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CHIEF OF NAVAL OPERATIONS



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THE BRITISH EMPIRE

1. POLITICAL ORGANIZATION

1. Preliminary remarks.

The term "British Empire" is strictly a descriptive one, usually used in its territorial sense to mean all territory over which the British Government exercises control. This includes the dominions, colonies, protectorates, and mandates. It is distinctly not synonymous with the term "British Commonwealth of Nations", although there is a recent tendency among the British themselves to so regard it. The Imperial Conference of 1926, under the chairmanship of Lord Balfour, declared the definition of dominion status as follows: "They (the United Kingdom and the dominions) are autonomous communities within the British Empire, equal in status, in no way subordinate one to another in any aspect of their domestic or external affairs, though united by a common allegiance to the Crown, and freely associated as members of the British Commonwealth of Nations." It is apparent from this official declaration that the British Commonwealth of Nations means no more than the United Kingdom and the self-governing dominions of Canada, Australia, New Zealand, South Africa, Irish Free State, and Newfoundland (at present the dominion status of Newfoundland is temporarily suspended owing to financial difficulties). Actually they constitute a league within the British Empire. In international relations or diplomacy the term "British Commonwealth of Nations" has no formal significance. Although the term "British Empire" is most frequently used in its territorial sense, it is of interest to note that in the official listing of its membership in the League of Nations (*Annuaire de la Société des Nations*) it is recorded as *Empire Britannique*. In effect, however, this membership is only that of the United Kingdom of Great Britain and Northern Ireland, since, with the exception of Newfoundland, the British Dominions and India (which is not a dominion) are individual members in their own right and have independent voting power.

"Great Britain" is a term which, when used in a strictly territorial sense, means England, Scotland, Wales, the Isle of Man, and the Channel Islands. But when used in the political sense it also includes Northern Ireland. Politically one speaks of the United Kingdom of Great Britain and Northern Ireland. The term "United Kingdom"

is merely the shortened form of this expression, but the shortened form is commonly used in a territorial as well as political sense to include Northern Ireland. Again, the term "Great Britain" may be used in the larger political sense to include all the dominions, colonies, and dependencies which together make up the British Empire. Such is its meaning when one speaks of the Government of Great Britain, rather than the Government of the British Empire.

2. United Kingdom.

The form of government of Great Britain is that of a hereditary, limited, and constitutional monarchy. An eminent French writer on government has declared that such a thing as the English constitution does not exist, because in his mind constitution means a perfectly definite thing to which nothing in England conformed. But an Englishman, in speaking of his Government, does not use the term "constitutional" as pertaining to a single authoritative document, or a small group of documents, which embody the fundamental institutions of state. Rather he applies it in the sense that it pertains to Magna Charta (1215), to laws made and amended in the course of centuries, to tradition, to precedent, and even to customs, that by long usage and acquiescence of the people have become generally recognized as having the force of law. The so-called "constitution" is not only elastic in practice but largely unwritten. No attempt has been made to provide it with an official interpreter or guardian. Any valid act of Parliament is constitutional.

The supreme legislature of the United Kingdom is Parliament, consisting of an upper and lower house—the House of Lords and the House of Commons. The House of Lords consists of peers who hold their seats—(1) by hereditary right; (2) by creation of the King; (3) by virtue of their office, as law lords, archbishops, and bishops; (4) by election for life (Irish peers of a limited number elected by peers of Ireland); (5) by election for the duration of Parliament (Scottish peers of a limited number elected by peers of Scotland). The full membership of the House of Lords is 740. They receive no pay. The House of Commons is made up of members elected by popular vote of the people, and representing counties (300), boroughs (303), and universities (12). Total number of members 615. Each receives \$2,000 per year plus travel expenses, unless already in receipt of salary as an officer of the House, a minister, or an officer of His Majesty's household. Any British subject, man, or woman, over 21 years old, may become a member of the House of Commons, unless specially debarred for such reasons as having been guilty of treason, a felony, or corrupt practices. In addition the following are not eligible: English and Scottish peers, clergymen of the Church of England, ministers of the Church of Scotland, Roman Catholic clergymen, Government contractors, permanent officials of the Government,

bankrupts. A member is not required to be a resident of the particular constituency that he represents.

Bills, except money bills, may originate in either house. Money bills must originate only in the House of Commons and be certified to be such by the speaker. After passage they go to the House of Lords where they may be passed or rejected but not amended. If not passed within 1 month, they become law by the formality of assent of the Crown. Other bills passed by the Commons, if rejected by the House of Lords, may be passed again by the Commons in a succeeding session. If passed by the Commons in three successive sessions, and in each rejected by the House of Lords, they may be presented for the assent of the Crown provided 2 years have elapsed since first passed by the Commons. It is therefore apparent that the House of Lords cannot prevent the enactment into law of any bill that the House of Commons is determined to put through. Veto by the Crown has not been exercised in modern times and is not likely to be.

The duration of a Parliament following a general election is limited by statute to 5 years, but it may be dissolved earlier and a general election called to return a new Parliament. This may be expected to occur when an important Government bill (one introduced and sponsored by a member of the Cabinet) is defeated in the House of Commons, when the Commons votes a lack of confidence in the Cabinet or Ministry, or when legislation is intended to be introduced that involves the reform of any laws of fundamental national interest. Parliament is required by statute law to meet at least once in 3 years. But the necessity for the annual voting of money to run the Government makes this rule unnecessary and annual sessions are the rule. The duration of a session is not fixed but generally extends over most of the year.

The three principal political parties are the Conservative or Unionist Party, which is the successor to the Tory Party of the eighteenth and nineteenth centuries; the Liberal Party, the successor to the old Whig Party; and the Labor Party, of comparatively recent origin. There are a number of other parties that are mostly offshoots of the ones named, some having come into existence only since the coalition government was formed in 1931. (The term "government" corresponds to our term "administration.") The party having the majority in the House of Commons is often referred to as the government, the other parties who do not vote with it as the opposition. The Conservatives now hold 387 seats, Labor 154, and Liberals 17 in the House of Commons. The rest of the 615 seats are held by members of the minor parties, including one Communist. The House of Lords is overwhelmingly Conservative, but for reasons already mentioned it has very slight influence in legislative matters. It does, however, have judicial authority, being the court of highest

appeal for the United Kingdom. Only those members known as "law lords" actually participate in judicial cases although all members have a legal right to do so. The Conservative Party is made up chiefly of those having large property interests and is supported largely by suburban and rural constituencies. On general principles it supports the existing capitalistic system and opposes innovations based on theory or idealistic principles as distinct from reforms based on inherited and tried institutions; opposes socialism, nationalization of property, and the interference by the State with individual rights. In foreign policy it stands for the stabilization of Europe on the basis of the League of Nations and firm adherence to British obligations as a signatory to the League Covenant; supports the World Court; favors disarmament provided it is secured by international agreement; supports the principle of naval parity with the United States, but lays stress on the need of guaranteeing imperial defenses, communications, and trade routes. In imperial policy advocates closer Empire cooperation by means of the extension to the utmost limits of imperial preference through tariffs or other measures agreed upon after consultation with the dominions. The Liberal Party stands for free trade—elimination of high tariffs, quotas, subsidies, and other barriers to foreign trade; opposes Empire preference in trade as producing friction and increasing the cost of commodities. In foreign policy it favors support and strengthening of the League of Nations and the maintenance of only sufficient defense forces for the needs of the times. Many of the reforms it advocates have a socialistic tinge. The Labor Party is composed of the membership of such national organizations as trade unions, socialist and cooperative societies. Its strength is mainly in industrial constituencies. In foreign policy it stands for wholehearted cooperation with the League of Nations and with all States outside the League that desire peace; efficient maintenance of such defense forces as are necessary and consistent with League membership; desires large reduction by international agreement in naval and military forces and the abolition of the private manufacture of and trade in arms; desires complete abolition of all national air forces, effective international control of civil aviation and the creation of an international air police force; would remove economic causes of war through equitable arrangements for access to markets and the international control of sources of supply of raw materials. In domestic policy it advocates public ownership of banking, coal industry, transport, electricity, iron and steel, cotton, and land.

The legal head of the British Government, and of the British Empire, is the King. His present title is "George VI, by the Grace of God, of Great Britain, Ireland, and the British Dominions beyond the seas, King, Defender of the Faith, Emperor of India." It is to be

noted that the parts of the world over which the title declares he is King are stated in geographical, not political, terms; and that the term "dominions" as here used means not the self-governing autonomous communities, but dominions in the general sense, and includes all British territory overseas except India of which it is declared he is Emperor. There is, of course, no such political entity as Ireland. Though the King is the legal head of the British Government and the Empire, the supreme executive, legislative, and judicial authority is what is known as "the Crown"—a term used in a figurative sense to symbolize the combination of the King and whoever else is constitutionally necessary to give validity to executive, legislative, and judicial acts. The King in his own person has no such authority. In executive matters the King has authority only in conjunction with his Privy Council; in legislative matters only in conjunction with Parliament or (usually in emergency) his Privy Council; and in judicial matters (of highest appeal) only in conjunction with the House of Lords or the Judicial Committee of his Privy Council. Since the King appoints the members of his Privy Council and the Judiciary, and has the right to veto an act of Parliament, what the Crown symbolizes is in reality a convenient legal fiction. Its creation seems to have been due to the accepted maxim that "The King can do no wrong." When others are required to be parties to his acts they can be held responsible for such of them as may prove unpopular. The Crown is not the King—but the Kingship with its constitutional limitations.

The Privy Council is a survival of an ancient body of advisors to the King which he himself appoints. There are now more than 300 members, most of whom are appointed in recognition of their distinguished service to the Empire or their prominence in the peerage. Former ministers of the Government, the archbishops, and men who have attained eminence in the civil service, art, literature, law, science, or in the government of the colonies, are councilors whose appointments are generally honorary. All members of the Cabinet are councilors, in fact the Cabinet is really a committee of the Privy Council and by far the most important one. They, together with those councilors forming such permanent committees as the Judicial Committee and the Board of Trade, are the real working members. The whole Privy Council meets as a body only on such special occasions as upon a succession to the throne or a coronation, when their meeting is purely ceremonial.

Though the supreme executive authority of the Government is vested in the Crown, it is actually exercised by the Prime Minister. His appointment is made by the King on the basis of his political leadership in the House of Commons and the assurance that he will be most likely to command a majority in Parliament. The Prime Minister then appoints, with the approval of the King, all the heads

of the various Government departments and certain offices. These political appointees are known as ministers and collectively as the Ministry. They number about 66, and must be members of Parliament. All are privy councilors *ex officio*. A large majority of the members of the Ministry are always drawn from the House of Commons. Usually they are of the same political party as the Prime Minister. They are the executive heads of their departments or offices and chosen for political reasons rather than for any intimate knowledge of the functions of the departments over which they preside. The administrative heads of the departments are permanent officials, usually known as permanent secretaries. By knowledge and experience they are apt to be experts in their line.

The inner circle of the Ministry is the Cabinet over which the Prime Minister actively presides. Its membership now numbers 22, most of whom are ministers of the more important Government departments. Five are peers with seats in the House of Lords while the rest are members of the House of Commons. In practice the Cabinet, dominated by the Prime Minister, is the supreme ruling body of the whole British Government system; and, so long as it is supported by a majority in the House of Commons, it fixes the direction of national policy with practically irresponsible power. The Prime Minister is in fact, though not in law, the working head of the State, endued with such a plentitude of power as no other constitutional ruler in the world possesses, not even the President of the United States. But it is necessary that he should carry his colleagues in the Cabinet, or a large majority of them, along with him; because while they are his nominees, they are also the leading members of his party, and all his power will disappear if he cannot count upon the support of his party. The Cabinet resigns office when the House of Commons votes its lack of confidence or defeats a measure of such character and in such circumstances that the Cabinet realizes that its ministrations are no longer wanted and some other combination is preferred. By this understanding the King is left with no more than the formal duty of appointing as his Prime Minister the leader of that party which can command a majority in the House of Commons and the retiring Prime Minister is responsible for designating that person. In some situations the alternative course may be followed of dissolving Parliament and holding a general election, followed by the formation of a new Ministry.

The war-making and treaty-making powers theoretically belong to the Crown, but it is the Cabinet that actually exercises these powers. Without the sanction of Parliament a treaty cannot impose a charge upon the people or change the law of the land, nor can private rights be sacrificed or territory ceded. Outside these restrictions a treaty does not require reference to either house of Parliament.

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The present Cabinet is constituted as follows: (1) The Prime Minister (who is always made first lord of the Treasury in order that he may have a salaried position); (2) Lord President of the Council (usually an elder statesman); (3) Lord Chancellor; (4) Chancellor of the Exchequer; (5) Secretary of State for Home Affairs; (6) Secretary of State for Foreign Affairs; (7) Secretary of State for the Dominions; (8) Secretary of State for the Colonies; (9) Secretary of State for War; (10) Secretary of State for India; (11) Secretary of State for Air; (12) First Lord of the Admiralty; (13) President of the Board of Trade; (14) Minister of Health; (15) Minister of Agriculture and Fisheries; (16) Secretary for Scotland; (17) President of the Board of Education; (18) Lord Privy Seal; (19) Minister of Labor; (20) First Commissioner of Works; (21) Minister for the Coordination of Defense; (22) Minister of Transport.

3. The dominions.

By the Statute of Westminster, enacted by the Parliament of the United Kingdom in 1931, the expression "dominion" was defined as applying to the Dominion of Canada, the Commonwealth of Australia, the Dominion of New Zealand, the Union of South Africa, the Irish Free State, and Newfoundland. By resolutions of the Imperial Conference of 1926 their status was defined as equal with that of the United Kingdom and each other, united by a common allegiance to the Crown, and together with the United Kingdom forming the British Commonwealth of Nations. By previous acts of Parliament they had been granted constitutions providing for self-government. The government set-up of each dominion is modeled, in general, on that of the United Kingdom, with a parliament, council, and cabinet but with a completely written constitution. The dominion parliaments consist of an upper and lower house except in the case of the Irish Free State, which recently abolished its upper house. As in the United Kingdom, there are various political parties and a similar party system is in effect. Each dominion has as the representative of the Crown a governor-general whom the Crown appoints, usually upon recommendation of the dominion. He has powers similar to that of the King in the United Kingdom. But the King of Great Britain is also the King of each dominion. The assent of the governor-general to a bill of a dominion parliament is necessary before it becomes a valid act. This assent, however, may legally be revoked by the Crown, but the right to do so is not likely to be exercised. The Statute of Westminster, passed by the Parliament of the United Kingdom in 1931, and accepted by all the dominion parliaments, gave effect to those resolutions of the Imperial Conferences of 1926 and 1930, to which the representatives of the dominions and the United Kingdom agreed. Among its important provisions

are the following: That any alteration in the law touching the succession to the Throne or the royal style and titles shall hereafter require the assent as well of the parliaments of all the dominions as of the Parliament of the United Kingdom; that no law hereafter made by the Parliament of the United Kingdom shall extend to any of the dominions as part of the law of that dominion otherwise than at the request and with the consent of that dominion; that no law and no provision of any law made by a dominion parliament shall be void or inoperative on the ground that it is repugnant to the law of the United Kingdom, or to the provisions of any existing or future act of Parliament of the United Kingdom, or to any order, rule, or regulation made under such act, and a dominion parliament will have power to repeal or amend such an act insofar as it is a part of the law of the dominion; that a dominion parliament has full power to make laws having extraterritorial operation; and that the Parliament of the United Kingdom cannot legislate for a dominion except by its consent.

Constitutionally and legally the full implications of dominion status are still vague. They are frequently the subjects of debate in dominion parliaments. Can a dominion declare its neutrality in case Great Britain becomes involved in a war?—is one question that has been debated. The discussions invariably disregard the international aspect which must consider the dominions as merely parts of the British Empire. Before international law they are British colonies and the degree of self-government is of no concern. Their status is by no means that of independent states so long as they are united by allegiance to the Crown. An enemy would legally be within its rights in international law in bombarding Sydney or Capetown as it would in attacking the coast of England.

For the purpose of handling matters between the dominions and the Crown, the Dominions Office was created in 1925, at the head of which is appointed a Secretary of State for the Dominions with a seat in the British Cabinet. Each dominion maintains in London a high commissioner whose functions in the interest of his particular dominion are both diplomatic and economic in scope.

4. The colonies.

British territorial possessions, scattered over the four quarters of the globe, vary from isolated barren rocks and small islands with but a few inhabitants, to the dominions which approach the political status of independent nations and India which is an empire itself of more than 350 million people. The various races, religions, and languages included in these communities present an exceedingly complex problem of governmental control. India is, in fact, a colony to which the British Government expects ultimately to extend domin-

ion status, but owing to its great size, peculiar internal problems and importance to the Empire, it is usual to treat it separately. Its administrative affairs with the British Government are handled by the India Office, at the head of which is the Secretary of State for India with a seat in the Cabinet.

Any classification of the governments of the colonies is difficult and likely to be incomplete, so various are the forms and so closely do they merge into one another. Even in the case of possessions comparatively close together such as those in the West Indies, which are similar in many respects, the utmost diversity in political institutions can be found, ranging from Barbados, Bermuda, and the Bahamas, which have miniature parliaments with elected representatives and almost complete powers of self-government, to Trinidad and St. Lucia which in a great measure are still administered from Great Britain. But except in the special case of India, they have the following certain general characteristics in common:

(1) The relations of all of them with the British Government, through the Colonial Office, are extremely close. The governor and the principal public officers are appointed by the British Government, which also possesses and exercises, through the Colonial Office, a large measure of control over legislation and administration.

(2) The governor possesses almost complete executive power in a colony, and his assent is necessary to all legislation which is passed locally. He is bound only by regulations formulated by the Colonial Office.

(3) The governor is assisted and advised in each colony by an executive council consisting of the chief officers of the local government and, in certain cases, of additional unofficial members appointed by him.

(4) Each colony, with the exception of those whose legislative power is vested completely in the governor, has a legislature to initiate laws, which may consist of one chamber, known as the legislative council, or of two chambers in the more advanced colonies—a legislative council and an elected representative assembly.

The Colonial Office in London is charged with the administration of all colonial affairs affecting the Crown. At its head is the Secretary of State for the Colonies, who is a member of the Cabinet.

The term "Crown colony" is one broadly interpreted to mean all those colonies in which the Crown (through the Colonial Office) retains the ultimate power of legislation (and would not hesitate to exercise it). These would include all colonies except the self-governing dominions (in which legally the Crown retains the veto power on legislation but is not expected to exercise it). But the term "Crown colony" is more commonly used in its specific application to those colonies in which there are no representative institutions; that is, the

governor and his executive council constitute the sole control of local government under the Crown.

Some of the dominions have colonies of their own, but these are usually referred to as "territories" or "dependencies."

There are two colonies in which ownership, government, and control are shared with another country—the New Hebrides with France and the Anglo-Egyptian-Sudan with Egypt.

5. Protectorates.

The term "protectorate" was at first used to indicate control as opposed to ownership, the control being exercised chiefly on the external relationship of the protected country, which was thereby secured from interference on the part of any other power, but was administered by its local rulers under British advice. It generally happened, however, that this control of external affairs led eventually to complete British occupation and administration for the sake of peace and security. Today there are few protectorates that are much different from colonies in the method of administration, and the residue of power left in the hands of the nominal rulers is extremely small. Some actually have British governors, and in some cases the British governor of a colony is also high commissioner of a nearby protectorate. There can be no doubt that the protectorate was a device used by British statesmen of the nineteenth century to further their policy of colonial expansion.

6. Spheres of influence.

The term "sphere of influence" is one used to denote those regions in which Great Britain reserves the exclusive right of intervention as against any other power. During the past century it was frequently a preliminary step to declaring a protectorate.

7. Mandates.

The term "mandate" had its origin in the treaties after the Great War, in which were ceded to the allied and associated powers all the German colonies and the Arab Provinces of the Ottoman Empire. These were handed out by the League of Nations to its members who had contributed most to the war, Great Britain receiving a generous share. Australia and New Zealand were given mandates of their own. Certain limits to the powers of administration of the mandates were specified by the League as well as a prohibition against the erection of fortifications or establishment of naval bases. British mandates are administered by an officer styled "high commissioner." One British mandate, Mesopotamia, now known as Irak, reached such a state of stability and political self-sufficiency under British rule that in 1932, with the acquiescence of the British Government, it became an independent State and was admitted as a member of the League

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of Nations. Irak, however, with its great petroleum production and reserves, is now not far removed from the status of a protectorate.

8. The Empire as a whole.

From the foregoing brief outline the extreme complexity of the political organization of the British Empire will be realized. It is bound together by no constitution and depends for its unity largely on sentimental feelings, bonds of race, language, and religion, loyalty to the throne and the person of the Sovereign and his family. The report of the Imperial Conference of 1926 contains a paragraph of some interest in this connection: "The committee are of the opinion that nothing would be gained by laying down a constitution for the British Empire. Its widely scattered parts have very different characteristics, very different histories, and are at very different stages of evolution; while, considered as a whole, it defies classification and bears no real resemblance to any other political organization which now exists or has ever yet been tried."

There are three main principles underlying the administration of the various parts of the British Empire, viz, self-government, self-support, and self-defense. The first includes the prohibition of taxation without consent of the governed, a lesson well learned at the time of the loss of the American colonies. Self-support is attained in most of the units of the Empire by the raising of local revenue, but occasionally grants are made by the Government in the United Kingdom to meet exceptional expenditure. Self-defense is an aim that is attained only to a limited extent, as will be seen later in the discussion of the Empire's military organization.

The only constitutional bond that holds together the British Commonwealth of Nations is the Crown, to which all owe allegiance. The King of Great Britain is the King of each dominion as well as of the United Kingdom. Dominion legislation is enacted in the name of the King. Treaties between a dominion and a foreign state are made in the name of His Majesty the King of Great Britain, Ireland, and the British Dominions beyond the Seas, Emperor of India, in respect to the dominion concerned. Sentimental ties are unquestionably an element of great strength in the bonds of union. But in recent years the dominions have been made to appreciate as never before the great importance to their prosperity, peace, and security of their economic, financial, and defensive ties with the United Kingdom. The imperialistic designs of Japan in the Far East are an ever present concern to the Australian and New Zealand Dominions, a concern which has greatly increased with the announced policy of the United States with regard to the eventual independence of the Philippine Islands. The Union of South Africa views with suspicion the expansion of Italy in its direction and the implications in statements from Germany

as to its lost colonies. Political conditions in the world today, with three large nations under the rule of dictators, another imposing its will on China and coveting rich territory to the south, and all nations proceeding with large armament programs, give pause to any tendency of the dominions to sever their allegiance to the British Crown. And the protecting arm of the British Navy, now rapidly expanding to meet its full Empire responsibilities, is still the ultimate hope for security of all the dominions. The unity of the British Empire today is stronger than ever before in its history.

II. MILITARY ORGANIZATION

1. Land forces of the Empire.

The regular British Army consists of 205,000 troops, of which 114,000 are stationed within the United Kingdom, 58,000 in India and 33,000 in Egypt, Palestine, and the colonies. None are now stationed in the dominions with the exception of a small force manning the important coast defenses of the Irish Free State where the right to retain them for Imperial purposes was specifically agreed to by the Treaty of 1922. The Army Reserve, consisting of men who have served in the Regular Army, numbers about 125,000. The citizens volunteer force, corresponding somewhat to our militia, is known as the Territorial Army and has a strength of 130,000. This force is not available for service overseas without special legislation, which would undoubtedly be enacted in an emergency. It is regarded as the nucleus for the building up of a National Army in time of need. All military service in the United Kingdom is on a voluntary basis.

To meet its responsibility for local defense each dominion, except Newfoundland, maintains a land force which, except in the case of the Irish Free State, consists of a very small permanent force, chiefly for administrative, instructional, and coast defense purposes, supplemented by a citizen force, corresponding in a general way to the Territorial Army in the United Kingdom; and by reserves and subsidiary organizations, such as cadet corps, rifle associations, and officers' training corps. The citizen forces in the case of the Union of South Africa are formed on a system of compulsory training; in Canada, Irish Free State, Australia, and New Zealand by voluntary systems; and they, together with the reserves and subsidiary organizations, are the basis for expansion in a national war effort. Dominion troops are liable for service only within their own dominion.

In India the permanent military force, besides the 58,000 British Army troops stationed there, consists of the Indian Army, having a strength of 159,000 native troops largely officered by British Army officers. The British Army contingent, as well as the Indian Army, are maintained out of revenues of the Government of India. Some of the Indian States also maintain permanent military forces totaling 40,000. They are organized on the regular Indian Army system and are trained under the supervision of British Army personnel. But they are not available for service outside their own State boundaries

without the assent of the Indian ruler concerned. This has invariably been given in the past.

Many of the colonies and protectorates have permanent military forces for local defense, the suppression of intertribal trouble or insurrection and the maintenance of internal security. They also have volunteer forces similar to our militia, liable to service when called out by proclamation, in case of emergency, for defense of the colony. In some of the colonies that have a naval base or important defended port, troops of the British Army are regularly stationed. The colonies of the Straits Settlements and Hong Kong each have a battalion of the Indian Army normally garrisoned. They are maintained out of funds of the British Government.

2. Air forces.

The military air forces of Great Britain are a separate organization from both the Army and Navy called the Royal Air Force. A certain number of squadrons are assigned to the Army, known as "Army Cooperation Squadrons", and about 17 squadrons are assigned to the Navy called "the Fleet Air Arm." These are normally embarked on carriers and other vessels. The authorized active strength of the Royal Air Force is 55,000 officers and men, exclusive of 264 officers and 1,910 men serving in India. About 30,000 compose the home defense force in the United Kingdom, the rest serving in Egypt, the Sudan, Palestine, Transjordan, and the colonies. In the Fleet Air Arm are 263 officers and 1,012 men. Of the 263 officers 161 are officers of the Navy who, though incorporated within the Royal Air Force while performing aviation duty, will revert to the Navy after a specified period of flying service.

There is also a Royal Air Force Reserve of 13,000 officers and men, composed of former regular personnel and enrolled members from civil life, who have had varying degrees of flying experience and are required to undergo certain periods of training annually.

As of June 1, 1936, the number of planes in the Royal Air Force was reliably estimated to be 4,000, including planes in reserve, under repair and for training. The number of planes allotted to the Fleet Air Arm, to be reached by the end of 1936, was 217.

At present a very large expansion of the air power of Great Britain is under way with a plane production program that aims to triple the strength of the air forces by the end of 1939.

All of the dominions, except Newfoundland, and some of the colonies have a small regular air force and an active reserve. The following figures are approximate:

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Dominion air forces, 1936

	Regular personnel	Reserve personnel	First-line planes	Total planes
Australia.....	1,365	239	40	60
Canada.....	1,830	1,024	190	400
Irish Free State.....	284		18	24
New Zealand.....	111	86	28	100
Union of South Africa.....	1,450	2,550	38	1,250

¹ To be attained by year 1941.

3. Naval forces.

When one speaks of the British Navy, it is usual to include all the naval forces of the British Empire, and from the international standpoint such is the British Navy. It consists of the Royal Navy, Royal Australian Navy, Royal Canadian Navy, and Royal Indian Navy. The vessels of the Royal Navy are owned and maintained by the United Kingdom, of the Royal Australian Navy by the Commonwealth of Australia, of the Royal Canadian Navy by the Dominion of Canada, and of the Royal Indian Navy by India. Each of these navies maintains its own regular personnel and, with the exception of the Indian Navy, a naval reserve. The Dominion of New Zealand has an organization of active naval personnel called "the New Zealand Division of the Royal Navy." Royal Navy vessels assigned to the New Zealand station, known as the New Zealand Division, are manned to the extent of about 50 percent by this organization. The cost of maintenance of ships of the New Zealand Division is borne by the Dominion of New Zealand. A naval reserve force is also maintained. The Union of South Africa maintains a naval reserve, but does not contribute to the cost of maintenance of the ships of the Royal Navy that make up the African Station and base on the Cape of Good Hope (Naval Dockyard, Simonstown). The colonies of Kenya, Hong Kong, and the Straits Settlements also maintain naval reserve organizations.

On January 1, 1937, the British Navy had the following principal types of ships in the numbers and status indicated:

In full commission:

Battleships, 9, 16-inch, 34,000 tons.....	2
Battleships, 8, 15-inch, 29,150-31,100 tons.....	8
Battle cruisers, 8, 15-inch, 42,100 tons.....	1
Battle cruisers, 6, 15-inch, 32,000 tons.....	1
 Total capital ships.....	 12
 Aircraft carriers.....	 5
Seaplane carriers.....	2

In full commission—Continued.

Heavy cruisers, 8, 8-inch, 9,800-10,000 tons.....	11
Heavy cruisers, 6, 8-inch, 8,300 tons.....	2
Total heavy cruisers.....	13
Light cruisers, 8, 6-inch, 7,000 tons.....	8
Light cruisers, 7, 6-inch, 7,600 tons.....	2
Light cruisers, 6, 6-inch, 5,200 tons.....	9
Light cruisers, 5, 6-inch, 4,200 tons.....	6
Total light cruisers.....	25
Cruiser minelayer, 340 mines.....	1
Destroyers, laid down since 1918.....	72
Destroyers, laid down in or prior to 1918.....	36
Total destroyers.....	108
Submarines, laid down since 1918.....	33
Submarines, laid down in or prior to 1918.....	13
Total submarines.....	46
Undergoing modernization (large repairs):	
Battleships, 8, 15-inch.....	2
Battle cruisers, 6, 15-inch.....	1
Heavy cruisers, 7, 5-inch, being converted to 6-inch cruisers.....	3
Heavy cruisers, 8, 8-inch.....	2
Light cruisers, 5, 6-inch, being converted to 10, 4-inch AA.....	5
Aircraft carriers.....	1
In reserve:	
Light cruisers, 9, 6-inch.....	1
Light cruisers, 6, 6-inch.....	2
Light cruisers, 10, 4-inch.....	2
Destroyers, laid down in or prior to 1918.....	46
Submarines, laid down in or prior to 1918.....	5
Building:	
Battleships, 14-inch, 35,000 tons.....	2
Aircraft carriers.....	1
Light cruisers, 12, 6-inch, 9,000 tons.....	10
Light cruisers, 6, 6-inch, 5,200 tons.....	1
Destroyers, 1,350 tons.....	9
Destroyers, 1,850 tons.....	16
Submarines, 1,520 tons.....	4
Submarines, 1,095 tons.....	5
Submarines, 670 tons.....	5
Appropriated for and construction to begin early in 1937:	
Aircraft carriers.....	2
Light cruisers, 6, 6-inch, 5,200 tons.....	5
Destroyers, 1,850 tons.....	9

The Dominion Navies, which are included in the foregoing tabulation of the British Navy, consist of the following ships:

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Royal Australian Navy

	In full commission	In reserve
Heavy cruisers 8, 8-inch, 9,870 tons.....	2	1
Light cruisers, 9, 6-inch, 5,100 tons.....	1	2
Light cruisers, 8, 6-inch, 6,830 tons.....	3	1
Destroyers.....	1	
Seaplane carriers.....		
Sloops.....	1	

Royal Canadian Navy

	In full commission	In reserve
Destroyers.....	1	2
Minesweepers.....	3	

¹ 2 destroyers scrapped on Dec. 31, 1936, are to be replaced by 2 Royal Navy destroyers (completed 1932) which Canada will purchase.

The Royal Indian Navy consists of five sloops.

The authorized personnel of the Royal Navy for the fiscal year 1936 (Apr. 1, 1936 to Mar. 31, 1937) is 101,154 officers and men, including 10,000 marines. The actual strength as of July 1, 1936, was—

	Officers	Men
Royal Navy.....	17,644	81,052
Royal Marines.....	434	9,649
Total.....	8,078	90,701

¹ Includes 123 officers of the Royal Corps of Naval Constructors, 76 civil engineers of all grades, and 320 midshipmen and cadets at sea.

In addition to the above the various classes of the Naval Reserve of the Royal Navy amounted to approximately 10,000 officers and 57,000 men.

4. Coordination of defense services.

The coordination of the Navy, Army, and Air Force is effected through the Committee of Imperial Defense. This is a standing committee, founded in 1904, for the consideration of questions bearing upon the wide problem of defense of the Empire, the object being to create the machinery for bringing together and coordinating the views and requirements of the various departments concerned. It is for all practical purposes a committee of the Cabinet with a large number of experts added, which is presided over by the Prime Minister as chairman. In practice, however, the Prime Minister had little opportunity to exercise his chairmanship owing to the press of other duties, and in March, 1936, the office of Minister for the Coordination of Defense was created. This minister has the status of deputy chairman and is charged with the general day-to-day supervision and control of the whole organization and activity of the Com-

mittee of Imperial Defense. The scope of the Committee covers not only the three fighting services, but those civilian departments involved in finance, supply, industry, trade, and others vital to the successful prosecution of a war. The service departments are represented on the Committee by the Cabinet minister concerned (First Lord of the Admiralty, Secretary of State for War, Secretary of State for Air) and by the chiefs of staff of the three fighting services. The committee functions mainly through subcommittees consisting of representatives nominated by the departments concerned, and its work is advisory, resulting in recommendations for the decision of the Cabinet. The membership of the committee is decided upon by the Prime Minister. It usually consists of the following:

- Prime Minister, chairman.
- Minister for the Coordination of Defense, deputy chairman.
- Secretary of State for Foreign Affairs.
- Secretary of State for War.
- Secretary of State for Air.
- First Lord of the Admiralty.
- Secretary of State for Dominion Affairs.
- Secretary of State for the Colonies.
- Secretary of State for India.
- Chancellor of the Exchequer.
- First Sea Lord (Chief of the Naval Staff).
- Chief of the Imperial General Staff (Army).
- Chief of the Air Staff.
- Director of Military Intelligence.
- Director of Naval Intelligence.

The three most important subcommittees are (1) the committee of chiefs of staff (Navy, Army, and Air) to furnish the main committees or the Cabinet with expert advice on problems of defense; (2) the man-power committee which deals with the organization and mobilization of the man-power of the nation for war; and (3) the principal supply officers' committee which deals with matters of munitions and supplies of all kinds required in time of war. The recently created Minister for the Coordination of Defense, in addition to his duties as deputy chairman of the main committee, acts as chairman of the chief of staff subcommittee and as chairman of the supply officers' subcommittee.

Maintaining a close liaison with the committee of Imperial Defense is the Imperial Defense College. It was established in 1927 for the purpose of educating selected senior officers of the three services (including the dominions) in working together in the solution of problems of imperial defense and to carry out detailed studies for the main committee. Graduates are ear-marked for duty with the committee of imperial defense.

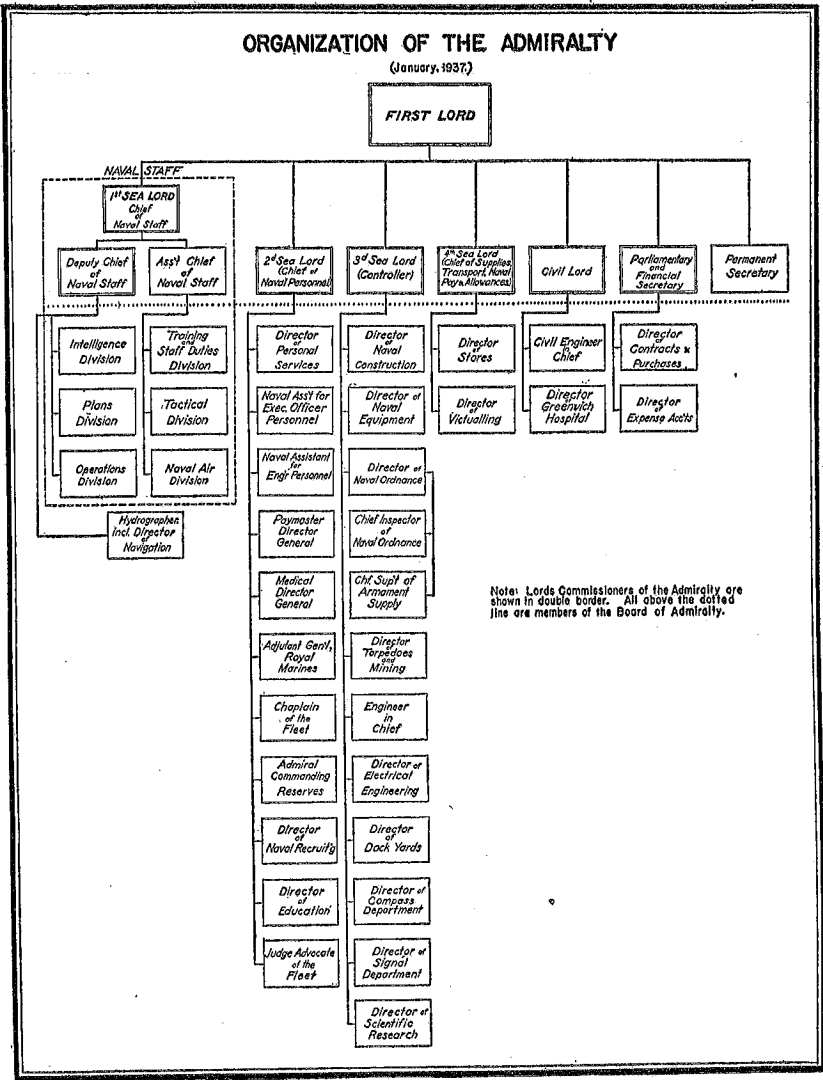
ORGANIZATION, ADMINISTRATION, AND OPERATION OF THE BRITISH NAVY

Early history and development.

In the early days of English history warfare at sea was of a very simple kind; the King merely commandeered what vessels he needed and filled them up with soldiers who used these floating battlefields for fierce hand-to-hand combats. It was not until the year 1200 that the King began to build a fleet of his own. When this stage was reached, it became necessary to have someone to supervise the maintenance of these ships, and the King instituted the office of Clerk of the Ships. The first individual to hold this office was the Archbishop of Wrotham. The necessary money was drawn from the King's wardrobe accounts. In 1406 the office of Lord High Admiral was created with the object of providing someone to direct the activities of the ships administered by the clerk. The Lord High Admiral was responsible for the operation while the clerk was responsible for the maintenance of the King's ships. As the number of ships increased and the vessels developed from mere transports into fighting units, a more complex system of administration became necessary. In 1628 when Buckingham, the Lord High Admiral, was assassinated, his office was filled by a commission styled "Lords Commissioners of the Admiralty for executing the office of Lord High Admiral", briefly referred to as "Lords Commissioners of the Admiralty." This commission then became known as the Board of Admiralty.

The ancient phraseology is still preserved. The present lords commissioners of the Admiralty are: the first lord; the first sea lord (chief of the naval staff); the deputy chief of the naval staff; the second sea lord (chief of naval personnel); the third sea lord (controller); the fourth sea lord (chief of supplies and transport); the civil lord; and the parliamentary and financial secretary.

The appointments of the lords commissioners are made by the King, upon the recommendation of the Prime Minister, in the case of the first lord, civil lord, and parliamentary secretary. They are civilians, members of Parliament, and, of course, change with the government. The first sea lord, deputy chief of the naval staff, second sea lord, third sea lord, and fourth sea lord are naval officers of flag rank. They are appointed upon the recommendation of the first lord and do not change with the government.



The Board of Admiralty.

The supreme authority for administering the Navy is the Board of Admiralty. The present Board of Admiralty consists of the eight lords commissioners plus the assistant chief of the naval staff (a naval officer of flag rank) and the permanent secretary (a civilian). Any two of the lords commissioners are legally empowered to sign as for the Board; thus, for example, commissions of officers of the Royal Navy are signed by two of the lords commissioners and countersigned by the permanent secretary. Except in certain aspects of the operational functions of the first sea lord, an individual lord commissioner

has legally no real executive power as such. Each lord commissioner, however, is recognized by the Board as a whole as having special cognizance over certain subjects, which are generally indicated in the various titles assigned to them, and in practice does cause orders on subjects within his province to be issued on his own responsibility, though in the name of the Board. The first sea lord is considered next in authority in the Admiralty after the first lord, and in the absence of the latter presides over the Board. The authority of the Board of Admiralty includes the power to make and revoke appointments of officers and to fix (with the consent of the Treasury) the pay of the Navy. The Naval Discipline Act makes the Board of Admiralty the source of discipline of the Navy. No officer can order a court martial unless he holds a warrant from the Board authorizing him to do so, and it is empowered to settle the procedure of courts martial (subject to approval by an order-in-council upon a report of the judicial committee of the Privy Council), to review and modify or annul sentences of courts martial, and to regulate the powers of summary punishment belonging to commanding officers.

The Board of Admiralty exercises its control of the Navy by means of: (1) Standing regulations entitled "The King's Regulations and Admiralty Instructions", which are binding on all persons belonging to the Navy, and the changes in which are formally approved from time to time by order in council; (2) various books of instructions dealing with the performance of different naval duties in detail; (3) special orders called Admiralty Fleet Orders, which are issued weekly in printed numerical series to the whole service, in the name of the Board and over the secretary's signature; these orders may affect the whole service or only specified parts of it and may be of purely temporary significance, or be permanent orders which are subsequently incorporated in (1) or (2); (4) by special orders to individual naval authorities, which may be conveyed by letter, in the name of the Board and signed by the secretary, or by dispatch.

Organization of the Admiralty.

The Board of Admiralty is the basis of the Admiralty organization which is shown graphically on the accompanying chart. According to information furnished by the Admiralty to the naval attaché in London and since brought up to date, the distribution of duties among the Board of Admiralty is as set forth below.

FIRST LORD

General direction and supervision of all business relating to the Navy; political and board questions.

Scheme of Admiralty organization and distribution of work.

Promotions and removals from the service of naval and marine officers: honors and rewards.

Royal yacht, including appointment of all officers.

Appointment of flag officers and officers in command, including engineer vice and rear admirals, surgeon vice and rear admirals, paymaster rear admirals, and staff appointments of royal marines.

Chaplain of the Fleet, appointment of, and entry of naval chaplains and instructors.

Appointments of naval and marine officers to Admiralty departments (of and above rank of captain, Royal Navy, or to posts of assistant director and above).

Civil appointments and promotions (higher posts).

Naval cadetships and nominations to paymaster cadetships, Royal Navy.

FIRST SEA LORD AND CHIEF OF NAVAL STAFF

All large questions of naval policy and maritime warfare. Organization and distribution, and fighting and seagoing efficiency of the fleet.

Advice as to, and general direction of, operations of war.

Internal organization and general direction of the work of the naval staff, and the cooperation of the naval staff with the matériel side of the Admiralty.

(To be kept informed of all important matters by the deputy chief of naval staff and assistant chief of naval staff.)

DEPUTY CHIEF OF NAVAL STAFF

Naval intelligence—its collection and utilization for naval operations.

All operations and movements of His Majesty's ships and cooperating aircraft, including auxiliary craft.

Consideration of strategic policy and plans relating to such operations.

Distribution of the fleet as affecting operations and movements.

Dates of refits and repairs in conjunction with controller.

Strategic aspects of land and wireless telegraphy.

Policy in relation to sea-borne trade and maritime transport.

Maritime international law.

Superintendence of hydrographic department, and of naval intelligence, operations, plans, and trade divisions of Naval Staff.

ASSISTANT CHIEF OF NAVAL STAFF

Methods of fighting at sea generally. Tactical investigation.

Principles of training of the navy in combatant and staff duties.

Requirements of design of vessels and matériel in relation to policy and tactics.

Signaling in connection with tactics and weapons.

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Fleet practices—coordination and standardization of methods.

Staff questions dealing with research and experiment.

Air development in relation to naval warfare.

Superintendence of Training and Staff Duties Division, Tactical Division (tactics, gunnery, torpedoes) and Naval Air Division.

SECOND SEA LORD AND CHIEF OF NAVAL PERSONNEL

Recruiting and manning of the fleet; training of the fleet, in accordance with principles approved by the chief of naval staff; administrative arrangements connected with barracks, training, and educational establishments.

Complements.

Mobilization and other regulations for the personnel; and superintendence of mobilization department.

Service and appointments of officers of all branches (except as reserved to first lord).

Royal marines.

Reserve forces.

Hospitals.

Discipline.

NOTES.—(1) The chief of naval staff will be consulted by the second sea lord in regard to appointments to the admiralty naval staff divisions and war staff appointments afloat and ashore.

(2) The proceedings of courts martial will come specially under the review of the second sea lord and will be referred to other members of the Board as necessary.

THIRD SEA LORD AND CONTROLLER

Provision (so as to meet the requirements of chief of naval staff) of material for the fleet, including ships and their machinery, armor, guns and gun mountings, torpedoes, mines, etc., and their respective appliances and stores; also docking facilities.

Design, manufacture, inspection, repair, and maintenance of, and alterations and additions to, such matériel.

Order of priority of work upon ships and matériel for naval service, including both new construction and repairs and alterations, on general lines laid down by chief of naval staff.

Selection of vessels for service as armed merchant cruisers or for fleet purposes, in accordance with the requirements of chief of naval staff; alteration and preparation of vessels for such service, and their subsequent maintenance and reconditioning.

Inventions relating to ships and other matériel, as above; questions as to their suitability and applicability to the naval service.

Supervision of general arrangements in regard to organization of scientific research.

Fleet issues of ordnance, torpedo, mining, etc., stores.

Administration of the dockyards, including provision of dockyard plant (except as dealt with by the civil lord).

Superintendence of departments of director of naval construction, engineer in chief, director of dockyards, director of naval ordnance, director of torpedoes and mining, director of naval equipment, director of signal department, director of electrical engineering, director of scientific research, and director of compass department.

FOURTH SEA LORD AND CHIEF OF SUPPLIES

Superintendence of naval store, fleet coaling, medical store, and victualing services.

Transport service, including hired auxiliary vessels for the supply services; passages.

Full and half pay; allowances and compensations, including table money, prize questions, pilotage and surveying pay, and all extra payments; debts of officers and men; naval and marine pensions; Greenwich hospital pensions (see note); widows' pensions; character, conduct, and badge questions; naval savings bank.

Medals; uniform regulations.

Naval detention quarters; rewards for apprehension of deserters; removals of marks of desertion.

General salvage money questions and money claims for salvage of naval stores.

Collisions between His Majesty's ships and private vessels, etc.

NOTE.—Naval and Greenwich hospital pensions (officers') are to be referred to the first lord as well as to the fourth sea lord.

CIVIL LORD

Superintendence of all works services.

Staff of civil establishments (except as reserved to first lord), including classification, appointment, promotion, pay, allowances, and pensions.

General labor questions.

Greenwich hospital business, including appointments (except naval chaplains to livings, superintendent of the Royal Hospital School, curator of the painted hall, and appointments to Greenwich hospital pensions).

Charitable fund, compassionate allowances, subscriptions, etc., and allowances to ministers of religion and grants in aid of churches and schools.

Marine and dockyard schools.

Special questions affecting retirement and pay of naval and marine officers and men, when discretionary power is specifically provided for by Order in Council.

NOTES.—(1) The civil lord, when a member of the House of Lords, will answer in that House for all naval and Admiralty matters, and is accordingly to be kept in touch with questions of general policy or of importance.

(2) Works questions of an important character, or if likely to affect questions dealt with by the parliamentary secretary, will be referred to the latter also.

(3) The civil lord will keep in close touch with the parliamentary secretary in regard to the parliamentary aspect of labor questions.

PARLIAMENTARY AND FINANCIAL SECRETARY

All questions relating to finance, expenditure estimates, and accounts of sufficient importance to require his decision; and all important financial questions requiring reference to the treasury. (See note.)

Acts as chairman of the finance committee.

NOTE.—Proposals involving expenditure will normally be dealt with by the permanent secretary and the appropriate superintending lord, whose approval will be sufficient authority for incurring expenditure. Where the matter is of sufficient importance, or where the superintending lord so desires, reference to the parliamentary secretary will be arranged by the permanent secretary.

In dealing with Admiralty contract business the parliamentary secretary or the permanent secretary will keep in close touch with the controller on all important contract matters affecting production of material for which the controller is responsible.

PERMANENT SECRETARY

Financial control subject to the final responsibility of the parliamentary and financial secretary, the first lord, and the Board.

Accounting officer for Navy votes (appropriations) and responsible for navy appropriation account.

General control of all the civilian departments and staff of the Admiralty, including their organization, economical methods, and discipline.

Admiralty procedure.

Recommendations for appointments and promotions in the Admiralty office.

Correspondence.

Communications with foreign naval attachés (in London).

Communications with ministers of religion (other than Church of England).

NOTE.—Routine papers, as defined below, will be disposed of by the permanent secretary; (a) such as require intermediate action or reference to render them sufficiently complete for decision by the board; (b) such as do not involve some new principle, establish a precedent, or occasion expense not provided for under existing regulations; (c) such as do not involve any point of discipline or affect the movements of or orders to a ship.

It is to be understood that in any matter of great importance the first sea lord is always to be consulted by the other lords and the parliamentary and permanent secretaries; but each lord and the parliamentary and permanent secretaries will communicate direct with the first lord.

BOARD BUSINESS

The first lord will decide what business shall come before the Board as a whole, and if a member of the Board desires to have any matter brought forward he will refer it to the first lord for entry, subject to his approval, on the agenda.

The object of the weekly board meetings is to insure as far as possible that not only large questions of Admiralty policy, but also all matters of general interest, especially those having an important bearing on the traditions, privileges, and well-being of the naval service, come before the Board as a whole. Members of the Board shall therefore regard it as a matter of duty to propose all such questions for entry on the agenda, such duty resting primarily on the member within whose sphere the question comes; but, in case of his omission to do so, on any member of the Board after giving notice to the former of his intention.

It is not intended, however, that questions (except in special circumstances to be judged by the First Lord) should be brought before the Board until they have been circulated to and reported upon by the proper financial and administrative officers, and have been considered and minuted by the members of the Board concerned. A member of the Board dealing with any subject which he thinks to be a proper one to come before the Board as a whole should not divert the papers from their ordinary course, but should add the suggestion to his minute thereon, and the First Lord, when the papers reach him, will, if he concurs, arrange for the subject to be placed upon the Board agenda.

Any question involving financial considerations shall be considered by the admiralty finance committee before it comes to the Board as a whole, and the report of the finance committee shall be circulated for the assistance of the Board in dealing with the question.

To assist members of the Board in keeping in touch with the work of the Admiralty generally, a weekly list of the more important questions initiated within the department, or from the fleet or from other departments, and a weekly summary of matters of naval interest, will be circulated. A list of the more important day-to-day decisions given by members of the Board will also be circulated weekly, and will be brought up at the weekly meeting of the Board.

In accordance with standing orders, the following matters are always to be brought before the Board:

Navy estimates.

Shipbuilding programs.

Designs for new ships and alterations in weights of ships.

Alterations in the general regulations and all important orders of a legislative character.

Captains, Royal Navy; selections for acting flag rank.

Captains, Royal Navy; engineer captains, Royal Navy, and surgeon captains, Royal Navy; questions of compulsory retirement on promotion to rear admiral, engineer rear admiral, and surgeon rear admiral.

All naval officers; dismissals or discharges; retirement when unfit for or unworthy of further employment; resignations; restorations; and refusal of restoration; decision as to nonemployment; alterations in record of dates of birth.

NAVAL STAFF

The naval staff is the branch of the Admiralty which is specially organized to deal with questions of strategy, tactics, naval operations, and naval intelligence, and to watch and advise upon the development of naval material, and naval training and fleet practices to meet war requirements.

The divisions of the naval staff are shown on the chart. The Hydrographic Department, with its subdepartment under the Director of Navigation, is not a part of the naval staff, but is a separate department, which, owing to its close connection with certain divisions of the naval staff, is placed, for convenience, under the same "superintending lord" with them.

As the First Sea Lord is responsible for the fighting and seagoing efficiency of the fleet, all large questions of naval policy and maritime warfare, and the general direction of war operations, he must necessarily be the head of this special organization, and therefore he has the title of "Chief of the Naval Staff." But in order to leave him free to devote himself to the widest and most important aspects of the work of the naval staff, the direct superintendence of its divisions and sections is assigned to the Deputy Chief and the Assistant Chief of Naval Staff.

As far as possible, the functions of the naval staff have been arranged so as to make it responsible for expert advice, but not for carrying out the administrative and executive action arising out of the decisions reached.

Under order in council of October 31, 1921, the First Sea Lord as Chief of Naval Staff is responsible to the First Lord for the issue of orders to the fleet affecting war operations and the movement of ships, which orders may be issued in his own name in his capacity as Chief of Staff.

The responsibility for these orders is not board responsibility unless the question at issue is referred to the Board, as unless operation orders result from Board decision, the responsibility of issuing them remains, under order in council, on the shoulders of the Chief of Naval Staff and of the First Lord. The procedure already described is, however, designed to insure that important operational matters shall

be brought before the full Board whenever the circumstances admit of this.

The Deputy Chief of Naval Staff will, in the name of the Chief of Naval Staff and on his responsibility, issue operation orders, but only in accordance with the responsibility delegated or the instructions given to him from time to time by the Chief of Naval Staff, and subject always to the reference of important matters to him.

In the absence of the Chief of Naval Staff, the responsibility for operations falls automatically on the Deputy Chief of Naval Staff, who is necessarily in close and constant communication with the Chief of Naval Staff. Should, however, a question arise which, in the opinion of the Deputy Chief of Naval Staff, is of such gravity as to require consultation with other members of the Board, he should in the absence of the Chief of Naval Staff, consult with the First Lord and the second sea lord.

As the First Lord is ultimately responsible to the Crown and to Parliament, it is necessary that he should be kept fully in touch with operational matters by the Chief of Naval Staff, or any officer acting for the latter in his absence.

The superintendence of the six divisions of the staff (as shown on the chart) is assigned to the deputy chief of naval staff and the assistant chief of naval staff in the sense that each director of a division is responsible to one of them for the work of his division as a whole. This does not, however, preclude the chief of naval staff from dealing direct with a division if necessary, nor the deputy chief of naval staff and assistant chief of naval staff from dealing direct with those not under their immediate superintendence, and divisions are enjoined to refer freely to others, where the matter in hand requires such consultation. Staff meetings, attended by all directors of divisions under the presidency of one of the superintending lords are held periodically. Close touch with the Plans Division must be maintained by all others so that action taken by them may be consonant with approved plans for possible hostilities or for future types of ships and material, and with the Naval Intelligence Division to insure that they are in possession of the latest intelligence bearing on the matter in hand.

Directors of divisions and heads of sections are authorized to act without further approval of superintending lords in cases where the principle has already been approved, but it is their duty to keep the superintending lords informed as necessary of such action taken by them. The deputy director of each division will perform such specific duties as are allotted to him by the director, but is to keep himself sufficiently conversant with the whole work of the division to replace the director in his absence. Where the expansion of the staff on the outbreak of war would involve the enlargement of one division into

two separate divisions, the deputy director would, naturally, assume the position of director of one of them, and his duties should be arranged accordingly. The director of training and staff duties should always be consulted if any intended change in the internal organization of any division affects relations with other divisions or departments of the Admiralty.

The functions and activities of the various divisions of the naval staff will be apparent from the following outlines:

UNDER THE DEPUTY CHIEF OF NAVAL STAFF

Naval Intelligence Division.—Collection of naval intelligence.

Distribution of intelligence to the fleet and to all naval establishments.

Information as to the movements of British and foreign ships (movements section).

Supervision of naval attachés (abroad).

Censorship, aliens, passports, safe conducts, suspected persons, prisoners of war.

Regulation of confidential books.

Plans Division.—Methods of naval warfare in general insofar as they affect policy and strategy.

General plans for future wars.

Defense of harbors and bases; instructions for entry into defended ports.

Types and numbers of ships; quantity and distribution of material affecting the above.

Plans of fleet maneuvers.

Strategical cooperation with the Army and Air Force.

Defense of British trade, which includes: Convoy, diversion of shipping, routing and war instructions to mercantile marine, information in regard to British shipping; defensive equipment of British merchant vessels and provision and training of personnel therefor.

Attack on trade, which includes: Blockade, contraband, and control of trade, enemy and neutral.

Questions of foreign policy, international law, and treaties, so far as they relate to above prizes and prize court matters.

Plans Division will be kept entirely free from all executive and routine work.

Operations Division.—Operations, movements, and distribution of the fleet; preparation of orders dealing therewith, and issue of such orders, other than those dispatched by letter.

Patrol and mine-sweeping forces; fishing fleets.

Preparation of detailed plans for operations.

Letters of proceedings from commanders in chief and His Majesty's ships.

one or other of the superintending lords for personnel, for matériel, for stores and transport, or for works and labor, and detailed description of their several activities is unnecessary. It is, however, pertinent to note that the judge advocate of the fleet, a civilian, has no real department as such, passing only upon the legal aspects of courts-martial, etc., which are very few, in the British Navy, because of the very extensive authority given to commanding officers for summary punishments without recourse to legal proceedings. International law, contract law, and other miscellaneous legal matters are handled elsewhere in the Admiralty or by the legal branches of other Government departments upon request.

In time of war the sea transport department of the board of trade comes under the fourth sea lord, and consequently in time of peace very close liaison is maintained with it, and Admiralty advice and requirements are freely given. Transportation of personnel or stores by commercial vessels is also arranged through this medium and officers of the navy are assigned as transport officers at Southampton and a few important foreign ports.

The financial and accountant functions of the Admiralty are very complicated, impossible to indicate graphically, and difficult to describe. The parliamentary and financial secretary and the permanent secretary are both greatly involved in these affairs, and the relationship between them is very intimate. The dealings of the Admiralty with the Chancellor of the Exchequer are very numerous, particularly in the preparation of the annual naval estimates, and the two secretaries must advise the Board on a great number of financial matters. The entire accounting system of the navy and the naval establishment is of itself a hugh task.

The four branches of the secretary's department (not shown on the chart) are organized to deal with matters as indicated that fall in an executive sense under the cognizance of the second sea lord, fourth sea lord, assistant chief of naval staff, and third sea lord, respectively (from left to right), and are the connecting links between the permanent secretary and these officials. This department is a vast clearing house for Admiralty business, and there is practically none of it with which the permanent secretary or his subordinates are not in some way involved. It is the great coordinating center for the Admiralty and is responsible that all matters shall be considered by all who have any concern therein before Board action is taken, and also that all information shall be properly disseminated to all concerned. The importance of this department and the influence it has come to exercise are noteworthy in any study of the Admiralty organization as a whole.

The finance committee, of which the parliamentary and financial secretary is chairman, is a very important body. It is purely advisory

and has no executive authority whatever, but great weight is always attached to its reports.

Administration of Navy.

Shore establishments.—Great Britain is not divided up into naval districts as in the United States. Somewhat analogous, however, are what are known as “coastal commands.” These come under the jurisdiction of a commander in chief in the case of the three principal home port areas. The titles of these senior officers and the limits of their commands are: Commander in chief, the Nore, from Scottish border on east coast to meridian of $0^{\circ}34'$ east on south coast, headquarters Chatham; commander in chief, Portsmouth, from $0^{\circ}34'$ east on south coast to 3° west on south coast, headquarters Portsmouth; commander in chief, Devonport, from 3° west on south coast to Bennane Head on west coast (10 miles north of Loch Ryan), including coast of Ireland and whole of the North Channel, headquarters Devonport.

The coastal command from the Scottish border on the east coast to Bennane Head on the west coast comes under the rear admiral and commanding officer, coast of Scotland with headquarters at Rosyth. No definite sea boundaries for these commands have been laid down.

Shore commands abroad are variously designated as follows: Vice admiral in charge, Malta, and admiral superintendent, Malta Dockyard; rear admiral in charge, Gibraltar, and admiral superintendent, Gibraltar Dockyard; naval officer in charge, Aden; captain in charge, His Majesty's naval establishments, Ceylon; captain in charge, naval establishments, Simonstown (South Africa); commodore in charge, Singapore; rear admiral in charge of naval establishments at Hong Kong.

The naval dockyards at home are Portsmouth, Devonport, Rosyth, Chatham, and Sheerness. The first two are very active yards with facilities for construction and repair of the largest ships and are important naval bases, as well. Rosyth has similar facilities both as a yard and base but is not now active, having been placed in a maintenance status shortly after the end of the World War. Chatham is a smaller yard limited in its facilities to 10,000-ton cruisers. The facilities of Sheerness are limited to those for small craft. Abroad, the principal dockyards are Gibraltar, Malta, Simonstown, Trincomali (drydock at Colombo), Singapore, and Hong Kong. Others with limited facilities are Bombay, Sydney, Auckland, Esquimault (Canada), Halifax, and Bermuda. Further information is given elsewhere.

The shore establishments within any one of the three home port commands are all placed under the general authority and control of the commander in chief of that home port, and the Board of Admiralty exercises its control over them by the King's regulations, books of

instructions, Admiralty fleet orders, and special orders sent by letter, telegram, etc.

As regards the chain of command and channel of communication of orders, however, more decentralization is allowed, the degree differing according to the type of establishment and the nature of the communication.

These establishments may be—

(1) Fleet establishments, manned by naval officers and men, which are technically ships and which include the Royal Naval Barracks, and most of the training establishments.

(2) Medical establishments, i. e., naval hospitals, infirmaries, and sick quarters.

(3) Civil establishments, which are mainly manufacturing and supply establishments, employing civilian industrial labor, such as the dockyards, victualing yards, and naval armament depots.

Establishments under (1) come directly under the commander in chief's authority as if they were ships, and communications to and from the Admiralty relating to them ordinarily pass through the commander in chief. Where, however, such an establishment has specialized duties (as, for instance, the Royal Naval Barracks in regard to the drafting of personnel, or "H. M. S. *Excellent*", the gunnery school, in regard to advice on gunnery matters), arrangements exist enabling communications on matters of detail to pass direct between the establishment and the secretary of the Admiralty, or the department of the Admiralty directly concerned. When, however, an inferior authority, either at the port or at the Admiralty, takes advantage of this short cut, he is always held responsible for bringing to the notice of his superior any matter of importance that emerges from such correspondence.

Establishments coming under (2) are under the commander in chief's general authority, and he is required to inspect and report upon them periodically. But he is enjoined not to interfere with their management unless some special reason exists, in which case a special procedure set forth in King's regulations is to be followed. Normally, communications pass direct between the medical officer in charge and the permanent secretary of the Admiralty or the medical director general.

Regarding the third class of shore establishments at the four important home dockyards (Portsmouth, Devonport, Chatham, and Sheerness), an admiral superintendent or captain superintendent is appointed to be responsible, as the representative of the commander in chief, for the administration of the dockyard and the victualing, naval armament, naval store and fleet fueling, and works services. In such cases the commander in chief does not interfere with the management of these establishments and services, except under the circumstances and in the manner as mentioned under (2).

At the home ports, however, there is a further decentralization, since the admiral superintendent's responsibility for the victualing and naval armaments establishments, which geographically are separate from the dockyards, is only a coordinating one and not a managerial one. It covers such matters as personnel, labor, the use of materials, harbor craft, and proposals, as to works and machinery, and enables the admiral superintendent to preserve uniformity in the treatment of labor, and to utilize storage space, plant, etc., at the several establishments to the best advantage. In other respects the management of these services devolves upon officers in direct charge of them, namely, the superintendent and victualing store officer, armament supply officer, and mining engineer officer, who, except in regard to the matters coordinated by the admiral superintendent, correspond direct with the head of the Admiralty department responsible to the Board for the service concerned respectively, the director of victualing and the chief superintendent of armament supply (acting for the director of naval ordnance and director of torpedoes and mining). With these exceptions, correspondence relating to the work of the civil establishments at the home ports passes between the admiral (or captain) superintendent and the permanent secretary of the Admiralty or the head of the responsible Admiralty department (the director of dockyards, director of stores, or civil engineer in chief).

At bases abroad, the admiral superintendent, commodore, or captain in charge, as the case may be, exercises a closer supervision over the work of all the civil establishments, including the victualing and armament supply depots, and correspondence relating to them passes through him, being addressed—according to the importance of the matter dealt with—either to the permanent secretary of the Admiralty or the head of the responsible department of the Admiralty.

The commanders in chief at the Nore, Portsmouth, and Devonport and the rear admiral and commanding officer, coast of Scotland, are the chief naval and disciplinary authorities within their respective commands, and have a general responsibility for all naval interests, including defense matters affecting the Navy, within these commands, and for acting on behalf of the Navy in any situation that arises.

They are independent of each other, each being personally responsible to the Board of Admiralty for his own command. In practice, however, as many questions arise, which have a common bearing, the three commanders in chief are in frequent communication with one another and reports or recommendations made to the Admiralty are often the result of consultation and conference among them.

The relations between the commander in chief of a home port and a seagoing fleet coming within the limits of his station are as follows:

(1) The commander in chief of the home port is empowered to consider all flag officers who are junior to himself, and all ships present

as under his orders, except such as are actually under the orders of a senior flag officer then present (though such vessels are to be under his control in all matters provided for by the regulations of the port); but he may not interfere with ships arriving or lying at ports within his station but not in sight of his flag, unless specially directed to take them under his orders, and except in some emergency not admitting of reference to the Admiralty, is not to send any ship to sea except those which have been specially placed under his orders.

(2) Any flag officer in command entering the limits of a home port, who is senior to the commander in chief of the port, is not in any way to interfere with the port duties, but is to direct by order or signal that these duties are to be carried out by the appointed port authorities without reference to him, even should his flag remain flying.

As far as possible the services which the several shore establishments will be required to perform for ships belonging to the seagoing fleets are laid down either by standing regulations (scales of supply of stores, fuel, etc.) or by annual programs (the repair and refitting programs of the dockyards). In regard to the performance of such approved services, the commander in chief of the fleet concerned in important cases, or the commanding officer of the ship concerned in less important cases, deals direct with the establishment concerned. Any important change in fleet requirements, such as an alteration in the program of repairs and refits, the necessity to draw supplies on a large scale from one establishment that would normally have been drawn from another, or to exceed the normal scales of supply, would be the subject of communication between the commander in chief and the Admiralty, who would give the necessary orders to the establishments concerned.

It naturally follows in custom that the commander in chief, Mediterranean, or of a foreign station, exercises a certain degree of control over shore establishments located within the geographical area of his command which is denied to the commander in chief of the home fleet as regards the home establishments. This degree of control varies with the distance of the base from home and the resulting difficulties of complete Admiralty control, but is more a practical working arrangement adjusted locally than any recognition of theoretical or legal rights.

Forces afloat.—The two principal fleets are the Home Fleet and the Mediterranean Fleet. The Reserve Fleet is an organization consisting mostly of older ships with reduced complements but in such operating condition that they can be rapidly placed in full commission for active service. The rest of the Navy consists of detached forces on foreign stations. These are at present the China Station; East Indies Station; African Station; New Zealand Station; America and West Indies Station. The commanders in chief of these fleets and stations are the

agencies through whom the Board of Admiralty exercises control of forces afloat.

Questions of distribution, operations, and training of the fleet are the function of the naval staff, which advises the Board of Admiralty on these matters. When a Board decision on such matters is reached, it normally rests with the permanent secretary's military branch, which fulfills the purpose of a naval staff secretariat, to draft the orders, to ascertain that they meet the requirements of the naval staff, to issue them when finally approved, and to see that all departmental and other authorities affected are informed.

But this distribution of functions is interpreted in such a manner as not to hinder the naval staff from proposing, when it appears necessary to do so, the precise form in which, for example, sailing orders for a fleet or ship should go out over the secretary's signature, or from drafting telegraphic or radio orders for approval and dispatch. In fact, the procedure may be and is shortened in appropriate cases, even up to the point at which a single member of the Board takes the responsibility of giving the decision on behalf of the Board, and himself drafts the orders for issue by telegraph or radio. Moreover, as before indicated, a definite legal exception to the ordinary official procedure whereby the chief of naval staff is empowered to issue orders in his own name affecting war operations and the movement of ships is authorized. This power, which is not often used, was given in order that the first sea lord might be able to issue urgent and important operational orders in such a way as not to throw a collective responsibility upon the whole Board when circumstances had not permitted any opportunity of consulting the Board about them.

The several commanders in chief afloat are entirely independent of one another, and are responsible directly to the Admiralty. The flag officers commanding squadrons which are part of the larger fleets are under the orders of the commander in chief of the station or fleet in which they are serving; each control the detailed administration of his squadron within limits prescribed from time to time by the commander in chief.

The Reserve Fleet is likewise independent of the other fleets and the vice admiral commanding is only responsible to the Admiralty.

When two commanders in chief are in company, the senior is in command, but would not interfere with the administration of the vessels commanded by the other.

A rear admiral, known as the rear admiral (S), is appointed to the command of the submarine training school and the submarine training establishments. As regards this part of his duty, he is under the general command of the commander in chief, Portsmouth, through whom Admiralty orders would pass. The rear admiral (S) is also responsible for the coordination of all questions relating to the personnel serving in submarines and their training, and is adviser to the

Admiralty and to commanders in chief on all questions relating to submarines. For this purpose he is authorized to visit submarine flotillas of the fleet by arrangement with the flag officer commanding, and to receive reports from them, and is also placed in direct touch with the Admiralty, official Admiralty files being referred to him for report as if he were the head of an Admiralty department. Submarine flotillas based on the home ports also come under his direction.

The antisubmarine forces are under the control of the captain A/S. This officer comes under the commander in chief, Portsmouth, for administrative purposes, and is directly responsible to departments of the Admiralty for advising on technical questions, research, etc., in the same way as is the rear admiral (S) in regard to submarine matters.

The Auxiliary Patrol comprises the fishery protection cruisers and gunboats and the mine-sweeping flotilla, all of which are under the command of the captain, Auxiliary Patrol. The captain A/P is under the orders of the commander in chief, Home Fleet, for general purposes, but communicates directly with the Admiralty on questions relating to fishery protection or mine-sweeping.

Dominion navies.—The relationship of a dominion naval force to the Crown is the same, essentially, as that of the Royal Navy to the Crown. However, the line of connection is not through the Admiralty and the executive Government of Great Britain, but through the dominion naval authority (namely, in Australia the naval board; in Canada, the minister and department of national defense; in New Zealand, the naval board; and in South Africa, the minister and council of defense) and the Dominion executive government.

The relationship of the Admiralty to the dominion naval forces in peace is purely that of advisor to the dominion naval authority, the object being to assist the dominion naval force to develop on similar lines to the Royal Navy. Orders and information communicated to the Royal Navy are, therefore, freely communicated to the dominion naval authorities, so far as the stages reached in the development of the respective naval forces admit, so that it is at the discretion of these authorities to adopt similar arrangements. The loan of British naval officers and men, when a dominion naval authority requires their services, is arranged whenever possible, and dominion naval officers and men are received in British ships and training establishments for training. Arrangements also exist for exchanging ships between the Royal Australian Navy and the Royal Navy, to facilitate fleet training and cooperation.

The relationship of the Admiralty to the dominion naval forces in war would depend, in the cases of the Royal Australian and Royal Canadian Navies, upon the decision of the dominion concerned at the time. Legal powers exist by which in war these dominions can place their naval forces at the disposal of the Admiralty and the latter can accept the offer, in which case the Royal Navy and the dominion

naval force become one navy, the dominion naval authority concerned carrying on its administrative and other duties as the local representative of the Admiralty. In the case of New Zealand the dominion has provided by law in advance that her naval forces shall be placed at the disposal of the Admiralty in war. In the case of South Africa, that portion of her naval forces which forms a division of the Royal Naval Volunteer Reserve would also pass automatically under the control of the Admiralty in war. Officers of the Royal Australian Navy, Royal Canadian Navy, and the New Zealand division, rank and command with officers of the Royal Navy according to their rank and seniority in these Dominion naval forces. The position of the new Royal Indian Navy is substantially the same as that of the Royal Australian or Canadian Navies.

Composition of fleets and detached forces.—In December 1936 the principal fleets and the detached forces on foreign stations were as follows:

HOME FLEET

(Admiral Sir Roger R. C. Backhouse, commander in chief)

Second Battle Squadron:

Nelson (BB), fleet flagship.

Rodney (BB).

Royal Sovereign (BB).

Ramillies (BB).

Royal Oak (BB), flagship Second Battle Squadron.

Resolution (BB).

Revenge (BB), modernizing at Portsmouth.

Second Cruiser Squadron:

Orion (CL).

Leander (CL).

Neptune (CL).

Aircraft carriers:

Courageous (CV).

Furious (CV).

2 DD.

Destroyer flotillas:

Cairo (CL) flag.

Fourth Destroyer Flotilla:

9 DD.

Fifth Destroyer Flotilla:

9 DD.

Sixth Destroyer Flotilla:

9 DD.

Submarine flotillas:

Second Submarine Flotilla:

1 AS.

1 SM.

4 SS.

Drifters:

10 drifters.

Fleet Target Service:

Centurion (BB), mobile target.

1 net layer.

1 destroyer.

1 sloop.

2 tugs.

MEDITERRANEAN FLEET

(Admiral Sir A. Dudley Pound, commander in chief)

First Battle Squadron:

Queen Elizabeth (BB), fleet flagship.*Valiant* (BB).*Barham* (BB), flag First Battle Squadron.*Warspite* (BB), modernizing at Portsmouth.*Malaya* (BB), conducting trials in England after modernization.

Battle Cruiser Squadron:

Hood (CC), flag.*Repulse* (CC).*Renown* (CC), modernizing at Portsmouth.

First Cruiser Squadron:

Sussex (CA).*Devonshire* (CA).*Shropshire* (CA).*London* (CA).

Aircraft Carriers:

Glorious (CV).

Third Cruiser Squadron:

Arethusa (CL).*Delhi* (CL).*Despatch*.*Penelope* (CL).

Destroyer flotillas:

Galatea (CL), flag.

First Destroyer Flotilla:

9 DD.

Second Destroyer Flotilla

9 DD.

Third Destroyer Flotilla:

9 DD.

Submarine flotillas:

First Submarine Flotilla:

Cyclops (AS), flag.

1 DD.

3 SF.

4 SS.

Repair ships:

1 AD.

1 AR.

Miscellaneous:

1 Hospital ship.

3 Sloops.

1 Gate vessel.

2 Trawlers.

In Reserve (at Malta):

9 AM.

1 CM.

1 DD.

4 drifters.

CHINA STATION

(Vice Admiral Sir Charles J. C. Little, commander in chief)

Fifth Cruiser Squadron:

Cumberland (CA), flagship.

Dorsetshire (CA).

Kent (CA), modernizing at Chatham.

Suffolk (CA), returning from modernization at Chatham.

Berwick (CA).

Cornwall (CA), modernizing at Chatham.

Capetown (CL).

Danae (CL).

Eighth Destroyer Flotilla:

9 DD.

Aircraft Carriers:

1 CV.

Minelayers:

Adventure (CM).

Fourth Submarine Flotilla:

1 AS, flagship.

2 DD.

15 SS.

Sloops:

5 sloops.

Yangtze Patrol:

13 PG.

West River Patrol:
5 PG.

EAST INDIES STATION

(Vice Admiral The Hon. Sir Alexander Ramsay, commander in chief)

Fourth Cruiser Squadron:

Norfolk (CA), flag.

Emerald (CL).

Enterprise (CL).

Sloops:

6 sloops.

AFRICA STATION

(Vice Admiral F. L. Tottenham, commander in chief)

Sixth Cruiser Squadron:

Amphion (CL), flag.

Carlisle (CL).

Sloops:

4 sloops.

AMERICA AND WEST INDIES STATION

(Vice Admiral The Hon. Sir Matthew R. Best,¹ commander in chief)

Eighth Cruiser Squadron:

York (CA), flag.

Exeter (CA).

Ajax (CL).

Apollo (CL).

Dragon (CL).

Sloops:

2 sloops.

NEW ZEALAND STATION

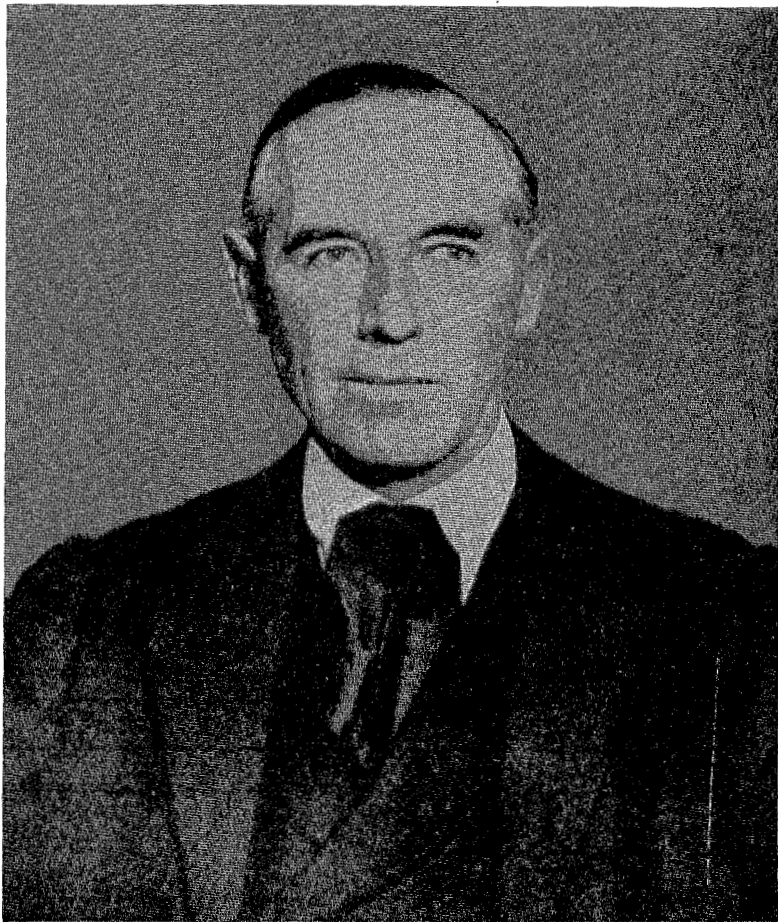
(Rear Admiral The Hon. E. R. Drummond, rear admiral commanding
New Zealand Division)

Dunedin (CL), flag.

Achilles (CL).

¹ To be relieved in May, 1937, by Vice Admiral S. J. Meyrick.

Admiral of the Fleet Sir A. Ernle Chatfield.—Appointed first sea lord and chief of naval staff, 1933; entered as naval cadet, 1886, age 13; captain in 1909, age 36; rear admiral in 1920, age 47; vice admiral in 1926, age 53; admiral in 1930; admiral of the fleet, 1935. Served as flag-captain to Admiral Beatty in H. M. S. *Lion* during action off Heligoland in 1914, in Dogger Bank action in 1915 and Battle of



Jutland in 1916; flag captain and fleet gunnery officer to commander in chief, Grand Fleet, 1917-19; fourth sea lord, 1919; Assistant chief of naval staff, 1920-22; commanded Third Light Cruiser Squadron, 1923-24; third sea lord and controller, 1925-28; commander in chief, Atlantic Fleet, 1929-30; commander in chief, Mediterranean Fleet, 1930-32. Present age, 63.

Admiral Sir Martin E. Dunbar-Nasmith.—Appointed second sea lord and chief of naval personnel in 1935. Promoted to captain in 1916, age 33; rear admiral in 1928, age 45; vice admiral, 1932; admiral, 1936. As a lieutenant commander, commanding submarine E-11 in the World War, he entered the Sea of Marmora through the Dardanelles mine fields and destroyed 11 Turkish vessels. In connection



with this hazardous exploit he was awarded the Victoria Cross and promoted to commander. Important assignments have been command of Royal Naval College, Dartmouth (the British Naval Academy) 1926-28; rear admiral, submarines, 1929-31; commander in chief, East Indies Station, 1932-34. Present age, 53.

Admiral Sir Roger R. C. Backhouse.—Appointed commander in chief, Home Fleet, 1935. Promoted to captain in 1914, age 36; rear admiral in 1925, age 47; vice admiral in 1929; admiral in 1934. Director of naval ordnance, 1920–22; commanded Third Battle Squad-



ron, Atlantic Fleet, 1926–27; third sea lord and controller, 1928–32; commanded First Battle Squadron, Mediterranean Fleet 1932–34. Present age, 58.

Vice Admiral Sir Charles J. C. Little.—Appointed commander in chief, China Station, 1936. Promoted to captain in 1917, age 35; rear admiral in 1929, age 47; vice admiral, 1933. Specialized in submarines. In command of Grand Fleet Submarine Flotilla 1916–18; commanded H. M. S. *Cleopatra* in the Baltic, 1919; director of Trade Division, naval staff, 1920–22; member of British delegation to Wash-



ington Naval Conference 1921–22; staff of commander in chief, Mediterranean Fleet, 1922–24; command of H. M. S. *Iron Duke*, 1926–27; director Royal Naval Staff College, Greenwich, 1927–30; command Second Battle Squadron 1930–31; rear admiral, submarines, 1931–32; deputy chief of naval staff, 1932–35. Present age, 54.