

C.S.

CONFIDENTIAL.

DEF/NGE/1#18

19 40

No.

C/9/40

32

Colonial Secretary.

SUBJECT.

19 40.

13th February.

Previous Paper.

COLONIAL NAVAL VOLUNTEER RESERVE -

Organization and cost of

(Contains M.P. S. 12/24.)

MINUTES.

SEE INSIDE.

Subsequent Paper.

FALKLAND ISLANDS.

Governor's Office.

Secret
No. 12/1924

Date of Receipt.

7 Feb. 1924

From.

SUBJECT.

Secretary of State for the Colonies.

Colonial Naval Volunteer Reserve Organisation and cost of

No.

Date.

Secret Circular
12 Dec. 24

Colonial Secretary's Record No.

Secret Circular from S.O. ① 4/12 Dec.

Registered Number of last Despatch.

C 6/1924.

Memorandum on the formation of a Royal Naval Volunteer Reserve in the Falkland Is.

- ④ *Under (3) 26/Jan 24*
- ⑤ *Telegram 86 of 18 Sep 1939 to S. of S.*
- ⑥ *Telegram from S. of S. of 30 Sep^{hr}*
- ⑬ *Desp. from S. of S. No 92 of 27 Sep^{hr}*
- (7/6/12) and enclosures.*

EXTRACTED FROM C/IS/1936

Y.E.

No. next Despatch.

C 32/1924

Submitted.
(Initd) M.C.H.
C.S.
18.XII.39.

This had better be put up in S/12/24 attached.

This file deals with R.N.R. not R.N.V.R.
I see that I drafted a Memorandum in 1924 on
the question. That might be registered in this file.

(initd) H.H.H.
18.12.39.

YH Submitted.

in CH

20. XII. 39.

I have considered this further in
the light of my Memorandum and
I conclude with reluctance that it
is not likely to be within the means
of the Army to provide a R.N.V.R.
unit for some time to come. In
any event having seen the Defence
Force in active service - and it is
a force which has improved vastly
since 1924, I am very unwilling
to take any action to ^{its} detriment.
We cannot spare ^{even} 25 men for
a separate unit.

Please note. This should
I think go in your confidential
file. There is no reason why
it should be kept secret
when it will be lost.

~~HHH~~ 20/12

Pa
7/12/40

CIRCULAR.

SECRET.

G.O. Secret 1/1924

(2) (7)

Downing Street,

12th December, 1923.

Sir,

With reference to my Secret Circular despatch of the 8th of October last, I have the honour to transmit for your information a copy of a letter from the Admiralty enclosing a Memorandum setting forth in detail the organisation of a typical Colonial Royal Naval Volunteer Reserve force, with an estimate of the cost of the personnel and material required.

Secret
30th October.

Memorandum.
92-94.

I have the honour to be,

Sir,

Your most obedient, humble servant,

DEVONSHIRE.

The Officer Administering

the Government of FALKLAND ISLANDS

(Enclosure in Secret Circular of 12th December, 1923.)

ADMIRALTY, S.W. 1,
30th October, 1923.

SECRET.

Sir,

With reference to your letter of the 16th instant, enclosing 100 copies of the revised Memorandum by the Overseas Defence Committee—507 M.—on the extension of the Royal Naval Volunteer movement to the Colonies and Protectorates, together with a copy of the Circular despatch in which it is being communicated to the Officers administering the Governments, I am commanded by My Lords Commissioners of the Admiralty to acquaint you for the information of the Secretary of State for the Colonies that a Memorandum has been prepared setting forth in detail the organisation of a typical Colonial Royal Naval Volunteer Reserve force and giving an estimate of the cost of the personnel and material required. Copies Nos. 1 to 132 inclusive of this Memorandum are enclosed, and I am to request that the Secretary of State will cause them to be circulated to the Officers administering the Governments of those Colonies and Protectorates which received the original Memorandum 507 M.

Proposals have already been received and are being considered by Their Lordships from Gambia, the Gold Coast, Nigeria, Sierra Leone and Kenya. I am to request that the Officers administering the Governments of these Colonies may be informed that the document is sent to them for information only as regards the arrangements suggested for other Colonies.

I am, etc.,

CHARLES WALKER.

THE UNDER SECRETARY OF STATE.
COLONIAL OFFICE, S.W. 1.

N/M.0496/23.

SECRETCOLONIAL R.N.V.R. FORCES.

1. In C.I.D. Memo. 507-M, Admiralty policy with regard to the formation of R.N.V.R. Forces in the Colonies and Protectorates is stated on broad lines.

2. In order to give Colonies more information concerning the raising of the R.N.V.R. force, provision of material for minesweeping training and the expense involved, standard schemes have been prepared and are attached, which shew

(i) The organisation of a typical R.N.V.R. Force and estimated cost of

(a) 1 Unit.

(b) 2 Units, of such a Force.

(ii) Estimated cost of providing, fitting and maintaining one Trawler for minesweeping - material only.

(iii) Estimated cost of fitting one Local Craft of suitable type for minesweeping and hiring this vessel when required for exercise.

3. These schemes are purely tentative and are meant only to serve as a basis on which particular schemes for each Colony and Protectorate may be built up.

4. Although paragraph 5 of C.I.D. 507-M states that "The provision of Volunteer Reserve Personnel is only one of the several ways in which assistance can be given and is not necessarily the most valuable and acceptable", yet, in the majority of cases, the best way in which Colonies could assist would be :-

(a) The formation of R.N.V.R. Forces to provide personnel for the following Services :-

1. Minesweeping
2. Patrols
3. Anti-submarine work
4. Examination Services.
5. Naval Control Service
6. Coastwatching
7. W/T

(b) The organisation and provision of local craft for 1 to 5 above.

5. As a general rule, minesweeping will be the most useful form of training since, in any future war, the calls for minesweepers are bound to be heavy.

6. It is hoped that Colonies and Protectorates will indicate how much, if any, of a scheme of this nature they are prepared to proceed with.

7. On receipt of such information, the Admiralty will, in collaboration with the local authorities, if requested, prepare a detailed scheme for each Colony, or group of Colonies.

PROPOSED STANDARD ADMIRALTY SCHEMES FOR COLONIAL
MINESWEEPING.

MATERIAL ASPECT

1. When the financial position admits, one or more Trawlers to be kept in permanent commission and local vessels to be hired as necessary for minesweeping exercises.
2. When the financial position is less satisfactory only a few local vessels to be hired as necessary for minesweeping exercises.
3. The figures shown should be used as a general guide only, as they will be affected by fluctuations of markets and variations of prices in different parts of the world.
4. The types of sweeps proposed are still being improved and experimented with and may not be standardised before the middle of 1924.
5. The cost of providing and maintaining 1 trawler in permanent commission and of fitting and hiring say 5 local craft when necessary for minesweeping exercises, might be expected to work out at about £15,000 for the first year; and £5,500^z for each subsequent year. This does not include the cost of personnel, outfits, etc.

^z Includes an estimated fuel expenditure.

APPROXIMATION OF THE EXPENSE INVOLVED IN PROVIDING,

FITTING AND MAINTAINING ONE TRAWLER.

(MATERIAL ONLY).

	<u>First</u> <u>year.</u>	<u>Each subse-</u> <u>quent year</u>
x Cost of Trawler on Sale List.	£5,000	
Fitting W/T, double awnings, accommodation, ballasting, etc. reels for spare M/S wires.	£1,650	
Stiffening vessel and mounting 12 pdr. 12 cwt gun on A.A. mounting.	250	
Fitting a steel magazine.	200	
Fitting depth charge chutes	60	
Docking every six months £66 a time	66	£ 132
Refitting		400
1 12pdr. 12 cwt gun (possibly retained from scrapping).		
One .303 aiming rifle and spare parts.	25	
20 rounds of 12 pdr. ammunition and 36,000 rounds of .303 per annum.	-	300
7 12 pdr. drill cartridges	8	
2 rifles (retained from scrapping)	-	
2 Sets of Webb Equipment for same.	4	
1 Set of "general purpose" minesweeping stores.	135	
Replacements of same.		15
3 Sets of "Oropesa" Mark Sweeps £200 per set	600	
Replacements of same		60
General stores (other than minesweeping)	500	500
Coal burnt would be about 1 ton per 23 miles steamed.	?	?

on

x Note:- Admiralty may be able to provide or loan, but, though at present there are some surplus trawlers available, this surplus will be gradually disposed of if no probable requirements are notified to the Admiralty.

APPROXIMATION OF THE EXPENSE TO BE EXPECTED IN FITTING
1 LOCAL CRAFT FOR MINESWEEPING (ASSUMING OWNERS CONSENT
CAN BE OBTAINED) AND HIRING THE SAME WHEN REQUIRED FOR
MINESWEEPING EXERCISES.

	First Year	Each subse- quent year.
Stiffening vessel and mounting 12 pdr. 12 cwt gun on A.A. Mounting.		£250 as convenient.
XX Fitting steel magazine when war is imminent	£200	
Fitting depth charge chutes.	£50	
(Supply & fit 1 gallows for kite otter French floats	£30	
If suitable ("Drifter" type steam winch for power & providing and fitting with necessary supports (Unless worked sweep. existing winch is suitable).	£340	
(Supply and fit "Ailsa" type roller fairloads, 2 in No.	£80	
OR		
(Supply and fit 1 davit and ped- estal for handling kite otter and French floats.	£25	
If only suit- (Supply & fit 2 hand winches able for hand worked sweep which is less efficient (Supply and fit fairleads, if then & not suitable.	£110	
	£15	
1 12-pdr. 12 cwt gun (possibly retained from scrapping).		
1 .303 aiming rifle and spare parts		£25 in all when convenient.
2 rifles (retained from scrapping)		
2 sets of Webb equipment for same	4	
1 set of "general purpose" M/s stores.	£35	
Replacements for above		£15
(2 sets of power-worked "Crepesa" Sweeps	400	
(Replacements for same		£40
OR		
(2 sets of hand-worked "Crepesa" Sweeps	400	
(Replacements for same.		£40
General service stores (not Minesweeping)	5	5
Cost of hire - about £10 per day for 10 days Per annum		£50 £100

ROYAL NAVAL VOLUNTEER RESERVE.
IN THE COLONIES.

1. The Colonial R.N.V.R. Forces would be raised under the authority of the Colonial Naval Defence Acts, 1865 and 1909.

11. Duties: The primary duties to be Mine Sweeping. Other forms of local defence to be developed later on. Training for first two years of engagement to be on General Service lines, after which Officers and Men will begin minesweeping training.

111. Organisation:

Units consisting of 50 Ratings should be formed; one Lieutenant R.N.V.R. and one Sub-Lieutenant, R.N.V.R. should be authorised for each Unit; if three or more Units were formed one Lieutenant Commander, R.N.V.R. should be added. If six Units were formed one Commander should be added. Supernumerary Officers of rank not higher than Lieutenant, R.N.V.R. may be borne up to any numbers obtainable.

If a Division reaches a strength of six units no further units should be formed but existing units should be increased in size; the limit to be 100; an additional sub-Lieutenant, R.N.V.R. being added for each 50 additional men.

Medical Officer:

So long as the number of units is three or less, one Medical Officer should be appointed; for a total of 4 to 6 units, 2 Medical Officers; an additional Medical Officer for every three hundred men, or part of 300 men, in addition to six units.

Accountant Officers:

One Accountant Officer should be appointed to each 600
men....

men or part thereof.

IV. Composition of Units:

This would vary according to the needs of each particular Colony, but six Signal Ratings should be included in each unit and Artisans should not be included for the present.

The primary object should be to establish a disciplined force, and the allocation of ratings to different branches etc. should follow when this object has been achieved.

V. Instructional Staff:

Officer Instructor: (P.M. or R.N. Retired).

The Officer Instructor should be a Lieutenant Commander Commissioned Officer from Warrant rank, or Warrant Officer.

Petty Officer Instructors: (P.M. or R.N. Pensioned or R.F.R.)

One Chief Petty Officer or Petty Officer for the first unit and for every additional 100 men.

VI. Period of Enrolment.

Four year periods, up to a total of 30 years.

VII. Pay:

Permanent Staff:

The pay of these officers and petty officers should be the same as that for R.N. Officers employed on Colonial Service, viz :- pay of rank with Colonial allowance; also a special allowance based on cost of living, rates of pay etc. in the respective Colonies. The Colonies to be responsible for these payments and for the usual pension contribution.

R.N.V.R. Officers and Men:

Officers: Imperial R.N.V.R. Scale.

European Ratings: Imperial R.N.V.R. Scale.

Native Ratings: As fixed locally.

VIII. Bounties:

A small bounty should be paid, to be fixed locally

according...

According to the current rate of wages, in order to cover out of pocket expenses incurred. Bounties to be payable to men only, not to Officers.

The Colonies to be responsible for payment of bounties and for pay during periods of training.

IX. Higher Ratings (Natives);

Ratings such as Head Krooman and Head Tindal to be provided in order to encourage zeal and efficiency.

X. Engagements:

In peace time for service in Colony only.

In war time it is desirable that, with the prior consent in time of peace of the Colonial Authorities, the forces should be available for general service.

XI. Drills:

40 Drills of one hour's duration in first year and 24 in subsequent years (as for Imperial R.N.V.R.)

XII. 14 days training in any vessel detailed by the Colonial Authorities for the purpose or in one of H.M. Ships, during the first or second year of Service.

Afterwards average of 7 days training afloat per annum.

XIII. Command:

Colonial R.N.V.R. Units to be under the orders of the Naval Commander-in-Chief of the Station, who should arrange for annual inspection.

XIV. Uniform:

Officers	(As for Imperial R.N.V.R. (with
	distinctive badge of Colony,
European Ratings	(if desired)).

Native Ratings: A simple uniform of Naval type, to be decided locally.

XV. Uniform Allowance:

Officers' uniform allowance to be £10 on entry.

Men to receive kit to the value of about £2 - on enrolment

and.....

and re-enrolment, free of charge; kits to be maintained by the men. If desired, men's uniform to be supplied by Admiralty on repayment.

XVI. Discipline:

Instructional Staff to be under Naval discipline and to be placed on the books of the Flag Ship of the Station for pay, such pay being subsequently recovered from the Colonial Authorities.

It is desirable that the Colonies should provide such legislation as would place the Royal Naval Volunteer Reserve forces under appropriate discipline whilst undergoing training and drills and when called out for actual service. The necessary authority exists in the Colonial Naval Defence Acts of 1865 and 1909.

Section 7 of the Act of 1865 makes it lawful for His Majesty in Council from time to time as occasion requires and on such conditions as seem fit to authorise the Admiralty to accept any offer for the time being made or to be made by the Government of a Colony to place at His Majesty's disposal for service in the Royal Navy the whole or part of the body of volunteers with all or any of the officers raised and appointed by that Government in accordance with the provisions of the Act; and that when any such offer is accepted, such of the provisions of the Naval Reserve Act 1859 as relate to men of the Royal Naval Reserve raised in the United Kingdom when in actual service shall extend and apply to the volunteers whose services are so accepted.

In the event of a National emergency, it would be necessary that the Colonial Royal Naval Volunteer Reserve forces should, like the Royal Naval Volunteer Reserve force raised in the United Kingdom, be called out with the least possible delay. In order to avoid any such delay the Union of South Africa decided in 1913 to offer beforehand to the Admiralty the services of the South African Division of
the.....

the Royal Naval Volunteer Reserve and that offer was accepted by the Admiralty under authority of an Order in Council made in pursuance of the section. It is strongly recommended that in order that the Colonies themselves and the Empire as a whole may in time of National emergency have the immediate use of the Colonial Naval Reserves a similar procedure should be adopted. It would be an understanding that in that case the Admiralty would not hold volunteers to conditions of actual service, except while performing drills or undergoing training, until an emergency arose which would require the Royal Naval Volunteer Reserve generally to be called into actual service. If this course were taken no difficulty need arise in practice while the personnel are pursuing their ordinary civilian avocations in time of peace, but discipline would be fully provided for while performing drills and undergoing periodical training afloat or ashore.

FVII. Combined Colonies Scheme:

The possibility of several Colonies raising a combined force is under consideration.

FVIII. Finance:

A statement is attached shewing the approximate cost to a Colony per unit of personnel.

R.N.V.R. in the Colonies.

Table A. Annual Cost of 1 Unit of 2 Executive Officers, 1 Medical Officer, 1 Accountant Officer and 50 men.

(a) <u>Permanent Staff.</u>	2
Pay, Lodging Money, Provision Allowance and Servant's Allowance of one Officer of the rank of Lieutenant Cdr., Commissioned Officer from Warrant Rank or Warrant Officer.	540
Colonial and Special Allowances (these will presumably vary with the Colony).....	-
Cost of passage from England (dependent upon distance and frequency of relief)...	
Value of Retired Pay rights.....	125
Pay, Lodging Money, Provision Allowance, Kit Upkeep Allowance and Marriage Allowance of 1 C.P.O. or P.O.....	320
Colonial and Special Allowances.....	-
Cost of passage from England (dependent on distance and frequency of relief).....	-
Value of Pension rights.....	36
(b) <u>Volunteers embarked for average of 7 days' training per annum.</u>	
Pay at Imperial rates..... 282)	80
Victualling..... 23)	
(c) <u>Bounties for Volunteers (assuming 6d per drill for 40 drills in first year and 24 drills in subsequent years).....</u>	35
(d) <u>Clothing of Volunteers (assuming that Officers will serve for 5 years on the average and that men's kits will be renewed every four years).</u>	
Officers 28)	33
Men..... 25)	
(e) Rent of Drill Hall.	
(f) Travelling expenses of Officers and men embarking for training	
(g) Medical Expenses.	
(h) Miscellaneous, e.g. Clerical assistance, Caretakers, Casual Labour)	

No estimate practicable

Notes.

- (i) The larger the unit, or the larger the number of the units, in any Division, the smaller the expense per unit becomes, because the Establishment expenses are spread over greater numbers, while the number of Volunteer Officers and Petty Officer Instructors, considered in relation to the number of Volunteer ratings is also reduced.
- (ii) The pay of the Signal Staff has been calculated on the assumption that R.N. rates of pay would be issued and that the ratings would be Europeans.
- (iii) Marriage allowance has been included in the emoluments of the Petty Officer Instructor. The expense under this head could, however, be obviated by the appointment of single men.

R.N.V.R. in the Colonies.

Table B. Annual cost of 2 Units of 4 Executive Officers, 1 Medical Officer, 1 Accountant Officer and 100 men

		£. s. d.
A. Permanent Staff.		
Pay, Lodging Money, Provision Allowance and Servant's Allowance of 1 Officer of the rank of Lieutenant Cdr. Commissioned Officer from Warrant Rank or Warrant Officer.....		540. 0. 0
Colonial and Special Allowances (These will presumably vary in different Colonies).....		-
Cost of Passage from England (dependent on distance and frequency of relief).....		-
Value of Retired Pay rights.....		125. 0. 0
Pay, Lodging Money, Provision Allowance, K.U.A. and Marriage Allowance of 1 C.P.O. or P.O..		320. 0. 0
Colonial and Special Allowances (These will presumably vary in different Colonies).....		-
Cost of Passage from England (dependent on distance and frequency of relief).....		-
Value of Pension rights.....		36. 0. 0
B. Volunteers embarked for average of seven days per annum.		
Pay (at Imperial rates).....	£. s. d. 88. 0. 0)	142. 0. 0
Victualling.....	54. 0. 0)	
C. Bounties for Volunteers (assuming 6d. a drill for 40 drills in 1st year and 24 drills in subsequent years).....		
		70. 0. 0
D. Clothing for Volunteers (assuming that Officers will serve for 5 years on the average and that men's kits will be renewed every 4 years).....		
Officer.....	12. 0. 0)	62. 0. 0
Men.....	50. 0. 0)	
E. Rent of Drill Hall		
F. Travelling Expenses of Officers and Men undergoing training,		
G. Medical Expenses.		
H. Miscellaneous, (Clerical assistance, caretakers, casual labour)		
)	No estimate practicable.

Notes.

- (i) The larger the unit, or the larger the number of the units, in any Division, the smaller the expense per unit becomes, because the Establishment expenses are spread over greater numbers, while the number of Volunteer Officers and Petty Officer Instructors, considered in relation to the number of Volunteer ratings is also reduced.
- (ii) The pay of the Signal Staff has been calculated on the assumption that R.N. rates of pay would be issued and that the ratings would be Europeans.
- (iii) Marriage Allowance has been included in the emoluments of the Petty Officer Instructor. The expense under this head could, however, be obviated by the appointment of single men.

ADDITIONAL STAFF FOR MANNING TRAWLERS.

In the early stages it may be found that additional assistance will be required to complete the crews necessary to take the trawlers to sea, more especially as regards the engine room complement. If sufficiently qualified men are not available from the R.N.V.R. ratings themselves, it may be found possible to employ local civilians temporarily.

The following statement may serve as a general guide to the annual cost of providing the various members of a trawler's crew manned on a Naval basis:

R.N.V.R. IN THE COLONIES.

Estimated Annual Cost of Personnel of a Trawler utilised for Training purposes.

	2
1 Officer (Average cost of a Commissioned Officer from Warrant Rank and Warrant Officer) ..	519
1 C.P.O.....	322
1 Leading Seaman.....	233
2 A.B.'s.....	418
1 A.B. (as Cook).....	214
3 Ordinary Seamen.....	386
1 Telegraphist.....	205
1 Signaller.....	205
1 E.R.A., Chief Mechanician or Mechanician.....	365
1 Chief Stoker or Stoker Petty Officer.....	314
2 Stokers.....	429
	<u>£3,610</u>

Notes..

- (1) In the case of the Officer the figure includes Full Pay, Command Money, Hard Lying Money, cost of Victualling and Retired Pay liability.
- (2) In the case of ratings the amounts include Pay, Hard Lying Money, Marriage Allowance (except in the case of Ordinary Seamen), Kit Upkeep Allowances, Cost of Victualling and Pension liability.
- (3) The cost of marriage allowance has been based on an average of a wife and 1.2 children per man.
- (4) Hard Lying Money has been calculated at half the rates provided under Article 1468 Class 1, K.R. and A.I. (See Article 1487 Clause 1).
- (5) Possibly Climate Pay may be payable in certain circumstances. If so the estimate should be increased by £36 in the case of the Officer and £29 in the case of the men.
- (6) It has been assumed that no Colonial or other special allowance will be paid.

(3) (21)

FALKLAND ISLANDS

CIRCULAR.

SECRET.

The Under Secretary of State for the Colonies presents his compliments to the Officer Administering the Government and, with reference to the Secretary of State's Secret Circular despatch of the 12th of December, 1923, begs to state that the first line of the note on page 4 of the Admiralty memorandum enclosed in it should be amended to read "provide on loan" instead of "provide or loan".

Colonial Office,

26 January, 1924.

(4)

Memorandum on the formation of a Royal Naval Volunteer Reserve Force in the Falkland Islands

1. Under the provisions of the Colonial Naval Defence Act of 1865 and 1909 it is lawful for the Legislature of the Colony to provide for the raising and maintaining a Royal Naval Volunteer Reserve Force, or more particularly to:-
 - (1) Provide, maintain and use a vessel of war
 - (2) Raise and maintain Seamen and others on the terms of being bound to serve as ordered in any such vessel
 - (3) Raise and maintain a body of Volunteers on the terms of being bound to general service in the Royal Navy in emergency and as ordered in any such vessel as aforesaid
 - (4) Appoint Commissioned Warrant and other Officers
 - (5) Provide for enforcement of good order and discipline among the men and officers while ashore or afloat within the limits of the Colony
 - (6) Make the men and officers while ashore or afloat within the limits of the Colony or elsewhere subject to the enactments and regulations for the time being in force for the discipline of the Royal Navy.
2. Volunteers raised as aforesaid shall form part of the Royal Naval Volunteer Reserve.

3. The Secretary of State in Secret Circular of the 8th of October 1923 points out the desirability of taking advantage of the provisions of the Imperial Acts but adds that legislation should contain a proviso that members of the local R. N. V. R. when not called up for naval duties should not be absolved from any liability they would otherwise have for service in the local Land Defence Force.

4. Under the provisions of Ordinance 7 of 1920 every male resident in the Falkland Islands between the ages of 18 and 41 is, unless exempted by the Ordinance, liable to serve in the Defence Force and may be called out for active service. The Defence Force is at present composed entirely of Volunteers. Considerable efforts have been made during the last ^{eighteen} ~~twelve~~ months to enrol as many recruits as possible and to make the Force efficient. The total number on the roll is 98, of these 52 only are resident in Stanley and are available for drills and training. The ~~total~~ ^{number of men} in the Colony between the ages of 18 and 41 is 467 (approximately) of whom 154 live in Stanley. It may be taken that owing to exemptions, not more than 120 men can be relied upon, with compulsory service, for training. It is not feasible to call men from the country districts for enrolment

or training except at times of emergency. ^{It should be stated that although the nominal roll contained 156 names at critical periods in the late war the full active service list including men from the farms comprised only 6 officers and 85 other ranks.}

5. There is little or no doubt that it would be possible to form a R. N. V. R. force composed of one unit locally and to train them efficiently, but it should be borne in mind that the establishment of such a force would probably prove fatal to the Defence Force. There would certainly be a number of defections and it is only with difficulty

that a drill band of 30 ^{men} can now be obtained in the Defence Force. By energetic action on the part of the Government, it would indeed be possible to incite sufficient enthusiasm to get both a R.N.V.R. force and the Defence Force into working order simultaneously but sustained interest and effort are entirely alien to the spirit or mentality of the people of the ~~Colony~~ ^{Islands}. The whole past history of movements in the Colony have illustrated this factor.

6. There remain two courses ^{for consideration} if the proposals for the establishment of a R.N.V.R. force are to be proceeded with: —

(a) To form a very much smaller unit for Naval Defence than that laid down by the Admiralty or in practice, to restrict the training to the crew of the Government drifter "Afterglow" with the addition of say five or six men, a number which would not interfere with the Defence Force.

(b) To abolish the Defence Force and to substitute a R.N.V.R. force with special attention to shore training which would be superincumbent on the courses laid down by the Admiralty for the R.N.V.R.

7. ~~The Government possesses in the drifter "Afterglow" a vessel which, although somewhat small, appears well adapted for the service required, provided she can mount a heavier gun than the 3 pr with which she is fitted.~~

~~She also has the necessary machinery.~~
The objection to proposal (a) in the foregoing paragraph is that the contribution of the Colony towards Naval Defence would be altogether inadequate if less than one unit were supplied. The

strategic value of the Port of Stanley as a naval base is presumably high and the strongest effort the Colony can make towards its defence is called for.

The objection to the adoption of proposal (b) is that the Defence Force has recently been reorganized at considerable expense and it would perhaps have a disheartening effect on a number of keen volunteers who have no liking or wish for work afloat. The expenditure, ^{already incurred} however, apart from that on the men's uniforms, which would have to be changed, would not have been wasted. It should be clearly recognized that the only duties ^{for} which any ^{local} land force would, as far as it is possible to say, be required, would, as in the past war, be for the defence of the harbour working in conjunction with the Royal Navy. If this proposition is accepted the arguments in favour of proposal (b) are strong and the means for giving effect to it require examination.

It is also unfortunately possible that a local Falkland Island Defence Force appeals more strongly to local feelings than would a unit of an imperial force. A close appreciation of an obligation is common with

8. The Colonial Government possesses in the drifter 'Afterglow' a valuable asset as the basis for the foundation of a R.N.V.R. The vessel is smaller than the Trawler type specified by the Admiralty. She is at present fitted with a 3 pdr. gun, but it is to be expected that she could take ^{the heavier weapon} ~~the heavier weapon~~ ^{calibre gun} ~~calibre gun~~. The officers and several members of the crew have had war service in the Navy. If the 'Afterglow' is accepted for permanent Commission ^{the R.N. Falkland} ~~as a permanent vessel~~, and there is only this one local steam vessel of 452 tons gross (150 net) available, can be hired for 7-10 days for training the force of volunteers. The Government steam launch ^{142 ft. long} ~~Pequod~~ could also be ^{strengthened and} fitted with a 3 pdr. if a further auxiliary boat is required for harbour work. This launch would in any event be required for patrol duties in time of war.

9. It is laid down in the Admiralty memorandum that the organization of a R.N.V.R. in the Colonies shall be based on the formation of units consisting of 50 ratings; one Lieutenant R.N.V.R. and one Sub-Lieutenant R.N.V.R. being authorized for each unit; colonial unit to be under the orders of the Naval Commander-in-Chief of the Station who will arrange for the annual inspection. There is at present no South American ~~the~~ Naval Station. In any event it seems that if two units are formed in the Falkland Islands, they should have a unified command locally, a senior officer of the rank of Lieut. Commander, R.N.V.R. (Ex-R.N.) being in command of one unit and of the Force.

10. There is in the full time employment of the Colonial Government a Harbour Master whose duties are of a nature that allow him sufficient leisure to carry out the full duties of officer commanding the local R.N.V.R. The present occupant of the post has stated that he could combine the office of Master of the Government Patrol Boat as well as that of Harbour Master. The salary of his office is only £300 a year with allowances; an additional £150 - £200 a year should be sufficient to secure the services of a retired R.N. Lieutenant-Commander if the present holder of the office has not the necessary qualifications for the ~~double~~ appointment. The appointments of men now in the Colony to fill the other posts on the permanent staff do not appear to present any difficulty. There are a sufficient number of ex-service men for the instructional staff. Those in full time Government employment ~~would~~ should it may be suggested be paid by allowances.

11. The services required of the Force are

- (1) Minesweeping
- (2) Patrols
- (3) Anti-submarine work
- (4) Examination Service
- (5) Naval Control Service
- (6) Coast watching
- (7) W/T

Of the above (3) would apparently be of doubtful value at present owing to the geographical situation of the Colony and (7) W/T work could not be adopted immediately. It may be mentioned incidentally with regard to (6) that the transformation of the ^{local} Boy-Scouts into Sea Scouts or Sea-Cadets would appear advisable as an adjunct to the R.N.V.R.

12. The following is an Estimate of the cost of the formation of two units is based on the Admiralty Memorandum: -

A Annual Expenditure

	1 Personal	Allowance
Harbour Master	1 Lieut. Commandr. R.N.V.R.	150 - - -
O.C. Defence Force	1 Lieut. R.N.V.R.	100 - - -
Master Attendant	2 Officer Instructors (Sub. Lieut. R.N.V.R.)	100 - - -
Assistant Master Attendant	2 Petty Officers do	72 - - -
Quartermaster	1 Medical Officer	10 - - -
Drill Instructor	1 Accountant "	20 - - -
Chief of Base		<u>£ 452 . 0 . 0</u>
	2 Other Charges	
	Volunteers embarked for average of seven days or in camp	88 - 0 . 0
3	Victualling	54 - 0 . 0
4	Bounties for Volunteers 6 ^d a drill for forty drills in year (first year)	100 - 0 . 0
5	Clothing for Volunteers (first year)	260 - 0 . 0
6	Hire of local vessel for 10 days @ £ 20	200 - 0 . 0
7	Stores and replacements	275 - 0 . 0
	Carried forward	<u>2277 . 0 . 0</u>

Other charges	Carried forward	£ . 1 . 1
fly 8. Coal		1277 . 0 . 0
9. Arms and Ammunition		120 . 0 . 0
10. Targets		300 . 0 . 0
11. Incidental expenses and contingencies		100 . 0 . 0
		50 . 0 . 0
Total 'Other Charges'		1847 . 0 . 0
" 'Personal Instruments'"		452 . 0 . 0
Total Annual Cost		£ 3299 . 0 . 0

Note The total present annual cost of the Defence Force is approximately £ 600 p.a.

Expenditure Extraordinary
In addition to the above the following further expenditure will be entailed in the first year

A B Cost of material first year.

1. Drifts	£ . 1 . 0
(1) Filling depth charge chutes	60 . 0 . 0
(2) Set of general purpose minesweeping stores	135 . 0 . 0
(3) 3 sets of 'Dropers' mark sweeps	600 . 0 . 0
2. Local craft	
(1) Filling 12 pdr 12 cart. gun or AA mounting	250 . 0 . 0
(2) - for power worked sweep	450 . 0 . 0
(3) 1 set general purposes M.S. stores	135 . 0 . 0
(4) 2 sets Dropers mark sweeps	400 . 0 . 0
3. Cost of Drill Hall and initiation range	600 . 0 . 0
4. Moving wire obstacles for dummy minefields	400 . 0 . 0
Total expenditure extraordinary	£ 3030 . 0 . 0

Note The cost of the Drill Hall item 3 would have to be incurred in any event for the Defence Force.

12. The total cost to the Colony ^{annually} ~~initially~~ may, if the initial expenditure is over a p.p., be set down at £ 3500 or £ 1.15 per head of the population. This

not too great a sacrifice to pay for naval defence.

13. The legislation required could be framed on the lines of the Defence Force Ordinance of 1920. As the personnel of a Volunteer Force cannot include conscripts, special provision would have to be made for calling up able bodied adults for service as a Defence Force and under that name. There appears to be no reason why they should not be ^{placed} under the Ordinance under the command of the Officer Commanding the R.N.V.R. for the time being. The nucleus of the organization i.e. permanent staff, ^{officers, yeomen} ~~regiment~~ etc. could be formed from the permanent staff of the R.N.V.R. The point presents some difficulties but they could be overcome.

It is not desirable that ^{advantage} ~~legislation~~ should in the first instance be taken by legislation of the ^{reference} ~~provisions~~ under paragraph 1(3) of this memorandum. The fact of laying down powers to recruit Volunteers on the basis of their being bound to general service outside the Colony would probably deter a certain number from joining the R.N.V.R. at all. In any case the available numbers are so few that it is exceedingly improbable that they would be taken from the Colony in an emergency.

14. The general ^{opinion expressed} ~~view~~ ~~taken~~ in this memorandum is that there is not room in the Colony for two separate Volunteer Organizations, and that it is preferable from all points of view to concentrate on a naval force.

DECODE.

TELEGRAM.

From Governor

To Secretary of State

Despatched : 2/5th September 1939 Time :

Received : 19 — Time :

N^o 86 I desire submit proposal for raising
a local R.N.V.R Force under
the Colonial Naval Defence Act,
1931 © I will be grateful if
copy of the legislation passed in
other colonies may be sent to
me ©
Governor.

DECODE.

TELEGRAM.

No. 227

From London Etat Words 9

From

Secretary of State

To

H.E.The Governor

Despatched :

19

Time :

Received :

19

Time :

1805. 30th Sep t.

39.

REFERRING TO YOUR TELEGRAM NO.86. COPIES OF LEGISLATION ARE BEING
FORWARDED BY NEXT MAIL.

SECRETARY OF STATE.

⑦ ⑩

The Naval Volunteer and Defence Ordinance, 1938.



GOLD COAST COLONY.

No. 17 OF 1938.

Assented to in His Majesty's Name this 2nd day of April, 1938.

ARNOLD HODSON
Governor.

AN ORDINANCE to provide for Naval Defence.

[

] Date of
commence-
ment.

WHEREAS by the Colonial Naval Defence Act, 1931 (21 Geo. 5 Ch. 9), it is provided that the legislature of any Colony may, with the approval of His Majesty in Council, make provision, either in conjunction with any other Colony or not, for maintaining vessels of war; and that where the legislature of any Colony has made provision for raising a force for the naval defence of the Colony within its territorial waters, that legislature may, with the approval of His Majesty in Council, further make such provision regarding the discipline and service of officers and men of that force as is contained in this Ordinance:

AND WHEREAS by the said Act it is further provided that His Majesty in Council may, on such conditions as he thinks fit, authorise the Admiralty to accept any offer made by the Government of a Colony to place at His

No. 17 of 1938. *The Naval Volunteer and Defence Ordinance, 1938.*

— Majesty's disposal for general service in the Royal Navy, vessels of war maintained, or officers or men of such force as aforesaid raised, by the Colony:

Cap. 47. AND WHEREAS by the Naval Volunteer Ordinance, provision has been made for raising and maintaining a force for the Naval Defence of the Gold Coast called the Gold Coast Naval Volunteer Force:

AND WHEREAS by an Order of His Majesty in Council dated the 27th day of October, 1936, intituled the Gold Coast Naval Defence Order, 1936, approval has been given to the making by the legislature of the Gold Coast Colony of provision as aforesaid:

BE IT ENACTED by the Governor of the Gold Coast Colony, with the advice and consent of the Legislative Council thereof, as follows:—

Short title and commencement. 1. (1) This Ordinance may be cited as the Naval Volunteer and Defence Ordinance, 1938.

(2) This Ordinance shall come into operation on such date as the Governor by notice in the *Gazette* shall appoint.

Interpretation. 2. In this Ordinance, "The Force" means the Gold Coast Naval Volunteer Force.

Vessels of war. 3. (1) The Governor in Council may provide, either in conjunction with any other Colony or not, for maintaining and using vessels of war.

(2) The Governor in Council may, by agreement with such other Colony, if any, offer to place at His Majesty's disposal for general service in the Royal Navy any vessel of war so provided.

Service and training outside Colony. 4. Officers and men of the Force are liable to service and training in any ship establishment or other place without the limits of the Gold Coast Colony or its territorial waters whether belonging to the Gold Coast Colony or not.

Enactments and Regulations in Force in Royal Navy to apply to the Gold Coast Colony. 5. All the enactments and regulations for the time being in force for the enforcement of discipline in the Royal Navy shall apply, with the modifications set out in the Schedule to this Ordinance, to the officers and men of the Force during such period as they are under instruction, training or exercise or in actual service whether ashore or afloat or within or without the limits of the Gold Coast Colony.

Entry for service with Royal Navy in emergency. 6. Officers and men of the Force entered on the express terms of accepting general service in the Royal Navy in emergency shall form part of the Royal Naval Volunteer Reserve under the designation of the Gold Coast Royal Naval Volunteer Reserve.

The Naval Volunteer and Defence Ordinance, 1938.

No. 17 of 1938.

7. The Governor in Council may offer to place at His Majesty's disposal for general service in the Royal Navy such officers and men of the Gold Coast Naval Volunteer Force as have been entered on terms of accepting such service.

General service of the Gold Coast Colony Naval Volunteer Force in the Royal Navy.

SCHEDULE.

1. Where in the Naval Discipline Act and in the King's Regulations and Admiralty Instructions, in so far as the same are applicable to the officers or men of the Force, any power or duty is vested in or imposed upon the Admiralty, such power or duty shall, in respect of the Force, be vested in, exercised or performed by the Governor.

2. Where not inconsistent with the subject matter of the Naval Discipline Act, the words "Gold Coast Colony" shall be read in place of the word "England" or "United Kingdom" or "United Kingdom of Great Britain and Ireland" wherever they occur.

3. Section 52 of the Naval Discipline Act shall be read as if after the words "from time to time be allowed by the Admiralty" there were inserted the following:—

"(12) Fine not exceeding forty shillings. In default of payment of a fine imposed under this section, the fine shall be recoverable by summary process. Every such penalty shall be applied as the Governor direct".

4. In section 56 (2) of the Naval Discipline Act "the officer in command of the ship to which the offender belongs" shall be read to include the officer in command of the Force.

5. Sections 90a and 98a of the Naval Discipline Act shall not apply to the officers and men of the Force.

6. Wherever fines are mentioned in the Naval Discipline Act, the corresponding amounts in local currency shall be substituted for the amounts expressed therein in British currency.

This printed impression has been carefully compared by me with the Bill which has passed the Legislative Council and found by me to be a true and correctly printed copy of the said Bill.

H. H. MALM
Clerk of the Legislative Council.

(8) 7531

AT THE COURT AT BUCKINGHAM PALACE,

The 27th day of October, 1936.

Present,

THE KING'S MOST EXCELLENT MAJESTY.

Lord President.

Earl Stanhope.

Lord Steward.

Major Alexander Hardinge.

Master of the Horse.

Mr. Mackenzie King.

Lord Chamberlain.

WHEREAS by the Colonial Naval Defence Act, 1931 (hereinafter referred to as "the Act"), it is enacted that the legislature of any Colony may, with the approval of His Majesty in Council, make provision for maintaining and using vessels of war; and that where the legislature of any Colony has made provision for raising a force for the naval defence of the Colony within its territorial waters, that legislature may, with the approval of His Majesty in Council, further make such provision regarding the discipline and service of officers and men of that force as is set out in the Act:

AND WHEREAS by the Act it is further provided that His Majesty in Council may, on such conditions as He thinks fit, authorise the Admiralty to accept any offer made by the Government of a Colony to place at His Majesty's disposal for general service in the Royal Navy, vessels of war maintained, or officers or men of such force as aforesaid raised by the Colony:

AND WHEREAS by the Naval Volunteer Ordinance, 1936, of the Legislature of the Gold Coast (hereinafter referred to as "the Legislature") provision has been made for raising a force for the Naval Defence of the Gold Coast called the Gold Coast Naval Volunteer Force (hereinafter referred to as "the Force"):

NOW, THEREFORE, His Majesty, in exercise of the powers vested in Him by the above recited provisions, is pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, as follows:—

1. This Order may be cited as "The Gold Coast Naval Defence Order, 1936."

2. Approval is hereby given to the exercise by the Legislature of the power contained in Section 1 of the Act, to make provision at the expense of the Gold Coast for maintaining and using vessels of war.

3. The Admiralty is hereby authorised to accept any offer made by the Government of the Gold Coast to place at His Majesty's disposal for general service in the Royal Navy any vessel of war so maintained provided that, as regards any such vessel maintained by the Gold Coast in conjunction with any other Colony, a like offer is made by such last mentioned Colony.

4. Approval is hereby given to the exercise by the Legislature of the powers contained in Subsection (1) of Section 2 of the Act, namely, to provide that officers and men of the Force—

- (a) shall, whether serving ashore or afloat or within or without the limits of the Gold Coast, be subject to all the enactments and regulations for the time being in force for the enforcement of discipline in the Royal Navy, with such modifications and adaptations as may be made by the Legislature to adapt those enactments and regulations to the circumstances of the Gold Coast;
- (b) shall be liable to service and training in any ship, establishment or other place without the limits of the Gold Coast, whether belonging to the Gold Coast or not;
- (c) shall, in the case of officers or men entered on the express terms of accepting general service in the Royal Navy in emergency, form part of the Royal Naval Reserve or of the Royal Naval Volunteer Reserve, or that some shall form part of the Royal Naval Reserve and others of the Royal Naval Volunteer Reserve.

5. The Admiralty is hereby authorised to accept any offer made by the Government of the Gold Coast to place at His Majesty's disposal for general service in the Royal Navy any officers and men of the Force.

M. P. A. Hankey.



13

6

FALKLAND ISLANDS.

NO. 92.

Downing Street,

27 September, 1939.

Sir,

Red 66

with reference to your telegram No. 36 of the 18th of September, I have the honour to transmit to you copies of ordinances passed in Ceylon and the Gold Coast together with Imperial Orders in Council relative to the raising of a Royal Naval Volunteer Reserve Force in these Colonies.

I have the honour to be,

Sir,

Your most obedient,

humble servant,

(Ced.) MALCOLM MacDONALD

OWNER

MR HERBERT MA NIKER HEATON, F.C.M.C.,

etc.

etc.

etc.