which I inspected were generally in good order, and the training of the recruits was being carried out on good lines. I recommend, however, that the system, adopted at the Guards Depôt, of having temporary as well as permanent instructors should be extended to depôts of the Line. I consider that the period of attachment to depôts of non-commissioned officers of the Line is too long; that these instructors "settle down" too much and are apt to lose keenness. A more frequent interchange of instructors between the home battalion and the depôts would, in my opinion, lead to better training.

74. It is also essential that the best officers and non-commissioned officers should be selected for service at the depôt. The early training of recruits is a matter of the first importance, and the careful selection of efficient instructors will undoubtedly tend to increase the efficiency of battalions.

75. The arrangements for receiving recruits at the depôts are not, in all cases, satisfactory, although in some cases this may be due to want of accommodation. The system adopted at Caterham seemed to me to be worthy of imitation.

(e.) SPECIAL RESERVE.

76. I inspected special reservists of the Infantry at all the depôts which I visited, and also saw Artillery reservists at Preston, Glasgow, and Edinburgh, undergoing instruction with training brigades.

77. The Artillery special reservists are of a good type, and were progressing satisfactorily with their training. I see no reason, at this stage, to doubt that these men will form an efficient reinforcement for the Regular Artillery.

78. The Infantry special reservists vary a good deal in physique and are not, generally, up to the physical standard of the Artillery reservists. In capacity for receiving instruction, however, I could observe no difference between the Reserve recruits and those of the Line, the squads of the same date having, in each case, attained a similar proficiency.

79. It is unnecessary for me to remark on the special reservists who have joined that force as trained militiamen. There has not yet been time for the altered conditions to affect their previous standard.

(f.) TERRITORIAL FORCE.

80. During this year of transition, I have thought it advisable to refrain from any complete inspection of the Territorial Force. I therefore visited only the West Riding Territorial Division in its camp at Redcar on 5th August.

81. The result of this first inspection of a concentrated Territorial Division is, in the highest degree, satisfactory and most encouraging. The important point to notice is

the extraordinary keenness, the desire to make progress, the zeal, and the energy displayed by all ranks from General to private.

The weather was cold and rainy. The ground over which the day's manœuvres took place was very hilly, rough, and wooded, and a high trial to troops, especially Artillery. The physique of the men was decidedly good on the whole, although here and there one saw undersized men. The general standard of intelligence was very satisfactory.

82. The Artillery struck me more than any other Arm. They had only received their horses some four or five days before, yet all the harness was carefully fitted, and the guns were quite able to move steadily over very rough ground. Their condition surprised me greatly, and I am now quite convinced that after 4 months' continuous training these batteries would be able to perform very valuable service.

The Howitzer battery was, naturally, more backward in mobile power than the Field batteries, but even with them an excellent start has been made.

83. The clothing and equipment seemed good and serviceable so far as my short stay with the Division enabled me to judge.

84. Army Service Corps and Medical units, although not complete, were in working order, and their presence illustrated forcibly the value of the principle of making the Division complete in itself.

(g.) CONCLUSION.

85. In this report I have dealt chiefly with those duties of the Inspector-General which are detailed in paragraph 16 (i.) (a) and (b), King's Regulations.

Paragraph 16 (i.) (c) runs as follows :—

“By inspection, either personally or through his subordinates, keep the Army Council informed of the state of the Army at home and in the colonies, as regards both personnel and equipment.”

86. The method I have adopted in carrying out these instructions has been to report periodically to the Army Council any technical defects, or possibilities of improvements, which I have observed, or which have been brought to my notice by Inspectors.

87. The great object I have endeavoured to attain has been to constitute the Inspector-General's Department as a link by which to connect the Army Council with the troops, and in pursuance of this policy, it has been my practice to report personally to the Chief of the General Staff the general result of the work of observation and inspection which is in progress.

88. These reports are made as frequently as circumstances will permit, and, not only keep the Army Council informed as to the state of the troops, but also afford me valuable opportunities of ascertaining the views and policy of the War Office. I am thus enabled to furnish the Army Council with the information they most require, and am in the best position to impress their policy upon the troops I have to inspect.

89. I hope, by this means, to be able to secure that uniformity of training which is so necessary for a field army whose units are constantly moving from command to command, and from division to division, and on similar lines to assure myself that the limited time available for the training of the Territorial Force is used to the best advantage.

J. D. P. FRENCH, *General*,  
*Inspector-General of the Forces.*

HORSE GUARDS,  
12th November, 1908.

## MEMORANDUM ON INSPECTIONS OF THE TERRITORIAL FORCE.

## (1.) NATURE AND OBJECT OF INSPECTION.

My recent inspection of the Territorial Divisions and Mounted Brigades took the form of personal visits to the Headquarters of each Yeomanry Regiment, Battalion, Artillery Brigade, and Administrative Unit, where I was met, in most cases, by the Commanding Officer of the unit, the Adjutant, the C.R.A. or Brigadier, the Divisional Commander, and a representative of the local County Association.

The drill halls, armouries, messes, recreation rooms, &c., were then inspected, and proposals for new buildings and alterations examined.

I saw the Field States, and enquired closely into recruiting resources and prospects, as also into all subjects connected with the general efficiency of the units.

The particular object I had in view was to get into touch with the Territorial Force; to look into its organization and methods; to ascertain, as far as possible, by personal investigation the fitness of Divisional Generals, Brigadiers, Staff Officers and Adjutants for the work they have to do, and to get some idea of the class of the commanding and other regimental officer.

I wished also to enquire into the condition of the Administrative Services; the state of recruiting, both as regards quantity and quality; the adequacy of buildings, drill grounds, quarters, equipment and stores; the general system of training, and facilities for efficient musketry instruction, and, as regards the mounted units, the methods adopted to impart instruction in riding and driving.

In summarizing the results of my inspection, I have followed the same system which I have habitually adopted in reporting upon both Regular and Territorial divisions.

## (2.) COMMAND AND STAFF.

(a.) *Command.*

Whilst some Divisional Commanders are, no doubt, better than others, I have formed the opinion that all are doing good work, and as a whole justify their selection.

Amongst the Brigadiers and C.R.A.'s there are some who might be improved upon.

I regard the careful and judicious selection of Divisional Commanders and Brigadiers of the Territorial Army as the absolute corner stone on which the whole structure of efficiency must rest.

The task entrusted to them is of a more difficult nature than in the case of Regular troops, and I believe that young, capable, and active men are as essential in the former as in the latter. In fact, these appointments should be regarded as stepping stones to the command of Regular brigades and divisions, and officers on being appointed to a Territorial Command should be made to understand that their selection for a Regular Command depends entirely upon their success or failure.

The establishment of this principle is quite as necessary in the case of C.R.A.'s as in that of Brigadiers.

It is a matter for consideration whether sufficient inducement is held out to C.R.A.'s and Brigadiers to secure the services of the only class of man who can really bring about efficiency in the Territorial Force.

(b.) *Staff.*

The General Staff Officers of Territorial Divisions appear to have been chosen with great care, and are generally, in my opinion, well fitted for their posts. I consider that these young officers are obtaining very useful training in their present appointments.

The Deputy-Assistant-Adjutant and Quarter-master-Generals of divisions vary more in efficiency, some being very good, while in others I think there is room for more energy, and perhaps for more ability. I consider that even more care should be exercised in the selection of these officers than is necessary with the General Staff, for there is no Staff College qualification or report to guide those by whom the selection is made. Moreover, these appointments give to officers an opportunity of distinguishing themselves in extra-regimental work, and should, therefore, be reserved for the very pick of the regimental officers.

From what I have seen of the Administrative Medical Officers of divisions, I have formed the opinion that they are very keen and hardworking, and have acquired considerable knowledge of the administrative duties of their appointments.

As regards the mounted brigades, so far as I have been able to judge, the Brigadiers, Staff, and Commanding Officers are fit for the positions they hold, but in their case I should prefer to defer comment either way until a future report.

## (3.) ADMINISTRATIVE SERVICES.

I have been most favourably impressed by all I have seen of the Engineer units of the Territorial Army. Both Field and Telegraph companies are generally recruited from expert sources. They are thoroughly well supervised and officered, and display great keenness.

There have been many complaints of lack of equipment, which have been specially reported by me, but I am aware that these deficiencies are being made good as quickly as possible.

In most divisions the Engineer units occupy good quarters, but in this respect the needs of the Home Counties Divisional Engineers at Bedford, the Engineers of both London Divisions, and those of the Welsh Division at Cardiff are very urgent, and I recommend that immediate attention be paid to them, as from the point of efficiency they are in no way behind the Engineers in other divisions.

The Supply and Transport companies appear to recruit largely from expert sources, but I have really seen no headquarters with anything like adequate accommodation. They are indeed labouring under very great difficulties, and doing their utmost to struggle against adversity. They are a valuable force with great possibilities, and deserve encouragement.

The question of Adjutants in this branch of the Territorial Force is one of great importance. It appears at present that each unit only gets a part of the services of an Adjutant, a great deal of whose time is otherwise employed with the Regular forces. If complete efficiency is to be attained some alteration must be made in this system.

The Divisional Field Ambulance Service is taken up with much keenness and vigour throughout the country, and they are being commanded and organized by medical practitioners of considerable local reputation. The only really adequate quarters which I have so far seen are those occupied by the Field Ambulance Corps of the East Lancashire Division at Manchester.

I have observed that the system of transport for medical units of the Territorial Force differs from that authorized for the Regular army. Apparently medical units are to supply their own transport, and in order to do this must train their men to ride and drive, but it does not seem that any steps have been taken to supply them with instructors in mounted duties. In many places, therefore, no instruction at all in these duties is being given, nor do I see any immediate prospect of these medical units becoming mobile.

#### (4.) RECRUITING AND ENTRY OF OFFICERS.

(Class of man and officer.)

I have reason to believe that both officers and men of the Territorial Army are generally of a suitable class. The strength of the units is quite satisfactory, and recruiting is proceeding briskly nearly everywhere.

There is a considerable shortage of officers, but this is often due to the desire of Commanding Officers to obtain the best class they can.

#### (5.) HORSE SUPPLY FOR MOUNTED UNITS.

(Particularly for instructional purposes.)

The best system I have seen is that adopted by the West Lancashire Association in Liverpool. They have a committee called "The Horse and Traction Committee," who buy horses for both riding and driving. They have a well-equipped full size riding school with accommodation close by for 120 horses. They have about 96 horses in their possession. There is also a ground for exercising and riding drill.

This establishment is used entirely for the instruction of mounted units in the command.

I have seen nothing of the kind elsewhere, and it might be well to consider the advisability of recommending the adoption of the principle in other commands.

In other divisions the systems vary. Some units are given a certain sum of money and allowed to hire horses, whilst in others a certain number of horses are bought by the Association and handed over to the unit.

Next to those obtaining in the West Lancashire Division, the best arrangements seemed to me to have been made at Sunderland by the 3rd Field Artillery Brigade of the Northumberland Division, and in Bolton by the 2nd Field Artillery Brigade of the East Lancashire Division.

As regards the Yeomanry it is satisfactory to note that in most regiments a large proportion of the horses belong to the men. In units where this is not the case, a good class of horse appears to be obtained by hiring, but some investigation in the working of this system is necessary because it would be found on mobilization that the same horse was claimed by two or three corps.

A few mounted units are in the habit of borrowing horses from the regulars in their neighbourhood. I do not think this is a sound arrangement. The horses of regular mounted units either do sufficient work to keep them fit for war, or they do not. If they do, extra work should not be imposed upon them. If they do not, the regular unit cannot be as efficient for war as it should be.

#### (6.) BUILDINGS, ESTABLISHMENTS, GROUND, &c., AT HEADQUARTERS OF UNITS.

These of course vary very much in different commands.

I saw most of the plans which had been put forward by the Associations to the War Office, and visited proposed sites, &c. In two cases, the provision of new quarters is of extreme urgency. These are, the Heavy batteries of the East and West Lancashire Divisions at Liverpool, and the Heavy battery of the West Riding Division at York. Other urgent cases have been mentioned in my detailed inspection reports.

It has lately been decided that a share of any money obtained by letting drill halls, &c., is to be given to the County Association concerned. From a business point of view, I think that better financial results would be obtained if a percentage were allotted to the funds of the unit.

#### (7.) QUESTION OF RANGES (ARTILLERY AND INFANTRY).

I do not propose to comment upon Artillery ranges, as their great deficiency is well known, and as I believe, receiving attention.

As regards rifle ranges, conditions vary very much in different parts of the country, but I should say that not more than half of the Infantry units of the Territorial Force possess adequate range accommodation. Nearly all have miniature ranges, and in one battalion (the 6th Bn. Essex Regiment at West Ham) I saw a very good 100 yards underground range. Many battalions are in possession of sub-targets, with which they have provided themselves. This is a most satisfactory proof of keenness to excel in shooting. If the matter is only seriously taken up, and General Officers Commanding-in-Chief are urged to give it their full attention, I have seen enough to feel absolutely sure that very much more might be done in extending range facilities in places where they are either very deficient or do not exist at all.

The choice between reconstruction and repair of certain rifle ranges requires some consideration. There are ranges which, if not reconstructed, cannot be kept in repair by the funds available to County Associations. In some counties, indeed, the ranges have fallen into such disrepair that no musketry is possible unless the Association takes the risk of spending money on unauthorized reconstruction, or rather on reconstruction, authority to undertake which has been refused. Glamorgan is a case in point.

Some existing ranges are so inaccessible that it has not been possible to make arrangements for carrying out the test firing.

## (8.) PERMANENT STAFF.

I have been forced to the conclusion that a considerable proportion of the Adjutants of the Territorial Force are either unfit for their appointments, or do not take their duties sufficiently seriously. I fear that by very many officers these Adjutancies have, for many years, been looked upon as "soft billets," and certainly there has not been up to now any very effective method of stirring up those officers who were idle or lazy. In my opinion, the appointment of Adjutant is one of the most important in the Territorial Force, and it is essential for the efficiency of the Force that the best available officers should be selected, and that they should be kept up to their work. At present the position offers few advantages, and has certain disadvantages which deter many keen officers from considering the possibility of accepting these appointments.

If the conditions of such employment could be rendered more attractive, possibly the best men might be induced to serve for a time with the Territorial Force; and in order to prevent those who are not the best from deteriorating, I consider that adverse reports on Territorial Adjutants should be regarded just as seriously as if those officers were serving with their Regular regiments.

With regard to the Instructors also, certain improvements have been suggested to me which I am bringing to the notice of the Army Council. There ought to be inducements for smart non-commissioned officers to go as instructors to a Territorial unit, and the inducements should be of such nature that they will lapse if the non-commissioned officers are returned to their regiments as unfit.

## (9.) COURSES OF INSTRUCTION.

I have not touched upon the question of officers being allowed to attend a 14 days' course, as I understand this is already sanctioned in principle, and I am also aware that the question of laying down a regular syllabus for officers attending Regular units for instruction is receiving attention.

## (10.) STORAGE.

I was very much struck with some battalions in the North by the system of storing men's kits in numbered pigeon-holes, very similar to the methods adopted in Regular mobilization stores.

It would be useful to consider the advisability of laying down this system as an order to be adhered to by all units of the Territorial Force.

J. D. P. FRENCH, *General,*  
*Inspector-General of the Forces.*

HONOR GUARDS,  
24th May, 1909