

# TABLE OF CONTENTS.

## FOREWORD BY THE GOVERNMENT OF INDIA.

### THE REPORT.

#### CHAPTER I.

##### INTRODUCTORY.

| Paragraphs. |                                          | Page. |
|-------------|------------------------------------------|-------|
| 1.          | Introductory .. .. .                     | 1     |
| 2.          | Terms of Reference .. .. .               | 1     |
| 3.          | Composition of the Committee .. .. .     | 2     |
| 4.          | The proceedings of the Committee .. .. . | 2     |

#### CHAPTER II.

##### THE FIRST TERM OF REFERENCE.

|    |                                                             |    |
|----|-------------------------------------------------------------|----|
| 5. | Introductory .. .. .                                        | 6  |
| 6. | Historical retrospect .. .. .                               | 6  |
| 7. | The present method of selecting candidates .. .. .          | 9  |
| 8. | The Indianisation of eight units of the Indian Army .. .. . | 10 |
| 9. | Results achieved .. .. .                                    | 11 |

##### CAUSES OF THE PRESENT FAILURE.

|     |                                                                                 |    |
|-----|---------------------------------------------------------------------------------|----|
| 10. | The past policy of Government .. .. .                                           | 12 |
| 11. | Defects in the educational system of India .. .. .                              | 14 |
| 12. | The age limit .. .. .                                                           | 15 |
| 13. | Lack of publicity and suitable propaganda .. .. .                               | 15 |
| 14. | Defects in present method of selection .. .. .                                  | 15 |
| 15. | Objections to Sandhurst .. .. .                                                 | 16 |
| 16. | The cost of education and military training .. .. .                             | 17 |
| 17. | Conditions within the Army. Scheme for the Indianisation of eight units .. .. . | 17 |
| 18. | Caste restrictions .. .. .                                                      | 20 |
| 19. | Insufficiency of pay and prospects .. .. .                                      | 20 |
| 20. | The narrow scope of the present scheme of Indianisation .. .. .                 | 21 |

##### RECOMMENDATIONS.

|     |                                                               |    |
|-----|---------------------------------------------------------------|----|
| 21. | A substantial and progressive scheme of Indianisation .. .. . | 23 |
| 22. | Indianisation in other arms .. .. .                           | 25 |
| 23. | Subsidiary recommendations .. .. .                            | 25 |
| 24. | Improvements in the system of early education .. .. .         | 25 |
| 25. | Age limit .. .. .                                             | 28 |

| Paragraphs. |                                                                        | Page. |
|-------------|------------------------------------------------------------------------|-------|
| 26.         | Publicity .. .. .                                                      | 28    |
| 27.         | Method of initial selection .. .. .                                    | 29    |
| 28.         | Grant of King's Commissions to Viceroy's Commissioned officers .. .. . | 32    |
| 29.         | Grant of University Commissions .. .. .                                | 33    |
| 30.         | Grant of commissions to Territorial Force officers .. .. .             | 35    |
| 31.         | Cost of education and training .. .. .                                 | 35    |
| 32.         | The "eight units scheme" .. .. .                                       | 36    |
| 33.         | Pay and allowances, including marriage allowances .. .. .              | 36    |
| 34.         | Guardianship of Sandhurst cadets .. .. .                               | 36    |

#### CHAPTER III.

##### THE SECOND, THIRD AND FOURTH TERMS OF REFERENCE.

|     |                                                                                        |    |
|-----|----------------------------------------------------------------------------------------|----|
| 35. | The second term of reference. Establishment of an Indian Sandhurst recommended .. .. . | 38 |
| 36. | The practicability of the step .. .. .                                                 | 40 |
| 37. | The third term of reference. The military training systems of other countries .. .. .  | 41 |
| 38. | Combined general and military education .. .. .                                        | 44 |
| 39. | A three years' course .. .. .                                                          | 44 |
| 40. | Training for other public services .. .. .                                             | 44 |
| 41. | The link with the Dehra Dun College .. .. .                                            | 45 |
| 42. | Indians should continue to be trained at Sandhurst .. .. .                             | 45 |
| 43. | The Sandhurst entrance examination .. .. .                                             | 46 |
| 44. | The strength of the Indian military college .. .. .                                    | 46 |
| 45. | The Indian military college to be established in 1933 .. .. .                          | 47 |
| 46. | The fourth term of reference. Supplementary training in England .. .. .                | 47 |
| 47. | Training in the technical arms .. .. .                                                 | 47 |

##### MISCELLANEOUS.

|     |                                         |    |
|-----|-----------------------------------------|----|
| 48. | The Indian States .. .. .               | 48 |
| 49. | Questions of detail and finance .. .. . | 49 |

#### CHAPTER IV.

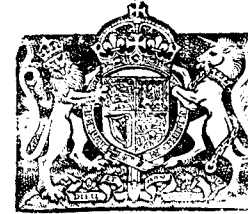
##### CONCLUDING REMARKS.

|     |                                                               |    |
|-----|---------------------------------------------------------------|----|
| 50. | Summary .. .. .                                               | 50 |
| 51. | Some members of the Committee—their special knowledge .. .. . | 50 |
| 52. | Acknowledgments .. .. .                                       | 50 |
|     | Note .. .. .                                                  | 52 |

##### APPENDICES.

|                                                                                                                                    |    |
|------------------------------------------------------------------------------------------------------------------------------------|----|
| APPENDIX I.—Summary of recommendations .. .. .                                                                                     | 53 |
| APPENDIX II.—Scheme of Indianisation .. .. .                                                                                       | 59 |
| APPENDIX III.—Extract from a lecture given at the R. M. C., Sandhurst. (Reprinted from the R. M. C. Magazine, Easter 1925) .. .. . | 62 |
| APPENDIX IV.—Draft of suggested instructions prescribing the duties of the official guardian of Indian cadets at Sandhurst .. .. . | 64 |

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# Report of the Indian Sandhurst Committee

Dated 14th November 1926

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CENTRAL PUBLICATION BRANCH  
1927

Price : Annas 10 or 1s. 3d.

# INDIAN SANDHURST COMMITTEE.

## REPORT.

### CHAPTER I.

#### INTRODUCTORY.

#### FOREWORD BY THE GOVERNMENT OF INDIA.

In issuing the report of the Indian Sandhurst Committee, the Government consider it necessary to emphasise that neither they nor His Majesty's Government have yet formed their conclusions on it, and that those conclusions must necessarily take account of certain factors of which it was not within the province of the Committee to undertake a complete survey. For example, although the Committee's recommendations in themselves are designed primarily with a view to Indian conditions, the problems of recruitment and training of King's commissioned officers for whatever service are essentially an Imperial concern, and any proposals reacting on them will require close scrutiny by His Majesty's Government and their Military Advisers. Again, the Government when called upon to deal with any scheme of increasing Indianisation extending over a number of years must leave themselves free to consider whether the basis of that scheme offers the sure stable line of advance towards the creation of a Dominion Army, or whether alternative methods which did not fall within the Committee's terms of reference might not more profitably be explored. The Committee's report will thus be used as a starting point for discussions with His Majesty's Government to whom the Government of India will in due course forward their considered views on it.

G. M. YOUNG,

*Secretary to the Government of India.*

ARMY DEPARTMENT,

SIMLA ;

*April 1st, 1927.*

1. Our Committee, known as the Indian Sandhurst Committee, or otherwise as the Skeen Committee, was appointed in June, 1925. The official communiqué announcing its constitution was as follows :—

“ In the Legislative Assembly on the 14th March last, in the course of the general discussion on the budget the Hon'ble Sir Alexander Muddiman gave an undertaking that the Government of India would consider the appointment of a Committee to examine the means of attracting the best qualified Indian youths to a military career and of giving them a suitable military education. With the concurrence of the Secretary of State, the Government of India have now definitely decided to appoint such a Committee. The Chairman will be Lieutenant-General Sir Andrew Skeen, K.C.B., K.C.I.E., C.M.G., Chief of the General Staff in India. The Government of India are not yet in a position to announce further details, but the Committee will include non-official members representing both the military classes of the population and Indian political opinion.”

2. *Terms of Reference.*—The terms of reference to the Committee, as finally framed by the Government of India, are as follows :—

“ To enquire and report :—

- (a) By what means it may be possible to improve upon the present supply of Indian candidates for the King's Commission both in regard to number and quality.
- (b) Whether it is desirable and practicable to establish a Military College in India to train Indians for the commissioned ranks of the Indian Army.
- (c) If the answer to (b) is in the affirmative, how soon should the scheme be initiated and what steps should be taken to carry it out.

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## INDIAN SANDHURST COMMITTEE

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(d) Whether, if a Military College is established in India, it should supersede or be supplemented by Sandhurst and Woolwich so far as the training of Indians for the commissioned ranks of the Indian Army is concerned."

3. *Composition of the Committee.*—The Committee, as finally constituted, was composed as follows :—

*Chairman :*

Lieut.-General Sir Andrew Skeen, K.C.B., K.C.I.E., C.M.G.,  
Chief of the General Staff.

*Members :*

Pandit Motilal Nehru, M.L.A.

Mr. M. A. Jinnah, M.L.A.

The Hon'ble Sardar Jogendra Singh, Minister of Agriculture,  
Punjab Government.

The Hon'ble Sir Phiroze Sethna, Member of the Council of  
State.

Diwan Bahadur Ramachandra Rao, M.L.A.

Nawab Sir Sahibzada Abdul Qaiyum, K.C.I.E., M.L.A.

Subedar-Major and Honorary Captain Hira Singh, Sardar  
Bahadur, M.B.E., M.L.A., late 16th Rajputs.

Dr. Ziauddin Ahmad, C.I.E., M.L.C., Pro-Vice-Chancellor,  
Aligarh Muslim University.

Captain J. N. Banerjee, Bar.-at-Law.

Major Thakur Zorawar Singh, M.C., Chief Secretary, Council  
of Administration, Bhavnagar State, (representing the  
Indian States).

Risaldar-Major and Honorary Captain Haji Gul Mawaz Khan,  
Sardar Bahadur, late 18th Lancers.

Major Bala Sahib Daffé, 7th Rajput Regiment.

Mr. E. Burdon, C.S.I., C.I.E., I.C.S., Secretary to the Govern-  
ment of India in the Army Department.

Pandit Motilal Nehru tendered his resignation as a member of  
the Committee on March 11th, 1926.

4. *The proceedings of the Committee.*—The Committee held their first meeting at Simla on August 12th, 1925 and between that date and August 22nd a series of preliminary discussions took place for the purpose of settling their future course of action. Opinions were exchanged upon various matters arising out of the terms of reference, and a decision was arrived at as to the form which the Committee's

questionnaires should take and as to what further measures should be adopted for the purpose of collecting evidence. In order to give the members an opportunity of acquainting themselves with the various implications of the problems set and to ensure also that as far as possible the questionnaires would be complete, a number of specially chosen experts, both military and civil, were asked to give oral evidence of a preliminary character between August 28th and September 12th. These included the Commandant and Headmaster of the Prince of Wales' Royal Indian Military College, Dehra Dun, Lieut.-General Sir John Shea, Adjutant-General in India, Mr. E. Littlehales, Officiating Educational Commissioner with the Government of India, Sir Sivaswamy Aiyer, and Mr. F. A. Leslie Jones, Principal of the Mayo College, Ajmer. After hearing these witnesses the Committee completed and issued their questionnaires, after which they adjourned until December by which time it was expected that all replies would be received. Separate questionnaires numbering ten in all were framed for the Governors of Provinces and Local Governments, the General Public, Educational Authorities, Indian States, Commanding Officers of Indian King's Commissioned officers trained at Sandhurst, Parents of Indian King's Commissioned officers trained at Sandhurst, Indian King's Commissioned officers trained at Indore, Indian King's Commissioned officers trained at Sandhurst, and Viceroy's Commissioned officers. A special questionnaire was also sent to all Indian Universities with regard to the possibility of their recognising the course of training at the Prince of Wales' Royal Indian Military College, Dehra Dun, as conferring an educational qualification equivalent to some University standard. Of necessity, certain of the questionnaires and the replies received have been treated as confidential.

The Committee met again in Delhi on December 14th, 1925 and proceeded to consider the replies received to their questionnaires and to take the oral evidence of further specially expert witnesses, of military witnesses of all categories and of others who appeared from their replies to the questionnaires to be able to supply further information of value. Meetings were held daily for this purpose from December 14th to 23rd, and again later between January 8th and 16th, January 29th and February 6th, and February 18th and 27th. On February 28th at the kind invitation of Dr. Ziauddin Ahmad a visit was paid by the Committee to Aligarh and there the evidence of three members of the University staff was taken. In all the following witnesses were examined orally :—

|                                     |    |    |    |    |
|-------------------------------------|----|----|----|----|
| Special Witnesses ..                | .. | .. | .. | 16 |
| General Public Witnesses ..         | .. | .. | .. | 32 |
| Educational Witnesses ..            | .. | .. | .. | 19 |
| Representatives of Indian States .. | .. | .. | .. | 4  |

|                                                                    |    |
|--------------------------------------------------------------------|----|
| Commanding Officers of Indian King's Commissioned officers .. .. . | 10 |
| Parents of Indian King's Commissioned officers ..                  | 5  |
| Indian King's Commissioned officers trained at Indore .. .. .      | 11 |
| Indian King's Commissioned officers trained at Sandhurst .. .. .   | 20 |
| Viceroy's Commissioned officers .. .. .                            | 5  |

The civilian witnesses examined represented all shades of thought and all parts of India and included gentlemen well known in the public life of India such as Sir Chimanlal Setalvad, Dr. Paranjpye and Sir Purshotamdas Thakurdas from Bombay, Mr. Venkatapati Raju, Dr. Meston, Mr. S. Satyamurti from Madras, Col. Nawab Malik Sir Umar Hayat Khan, Sir George Anderson and Captain Ajab Khan from the Punjab, Dr. Sir Hari Singh Gour from Delhi, Dr. Chakravarti from the United Provinces, Mr. T. C. Goswami from Bengal, and U Tok Kyi from Burma. Among those representing Indian States was Sir Prabhashankar Pattani, formerly a member of the Executive Council of Bombay and of the India Council, while Lieut.-Colonel H. A. J. Gidney spoke on behalf of the Anglo-Indian Community.

At an early stage in the Committee's proceedings it was decided that it would be advisable that a Sub-Committee should be sent to England, and possibly also to other countries, to study at first hand the military training institutions there and also the system of education which usually precedes admission to a purely military college. It was originally proposed that this Sub-Committee should consist of five members, and the Committee selected for the purpose Pandit Motilal Nehru, Mr. Jinnah, Nawab Sir Sahibzada Abdul Qaiyum, the Hon'ble Sir Phiroze Sethna and Major Thakur Zorawar Singh. All of these agreed in the first instance to undertake the mission, but later Pandit Motilal Nehru resigned from the main Committee and Nawab Sir Sahibzada Abdul Qaiyum was unable for personal reasons to leave India. Their places were not filled since it had been recognised from the beginning that the Sub-Committee could not and need not be representative of different interests to the same extent as the main Committee and it was felt in the end that a smaller deputation would be able to carry out more expeditiously and effectively the duties delegated to them. Accordingly the Sub-Committee, as finally constituted, consisted of Mr. Jinnah, Sir Phiroze Sethna, and Major Zorawar Singh. Leaving India about the beginning of April, 1926, the members first met in London at the end of April. They visited educational institutions of all kinds in England and also toured in France, Canada and the United States. They were provided before they left India with a complete list of all points on which the

main Committee desired them to obtain information in the various countries they visited. They returned to India on August 13th, 1926.

Meanwhile a second Sub-Committee consisting of Lieut.-General Sir Andrew Skeen, Dr. Ziauddin Ahmad and Major Bala Sahib Daffé, had set out on August 8th on a tour of Indian Universities for the purpose of studying on the spot the extent to which suitable candidates for an Army career are to be found in these institutions. This Sub-Committee visited Bombay, Poona, Madras, Calcutta, Benares and Allahabad. The Punjab and Aligarh Universities were omitted because at the time they were closed for the summer vacation.

The main Committee met again in Simla between August 22nd and 28th, 1926, and after considering the evidence previously collected and the further information supplied by the two Sub-Committees formulated their conclusions and gave instructions for the drafting of their report. The report was considered and passed at two final sessions held at Delhi and Bombay from the 23rd October to the 4th November, 1926.

## CHAPTER II.

## THE FIRST TERM OF REFERENCE.

(a) "*By what means it may be possible to improve upon the present supply of Indian candidates for the King's Commission both in regard to number and quality*".

5. *Introductory*.—Our first term of reference, reproduced above, implies that the number of Indian candidates who seek the King's Commission in the Indian Army, and possess the requisite qualifications for service in that capacity, is at present conspicuously small. The proposition so stated reflects a condition of affairs far from satisfactory, which might have been avoided, but which for the moment actually exists. We will review briefly the facts upon which the proposition is based and will then proceed to examine the causes of the deficiency as revealed by the evidence which we have heard. But it will be convenient, in the first place, to give a short historical account of the steps which have so far been taken to attract Indians to the career in question.

6. *Historical retrospect*.—Before 1918, Indians were not eligible to hold the King's Commission, that is to say, the Commission which is held by the British officers of the British and Indian Armies. For more than forty years the exponents of the political and national aspirations of the Indian people had demanded insistently on the platform of the Indian National Congress and elsewhere that Indians should be given opportunities of service in the Indian Army equal to those enjoyed by their British fellow subjects. But this demand has so far met with no substantial response from Government. It is true that in 1905 a special form of King's Commission in His Majesty's Native Indian Land Forces had been instituted for those Indian gentlemen who passed successfully through the full course of the Imperial Cadet Corps. But this commission carried only the power of command over Indian troops, and the holders of it, as they could not rise above the position of company officer in a regimental unit, had no effective military career open to them. Again, in 1918 the honourable part played by India in the Great War and the invaluable service which India then rendered to the Empire, brought to Indians the realisation in some measure of the privilege which they had long claimed to be theirs as of right. Indians were declared eligible on equal terms with British youths to receive the King's Commission in His Majesty's Land Forces, which carries with it the power of command over British as well as Indian troops. In pursuance of the decision last mentioned, the Great War being still in progress, a cadet school with accommodation for 50 cadets was opened at Indore in October, 1918, for the purpose of providing Indian cadets with the necessary military training, while in addition ten vacancies per annum were allotted to Indians at the Royal Military

College, Sandhurst. The Indore school, which was only opened as a temporary expedient to meet the special needs of the war, was closed after one year's existence. 49 cadets were admitted to Indore and 39 were granted King's Commissions. Since then King's Commissions are granted only to those Indian boys who are trained and qualify at Sandhurst.

The Montague-Chelmsford report on Indian constitutional reforms contains a reference to the problem of the Indianisation of the higher ranks of the Indian Army which may appropriately be here repeated :—

"There remains one item the importance of which in the eyes of India outweighs all others. British commissions have for the first time been granted to Indian officers. . . . The services of the Indian Army in the war and the great increase in its size make it necessary that a considerable number of commissions should now be given."

The view of Lord Chelmsford and Mr. Montague, as expressed in the first sentence of the above quotation, was amply confirmed by the result of discussions which took place in the Legislative Assembly in the years 1921, 1923 and 1925, in the last of which the genesis of this Committee is to be found.\* But the fact remains that there

\*NOTE.—The following resolutions on the subject have been adopted by the Legislative Assembly :—

(i) Resolution 7 of March 28th, 1921 :—"This Assembly recommends to the Governor-General in Council :—

(a) That the King Emperor's Indian subjects should be freely admitted to all arms of His Majesty's military, naval, and air forces in India and the ancillary services and the auxiliary forces, that every encouragement should be given to Indians—including the educated middle classes—subject to the prescribed standards of fitness, to enter the commissioned ranks of the Army and that, in nominating candidates for the entrance examination, unofficial Indians should be associated with the nominating authority, and in granting King's Commissions, after giving full regard to the claims to promotion of officers of the Indian Army who already hold the commission of His Excellency the Viceroy, the rest of the commissions granted should be given to the cadets trained at Sandhurst. The general rule in selecting candidates for this training should be that the large majority of the selections should be from the communities which furnish recruits, and as far as possible in proportion to the numbers in which they furnish such recruits.

(b) That not less than 25 per cent. of the King's commissions granted every year should be given to His Majesty's Indian subjects to start with." (Legislative Assembly Debates, 1921, Vol. I, No. 15, page 1753).

(ii) Resolution 8 of March 28th, 1921 :—"This Assembly recommends to the Governor-General in Council :—

has in the meantime been no advance upon the ten vacancies at Sandhurst originally allotted : and moreover, Indian King's Commissioned officers are still only eligible for employment in the cavalry and infantry arms, and they are not employed as King's Commissioned officers in the Artillery, Engineer, Signal, Tank and Air arms of the Army in India.

In the circumstances described it was realised that the profession thus opened to Indians by the decision of 1918 would be unfamiliar and arduous, and that some special concessions would be necessary. at any rate in the first instance, to induce suitable candidates to come forward. From the first it had been laid down that Indian boys should merely have to compete among themselves for the ten reserved vacancies at Sandhurst and should not have to compete for admission with British boys ; the standard adopted for the entrance examination in India was, as it still is, lower than that demanded in England ; the age limit was raised by one year in order to compensate for the later educational development of the average Indian boy, due largely to his having to learn his lessons in a foreign language ; and, although at this time the examination for entrance to the Indian Civil Service was held only in England, it was arranged

- (a) That adequate facilities should be provided in India for the preliminary training of Indians to fit them to enter the Royal Military College, Sandhurst.
- (b) That as soon as funds be available, steps should be taken to establish in India a Military College, such as Sandhurst and the desirability of establishing in India training and educational institutions for other branches of the Army should be steadily kept in view". (Legislative Assembly Debates, 1921, Vol. I, No. 15, page 1754).
- (iii) Resolution passed on July 4th, 1923 :—" This Assembly recommends to the Governor General in Council that he will be pleased to urge upon the Imperial Government the necessity for promptly giving effect to Resolutions 7, 8, 10 and 11 of the Assembly passed on the 28th of March, 1921, in connection with the Esher Committee's Report with the concurrence of the Government of India ". (Legislative Assembly Debates, 1923, Vol. III, No. 69, page 4301).
- (iv) Resolution passed on February 19th, 1925 :—" This Assembly recommends to the Governor General in Council that a Committee including Indian Members of the Legislature be immediately appointed to investigate and report :
  - (a) what steps should be taken to establish a military college in India to train Indian officers for the commissioned ranks of the Indian Army ;
  - (b) whether, when a military college is established in India, it should supersede or be supplemented by Sandhurst and Woolwich so far as the training of Indian officers is concerned ; and
  - (c) to advise at what rate Indianisation of the Army shall be accelerated for the purpose of attracting educated Indians to a military career." (Legislative Assembly Debates, 1925, Vol. V, No. 19, page 1273).

that the Army entrance examination for Indian boys, resident in India, should be held in India. The passages of successful candidates to and from the United Kingdom are paid from public funds. Indian boys were made eligible for King's India Cadetships at Sandhurst on the same terms as British boys. Finally, in order to reduce the educational handicap, the Prince of Wales' Royal Indian Military College was opened at Dehra Dun in March, 1922 with a capacity of 70 cadets for the purpose of giving prospective candidates for the army an education, commencing from an early age and on English public school lines, such as would fit them not only for the entrance examination but also for the subsequent ordeal of the Sandhurst course of training, and for their future association in the Army with British comrades.

7. *The present method of selecting candidates.*—Candidates for the Army entrance examination held in India are *selected*, that is to say, the system at present in force is not one of open competitive examination. The procedure laid down is, briefly, as follows. Some months beforehand the Government of India inform Local Governments and Administrations of the date fixed for the examination, and issue a communiqué to the press to the same effect. On receipt of this information the Local Governments publish a notification in the Local Government Gazette, issue a notice to the press of the Province, and address local officials and in some cases educational authorities announcing the date of the examination and calling for the names of would-be candidates. The procedure according to which applications to sit at the examination have to be submitted varies from Province to Province, but as a general rule it is necessary for the applicant to send his name in the first instance to the Deputy Commissioner of his district, who forwards the application, if approved by him, to the Commissioner, who in his turn forwards it to the Local Government, if approved by him. Either the Deputy Commissioner or the Commissioner may reject the application of a candidate whom these authorities consider to be unsuitable. In some cases educational authorities are permitted to send in names direct to the Local Government. All these authorities are instructed expressly to select candidates as a general rule from communities which furnish recruits for the Army. It is at the same time laid down in the regulations that the claims of candidates from the educated middle classes should receive consideration.\* A candidate whose applica-

\*NOTE.—Paragraph 4 of the "Provisional Regulations respecting Admission of Indian Gentlemen to the Royal Military College, Sandhurst, England, 1925" lays down that :—"The general rule in selecting candidates should be that selections should be made from the communities which furnish recruits, in proportion to the numbers in which they furnish such recruits. Regard should also be had to the claims to consideration of candidates from the educated middle classes."

tion reaches the Local Government is summoned in due course to appear before a Provincial selection board presided over as a rule by His Excellency the Governor and including usually one or more non-official Indian gentlemen of standing in the Province. Should the candidate be considered suitable by this board, his name is forwarded to the Government of India and he is permitted to sit for the competitive entrance examination. This examination consists of a written test, a medical test, and an oral examination by a board consisting of two senior military officers who have held command of Indian regiments, and an educational officer nominated by His Excellency the Viceroy. On the combined results of these three tests the final selection of candidates is made by His Excellency the Viceroy, who recommends those selected to the Secretary of State for India for admission to Sandhurst.

8. *The Indianisation of eight units of the Indian Army.*—While, as has been stated, no increase has been made in the number of vacancies for which Indian candidates are eligible and there has consequently been no acceleration of the pace of Indianisation, the method of Indianisation was in 1923 altered to a special form under what is known as the "eight units scheme" designed to test the practicability of successful Indianisation in the Army. The scheme can best be described in the words of the announcement made in the Legislative Assembly by the late Lord Rawlinson, then Commander-in-Chief in India, on the 17th February, 1923 :—

"Speaking in this Assembly on the 24th January last, I expressed the hope that it would be possible to announce at no very distant date what measures are to be adopted in regard to the Indianisation of the Indian Army. In the short interval that has elapsed the correspondence which I then said was proceeding has been concluded, and I am able to announce to the House the following decision. The Government consider that a start should be made at once so as to give Indians a fair opportunity of proving that units officered by Indians will be efficient in every way. Accordingly it has been decided that eight units of cavalry or infantry be selected to be officered by Indians. This scheme will be put into force immediately. The eight units to be wholly Indianised will be mainly infantry units, but there will be a proportion of cavalry. They will be chosen judiciously so as to include as many representative types as possible of Indian battalions and cavalry regiments of the Indian Army. Indian Officers holding commissions

*Cf. also paragraph 8 of "Information respecting conditions of admission to the Prince of Wales' Royal Indian Military College, Dehra Dun (Revised 1924) " :—"In selecting the candidates whom they desire to recommend, the local authorities referred to in rule 12 will give special consideration to the sons of Indian officers of good service : and their recommendations will always include a proportion of candidates of this class, if available and suitable."*

in the Indian Army will be gradually transferred to Indianising units so as to fill up the appointments for which they are qualified by their rank and by their length of service, and the process of Indianising these units will then continue uninterrupted as the officers gain seniority and fitness in other respects, which will qualify them for the senior posts. I have given the House these few details because I think they will be of interest as revealing some of the practical aspects of the change. There is one other point, however, which it is necessary for me to explain. It is that, simultaneously with the Indianisation of these selected eight units, Indians who qualify for the King's Commission will continue as at present to be posted to the other units of the Indian Army. The number of Indian cadets now sent to Sandhurst each year, if all pass out successfully, is more than sufficient to replace the normal wastage in the eight units alone."

9. *Results achieved.*—Since 1918, there have been all told 83 vacancies at Sandhurst exclusively reserved for Indian cadets, three extra vacancies having been allotted at different times for the purpose of replacing boys who, having secured admission to Sandhurst, failed to proceed there or who were removed shortly after admission. For these vacancies only 243 boys have competed in India. 16 Indian boys educated in England have been passed by the Selection Board at the India Office : and, these being included, the total number of Indian boys who have gained admission to Sandhurst has coincided with the number of vacancies allotted, i.e., 83. Of these, 18 boys are still at Sandhurst, having not yet completed the prescribed course of training : 44 have passed out successfully : 2 died and 19 failed to qualify. The percentage of failure among the boys who have to date completed the Sandhurst course has been approximately 30 : the corresponding percentage of failure among British boys at Sandhurst is approximately 3.

Of the 44 Indian boys who have passed successfully out of Sandhurst, 42 now remain in the Indian Army. The other two have, for different reasons, resigned their commissions.

Of the 83 boys who passed the Sandhurst entrance examination 35 were residents of the Punjab, 12 belonged to Bombay, 9 each to the United Provinces and Bengal, 5 to the North-West Frontier Province 3 each to Rajputana and Hyderabad, 2 each to Burma and Coorg and 1 each to Behar, Assam and the Central India Agency.

These figures speak for themselves and require little comment from us. But we are bound to add that the simple inference which the statistics suggest is confirmed by the reports of the various Boards of Examiners which have conducted the entrance examination in India and by most of the reports submitted by the Sandhurst authorities on the earlier contingents of Indian cadets. Recently, since the products of Dehra Dun have appeared at Sandhurst, there have been

more encouraging results. But even so the system which exists to-day in regard to the recruitment of Indians as King's Commissioned officers has resulted in failure. The number of candidates who appear is insignificant, and the few vacancies allotted at Sandhurst are filled with the greatest difficulty. Yet it is hard to believe, and we do not believe, that among the 300 million inhabitants of India, there does not exist a supply of potentially valuable material sufficient to provide competent Indian King's Commissioned officers in much larger numbers than are at present forthcoming. The system of recruitment is defective, and it is this system which must be attacked. From the national point of view and from a wider standpoint also it is imperative that the best material wherever it exists should be sought for and encouraged. His Excellency Sir Malcolm Hailey, Governor of the Punjab, has said in his evidence—

“The matter is in my opinion one of supreme importance. India is gradually losing the somewhat isolated position it has occupied for the last two generations in the politics of Asia, and will have to meet complications of a different character than the purely frontier disturbances with which it has been familiar of late years. It is a point on which I need not enlarge; the facts are too well known; but it appears to me of supreme importance to secure the best possible material for Indian officers of the Army.”

Sir Prabhaskar Pattani in his evidence has stated the other and wider aspect of the matter—

“My point of view is not from the point of view of Indianisation against Europeanisation. I am only treating it as an Imperial question. It is in the interest of the Empire itself that every component part, every limb of the Empire, should be equally strong so that no weak link or organ, no weak part of the body, should be so weak as to hamper the whole of the body in the event of a great danger.”

With these opinions and sentiments we wholly agree. The view of Government must, we take it, be the same and further argument or exposition on our part would therefore be superfluous.

#### CAUSES OF THE PRESENT FAILURE.

10. *The past policy of Government.*—Many and various reasons have been assigned for the unsatisfactory state of affairs described above. The root cause is plain to see. It consists in the fact that until 8 years ago Indians were wholly excluded from positions of high responsibility in the army, all military appointments carrying the King's Commission being held by Europeans alone. The potency of this cause will be at once appreciated when it is remembered that in the United Kingdom the great majority of army officers are drawn from families with traditions of military service and military distinction extending through many generations. In India, and so far

as Indians are concerned, the position is entirely different. As is well known, there are classes of the population with whom the profession of arms is hereditary, and *prima facie* these should readily produce good material of the kind required; but their experience of military service is confined to service in the ranks, or service as Viceroy's Commissioned officers whose authority and responsibilities are narrowly limited. The King's Commission is now open to those Indians also who do not belong to the so-called martial classes, that is to say, to Indians of classes which, owing to the comparative smallness of the Indian Army and on the principle of the survival of the militarily fittest, are not enlisted in the Indian Army at all. These have no recent tradition of military service of any kind. It is in fact not too much to say that until quite recently the educated middle classes have been definitely debarred from a career as military officers in the army of their country.

In addition to the other factors which have been mentioned, sections of Indian political opinion charge Government with having increased unnecessarily the difficulties in the path through the restrictions of the Arms Act, or, as political opinion expresses it, the disarmament of the people.

In these circumstances it is not surprising that there should be on the part of the generality of Indians great and widespread ignorance of the possibilities of a career in the higher ranks of the army and a corresponding lack of impulse to seek out that career and adopt it. We have in the course of our inquiries heard doubts expressed whether a strong and genuine military spirit, such as is essential to the training and command of troops, can be created or, it may be said, revived in the people of India as a whole. It is suggested that in certain parts of the country climatic influences and detachment from the immediate menace of any form of external aggression constitute a natural and perhaps insuperable obstacle. But even those who express such doubts and suggestions would not proceed to urge that the Government should refrain from attempting to build up a military tradition more comprehensive and more widely diffused than that which exists at present.

The task which the Government have laid upon themselves is not easy. In view of the past exclusion of Indians from the higher ranks of the army, in view also of the past history, in other respects, of India under British rule, of her past dependence upon others for the higher administration of the country, both civil and military, there are difficulties which it will require a special degree of patience, wisdom and sympathy to surmount. The remaining causes which have been represented to us are in the main particular manifestations of the general root cause which we have here described. It is important to examine them in some detail because the process not infrequently suggests the specific remedy required. But to see the problem as a whole in proper perspective, it is in our opinion essential

constantly to bear in mind the primary facts and considerations set forth in this paragraph.

11. *Defects in the educational system of India.*—One of our most authoritative witnesses has said “It must be recognised that the system of education in India differs so widely from that in England that Indian boys are at a real disadvantage in complying with a test such as is required for entrance into Sandhurst”. The truth of this statement is beyond question. The British officer of the Indian Army upon whose standards the test for entrance into Sandhurst is based is the product of a very highly organised system of education of which at present no counterpart exists in India, except in so far as some of the features of the English public school have been incorporated in the Prince of Wales’ Royal Indian Military College, Dehra Dun. The English boy usually proceeds to a preparatory school at the age of 7—8 years, and thence at the age of 13—14 years to a public school where he remains until he passes into Sandhurst at the age of 18—19 years. In both types of school, he is as a rule away from his home. Apart from the literary education he receives, a great deal of attention is paid to the training of his character by means of games and the throwing of responsibility for much of the school discipline on the shoulders of the boys themselves. It is claimed that in this way the power of leadership and the spirit of initiative are strongly developed. Much attention is paid to physical training and in the public schools a measure of military training can be obtained in the Officers’ Training Corps, membership of which is however not compulsory. The ordinary schools and colleges of India do not provide these special advantages, nor does the ordinary curriculum in these institutions cover the subjects of the army entrance examination. In addition, the Indian boy usually commences his real education at a later age than the English boy and is then further handicapped by having to imbibe his literary instruction through the medium of a foreign language. It must be frankly acknowledged therefore that the early education and training which the average Indian boy receives is much less complete than that which a boy enjoys in England, France or America : and consequently the Indian boy in present circumstances is handicapped in competition with British boys of equal age, especially in a sphere where physical considerations and general aptitude for dealing with and controlling men are of equal importance with purely intellectual attainments.

It follows that material reforms will be required in the matter of educational organisation and methods before Indian schools and colleges can hope to produce a regular flow of Indian boys fitted in every way to hold the King’s Commission, and we make recommendations on this subject in another part of our report. At this point we wish to emphasise the fact that the present deficiencies in the Indian educational system have a necessary connexion with the past policy of Government in regard to the admission of Indians to the

higher ranks of the Army. In England the educational system has been definitely adapted, in part at any rate, to the production of efficient leaders of men. In India the educational authorities have had no encouragement to adopt a similar policy : there have been no similar openings for which to train their boys.

12. *The age limit.*—At present an Indian boy is required to qualify for admission to Sandhurst before attaining the age of 20, this being higher by one year than the age limit prescribed in the case of British boys. It has been represented to us that the age limit for Indian boys should be raised still further as compensation for the handicaps of early education to which we have previously referred. But to raise the age limit for admission to Sandhurst and consequently the age at which the boy is commissioned would bring in its train disadvantages in the boy’s subsequent military career. The proper solution for the disability with which we are here dealing is that education should be commenced at an earlier age than is usual at present and that the methods of education should be reformed. Ultimately we think it would be a desirable result if British and Indian boys were commissioned at the same age and entered the service together on an equal footing in regard to age as well as in other respects.

13. *Lack of publicity and suitable propaganda.*—We have already referred to the wide-spread ignorance which exists regarding a career in the Army, and we believe this to be due in part to lack of publicity. We find that witnesses from the Punjab alone are satisfied with the official information which is at present issued on the subject. Witnesses from other parts of India have stated almost unanimously that Government have not sufficiently studied or practised methods of publicity and that far more should be done to educate the people to a knowledge of the merits of a King’s Commissioned officer’s career, of the qualifications required by intending candidates or of the means by which such qualifications may be secured.

14. *Defects in present method of selection.*—There are certain features in the present method of selection which have been strongly and we think justifiably condemned by many of our witnesses. In the first place it is regarded as seriously objectionable that the channel of application should be so rigidly official and that the intending candidate should have so many official stages to traverse, the scrutiny by the Deputy Commissioner, the scrutiny by the Commissioner and finally the selection by the Governor and his advisers, before he gains the right to appear at the entrance examination. It is contended, correctly as we think, that the local officials are not in intimate contact with certain classes of the community capable of supplying suitable candidates and that candidates tend therefore to be drawn almost exclusively from the families of officials, serving and retired, and from the families generally of individuals who, for one reason or other, are concerned to maintain close relations with Government and Government officials. It is urged that in India as in

England the educational authorities, who possess valuable knowledge of a boy's school character and educational qualifications, should be allowed to play a prominent part in the initial selection of candidates. In the second place, it is urged, and we agree, that it is undesirable that the power of rejecting a candidate altogether should be vested not only in the Local Government but also in the Commissioner and the Deputy Commissioner. It is probable, we think, that candidates, particularly those who have no official connexion, would be deterred from even approaching so formidable a series of tests. A third deterrent on which emphasis has been laid from the point of view of the general public is the fact that the instructions to the selecting authorities definitely imply that the sons of soldiers are to be given preference. Finally, it has been represented that while in England specific arrangements have been made to enable efficient non-commissioned officers to qualify for promotion to commissioned rank, no corresponding provision has been made in India to enable Viceroy's Commissioned officers to gain the King's Commission, though these as a class possess military traditions and military qualities of great value, and on their co-operation and good will the success of the Indianisation of the army must largely depend.

15. *Objections to Sandhurst.*—Another check upon the flow of candidates has undoubtedly been the necessity of proceeding to Sandhurst for military training. The average Indian parent has been and still is reluctant to send his son, at an impressionable age, to a distant foreign country of which very probably he has no personal knowledge himself. The idea of separation is in itself repugnant : but there has also been in the minds of many parents the natural fear that their sons would not be able to acquit themselves with credit in an atmosphere so utterly unfamiliar as that of a British military college, governed by a stern discipline, in which the Indian element is liable to be swamped by an overwhelming majority of British boys with whom the Indian cadets can as a rule have little in common. There has also been the fear of exposure to temptations which the Indian boy, from lack of experience alone, might not be able to resist. The problem of how the Indian boy should spend his holidays presents further difficulties : and we have also reason to believe that the arrangements which at present exist for the official guardianship of Indian cadets are not at all satisfactory. We are aware that many Indian parents of their own volition send their sons to European Universities in order to obtain some form of academic or professional training : and such boys have not the protection which is afforded to cadets at Sandhurst, at any rate during term-time. But the two matters are regarded differently, for two reasons. In the first place the Indian boy who goes to Oxford or Cambridge is generally older and better able to look after himself. Secondly, a very high percentage of the Indian boys first sent to Sandhurst failed to obtain commissions and parents came to

know that the consequences of such failure are very serious. It must be a rare thing for an Indian boy to return at the end of his University training without some qualification which will enable him to enter some recognised walk of life. The Indian boy who fails at Sandhurst is thrown upon the world without any marketable qualifications.

We believe, however, that the weight of these difficulties is now diminishing. The best type of Indian boys who in recent years have been successful at Sandhurst say they enjoyed their life there and unhesitatingly acknowledge the great advantage they have derived from being trained there. The boys who have received their early education at Dehra Dun do not suffer from the same disabilities as the earlier batches of cadets and their impressions of life at Sandhurst are communicated to others. And indeed it was essential that in the first instance Indians should receive their military training at Sandhurst. An Indian King's Commissioned officer must like the British officer be capable of handling mixed bodies of men and for that purpose he should have the advantage of some period of association with the British cadets who are taking up commissions at the same time as himself. A common background of early training is of great importance in the army where *esprit de corps* is a supremely vitalising force. It was essential also that the first series of Indian cadets should benefit by the traditions of Sandhurst and by its high standard of efficiency, a standard which it may be difficult fully to reproduce in India. Finally, as our witnesses have generally acknowledged, a period of residence in a foreign country, undertaken at an early age, broadens the outlook and gives a knowledge of the world which is of inestimable value to a soldier as it is to others.

16. *The cost of education and military training.*—It has been estimated that for the eighteen months course at Sandhurst an Indian parent who is a military officer and as such is charged reduced fees has to pay approximately Rs. 7,000, while the cost to an Indian parent who receives no concession is approximately Rs. 11,000. If the cadet has received his early education at the Dehra Dun College, this adds another Rs. 5,000 in the case of the soldier parent and another Rs. 10,000 in the case of the civilian parent. It has been represented to us, and we believe it to be true, that expenditure on this scale is altogether beyond the capacity of the average Indian parent belonging to the middle classes : and there can be no doubt that the factor of expense has also deterred candidates from coming forward who would otherwise be suitable. India, it must be remembered, is a very much poorer country than England, and, as we shall show later, Indian candidates for the Army receive at present less pecuniary assistance than is given in many other countries.

17. *Conditions within the Army. Scheme for the Indianisation of eight units.*—When Indianisation in the Army first commenced, the

average Indian boy must naturally have felt some apprehension at the prospect of invading a province previously reserved entirely for British military officers who as a type have the reputation of a certain exclusiveness. The evidence we have heard in regard to this matter reveals, however, a satisfactory state of affairs. The Indian King's Commissioned officers have been well received and have been treated on equal terms with British officers both in the British units to which they are attached for their first year of service and also in the Indian Army units to which they are subsequently transferred. But conditions within the service have altered for the worse, from the point of view of the Indian officer, by the introduction of the scheme for the Indianisation of eight units of the Indian army, which has been described in paragraph 8 of this report. Our Sub-Committee have been informed that the main reason for the adoption of this scheme was a desire to provide a means of testing the worth of the Indian King's Commissioned officers. In time of crisis, it is argued, it might be that if they were mixed in units with British officers any shortcomings they possessed might be concealed, while if they were put to the test by themselves they would have to stand or fall on their own merits, and would have an opportunity of demonstrating that complete reliance could be placed in them. The task thus formulated for the Indian officers of the eight selected units gives them a worthy enough ideal to strive for, but, for reasons which appear to us to be convincing, the scheme has been extremely unpopular almost from its inception not merely with the general public in India, but with the Indian officers whom it directly affects and with most of the commanding officers of Indianising units. The first and almost universal criticism provoked by the inquiries we have made is that to confine Indian officers to these units is an invidious form of segregation and that every Indian officer should be given the same chance of selecting the unit to which he wishes to be sent as a British officer. Several Indians who now qualify for the King's Commission have family connexions with particular units extending over many years, their fathers and grandfathers having held the Viceroy's Commission in them, and it is natural and laudable that they should wish to continue the family tradition. In the case of British officers such a tendency is, we believe, definitely encouraged. But there are objections to the scheme of a more concrete character. In the first place the test as formulated by the authorities is, we think, an unfair one and too severe to impose upon the first generation of Indian King's Commissioned officers who, as we have shown, already have sufficient disadvantages of other kinds to overcome. The scheme is also in conflict with the principle of co-operation between British and Indian which is applied in every other sphere of the Indian administration, for the purpose of securing harmonious work and to increase the efficiency of Indian personnel. Both for psychological and practical reasons the continuance of the scheme can, in our opinion, only

conduce to failure. With Indianisation proceeding in the army in any measure, the only means of ensuring successful Indianisation and, concomitantly, the maximum degree attainable of military efficiency, is to allow Indian officers to serve shoulder to shoulder with British officers each learning from the other in every unit of the Indian Army. This was the original plan and, as we believe, the correct one. There is one other practical consideration to which we attach importance. The Indian King's Commissioned officer is still a new element in the Indian Army to which that most conservative body of men, the Indian rank and file, have not yet had time to become fully accustomed. By the method which we advocate this new element can be absorbed with the least degree of questioning and the least derangement of the existing system of the Indian Army taken as a whole.

In the course of hearing evidence, our attention was drawn to a lecture delivered some time ago at Sandhurst which we were told produced upon the minds of certain Indian cadets who heard it the impression that under the "eight units scheme" no British boy entering the Indian Army would ever be liable to serve under the command of an Indian, and that this was put forward as an argument to induce British boys to enter the Indian Army. Our Sub-Committee ascertained that the India Office authorities knew nothing of this lecture: but the Sandhurst authorities referred the Sub-Committee to the lecture reproduced in Appendix III to this report and added that the impression suggested was not left on the intelligent portion of the audience. We ourselves, however, are definitely of the opinion that certain passages in the lecture are open to no other interpretation than that originally placed upon them by the witnesses to whose evidence we have referred. We do not believe that it was the intention of Government that the "eight units scheme" should have the result claimed for it by the lecturer. The intention if it existed would be plainly mischievous. But we are constrained to observe that the tendency of thought which we find in the lecture is repeated in the following passage from Sir Valentine Chirol's recently published book\* on India:—

"But the racial feeling provoked by the question of Indianising the Army is not confined to the Indians. Though the Army Department may wish now to approach it chiefly from the point of view of military efficiency, it has to reckon with the strong racial objections of British officers to being placed in the position of ever having to take orders from Indian officers. Nor can one ignore the danger of personal friction between British and Indian officers with their very different outlook and social habits if they are made to rub shoulders in a common messroom. But the feeling goes far deeper, and responsible and

\*The Modern World Series, India, by Sir Valentine Chirol, 1926.

experienced British officers, not unnaturally proud of the confidence and even personal affection of their native officers as well as of their men, are found to declare that the Englishman's prestige with the native troops themselves will be gone if they are ever placed under other than British command. Indians whom education has trained to modern standards of self-respect resent deeply such a stigma of racial inferiority."

The idea that as a result of the introduction of the "eight units scheme" no British officer will ever have to take orders from an Indian officer, is, apart from everything else, fallacious. Before the "eight units scheme" was adopted, there were Indian King's Commissioned officers in other units and they remain there and will continue to be senior to all British officers who join these units subsequently. Moreover regimental units are not watertight compartments: and there are numerous occasions in army life when the officers of one unit come into contact with officers of other units: and on such occasions the senior officer, whoever he may be, takes precedence and command. But, however fallacious the idea may be, the mere fact that it is current is fatal to any prospect of success which the "eight units scheme" might otherwise have had. Suspicion and mistrust have been engendered which it will hardly be possible to remove without the scheme itself being abandoned.

18. *Caste restrictions.*—It has been suggested that suitable candidates may be deterred from entering the Army by the knowledge that the exigencies of army life are liable to interfere with caste obligations. From the evidence which we have heard, however, and from our own knowledge we are satisfied that in the present day conditions of India this is not a serious or wide-spread difficulty. On the contrary, the Indianisation of the Army as it is at present proceeding is likely to have the excellent result of further mitigating the differences of caste and creed. The difficulties arising out of caste restrictions and differences of religious belief have been overcome with marked success in the Dehra Dun College where the boys are specifically prepared for the social and commensal side of life in the army.

19. *Insufficiency of pay and prospects.*—In 1921 the Legislative Assembly adopted a resolution recommending that the pay of Indian King's Commissioned officers should be less than the pay of British officers of the Indian Army, the measure of difference being the amount of "Overseas allowance" drawn by the latter in consideration of their undertaking continuous service in a foreign country. The Government of India have not acted upon this recommendation and we have heard from a number of witnesses that even the existing scale of pay is insufficient for the needs of Indian King's Commissioned officers. We have also been told that boys who would be suitable

for the army prefer to enter the civil services because of the greater pecuniary attractions of the latter. We have considered very carefully the representations made to us, but we do not feel that Government would be justified in increasing pay as a means to obtain a better supply of Indian cadets. Pecuniary aid from Government may more suitably take another shape as we shall explain when we make our recommendations regarding the incidence of the cost of cadets' education and their preliminary military training.

20. *The narrow scope of the present scheme of Indianisation.*—The difficulties and obstacles which we have discussed in the last few paragraphs, however real, are with certain obvious exceptions matters of subsidiary importance. The most substantial reason for the dearth of candidates and one which we believe, after very careful consideration, to be the governing factor in regard to future policy is the extremely narrow scope of the scheme for the Indianisation of the higher ranks of the Army in India which has so far been sanctioned. Recruitment of Indian King's Commissioned officers for infantry and cavalry units of the Indian Army is limited to a maximum of ten per annum for the whole of India: Indians are still not eligible to hold the King's Commission in artillery units, in the military engineer services or in the Royal Air Force: and even the scheme for the partial Indianisation of the Indian Army is avowedly experimental and provisional in character. We are aware that the official view hitherto expressed has been that the basis of the scheme of Indianisation cannot be broadened unless and until a larger number of fit candidates come forward to compete for the vacancies at present available. But we, regarding the matter from a human and practical standpoint and looking to what we believe must be the psychology of potential candidates, are convinced that there can be no hope of real progression so long as the prudent official view, which we have mentioned, is maintained. The enterprise of seeking the King's Commission is still a new and formidable one to the Indian boy, and with the few opportunities offered the risk of failure is very great. In such circumstances it is impracticable to expect material improvement in the quality of candidates or an adequate increase in competition.

We have already said that we believe good potential material to exist which the efforts of Government have not yet succeeded in reaching. This belief is based upon evidence of a substantial and credible character. There are a number of young King's Commissioned officers already in the Indian Army who are pronounced by their Commanding Officers to be efficient, according to the single standard of efficiency which the army recognises: and many of these have reached their present position in the face of far greater disadvantages and difficulties than a British boy has to overcome. The Royal Military College at Dehra Dun which has been in existence for only 4½ years

has shown that even average Indian boys, given proper facilities, can pass with credit not only into Sandhurst but out of it. So far no Dehra Dun boy has failed at Sandhurst and the Dehra Dun boys, as a class, have earned the good opinion of the present Commandant of Sandhurst. Sir John Maynard, formerly member of the Executive Council of the Punjab, who served for forty years in India, has assured us that in the Punjab alone there are many boys who do not appear for the Sandhurst examination but are of better quality than accepted Sandhurst candidates whom he himself had seen. We have similar testimony from other witnesses and also from those of our colleagues who are well acquainted with the standard and type of qualifications required in a King's Commissioned officer.

But in order to attract to a military career the better material we believe to be available it will not suffice merely to remove the subsidiary obstacles which at present exist, it will not suffice to adopt better methods of publicity, to apply more effective propaganda, to introduce a system of open competition for entrance to Sandhurst, and to reduce the cost to the parent of his son's preliminary education and military training. It is also doubtful if it would be considered a practical proceeding to put forth so much effort for the sake of filling ten vacancies : and, above all things, it cannot be expected that the educational authorities in the schools and colleges of India will interest themselves in the special preparation of boys for the Army or will introduce the changes which are certainly necessary in the educational system of the country, so long as the prizes to be gained are limited to 10 vacancies at Sandhurst per annum for all India and so long as the prospects of an Indian boy in the Army are not set upon a more assured and progressive basis than exists at present. Another consideration of importance is that there is reason to believe that the superior attractions of a career in the civil services have already diverted potential candidates for the Army, and it is natural that the minds of parents and of the educational authorities should be impressed with the greater measure of liberality which the Government have recently accepted in regard to the Indianisation of the civil side of the Indian administration. It will be said, and we recognise, that the civil services and the Army cannot be regarded as being on exactly the same plane in the matter of Indianisation. But the difference of treatment which is at present accorded in the two departments of the administration is great and conspicuous : and the result must surely be that the average Indian parent is reluctant to destine his son to a military career, and feels that the Indianisation of the Army is, *in the minds of the authorities*, still suspect and uncertain.

It is not our purpose or desire that the number of Indian King's Commissioned officers in the Army should be increased without reference to considerations of efficiency. We recognise that in the army

there can only be one standard of efficiency, namely the highest. We hold strongly, therefore, that the severity of the existing tests should not be relaxed in any way, and, if Indians capable of satisfying these tests are not forthcoming, then the pace of Indianisation must for the time lag behind the number of vacancies offered. But at the same time we contend that, in order to induce the best material to accept the admittedly arduous preparation for a military career and in order to induce the educational authorities in India to lend their active co-operation, it is necessary to widen the field of opportunity. Apart from reforms in matters of detail, which would not in themselves be sufficient, we can find no other satisfactory answer to our first term of reference.

#### RECOMMENDATIONS.

21. *A substantial and progressive scheme of Indianisation.*—Our primary recommendation is, therefore, that a substantial and progressive scheme for the Indianisation of the Indian Army be adopted without delay, and, subject to an important qualification on the part of some of our colleagues, which we mention later, we recommend the carrying out of the particular scheme which is described in detail in Appendix II to this report. The main features of this scheme are as follows :—

- (a) An immediate increase of 10 vacancies at Sandhurst, making a total of 20 vacancies reserved for Indians. We have assumed that this increase becomes effective in 1928.
- (b) A further increase of 4 vacancies at Sandhurst per annum up to 1933, making the total number of vacancies in that year 38.
- (c) The establishment in 1933 of an Indian Sandhurst with capacity for 100 cadets, to which in that year and each of the two following years, 33 cadets are admitted for a 3 years' course of training.
- (d) When the Indian Sandhurst is established, Indian boys, who prefer it, continue to be eligible for admission to Sandhurst, but the number of vacancies at Sandhurst reserved for Indians is then reduced to 20 per annum.
- (e) The number of Indian boys admitted annually to the Indian Sandhurst increases by 12 every 3 years, and, on the assumption that all cadets are successful, both at Sandhurst and the Indian Sandhurst, the number of Indians commissioned increases correspondingly until, in 1945, half the number of officers recruited annually for the Indian Army consists of Indians.



boy by the defective educational system of India. As regards the remedy to be applied, we think we cannot do better than quote in the first instance the following passages from the Report made to us by our Sub-Committee :—

“ Our observations also led us to realise that there are certain directions in which it is very necessary to improve the general standard of preliminary training of such candidates before they are admitted to the College lest during their course there they are handicapped by comparison with the British cadets who have undergone their earlier education at Public Schools. We make no mention here of character training or of the development of the less tangible qualities which are required in an officer, and refer only to such subjects as can form a definite part of the school curriculum. Under this heading there are three respects in which we gather either from the boys themselves or from their instructors that the average Indian cadet is at a disadvantage. These are English, military training and physical training.” \* \* \* \*

“ Whereas in France and the United States no attempt is made to emulate the English Public School system, and in Canada the attempt is a very small one at present, we have the evidence of the Headmaster of Rugby School that a number of headmasters of French Lycées were in favour of the adoption in France of the English prefect system which plays such an important part in the building up of character and the development of the power of leadership, while the importance of these features are not underrated in the United States where at West Point they are placed in the very forefront of the programme of training at the Academy. The length of the courses there and at Kingston make it possible to do in them much towards the training of character which in England is done in the school stage ”. \* \* \* \*

“ While we recognise that the Indian boy has not the same advantage as the British boy who is educated and trained up under the public school system, and is therefore deficient in certain matters to which reference has already been made, yet at the same time it cannot be forgotten that in countries like France, the United States and Canada there are with a few exceptions no public schools of the English model, but nevertheless they have been able to produce officers of great character who possessed great powers of leadership.”

“ Of all the Indian schools it is only at the Royal Indian Military College, Dehra Dun, which is run as far as possible on the lines of an English Public School, that an avowed

effort is made to supply the wants mentioned in the system of education. The success achieved at that institution in developing the qualities specially required in an aspirant to a commission is amply shown by the records of the Dehra Dun boys who have been at Sandhurst and by the reply of the Commandant of that institution when asked whether from his point of view any difference was apparent in the outturn of any particular type of institution in India—‘ Dehra Dun an easy first, the rest nowhere ’ ”.

“ It is not possible for Dehra Dun to supply all India's ultimate requirements in cadets for the Army, nor would it be desirable, even if it were practicable, to rely for ever solely on an official institution like Dehra Dun for the earlier training of these cadets. On the other hand, India cannot afford to establish an elaborate system of preparatory and public schools on the English or any other fresh lines, and, even if such schools were established, there is not to be found in India a sufficient number of parents who would be ready or able to incur the high expenditure which the education of their sons at them would entail. We are convinced as a result that the ordinary Indian schools must continue, if they can, to supply, as at present, their quota of the Indian entrants to the officer ranks of the army. For this purpose it is most necessary that an attempt should be made to secure improvements in at least some of them in order to eliminate the shortcomings to which reference has been made. It is true that even with their present organization and system of training they have turned out boys who have succeeded in obtaining commissions through Sandhurst, but those who did so started on their course of training with an unfair handicap as compared with their British comrades, and that handicap must be removed as far as possible in order to obtain really first class material for India's defence. We believe that, if the importance of the matter is brought to the notice of the educational authorities and their co-operation is enlisted, much can be done even in the existing schools in the direction of eliminating the weak points stated above, and we feel that it will enable a steady flow of really first class material to be obtained. It is, however, unlikely that it will be possible all at once to effect in them all that is required, and the solution of the problem which remains is to incorporate the remainder of the training in the missing essentials which the schools cannot sufficiently provide, in the training at the military college by lengthening the course at the latter ”.

In these views and recommendations we agree. The main responsibility must rest upon the educational authorities and experts to whom, however, it is imperative that Government should give a clear lead in emphasising the paramount national importance of reforming the educational system of India in the directions we have indicated. But the material success achieved by the Dehra Dun College has been so great that we consider it should be gradually expanded up to a total capacity of 250 to 300 cadets or whatever figure is regarded by educational experts as the most suitable limit for an institution of this character. And later, if circumstances demand it, another school on the same lines as the Dehra Dun College should be opened in some other part of India. We recommend that the first step should be the expansion of Dehra Dun rather than the establishment of other small schools of the same kind, because we find that the existing Dehra Dun College has rendered valuable service amongst other things in diminishing inter-Provincial differences and fostering unity of sentiment such as is indispensable in a national army.

The control of the Dehra Dun College should continue as at present to be in the hands of the military authorities. But while the main object of the College must always be borne in mind, *viz.*, to produce boys for the Army and Navy, those responsible for its administration should be careful to adjust the curriculum and standard of teaching with a view to securing that the course of education given at the College confers a qualification recognised by the University authorities and by the authorities responsible for recruitment to the other Public Services. It might be advantageous to set up an advisory committee, which should include educational authorities of high reputation, to guide the military authorities in regard to the courses of study and the conduct of examinations.

25. *Age limit.*—For the reasons indicated in paragraph 12 preceding, we do not recommend any change in the existing practice and consider that the aim should be for Indian boys to enter the Army on an equality as regards age with British boys.

26. *Publicity.*—The existing methods of publicity may with advantage be continued, but they should be developed and greatly improved; and, just as we consider that the educational authorities should play a greater part than they do at present in the process of selecting candidates for an Army career, so we consider that they should be utilised to a much greater extent for the purpose of diffusing knowledge of an Army career and the means of entering upon it. We recommend that in the first instance the aid of the Registrars of Universities should be enlisted. They should be asked to start information bureaux in consultation with the military authorities and with the help of material supplied by the Army Department of the Government of India. It would be necessary for the Registrars to arrange with the authorities of all schools and colleges, affiliated to their Universities, for the periodical posting of notices in each

institution, drawing attention briefly to the prospects of a career in the Army and to any new development connected therewith, and making known the existence of the main information bureaux as the agency to which to apply for detailed information on the subject.

The official information bureaux which already exist in the various Provinces are also in a position to render valuable assistance, by acting as the source from which information would be available to those who are not in a position to draw upon the University bureaux. It would be desirable, therefore, to secure their co-operation, and they, like the University bureaux, should receive a regular supply of the literature prepared from time to time by the Army Department.

27. *Method of initial selection.*—We have already recorded our conclusion that the present methods of selection are gravely defective and in certain respects open to serious objection. After careful consideration we recommend primarily as a general principle that the basis of selection should be wide and that the method of applying for permission to sit for the entrance examination should be as simple as possible. For this purpose it is desirable, subject to certain conditions, to allow applicants to deal direct with a single central authority at the headquarters of the Government of India. This authority alone should have power to refuse permission to attend the examination.

We recommend that in detail the procedure should be generally as follows. Any boy between the upper and lower age limits prescribed, who has passed the Matriculation or equivalent standard, should be eligible to apply to sit for the entrance examination. As a preliminary he should be required to fill up a form containing such information about himself as the central authority may prescribe. On this form should be recorded a certificate from the principal or headmaster of his college or school (in the case of a candidate educated privately, from his tutor) to the effect that he is educationally, socially, morally, and physically suitable to hold the King's Commission. Having obtained this certificate, the applicant should then forward the application form, together with his Matriculation or corresponding certificate, a medical certificate, and a certificate of birth, to the central authority, indicating at the same time as references two gentlemen of position and standing (other than his principal or headmaster) who have known him for at least three years. The central authority on receipt of this application would, as a rule, consult the two gentlemen cited as references by the candidate, and make such other enquiries as it might think fit. Should the result of these enquiries prove unsatisfactory, the central authority would have power to reject the candidate's application. If, on the other hand, the candidate was found to be *prima facie* suitable, he would be instructed to appear before a military medical board at some suitable centre in the vicinity of his own home, and, provided that the candidate was able to pass the medical test carried out by this board, he would be eligible to appear at the central Army entrance examination.

This examination should consist of two parts, (a) a written test on the model of the existing entrance examination to Sandhurst, (if our proposals for the establishment of an Indian Sandhurst are accepted this examination would require to be so modified as to suit boys who would be on an average one year younger than those who compete at the present entrance examination), and (b) an interview test before a board consisting of two senior military officers of the Indian Army who have held the command of Indian regiments, one educationalist, and one non-official Indian gentleman nominated by H. E. the Viceroy. The final nomination would be made by H. E. the Viceroy on the combined results of these two tests. The vacancies announced for competition should be allotted to the candidates standing highest in the order of merit. A certain number of vacancies at the College, not exceeding 20 per cent., should, however, be reserved for candidates to be nominated by H. E. the Commander-in-Chief from among those who have qualified in the two tests, but have not passed sufficiently high to secure one of the vacancies open to competition. We contemplate that the Commander-in-Chief should exercise the power of nomination sparingly and in conformity with the principles followed by the Army Council in their exercise of a corresponding power of nomination for Sandhurst and Woolwich.

In order to prevent unnecessary expense and disappointment to candidates and their parents, and in order also to prevent the examination from being swamped by obviously unsuitable competitors, every candidate should be required, as a preliminary, to appear before a local advisory board in the vicinity of his own home for the purpose of discovering in advance whether he is likely to succeed in the interview test at the entrance examination. Such an advisory board should be constituted in each area in which a military medical board is formed to examine candidates for that examination, and should sit at the same time and in the same place as the medical board, so that candidates when they are ordered to appear for medical examination can at the same time obtain the opinion of the advisory board. These advisory boards should consist of officials and non-officials and should include a proportion of military officers. They should have no power to reject a candidate, but would merely inform him, and the central authority also, in writing, whether they consider him suitable or unsuitable. The candidate should not be bound to abide by the opinion given: if he wishes to take his chance it would still be open to him to pursue his application before the central authority.\*

\*NOTE.—Dr. Ziauddin Ahmad considers it undesirable that the Local Governments should be replaced by these advisory boards, and would prefer that applications should, as at present, be dealt with in the first instance by Local Governments, who should continue to have the power to reject obviously unsuitable candidates. At the same time he contemplates that principals of colleges and headmasters of schools should be empowered to forward direct to the Local Governments the applications of suitable students, and that Local Governments should be assisted in the process of selection by non-official advisers and suitably qualified military officers.

Candidates should be required to pay all expenses incurred by them in proceeding either to attend the medical board or to sit at the entrance examination.

It may be found desirable in course of time to entrust the whole of the routine connected with the receipt of applications and the conduct of the examination to the Public Services Commission when that body has been fully organised.

In saying that the basis of selection should be wide, we mean *inter alia* that the preference for soldiers' sons, as a class, which is a feature of the present system of selection, should in future become the exception rather than the rule. This is a view which has been urged upon us by many witnesses. The opinion which His Excellency Sir Malcolm Hailey has expressed in regard to this matter is of such interest and importance that we quote it in full :—

“ It may be asked whether it is advisable to continue to show any such preference to the military and land-owning classes, as would seem to imply a desire to exclude men whose families are mainly engaged in commerce or industry or literary pursuits. In one respect, the Punjab differs from other Provinces in the fact that we have here the military material ready at hand, and military traditions already formed; there is therefore naturally a tendency to draw on a source already known to exist, rather than to seek fresh material for recruitment. With the very rapid spread of education again, the difference between the land-owning and professional classes in point of intelligence is steadily narrowing. Again, it must be recognised that we here have some very considerable knowledge of the mentality of those who comprise the great bulk of the subordinate ranks in the Army. Even if we ourselves had no preference at all for the selection of officers from the land-owning and military classes, most of us are convinced that the Sepoy and Sowar would prefer to serve under men who fall in this category. If the further question were asked whether it is advisable to make this preference a fixed item in our policy, I would myself answer in the negative. I have seen very many men among the professional classes who would, in my opinion, make good officers, and I do not doubt that after a time, the private soldier will himself prefer to be led by a good man, in whose guidance he can trust, whatever may have been his family origin. I think, in short, that the process of education among men who join the subordinate ranks, will have its inevitable result in reducing the preference they may now feel for men of the particular classes. For my part therefore, so far as I am concerned in the selection of candidates

for Sandhurst, I should always be prepared to admit a proportion of men from the professional classes, provided that candidates came forward with the necessary physical qualifications, and with the appearance of having the temperament necessary to make good officers."

We therefore recommend that suitable boys from the professional and other classes should have exactly the same chances as any others. We too have heard the view expressed—it may be regarded to some extent as the natural view of vested interests—that Indian officers should be drawn from the so-called martial classes alone: but on the other hand, there are some Indian officers in the army already who belong to the professional classes, and these have so far proved to be not only efficient, but also, we are told, acceptable to the men.

28. *Grant of King's Commissions to Viceroy's Commissioned officers.*—We recommend that Viceroy's Commissioned officers should be given opportunities of qualifying for the King's Commission analogous to those afforded to non-commissioned officers in the British service. We consider that this will be feasible if a military college is established in India as we propose: and on this basis we recommend that Viceroy's Commissioned officers, in limited numbers, should be admitted to the Indian military college for the purpose of qualifying for the King's Commission. Candidates should be selected by a board similar to that which interviews candidates for Sandhurst: and no candidate should be eligible to appear before the board unless:—

- (a) he is recommended by the Commanding Officer of his unit as suitable in all respects to hold the King's Commission;
- (b) he holds a Special Certificate of Education; and
- (c) he is below the age of 25 years, and has rendered at least 5 years' service in the Army.

A Viceroy's Commissioned officer admitted to the military college should only be required to undergo the last two years, or the military portion, of the course.

We recognise that at the present time the number of officers holding the Viceroy's Commission who would satisfy the above conditions is small, the reason being that direct Viceroy's Commissions are now seldom, if ever, granted, and that the standard of education prevailing amongst the classes which enlist in the ranks of the Indian Army is as a general rule very low. We, therefore, consider it desirable that special educational facilities should be afforded to the children of these classes so that the best of them may have a practical

chance in future of rising through the Viceroy's Commission to King's Commissioned rank. We understand that a scheme is now under consideration, and has indeed already been initiated on a small scale in the Punjab, for this purpose. We refer to the King George's Royal Indian Military Schools established at Jhelum and Jullundur and the promised Kitchener College. A scheme of this kind would be specially appropriate to the requirements of the Viceroy's Commissioned officer class, and would in our opinion deserve support.

29. *Grant of University Commissions.*—We have considered the possibility of increasing the supply of candidates by means of the grant of direct commissions to suitable graduates of Indian Universities, but we do not recommend this. Indian Universities are at present in a state of transition, and it would be premature and infructuous to introduce such a system. The question may be revived with advantage at some future time, but the decision will always depend, *inter alia*, on the extent to which Indian Universities are prepared to adapt their system to military requirements, and, for example, to introduce short courses on military subjects, as has been done by some Universities in the United Kingdom.

On the other hand, we recommend that direct commissions be granted to suitable Indian graduates of British Universities, and that, to make this effectual, Indians may again be made eligible for admission to the Senior Division of the Officers' Training Corps. They were so eligible during the Great War, and we are strongly of opinion that the barrier which has since been set up should be removed. We understand that this is already the view of the Government of India.

Our Sub-Committee has supplied us with the following report on this subject:—

"The India Office informed us that they had given their full support to the proposal to admit Indians to the Officers' Training Corps. The War Office gave us as the basic reason for their present attitude of opposition to it the fact that the Officers' Training Corps is primarily intended to train potential officers for the Territorial Army, a force to which Indians are not admitted and to which undoubtedly, having regard to the conditions of service in it, it is not likely that Indians would be able or willing to belong, even if it were open to them to do so. That being the case, it is intelligible that the War Office should be unwilling to spend money from their budget on training material which when trained would not be of any use to them, unless it could be proved to them that this material, although of no use for the purposes of the Territorial Army in England, would be employed to advantage elsewhere in the military forces of the Crown. The India Office, while

favouring the admission of Indians to the Officers' Training Corps, have not, we gathered from the War Office representative, as yet put forward a strong enough case to convince the Army Council on this point. There are certain aspects of the case to which our attention has been drawn which we find have not been laid before the Army Council. For instance, it would be a great advantage to India, if Indians resident at British Universities were allowed to enjoy the benefit of the Officers' Training Corps training because the military instruction they would get in this manner would be of inestimable value to them if they joined the Territorial Force in India on their return there. Again, we understand that, there being no bar in the present regulations which keeps Indian undergraduates from competing for the direct commissions in the Indian Army which are open to British students, yet such boys would be deterred from coming forward as candidates for these commissions because they would not be able to obtain any antedate such as is given to British candidates by reason of their not having been allowed to serve in the Officers' Training Corps. These are two points which have never been represented to the Army Council, but which ought to form a basis for re-opening the case for the admission of Indians to the Officers' Training Corps. At the same time, it was represented to us by the Cambridge University authorities that a part of the opposition is based also on the fear that the British undergraduates might object to the admission of Indians to these organizations, and that as a result recruiting for them might be affected adversely if they were admitted. It was further impressed upon us by them that they recognised that the success or failure of such voluntary organizations as the Officers' Training Corps are, even though they are controlled administratively and financially by the War Office, depends largely on the co-operation of the undergraduates. These latter are under no sort of compulsion to join the Officers' Training Corps and their likes and dislikes cannot be lightly disregarded. The authorities, when asked definitely and categorically, admit that they have little or no tangible grounds on which to base their apprehension that recruiting may be affected by the admission of Indians, but they are clearly averse from making any experiment in the direction of allowing them this privilege in case it may interfere with the prime object of the organization."

With these observations we agree : and we recommend that, if necessary, the cost of training Indian undergraduates in the Officers' Training Corps should be borne by the Government of India.

30. *Grant of commissions to Territorial Force officers.*—We are aware that in the United Kingdom commissions in the regular army are granted to suitable officers of the Territorial Army. We are, however, of opinion that the Territorial Force movement in India is not yet sufficiently developed to warrant the adoption of a corresponding practice for the present.

31. *Cost of education and training.*—Our Sub-Committee have pointed out to us that in the other countries which they visited the greater part of the expenses of the preliminary training of a cadet at a military college is borne by the State, and that the parent of a boy at Sandhurst, unless by reason of his previous service in the armed forces of the Crown he receives a remission of fees, has to pay a greater share of the cost of his son's training than is required of a parent elsewhere. In the United States the Government grants the cadet while he is under training at West Point a rate of pay (1,072 dollars a year) sufficient to cover the cost of his training and subsistence, and to leave a margin from which to purchase his initial outfit when he obtains his commission. In France the fees, in the case of boys at St. Cyr, are varied to suit the means of the individual parent, as well as being regulated by the services which the parent may have rendered to the nation. About 50 per cent. of parents pay no fees at all. In Canada the cost of the training given at Kingston is fixed at a level fully 50 per cent. lower than the cost of an education of corresponding standard at a Canadian University. While we are opposed to any undue cheapening of education, we feel that the French or Canadian model is better suited than the English model to the circumstances of a relatively poor country like India. We therefore recommend that the fees at the Indian military college when it is established should not exceed an amount which can be paid without hardship by parents of the classes which will provide most of the cadets, namely, the upper and middle classes. The rate finally fixed should include all expenses arising in connection with the college course except pocket money, holiday expenses and travelling expenses.

We recommend in addition that Government should provide scholarships for 20 per cent. of the boys who pass into the college annually. Half of these scholarships should be granted to those who stand highest in the order of merit at the competitive entrance examination, and half to sons of soldiers who without them would be debarred for financial reasons from entering the college. Some of these scholarships, on the analogy of the King's Cadetships which are granted to British boys whose parents have been killed or have died on active service, should be fixed at an amount which will cover part of the expenditure incurred on the boy's earlier education at Dehra Dun, if he has been educated there. Apart from this we do not recommend any modification of the existing arrangements regulating the incidence of the cost of education at the Dehra Dun College

though we should welcome the establishment, through private generosity, of scholarships intended to meet part of the parent's liability.

In addition to the grant of Government scholarships at the Indian Sandhurst we should be glad to see the endowment of scholarships from private sources at that institution also for the benefit of boys of particular provinces, classes, communities, or of particular Indian States.

The foregoing recommendations do not apply to the case of those Indians who after the establishment of an Indian military college elect to receive their military training at Sandhurst. They will presumably be the sons of well-to-do parents, and we do not think they should be given any greater pecuniary assistance than that which is given at present to Indian boys proceeding to Sandhurst.

32. *The "eight units scheme".*—For the reasons fully given in paragraph 17 preceding, we recommend that the "eight units scheme" be abandoned and that Indian King's Commissioned officers, like British officers, be eligible to be posted to any Indian unit of the Indian Army.

There should be the less objection to this for the reason that the time is fast approaching when one of the essential features of the scheme will for purely mechanical reasons have to be omitted. When all the appointments of company officer in the eight units have been filled by Indians—and this at the present rate of progress will be the case in the course of the next two years,—no further Indian officers can be posted to those units except to replace an unexpected casualty, until the senior company officers qualify, by length of service and merit, for selection as company commanders. This will mean an interval of some years during which even the present intake of Indian officers from Sandhurst would have to be posted to other units.

33. *Pay and allowances, including marriage allowances.*—We do not recommend any change in the existing practice. For the present Indian King's Commissioned officers should continue to receive the "overseas" or, as it is termed in the Indian Army, the "Indian Army" allowance. In consideration of this, and for other reasons also, they should continue to be subject to the same rule as British officers in the matter of marriage allowances, *i.e.*, they should not be eligible to receive marriage allowances, although they are married, until they reach the age of 30. Incidentally, we desire to express the opinion that married students should not be allowed at the Dehra Dun College, or married cadets at Sandhurst and the Indian Sandhurst. This rule might perhaps be relaxed in the case of Viceroy's Commissioned officers and Indian State officer cadets admitted to the Indian Sandhurst.

34. *Guardianship of Sandhurst cadets.*—The question of guardianship is a difficult one to solve, and it will be admitted, as a general principle, that no system of guardianship, however good it may be,

can equal the natural guardianship of a parent. This is one of the reasons why we have decided to recommend the establishment of a military college in India. But, as we also recommend that Indians who prefer it should continue to receive their military training at Sandhurst, we have to consider what steps are necessary in order to improve the existing arrangements for official guardianship at Sandhurst which, as we have said elsewhere, we find to be highly unsatisfactory.

We are of opinion that those who are in a position to do so should select their own guardian, as the boy will then receive more individual attention than he could hope to receive from an official guardian. The guardian should be a personal friend of the parent. He should be a person of mature age permanently resident in England, and preferably an ex-member of one of the Indian Services, and the India Office should be furnished with the name and address of a guardian so appointed.

For those boys whose parents are not in a position to secure the services of a personal guardian, there should be an official guardian who should be very carefully selected by the India Office with the concurrence of the Government of India. The essence of the matter is that the Indian boy at Sandhurst should have someone always at hand whom he can regard as a friend and as a protector, to whom he can turn for sympathetic advice and guidance, and in whom both the parent in India and the son at Sandhurst can feel that they have implicit trust. It is probably desirable that the official guardian should be a retired officer of the Indian Army, whose experience should make it specially easy for him to assist the boy in adjusting himself to the military atmosphere and conditions of life in the Royal Military College. It will, however, be of the utmost importance that the duties of the official guardian should be comprehensively and precisely defined. In Appendix IV of this report, we have added a draft of the instructions which we think might suitably be issued to the official guardians appointed from time to time: and since the duties and responsibilities therein prescribed will be onerous, we consider that the official guardian should receive reasonable remuneration in addition to whatever pension he may have earned.

## CHAPTER III.

## THE SECOND, THIRD AND FOURTH TERMS OF REFERENCE.

- “(b) *Whether it is desirable and practicable to establish a Military College in India to train Indians for the commissioned ranks of the Indian Army.*
- “(c) *If the answer to (b) is in the affirmative, how soon should the scheme be initiated and what steps should be taken to carry it out.*
- “(d) *Whether, if a Military College is established in India, it should supersede or be supplemented by Sandhurst and Woolwich so far as the training of Indians for the commissioned ranks of the Indian Army is concerned.*”

35. *The second term of reference. Establishment of an Indian Sandhurst recommended.*—In the latter part of paragraph 15 of our report we have mentioned briefly the special advantages which Indian boys enjoy by receiving their military training at Sandhurst. Our Sub-Committee, having seen Sandhurst, have made the following observations on this subject :—

“Sandhurst.....is a great institution with the traditions of years behind it and a staff which includes the cream of the instructors available in the whole British Army. It has in its immediate vicinity the Staff College and the large military training centre of Aldershot, and is at only a short distance from the War Office in London, so that it is in a specially favourable position from the point of view of keeping in touch with all the latest military ideas. At it also the Indian cadets are trained side by side with the future British officers with whom they will for some time to come have to serve in the Indian Army. All of these advantages could not, at first at any rate, be secured to the same extent at an institution in India.”

To this should be added the very pertinent observation of the Commandant of the Royal Military College, Sandhurst, to the effect that Indian boys at Sandhurst are stimulated in their military training by being “up against a better team”, i.e., the British boys at the same institution, who for the reasons which we have given are in present circumstances superior to the average Indian boy who enters Sandhurst. The facts are, however, well known, and it is unnecessary to enlarge further on this aspect of the matter.

In paragraph 15 and in other passages of our report we have also set out the objections to Sandhurst, viewed from the standpoint of the average Indian parent, and, although we have said that the weight of these objections is diminishing, we find that something substantial remains : and we cannot feel assured that the difficulties

which at present stand in the way of Indian boys being sent to Sandhurst could ever be wholly removed. The great expense—particularly that incurred on account of the boy's holidays—and the separation of parent and son—with all that separation in this case implies—are, we fear, deterrents of a permanent character.

Accordingly we find at once one strong reason for the establishment of a military college in India which will provide the facilities at present given by Sandhurst alone. It seems clear that, like the progressive scheme of Indianisation which we have suggested, this step also is necessary as a means to improve, both in number and quality, the supply of Indian candidates for the King's Commission.

Further it is, in our opinion, very desirable, and would be consonant with the general policy of the administration as that is now conceived, that India should have a military college of her own and thus be self-sufficient in respect of one of the most important of national needs. It is, indeed, universally recognised that the establishment of an Indian Sandhurst is ultimately inevitable, and we think military opinion will agree that it would be an immediate necessity if war on a considerable scale were to break out. If that is so, then it is obvious that it would be better to have a military college already in being and fully organised than to be dependent upon improvisation after the emergency has arisen. The latter was what had to be done during the Great War, when the cadet colleges at Quetta, Wellington and Indore were hurriedly set up. On these grounds alone we think it would, in the judgment of many, be sound policy to lay the foundations of an Indian military college as soon as possible and so commence without delay not merely the building of the college structure, but the building also of the tradition and sentiment which in India, as in England, would be indispensable to the achievement of success. The process is one which takes time, and the start should not be postponed.

There is one other consideration of a specially practical and compelling character. In every educational institution there comes a time when the authorities responsible for its efficiency must decide to set a limit to the further acceptance of foreign students for fear lest the character of the institution may be changed. This point of view was very clearly expressed in 1921 by Sir Theodore Morison, K.C.S.I., Principal of the Armstrong College, Newcastle-on-Tyne, in a statement prepared for the Indian Students Committee, a Committee presided over by Lord Lytton, then Under Secretary of State for India :—“I beg the Committee to realise that no University can absorb more than a limited, and rather small, number of foreign students. A University is a corporate body with traditions and a certain characteristic tone ; it has a personality which is distinctive, of which it is proud and which it desires to retain. This personality

would be destroyed or distorted by the influx of a large number of strangers, and no University would tolerate this transformation."

This proposition is at the least as true of an institution like Sandhurst as it is of a University ; and it is plain that we have here a factor which has a very important bearing upon the problem we are considering. Our Sub-Committee, while in England, raised the question directly with the authorities, and tried to obtain a pronouncement as to the ultimate limit up to which they would be prepared to admit Indians to the military colleges in England. A definite reply was not given. It appears that the authorities would be willing for the present to accept Indian cadets up to a maximum of 5 per cent. of the establishment of each college, that is, 30 cadets at Sandhurst and 12 at Woolwich, but would not be prepared to commit themselves to the possibility of any further increase until the effect of these numbers on the personality of the institutions had been tested by actual experience. They do not definitely exclude the possibility of a further increase, but the Commandants of the two institutions concerned, by whose advice, we imagine, the Army Council would be largely guided, gave it as their decided opinion that 5 per cent. of the establishment was the absolute limit up to which Indians could safely be admitted. This figure coincides with that mentioned as a maximum by Sir Theodore Morison in his evidence before the Indian Students Committee, and it seems to us to be highly improbable that the Army Council would in the end agree to admit Indian cadets to Sandhurst and Woolwich in larger numbers than this, except as a temporary measure or under special circumstances. If this is so, then it is clearly advisable that India should cease to rely solely upon an institution, training at which is even now not wholly suited to the circumstances of Indian boys, and which can only be reckoned upon for so narrowly limited an outturn of Indian King's Commissioned officers.

It is hardly necessary to add that there is a strong political demand for the establishment of a military college in India. In a matter of this kind we should not ourselves attach great importance to considerations of a purely political character ; but in the case of the Indian Sandhurst the political demand represents, we believe, a real force of growing national sentiment which cannot be ignored.

Having given our most careful consideration to all the factors involved, we have come to the conclusion that the establishment of a military college in India for the purpose stated in our second term of reference is desirable.

36. *The practicability of the step.*—Our Sub-Committee during their visit to England discussed with several officers of experience, including the Commandant at Sandhurst, the practicability of reproducing in India the training now given at the Royal Military College. The answer they received in each case was that, given the necessary material, there should be no insuperable difficulty in providing this

form of training at an Indian military college. It will be difficult, however, for the Indian institution to be quite as efficient as Sandhurst itself because the latter will naturally have preference in the choice of instructors and will also continue to have, by reason of its location, certain physical advantages which cannot be transferred to India. But we have before us the examples of the Kingston and Duntroon Military Colleges in Canada and Australia respectively, where similar disadvantages have been neutralised, and a high standard of efficiency has been achieved ; and we wish to make it clear that our recommendation is subject absolutely to the condition that no pains are spared to place the machinery of the Indian military college on the highest plane of efficiency which India can attain. In all military essentials the model of Sandhurst should be closely followed. The instructors should be mainly British officers, and should be picked men. If necessary, specially attractive terms of remuneration should be offered in order to secure teachers of the highest capacity and reputation. It is natural that we should emphasise these *desiderata*, since obviously the first essential is that the officers produced at the Indian Sandhurst should be efficient. But a more specific consideration is that the commissions granted to boys trained at the Indian Sandhurst must be King's Commissions, conferring, so far as the Army in India is concerned, *i.e.*, both British and Indian troops, the same status, authority and precedence as the King's Commissions granted to cadets trained at Sandhurst. As our remarks at the commencement of paragraph 6 preceding show, this is a paramount and self-evident necessity. The experiment of the Imperial Cadet Corps was a failure because the officers commissioned therefrom did not possess sufficient powers of command to rise above the position of company officer in the Indian Army, and from the purely practical point of view there can be no compromise in regard to this matter. Indian officers, if they are to pull their weight in the Army in India, must be empowered, like their British comrades, to take command of other British officers junior to themselves and to take command of mixed bodies of troops. But the immediate implication is that the methods of training pursued and the qualifications obtained at the Indian military college must conform to standards acceptable to the Army Council. We should not in any case desire to postulate a lower standard of efficiency for Indian officers trained in India ; but we recognise clearly that, apart from any consideration which might influence ourselves, the Army Council must have the right to decide what standard of training and qualification is to be regarded as adequate in the case of any officer who is to hold the King's Commission and have authority over British troops. We note that quite recently the Army Council have recognised a Dominion Commission in the Canadian Permanent Forces as equivalent to the regular King's Commission.

37. *The third term of reference. The military training systems of other countries.*—Our next question relates to the form of organisa-

tion which should be prescribed for the Indian Sandhurst ; but, we will first review the information supplied to us by our Sub-Committee regarding the systems of training followed in the countries which they visited. In England and France the courses at the military colleges are of 1½ and 2 years' duration respectively. Apart from the training given at the Ecole Polytechnique, which is not a military college in the accepted sense of the term, the courses are of a purely military nature, and all cadets who succeed in them receive commissions in the Army. At the Royal Military College, Kingston, in Canada, the cadets undergo a four years' course which includes not only a training in military subjects, but also a large element of academic study, and particularly a training in civil engineering, which is recognised by Canadian Universities as equivalent to a considerable part of their own course. Unlike the cadets at military colleges in other countries, the cadets at Kingston can, when they graduate, either take commissions in the Army or enter another of the public services or adopt a civil profession, whichever they prefer. In practice the majority of graduates from the College choose employment in civil life. The United States Military Academy at West Point also has a four years' course, but all its graduates have to take commissions in the Army. Here, too, the course includes both military and academic subjects.

These various systems of training appear to have been determined partly by the requirements of the particular form of military organisation prevailing in each of the countries mentioned and in part also by differences in the range and efficiency of the earlier education which boys are able to obtain before entering the military college. England and France maintain comparatively large standing armies, and therefore considerable numbers of young officers have to be produced every year. If it were necessary for these numbers to undergo a lengthy course of training, both military and academic, on the American model before they received their commissions, this would add intolerably to the burden which the cost of their defence already lays upon these two countries. Both in England and France, however, the systems of civil education are developed to a high degree, and these produce, without material cost to the State, boys who can be brought to the standard required to fit them for commissions by a comparatively short intensive course of a purely military nature. Moreover, the fact that, after being commissioned, the officers of these nations spend the majority of their service in regular units of a standing army makes it possible to rely on the experience which they thus receive to put the finishing touches to their initial military education. In the United States the regular forces maintained are small, and consist largely of cadre formations which would be expanded considerably on the outbreak of war. It is recognised, however, that, while the training of the rank and file can be carried out in a comparatively short time on mobilisation, provided sufficient trained officers are available for the purpose, the training of efficient officers is a lengthy process. The United States Army therefore includes a

large cadre of officers, out of proportion in time of peace to the strength of the regular rank and file, so that it may have available on mobilisation the instructors and staff officers required for its expanded strength. In time of peace, too, American officers are largely employed on instructional and other duties with non-regular formations, and the fact that for these purposes they require a broader military knowledge at the start of their career, and have comparatively less chance of perfecting their training in regular units after they receive their commissions, renders necessary a longer course of initial training at the military academy than is found to be necessary in England and France. This is not, however, the sole reason for the introduction at West Point of a course of four years' duration and for the inclusion in it of such a large element of academic teaching in addition to purely military studies. On the one side the United States Army authorities demand a high standard of general education from their officers, but on the other they are faced with the difficulty that the standards of education in different parts of the country vary very considerably. Since therefore the regulations for entry to West Point expressly provide for the recruitment of cadets from all parts of the country, it is necessary to suit the curriculum of that institution to the standard of those who come from districts where the educational system is less highly developed ; and it is found that the task of raising the educational standard of the average boy up to the prescribed level, while at the same time providing him with his military education, involves a course of the present length. In addition the Army authorities do not regard as sufficient for their needs the training of character included in the earlier education of the average American boy, and they insist on special attention being paid to this department of the course of training at West Point. The development of character cannot, however, be assured in a course of only one or two years' duration.

The reasons underlying the introduction at Kingston of a four years' course of training do not differ materially from those which have led to the adoption of a course of that length at West Point. The military organisation of Canada is similar, though on a much more limited scale, to that of the United States, and the efficiency of her educational system also varies in different parts of the country. In Canada, however, the number of officers required each year for the permanent forces is so small that under present day conditions it would be next to impossible to organise a really efficient military college for such a number alone, and it is therefore necessary to increase the college to the proper size by including in it cadets who do not intend to make the Army their career. The importance of enabling such cadets to compete on graduation on level terms with their contemporaries from the Universities is one of the additional factors which necessitate the inclusion in the course of a large measure of academic study and the consequent lengthening of the period of study. The value of this type of education, combined as it is with

military discipline and character training over an extended period, is proved by the fact that employers in civil life almost invariably show preference to Kingston graduates over men trained elsewhere, because they find that their broader outlook and higher sense of discipline make them more adaptable and reliable in positions of responsibility.

38. *Combined general and military education.*—While India is on the same footing as England and France in that she requires a regular supply of officers for service in a large standing army, she has something in common also with Canada and the United States in that the civil educational system is at present defective and cannot be so improved in the near future as to ensure that the generality of cadets, when they first arrive at the military college, can be turned into really efficient officers after only a short period of military training. We feel therefore that the course at the Indian military college should be longer than the course at Sandhurst and should in addition to the military subjects include a period of academic study as well, by means of which the cadets will be enabled to improve their general education and their knowledge of colloquial English. It is also important that the academic standard attainable at the end of the course should be so framed as to secure specific recognition from the Universities and to enable cadets who for one reason or another are found unfit for commissions in the Army, but are suitable for other careers, to continue their education at a University, without interruption and on a level with their contemporaries in age.

39. *A three years' course.*—Our recommendation therefore is that the course should last for three years, of which the first year should be devoted mainly to academic study and the last two mainly to military training. A longer course of this nature will have the further advantage that it will give those cadets who are drawn from the ordinary Indian schools a better opportunity of developing in character and physique than would be afforded if they were to remain at those schools for a further year and a half, and then undergo a short course of a purely military nature. Our intention is that boys should be eligible to enter the military college after passing the Matriculation standard. This will enable them to obtain their commissions at approximately the same age as British cadets passing out of Sandhurst; and the task of completing the formation of their characters will be rendered less difficult by the fact that on entering the college they will still be comparatively young.

40. *Training for other public services.*—In the present stage of India's development we can see many reasons in favour of adopting a system somewhat similar to that in force in Canada under which graduates from an Indian military college would be eligible to enter other departments of Government service besides the Army. We fear, however, that it would at the present time be infructuous to suggest the adoption of any scheme of this nature. The difficulties in

the way of carrying it out would be very great. An attempt has already been made to secure the promise of other public employment for Dehra Dun boys who fail to qualify for the army for some reason which does not affect their suitability for other forms of service, but this has not been successful. The Local Governments, and not the Government of India, have in their hands the great bulk of Government appointments, and we can see that it would not be easy for them to bind themselves to give preference to candidates from the Indian Sandhurst. Other schools and colleges also would have cause for complaint, and it is important that, as co-workers in the general progress of India, their goodwill should not be alienated.

41. *The link with the Dehra Dun College.*—Our scheme contemplates that boys drawn from the Prince of Wales' College at Dehra Dun and from the ordinary Indian schools should enter the Indian Sandhurst at approximately the same age and after qualifying at the same competitive examination which we have described in paragraph 27 preceding. To be eligible to sit for the competitive examination a boy educated at one of the ordinary schools will be required to have passed the Matriculation standard. He will be able to accomplish this between the ages of 16½ and 18½. This involves a slight alteration in the existing system at the Dehra Dun College. At present boys are admitted to the Dehra Dun College between the ages of 11½ and 12 years, and remain there until they are 18 or 19 years of age when they enter upon the eighteen months' course at Sandhurst. We think it important that the period spent at Dehra Dun should, as at present, be at least six years. To admit of this and to secure at the same time that boys educated at Dehra Dun will commence the three years' Indian Sandhurst course at the same age as boys educated elsewhere, we recommend that the age limits for entry to the Dehra Dun College should be reduced to 10—11½ years. Any Dehra Dun boy who wishes to enter Sandhurst instead of the Indian Sandhurst should be permitted to remain at the Dehra Dun College for an extra year in order to complete his preparation for the Sandhurst examination.

42. *Indians should continue to be trained at Sandhurst.*—As we have indicated in earlier passages of this report we are of opinion that, even after the Indian Sandhurst has been established, Indian boys who prefer to receive their military training at Sandhurst in England should be allowed to do so up to a maximum of 20 per annum. We have reason to believe that the authorities would be prepared to accept this, provided that such Indian boys as desired to go to Sandhurst qualified for admission by the same test as British boys. We agree that it would be proper and desirable to impose this latter condition. Any vacancies at Sandhurst not actually taken up by Indians should be added to the establishment of the Indian Sandhurst.

We attach very great importance to the recommendation here repeated; for to continue to have a proportion of Indians under

training for the Army at British institutions would assist in maintaining the Imperial connection in military matters ; and we believe that this is necessary both in the interests of India and of the Empire as a whole. We have not overlooked the fact that, if King's Commissioned Indian officers are trained simultaneously in institutions in India and in England, there may be a tendency, prejudicial to the service as a whole, for those who have been trained at the older and more famous college to look down on those who have been trained at the newer institution. This is a possibility which may react disadvantageously upon the military college in India at its start, and make it more difficult for it to establish its reputation and build up its traditions. We do not, however, consider that it is a sufficiently important factor to outweigh the compensating advantages on the other side of the scale, particularly as the majority of the British cadets posted to the Indian Army will most probably obtain their commissions through the English Sandhurst, and we think it specially important that some at any rate of the Indian King's Commissioned officers should receive their first military training in association with British cadets who are themselves destined for the Indian Army.

43. *The Sandhurst entrance examination.*—Indian boys who have received their early education in England and who desire to proceed to Sandhurst should be enabled to sit for the Sandhurst entrance examination in England. For Indian boys who have been educated in India, either at Dehra Dun or elsewhere, we consider that a Sandhurst entrance examination should be held, as at present, in India, the standard of the examination being precisely the same as that of the examination held in England. We would, however, suggest that, for the examination held in India, Urdu should be allowed as an optional subject. We understand the Army Council have no objection to this.

Indian boys educated in England who desire to receive their military training at the Indian military college should of course be required to qualify for admission by the same tests as are applied to other candidates.

It would in our opinion be very desirable that British boys who wished to enter the Indian Army should, if they were willing, be permitted to receive their military training at the Indian military college. Here again the association of boys of the two races would be advantageous. We know there are difficulties in the way, but nevertheless we recommend that the door of the Indian military college should be kept open to British cadets, and that those who are able to overcome the difficulties we have in mind should be heartily welcomed.

44. *The strength of the Indian military college.*—It would be obviously impracticable and uneconomical to start an Indian military college so long as the maximum number of commissions for which Indians are eligible is ten annually, and we should not recommend

this, although we understand that the Kingston and West Point Colleges started with an establishment of only 18 cadets and the Duntroon College with an establishment of 35 cadets. The expert evidence we have received indicates that the desirable number of cadets for the starting of an Indian military college, if it is to have an efficient military organisation, is 100. We accept this as the initial number to be aimed at, and we propose that the college should be inaugurated with an intake of 33 cadets a year for the first 3 years, the establishment of 100 being reached in the year in which the first batch of entrants commence the last year of the three years' course of training. The subsequent expansion of the college should follow the lines indicated in paragraph 21 of our report and in Appendix II, where we have described the progressive scheme of Indianisation which we advocate.

45. *The Indian military college to be established in 1933.*—We have already given reasons for the view which we hold that the Indian military college should be started as soon as possible. We now definitely recommend that the date of inauguration should be 1933. If the prospects of Indians in the Army are enlarged on the lines we have proposed and if the interest of potential candidates and their parents and of the educational authorities is quickened to the extent we anticipate, the number of cadets required to start the college should be forthcoming by the date we have mentioned : and the interval will be sufficient for the necessary buildings to be constructed and for other administrative arrangements to be completed. Moreover the number of Indian candidates available would then have passed the limit which we have assumed that Sandhurst could absorb.

46. *The fourth term of reference. Supplementary training in England.*—Our scheme of training at the Indian military college as so far outlined is defective in one important respect, which we have ourselves acknowledged, namely, it does not provide, save to a very limited extent, for that association between British and Indian boys, who are both preparing for a career in the Indian Army, which is a valuable feature of the present system ; and it does not give the Indian cadet the opportunity to travel abroad and see the world. To remedy this, it has been suggested that the Indian cadet after qualifying at the Indian military college should undergo a supplementary course at Sandhurst. We are satisfied, however, that this would not be a feasible proposition, as the Indian students would already have been commissioned, and could not be introduced into an institution where the other students are only cadets. We recommend therefore that to complete their preparation the Indian cadets, having been commissioned, should be attached to a cavalry or infantry unit in the United Kingdom for a period of one year.

47. *Training in the technical arms.*—Our conception of the Indian military college is that in the first instance it should merely

take the place of Sandhurst. At a later stage of development it may become a combined institution providing also the facilities of Woolwich. But, for the present, as we have said in paragraph 22 of our report, we consider that the first contingents of Indian cadets who are allowed to qualify for the Artillery, Engineer, Signal, Tank and Air arms should receive their preliminary military training at Woolwich and Cranwell. We think it desirable that an opportunity should be given to Indians of acquiring the traditions of these British institutions, and the arrangement will generally be more efficient and economical than the provision at the outset of duplicate facilities in India.

Indian cadets, who qualify at Woolwich, and, later, those who qualify in India by the course corresponding to that of Woolwich, should complete their initial training in exactly the same way as the British cadet does at present, *i.e.*, by attending courses at Chatham and Cambridge in the case of Engineer officers, and at Larkhill in the case of Artillery officers. The Cambridge and Chatham courses could no doubt be reproduced in India, and in the case of the former the existing engineering establishments, such as Roorkee, might, when the time comes, provide the nucleus of a counterpart. But, so far as we can see, it will be long before it would be economical to duplicate machinery of this kind: and for a very considerable time also it will be desirable, on the score of efficiency, that British and Indian officers should receive their "post graduate" technical training from the same source.

It will probably be desirable that both the questions discussed in this paragraph should be re-examined when the review of 1938, which we have recommended elsewhere (*vide* paragraph 21), takes place.

#### MISCELLANEOUS.

48. *The Indian States.*—It seems probable that a number of the Indian States would be glad to avail themselves of the benefits of the training available in the Indian military college, if one is established, for the purpose of giving higher training to some of the officers of their State Forces. We believe that the participation of the Indian States in the college would be an advantage to India as a whole, as tending to increase the efficiency of the Indian State Forces, and we recommend that a certain number of vacancies be reserved for Indian States at the college over and above the number of vacancies available for candidates who seek commissions in the regular Indian Army. It will, however, be essential that such cadets from Indian States would be prepared to undergo precisely the same course of education and training as Viceroy's Commissioned officers, that is, the two years' military course, and we contemplate further that the cost of their training should be borne by the Indian States in whose forces they are ultimately to be employed. We contemplate that subjects of Indian States should continue, as at present

to be eligible for King's Commissions in the regular Indian Army, and candidates of this category should consequently be eligible for admission to the Indian military college on the same terms as residents of British India.

49. *Questions of detail and finance.*—We have deliberately refrained from entering into questions of mechanical detail connected with the establishment of a military college in India. We have said that the college should follow closely the model of Sandhurst. That is a point of principle. Questions such as the location of the college, the type and quantity of buildings required, the equipment of the college and the strength and composition of the staff can suitably and without difficulty be settled by Government and their expert official advisers, if and when it is decided to accept our recommendations on the main issues of policy. We are not indeed qualified to deal with such questions of detail, and it would be a waste of effort on our part to make the attempt.

Similarly we have refrained from entering into matters of finance, and we are content to quote what H. E. Sir Malcolm Hailey has said on this aspect of the creation of a military college in India.

"This contemplates a somewhat lengthy and extended course of education, but I am unable to see any reason for refusing the claim that the State should bear a very considerable part of the cost. We spend large sums on our professional and educational colleges, and since we have definitely decided that the military career must be opened to Indians it is clearly a justifiable expense to secure the best men possible. Taking the country as a whole the sum we should be spending on military education—though the number of officers might not in themselves be large—would be small in comparison with what we should be spending on types of vocational education which are in some cases of lesser importance."

"Within reason I do not think we should allow finance to stand in our way in this respect."

With this opinion we agree, and we need only add that at present sums of £80,000 on account of Sandhurst and £30,000 on account of Woolwich are being paid annually from Indian revenues. A proportion of these amounts would presumably be available for expenditure on the Indian military college to the extent to which the product of such a college replaces the product of Sandhurst and Woolwich in the Army in India.

## CHAPTER IV.

## CONCLUDING REMARKS.

50. *Summary.*—A complete summary of our recommendations will be found in Appendix I to this report.

51. *Some members of the Committee—their special knowledge.*—Of the Members of our Committee, Nawab Sir Sahibzada Abdul Qaiyum has not only had intimate associations with the Indian Army throughout the whole of his life, but moreover has a nephew and ward, trained at Sandhurst, now holding the King's Commission in the Indian Army. Subedar-Major and Honorary Captain Hira Singh, himself a Viceroy's Commissioned officer of long service, has two sons in the Indian Army, holding the King's Commission, both of whom were trained at Sandhurst, while one received part of his early education at Dehra Dun College. Captain Hira Singh has a third son, now being educated at Dehra Dun, who is also destined for a military career. Risaldar-Major and Honorary Captain Haji Gul Mawaz Khan, another Viceroy's Commissioned officer of long service, also has a son in the Indian Army, holding the King's Commission, who received his military training at Sandhurst. Major Thakur Zorawar Singh and Major Bala Sahib Daflé were among the first Indians to be granted, in 1917, the full King's Commission, and they had previously held commissions in the Native Indian Land Forces, having received their training in the old Imperial Cadet Corps (*vide* paragraphs 6 and 36 preceding). We mention these facts to show that the gentlemen in question have been in a position to contribute to the consideration of some of our most important problems personal knowledge and practical experience which have been of great and special value to us.

52. *Acknowledgments.*—We desire to place on record our appreciation of the great kindness and courtesy shown by the Governments of France, Canada and the United States in allowing the members of our Sub-Committee the privilege of visiting some of their educational institutions, and to acknowledge also the assistance afforded by those departments of His Majesty's Government who in a similar manner made it possible for the Sub-Committee to obtain the information they required regarding the systems of education, military and civil, in vogue in England. We are equally indebted to the authorities of the institutions visited by the Sub-Committee, who by their ready help and generous hospitality enabled the members to carry out their appointed task with considerable enjoyment to themselves and great benefit to the work of the Committee. But perhaps our greatest obligation is to the members of the Sub-Committee, who, sacrificing their private interests over a period of several months, brought back to us information which has very materially assisted us in arriving at many of the conclusions contained in this report.

Finally, we desire to acknowledge the valuable assistance rendered to us by Major Lumby, who, as Secretary both to the main Committee and also to the Sub-Committee, whom he accompanied throughout their tour, has performed to our entire satisfaction duties of a very onerous character and has earned our most cordial thanks. He has served us faithfully and with conspicuous efficiency.

A. SKEEN,

*Lieut.-General.*

M. A. JINNAH.

JOGENDRA SINGH.

PHIROZE SETHNA.

M. RAMACHANDRA RAO.

ABDUL QAIYUM.

HIRA SINGH,

*Captain.*

ZIAUDDIN AHMAD.

J. N. BANERJEE,

*Captain.*

ZORAWAR SINGH, M.C.,

*Major.*

HAJI GUL MAWAZ KHAN,

*Captain.*

BALA SAHIB DAFLÉ,

*Major.*

E. BURDON.

## NOTE.

The members of the Committee feel that they have been so exceptionally fortunate in their Chairman that they cannot refrain from expressing their cordial and respectful appreciation of his services to them. Sir Andrew Skeen's ripe experience, his breadth of mind and sympathetic outlook, and the patience, courtesy and skill with which he has directed their proceedings have made their task a pleasant one and have very greatly facilitated its accomplishment.

They feel bound also to refer to the services rendered to them by Mr. Burdon, who, apart from the Chairman, was the only official member of the Committee. He brought to their deliberations an unrivalled knowledge of the past history of the problems with which they were confronted; and the shrewd appreciation, which this knowledge gave him, of the difficulties connected with their solution was an invaluable aid to them both throughout the course of their enquiry and during the preparation of their report.

## APPENDIX I.

*Summary of recommendations.*

## MAIN RECOMMENDATIONS.

(i) The scope of the employment of Indians in the higher ranks of the Army in India should be greatly extended, and facilities should be provided in India to train them for King's Commissioned rank. A substantial and progressive scheme of Indianisation should be adopted, and, subject to the present standard of efficiency being maintained, should be faithfully carried out. (Paragraph 21).

Such a scheme should provide for the following measures :—

- (a) In 1928, the number of vacancies, at present ten, allotted to Indians at Sandhurst should be doubled, and thereafter should be increased progressively until a military college on the lines of Sandhurst is established in India. (Paragraph 21).
  - (b) Indians should be made eligible to be employed as King's Commissioned officers in the Artillery, Engineer, Signal, Tank and Air arms of the Army in India. For this purpose they should be admitted to the Royal Military Academy, Woolwich, and the Royal Air Force College, Cranwell, provided they qualify by the same tests as British boys, until the occasion arises to create corresponding facilities for their training in India. From 1928 eight vacancies should be allotted to Indians at Woolwich and two at Cranwell, and these numbers should be increased progressively, in due proportion. (Paragraph 22).
  - (c) In 1933, i.e., as soon as the improvements recommended in matters of subsidiary importance, connected with the securing of suitable candidates for the Army, have had time to take effect, a military college, with an establishment at the start of 100 cadets doing a three years' course, should be created in India on the model of Sandhurst. The establishment of the college should be increased progressively. (Paragraph 21).
- Successful cadets from the college should be granted the King's Commission in His Majesty's Land Forces. (Paragraph 36).
- (d) In order to secure the maintenance of the Imperial connection in military matters, 20 vacancies should continue to be reserved for Indians at Sandhurst after the opening of the Indian military college. (Paragraph 21).

Under the scheme proposed half the total cadre of officers in the Indian Army would be Indians in 1952. (Paragraph 21 and Appendix II).

(ii) Steps should be taken to maintain the proportion of British recruitment required. (Paragraph 21).

(iii) Indian King's Commissioned officers trained at the Indian military college should complete their initial training in England. (Paragraphs 46 and 47).

(iv) Within reason questions of finance should not be allowed to stand in the way of giving effect to these proposals. (Paragraph 49).

#### SUBSIDIARY RECOMMENDATIONS.

##### *Improvements in the system of education.*

(v) The Prince of Wales' Royal Indian Military College, Dehra Dun, should be gradually expanded up to the limit most suitable for an educational institution of this character. The control of the college should remain in the hands of the military authorities, and its main object should continue to be the production of boys for the Army and Navy. Its curriculum and standard of teaching should, however, be carefully adjusted with a view to securing also that the course of education at it confers a qualification recognised by the University authorities.

When the expansion of the existing college is complete, a second college on the same lines should, if circumstances demand it, be opened in some other part of India. (Paragraph 24).

(vi) The Government of India should impress upon educational authorities the paramount national importance of reforming the system of education in India with a view to developing in the pupils of the ordinary schools and colleges those characteristics, so essential in an Army officer, to which little or no attention is at present paid by them, and should appeal to them to reorganise the institutions under their control to this end. (Paragraph 24).

##### *Age limit.*

(vii) The upper age limit for entrance to the Army should for the present remain unchanged. The ultimate aim should be to reduce it so that Indian boys shall enter the Army on an equality as regards age with British boys. (Paragraph 25).

##### *Publicity.*

(viii) The existing methods of publicity should be continued, but should be supplemented by enlisting the aid of the University authorities and Provincial information bureaux. (Paragraph 26).

##### *Methods of selection and examination.*

(ix) Entrance to the Indian military college in the case of candidates from the Dehra Dun College and the ordinary schools and colleges should be by open competitive examination. (Paragraph 27).

(x) The basis of selection should be wide, and the method of applying to sit for the entrance examination as simple as possible. No preference should be given to any particular class or community. (Paragraph 27).

(xi) The Army entrance examination should be conducted by a single central authority at the headquarters of the Government of India, to which any boy, provided he possesses certain prescribed qualifications, should be eligible to apply direct for permission to attend it. (Paragraph 27).

This authority alone should have the power after due enquiry as to his qualifications and antecedents to refuse a candidate permission to sit at the examination. All candidates whose applications are approved by this authority and who satisfy a military medical board as to their physical fitness, should be allowed to attend the central entrance examination. (Paragraph 27).

(xii) Advisory boards should be constituted in convenient centres for the purpose of advising candidates as to their chances of success in the entrance examination. Such boards should have no power to reject a candidate, and a candidate should not be bound to abide by their verdict. (Paragraph 27).

(xiii) Candidates should be required to pay all expenses incurred by them in proceeding either to attend the medical board or to sit at the entrance examination. (Paragraph 27).

(xiv) To be eligible to sit for the competitive entrance examination a boy educated at one of the ordinary schools should be required to be between the ages of 16½ and 18½ and to have passed the Matriculation or equivalent standard. (Paragraph 41).

(xv) Boys from the Dehra Dun College should enter the military college at approximately the same age as boys from the ordinary schools. As it is desirable that boys should spend at least six years at the Dehra Dun College in order to get the maximum benefit from it, the age limits for admission to the college should be reduced from the present 11½ to 12 years to 10 to 11½ years. (Paragraph 41).

(xvi) Indian boys educated in England who wish to receive their military training at the Indian military college should be required to qualify by the same tests as are applied to boys educated in India. (Paragraph 43).

(xvii) British boys who wish to enter the Indian Army should, if they are willing, be permitted to receive their military training at the Indian military college on the same conditions as Indian boys. (Paragraph 43).

(xviii) The entrance examination should consist of a written examination and an interview test. The final nomination should be made by H. E. the Viceroy on the combined results of these two tests. The majority should be chosen from among those who stand highest

in the order of merit, but H. E. the Commander-in-Chief should have the power to recommend the nomination of a certain percentage of candidates from among those who qualify, but do not stand sufficiently high to obtain nomination in the ordinary course. (Paragraph 27).

(xix) Indian boys, whether educated in England or in India, who desire to enter Sandhurst should be required to qualify for admission by the same test as British boys. Arrangements should be made to allow them to compete for entrance either in England or in India. Urdu should be included as an optional subject in the entrance examination. (Paragraph 43).

Boys studying at the Dehra Dun College who wish to enter Sandhurst should be permitted to remain at the college for an extra year in order to complete their preparation for the entrance examination. (Paragraph 41).

#### *Indian military college.*

(xx) No pains should be spared to place the machinery of the Indian military college on the highest plane of efficiency which India can attain. The instructors should be mainly British officers and should be picked men. If necessary, specially attractive terms of remuneration should be offered in order to secure teachers of the highest capacity and reputation. (Paragraph 36).

(xxi) The course at the Indian military college should, in addition to military subjects, include a period of academic study as well. It should last for three years, of which the first should be mainly devoted to academic study and the last two mainly to military training. The academic standard attainable at the end of the course should be so framed as to secure specific recognition from the educational authorities. The scope of the military training should be the same as that of the present Sandhurst course, but it may be desirable later to convert the college into a combined institution providing also the facilities of Woolwich. (Paragraphs 38 and 47).

(xxii) The establishment of the college at the start should be 100 cadets. It should be inaugurated with an intake of 33 cadets a year for the first three years, so that it may reach its full initial establishment in the year in which the first batch of entrants commence the last year of their training. In the fourth year of its existence, and subsequently at intervals of three years, the annual intake should be increased by 12. (Paragraphs 21 and 44 ; Appendix II).

#### *Cost of education and military training.*

(xxiii) The expenses of maintaining the Indian military college should be reduced to the lowest level compatible with efficiency, and, in order to bring the college within the reach of Indian parents

of the classes which will provide the majority of cadets, the fees charged should be fixed at an amount which can be paid without hardship by parents of these classes. (Paragraph 31).

(xxiv) Scholarships should be provided by the Government of India for 20 per cent. of the boys who pass into the college annually, both to encourage talent and to assist the sons of soldiers who would otherwise be unable for financial reasons to enter the college.

Some of these scholarships should be fixed at an amount which will cover part of the expenditure on the boy's education at Dehra Dun, if he has been educated there. Apart from this there should be no modification of the existing official arrangements regulating the incidence of the cost of the education at the Dehra Dun College.

In addition the endowment of scholarships through private generosity for boys of particular Provinces, classes, communities and Indian States at Dehra Dun and the Indian military college would be welcomed. (Paragraph 31).

(xxv) Boys who elect to receive their education at Sandhurst after the military college has been established in India should receive no greater pecuniary assistance than that which is given at present to Indian boys proceeding to Sandhurst. (Paragraph 31).

#### *Guardianship of Sandhurst cadets.*

(xxvi) The arrangements for the guardianship of the Indian cadets at Sandhurst should be placed on a satisfactory footing. Parents who are in a position to do so should be encouraged to select their own guardians for their boys. For those boys whose parents are unable to secure the services of a personal guardian an official guardian should be appointed. He should be very carefully chosen, and his duties should be precisely defined. In view of the heavy responsibilities which will devolve upon him he should be granted some substantial remuneration. (Paragraph 34 and Appendix IV).

#### *Grant of King's Commissions to Viceroy's Commissioned officers.*

(xxvii) Viceroy's Commissioned officers who satisfy certain conditions should be admitted to the Indian military college in limited numbers for the purpose of qualifying for the King's Commission. Candidates should be selected by a board similar to that which interviews candidates for Sandhurst. Those admitted to the college should only be required to undergo the last two years, or the military portion, of the course. (Paragraph 28).

(xxviii) Special educational facilities should be afforded to the children of the classes from which Viceroy's Commissioned officers are drawn, so that the best of them may have a practical chance in future of rising through Viceroy's to King's Commissioned rank. (Paragraph 28).

*Grant of University Commissions.*

(xxix) Suitable Indian students of British Universities should be granted direct commissions in the Army. To make this proposal effectual, the Officers' Training Corps at British Universities should again be thrown open to Indians, any expense incurred in such a step being borne, if necessary, by the Government of India. (Paragraph 29).

(xxx) The time is not ripe at present for the grant of direct commissions on similar lines to students of Indian Universities. (Paragraph 29).

*Later Training.*

(xxxi) Indian cadets who are commissioned from the Indian military college should be attached to a cavalry or infantry unit in the United Kingdom for a period of one year. (Paragraph 46).

(xxxii) Indian cadets who qualify at Woolwich, and, later, those who qualify in India by the course corresponding to that of Woolwich, should complete their initial training in exactly the same way as the British cadet does at present, i.e., by attending courses at Chatham and Cambridge in the case of Engineer officers and at Larkhill in the case of Artillery officers. (Paragraph 47).

*The "eight units scheme".*

(xxxiii) The "eight units scheme" should be abandoned, and Indian King's Commissioned officers should be eligible to be posted to any Indian unit of the Indian Army. (Paragraph 32).

*Pay and allowances.*

(xxxiv) There should be no change in the present rates of pay and allowances, including marriage allowances. Incidentally, married students should not be allowed at the Dehra Dun College, or married cadets at Sandhurst or the Indian military college. (Paragraph 33).

*Indian States.*

(xxxv) A certain number of vacancies at the Indian military college over and above the number of vacancies available for candidates seeking commissions in the regular Indian Army should be reserved for Indian States which wish to avail themselves of the benefits of the training available at the college for the purpose of giving higher training to some of the officers of their State Forces. (Paragraph 48).

## APPENDIX II.

*Scheme of Indianisation.*

The details of the suggested scheme of Indianisation of the Indian Army are shown in tabular form in the statement appended. The following notes are explanatory of the statement.

1. The normal strength of the cadre of officers of the Indian Army (Cavalry and Infantry units) has been taken as 3,200. The annual wastage in that cadre has, it is understood, never been actuarially calculated, and it has been assumed to be 160, the only figure of authority supplied to the Committee.

2. It is proposed that an increase of 10 vacancies at Sandhurst should be sanctioned immediately. An interval must be allowed in which to advertise the extra vacancies, etc. To permit of an increase in May, 1928 the additional cadets would have to be ready to pass the examination held in September, 1927, and would have to commence their special preparation for the examination at least six months before that. It is therefore postulated that there would be no increase of actual entrants until the September term of 1928, when 10 cadets instead of 5 should be admitted to Sandhurst, the examination for admission having been held in May, 1928.

3. In 1929 and in successive years, up to and including the year in which the proposed Indian military college is opened (*vide* note 4 following) it is proposed that there should be an increase of 4 each year, as a temporary measure, in the number of vacancies allotted to Indians at Sandhurst.

4. In 1933, a military college on the lines of Sandhurst should be opened in India. The capacity of the college should in the first instance be 100 cadets, and the course of training three years. A batch of 33 cadets should join the college in 1933 and in each of the two succeeding years.

5. After the opening of the Indian Military College, the number of vacancies allotted annually to Indians at Sandhurst can be reduced to the former figure of 20. Any vacancies at Sandhurst not actually taken up by Indians should be added to the establishment of the Indian Military College.

6. In 1936, the first cadets trained at the Indian Military College receive their commissions.

7. In 1936, the annual intake at the Indian Military College is increased by 12, this making a total of 45 Indian cadets sent for training, exclusive of the 20 Indian cadets sent to Sandhurst.

8. In 1939 and at intervals of 3 years thereafter, the annual intake at the Indian Military College is further increased, on each occasion by 12. In 1942, the intake rises to 69, giving, with the 20 Indian cadets sent for training at Sandhurst, a total of 89 Indian cadets to be commissioned.

9. In 1944, the senior Indian King's Commissioned officers now in the Army will be due to be considered for command of regiments. After this stage is passed and, it is assumed, passed successfully, the

number of commissions granted to Indians rises above 50 per cent. of the total annual recruitment to the Indian Army.

10. In 1952, more than 50 per cent. of the total officer cadre of the Indian Army consists of Indians.

11. The above figures are subject to a percentage correction on account of inevitable wastage and failure. This cannot be calculated precisely and for the present purpose it is not necessary to attempt to do so.

Table showing suggested scheme of Indianisation.

| Year.                | Numbers sent for Training.    |                                        |        | Numbers Commissioned. |                              |        | Total Commissioned. | Remarks.                                               |
|----------------------|-------------------------------|----------------------------------------|--------|-----------------------|------------------------------|--------|---------------------|--------------------------------------------------------|
|                      | (a) Sandhurst.<br>(1½ years). | (b) Indian Military College (3 years). | Total. | (a) Sandhurst.        | (b) Indian Military College. | Total. |                     |                                                        |
| Already Commissioned | ..                            | ..                                     | 75     | ..                    | ..                           | 75     | 75                  |                                                        |
| Now at Sandhurst     | 18*                           | ..                                     | 18     | ..                    | ..                           | ..     | ..                  |                                                        |
| 1927 February        | 5                             | ..                                     | 5      | { 7 } 9               | ..                           | 9      | 84                  |                                                        |
| September            | 5                             | ..                                     | 10     | { 2 }                 | ..                           | ..     | ..                  |                                                        |
| 1928 February        | 5                             | ..                                     | 15     | { 9 } 14              | ..                           | 14     | 98                  |                                                        |
| September            | 10                            | ..                                     | 15     | { 5 }                 | ..                           | ..     | ..                  |                                                        |
| 1929 February        | 10                            | ..                                     | 22     | { 5 } 10              | ..                           | 10     | 108                 |                                                        |
| September            | 12                            | ..                                     | 22     | { 5 }                 | ..                           | ..     | ..                  |                                                        |
| 1930 February        | 12                            | ..                                     | 26     | { 10 } 20             | ..                           | 20     | 128                 |                                                        |
| September            | 14                            | ..                                     | 26     | { 10 }                | ..                           | ..     | ..                  |                                                        |
| 1931 February        | 14                            | ..                                     | 30     | { 12 } 24             | ..                           | 24     | 152                 |                                                        |
| September            | 16                            | ..                                     | 30     | { 12 }                | ..                           | ..     | ..                  |                                                        |
| 1932 February        | 16                            | ..                                     | 34     | { 14 } 28             | ..                           | 28     | 180                 |                                                        |
| September            | 18                            | ..                                     | 34     | { 14 }                | ..                           | ..     | ..                  |                                                        |
| 1933 February        | 18                            | 33                                     | 71     | { 16 } 32             | ..                           | 32     | 212                 | Indian Military College opened.                        |
| September            | 20                            | ..                                     | 71     | { 16 }                | ..                           | ..     | ..                  |                                                        |
| 1934 February        | 20                            | 33                                     | 63     | { 18 } 36             | ..                           | 36     | 248                 |                                                        |
| September            | 10                            | ..                                     | 63     | { 18 }                | ..                           | ..     | ..                  |                                                        |
| 1935 February        | 10                            | 33                                     | 53     | { 20 } 40             | ..                           | 40     | 288                 |                                                        |
| September            | 10                            | ..                                     | 53     | { 20 }                | ..                           | ..     | ..                  |                                                        |
| 1936 ..              | 20                            | 45                                     | 65     | 20                    | 33                           | 53     | 341                 | First batch commissioned from Indian Military College. |

\* Includes 3 Cadets who should have been commissioned by now in the ordinary course, but who were kept back as still requiring further training.

| Year.    | Numbers sent for Training.    |                                        |        | Numbers Commissioned. |                              |        | Total Commissioned. | Remarks.                             |
|----------|-------------------------------|----------------------------------------|--------|-----------------------|------------------------------|--------|---------------------|--------------------------------------|
|          | (a) Sandhurst.<br>(1½ years). | (b) Indian Military College (3 years). | Total. | (a) Sandhurst.        | (b) Indian Military College. | Total. |                     |                                      |
| 1937 ..  | 20                            | 45                                     | 65     | 20                    | 33                           | 53     | 394                 |                                      |
| 1938 ..  | 20                            | 45                                     | 65     | 20                    | 33                           | 53     | 447                 |                                      |
| 1939 ..  | 20                            | 57                                     | 77     | 20                    | 45                           | 65     | 512                 |                                      |
| 1940 ..  | 20                            | 57                                     | 77     | 20                    | 45                           | 65     | 577                 |                                      |
| 1941 ..  | 20                            | 57                                     | 77     | 20                    | 45                           | 65     | 642                 |                                      |
| 1942 ..  | 20                            | 69                                     | 89     | 20                    | 57                           | 77     | 719                 | Half numbers under training Indians. |
| 1943 ..  | 20                            | 69                                     | 89     | 20                    | 57                           | 77     | 796                 |                                      |
| 1944 ..  | 20                            | 69                                     | 89     | 20                    | 57                           | 77     | 873                 |                                      |
| 1945 ..  | 20                            | 81                                     | 101    | 20                    | 69                           | 89     | 962                 | Half numbers commissioned Indians.   |
| 1946 ..  | 20                            | 81                                     | 101    | 20                    | 69                           | 89     | 1,051               |                                      |
| 1947 ..  | 20                            | 81                                     | 101    | 20                    | 69                           | 89     | 1,140               |                                      |
| 1948 ..  | 20                            | 93                                     | 113    | 20                    | 81                           | 101    | 1,241               |                                      |
| 1949 ..  | 20                            | 93                                     | 113    | 20                    | 81                           | 101    | 1,342               |                                      |
| 1950 ..  | 20                            | 93                                     | 113    | 20                    | 81                           | 101    | 1,443               |                                      |
| 1951 ..  | 20                            | 105                                    | 125    | 20                    | 93                           | 113    | 1,556               |                                      |
| 1952 ..  | 20                            | 105                                    | 125    | 20                    | 93                           | 113    | 1,669               | Half total cadre.                    |
| Total .. | ..                            | ..                                     | 2,002  | ..                    | ..                           | 1,339  | ..                  |                                      |

## APPENDIX III.

*Extract from a Lecture given at the R. M. C., Sandhurst. (Reprinted from the R. M. C. Magazine, Easter, 1925.)*

"Finally, I promised a word about the Indianisation of the Indian Army, that is to say, the gradual substitution of Indian for British officers. There is a good deal of talk about this measure, and some people maintain that the Indian Army does not offer a career to the young Britisher to-day. They say that Britishers going into the Indian Army will have to serve under Indians, and that there is no security of tenure: that is to say, that at any time in his service a British officer may be called upon to clear out so as to make room for an Indian.

But in truth what does this measure amount to? Out of a total of 132 Indian battalions and twenty-one Indian cavalry regiments the Government have selected six infantry battalions and two cavalry regiments to be Indianised. They have said to India, "Now, prove to us that you can produce Indian officers, who can administer these units in peace and lead them in war. We will give you every assistance, but until you can prove your case we will not further extend Indianisation, as to do so might jeopardise India."

But let us examine the arguments against going into the Indian Army. Firstly, what are the chances of a British officer entering the Indian Army to-day having to serve under Indian officers. In considering this question, remember that the average age on becoming a captain in the Indian Army is twenty-eight, and on becoming a major, thirty-seven. The figures that I give you are approximately accurate, and are taken from the Indian Army List of January 1925. In the Indian Army to-day we have seven Indian captains, of whom two are about to go. Of the remaining five, two belong to Indianised units to which British subalterns are not being posted; so, of a total of 1,583 captains in the Indian Army, there are only three Indians under whom a Britisher might be called upon to serve, and two of these, owing to their age, are not likely to be promoted beyond the rank of major. So much for the captains.

Now for the subalterns. We find fifty-three Indians amongst them out of a total of 480. Of these fifty-three, eleven belong to Indianised units, and out of the forty-two remaining, six are over forty, and twenty-two between the ages of thirty and forty. The majority of these will take their first pension and clear out, for age precludes the possibility of their rising very high. Fourteen are left, eight of whom will not become captains till they are thirty-two years of age or over. Probably these will find that age will prevent their going very far, and of the six remaining, four will be just on thirty when they get their captaincy, and only two will get their captaincy at the age of twenty-eight.

A study of the Army List leads me to the conclusion that twenty years hence only a very few Indian officers out of those now serving will be left scattered about among the 131 units of the Indian Army open to British officers to-day. Moreover, as the few Indians that remain go up in rank it appears only logical to post to Indianised units, so that the Indian may have the opportunity of proving that he can produce efficient all-Indian units.

As regards Indian second-lieutenants, they are being posted to Indianised units, and this will continue for some years yet. When these units have proved their worth their number may be increased, and the British officers in them replaced by Indian cadets from Sandhurst. These will, however, be junior to any British officer in their unit, and the British officers so replaced will be absorbed into other units.

And now to take argument No. 2, namely that if Indianisation of the Indian Army is extended, those who go into that army to-day will find themselves thrown out later. This idea appears to have sprung up largely as the result of the drastic cutting down of the British and Indian Armies after the War. At that time large numbers of British officers were rendered surplus to our requirements, both in the British and Indian Army, and, as it was financially impossible to keep an army large enough to employ them all, it became necessary to buy them out.

Indianisation is a different matter. It is a case of substituting one man for another, and, since officers in all ranks cannot be found ready made, they must be educated up. Indianisation of the other services can proceed more rapidly, as Indians have been employed in them for years, and Indians to fill the higher offices already exist. But with the Army it is not so, and Indianisation must be a very gradual process, and expansion, if it is decided eventually to expand, can only take place by giving more commissions as second-lieutenants.

This fact to my mind precludes the possibility of a Britisher, entering the Indian Army to-day, finding himself thrown out later to make room for an Indian.

What I have said puts before you the point of view of the Britisher entering the Indian Army to-day, but, in considering it, do not let us lose sight of the task that is before the Indian cadets amongst you. It is they who have to prove, in the years to come, that they can produce units officered throughout by Indians, well trained and administered in peace and capable of rendering a good account of themselves in the test of war, and it is up to us to help them in every way we can."

## APPENDIX IV.

*Draft of suggested instructions prescribing the duties of the official guardian of Indian cadets at Sandhurst.*

(1) The official guardian should during term time occupy a residence near the Royal Military College at Camberley.

(2) He should keep in close personal touch with his wards. He should make it his business to learn their circumstances. He should, at all times, be available for them to visit and should help them in any of their difficulties. He should make it his aim, so far as it is possible for a stranger to do so, to take the part of the boy's parents.

(3) He should avoid as far as possible imposing on Indian cadets any restrictions which are not shared by British cadets.

(4) He should correspond with parents, keep them informed of the progress of cadets and advise them in regard to their work, their health, their happiness and other cognate matters.

(5) He should keep in personal touch with the Commandant and Company Commanders of the Royal Military College; but he should be careful to abstain from identifying himself in any way with the internal machinery of the Royal Military College whether as regards discipline or education.

(6) He should correspond when necessary with the Military Secretary, India Office.

(7) Cadets should be invited to visit the residence of the official guardian at frequent intervals in order that they may acquire an insight into English home life.

(8) The official guardian should make suitable arrangements for the vacations of his wards and should ensure that the vacation is spent to the best advantage, e.g., in visiting and meeting British lads of their own age.

(9) Parents should be given an estimate of the private expenses that would normally be incurred. Funds should be remitted to the official guardian who should disburse to the cadets as required, keep individual accounts, and submit periodical accounts to the parents.

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