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## SECTION XXVIII.

## DEFENCE.

## § 1. Military Defence.

1. **Historical Outline.**—Prior to 1870, the main defence of Australia was entrusted to small garrisons of British troops quartered in the leading cities. The primary purpose of these bodies of troops was to serve as a convict guard. From time to time, rumours of wars and of attacks upon Australia deemed imminent as a result of European entanglements, caused the raising of local companies and batteries, which were generally disbanded upon the cessation of hostilities or the quietening of the rumours. The first of such bodies was the “Loyal Association” formed in 1801 as a volunteer corps, on account of the Napoleonic wars, and at the express invitation of the Governor. Half a century later, and at other later dates, fear of Russian aggression drove the colonists to measures of self-defence. Efforts to permanently establish a defence force, however, failed until 1870. In that year, the withdrawal of the last Imperial regiment from Australia, and the sense of insecurity which the Continental wars had engendered, resulted in a definite basis for colonial defence being settled. Small detachments of permanent soldiery were established to act generally as a nucleus about which the citizen soldiery should be shaped, and, generally, to look after the forts and defence works, which had then begun to be erected. The system rested upon a volunteer basis, training and service being freely and enthusiastically given by the citizens, the Governments supplying arms and accoutrements and sometimes uniforms. Reward for five years’ service frequently took the shape of grants of land. About 1880, Imperial experts advised the substitution of the purely volunteer system by a “militia” or partially-paid system. The provision of a small annual allowance, generally £10 or £12 per annum for the gunner or private, with a sliding scale for higher ranks, together with arms, accoutrements, ammunition, and all military necessities free, enabled the “militia” system to be introduced about 1883-4. The expenditure was thereby increased, but it was held that the efficiency was enormously greater. With reductions in the rates of pay the system has remained to the present day. “Volunteer” corps have again been raised, and the “permanent” forces from time to time augmented. A detailed historical account of the Australian defence forces prior to federation will be found in the Commonwealth Year Book, No. 2, pp. 1075-1080.

The establishment and strength of the military forces of the several States on 31st December, 1900, immediately prior to federation, was as follows, cadets, reservists, and rifle club members being excluded :—

**ESTABLISHMENT AND STRENGTH OF MILITARY FORCES OF STATES,  
31st December, 1900.**

State.	Establishment.		Strength.	
	Officers.	Other Ranks.	Officers.	Other Ranks.
New South Wales ... ..	549	9,295	505	8,833
Victoria ... ..	394	6,050	301	6,034
Queensland ... ..	310	5,035	291	3,737
South Australia ... ..	141	2,847	135	2,797
Western Australia ... ..	140	2,553	135	2,561
Tasmania ... ..	131	2,605	113	1,911
Commonwealth ... ..	1,665	28,385	1,480	25,873

The strength of the various arms is shewn in the following table, permanent being distinguished from "militia," or partially-paid, and "volunteers":—

**STRENGTH OF THE VARIOUS ARMS, 31st DECEMBER, 1900.**

Arms.	N.S.W.		Victoria.		Q'land.		S. Aust.		W. Aust.		Tas.		Total.	
	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.
Permanent—														
Staff ... ..	19	98	14	58	15	57	14	5	2	8	3	9	67	235
Field and Garrison Artillery ... ..	18	429	12	272	7	214	1	23	2	31	—	15	40	964
Engineers and other units ... ..	5	70	1	32	—	—	—	—	2	2	—	—	8	104
Militia and Volunteer—														
Cavalry and Mounted Rifles ... ..	88	1,695	52	1,033	53	741	33	621	32	799	5	91	263	4,980
Field Artillery ... ..	10	121	14	277	13	138	4	101	12	174	—	—	53	811
Garrison Artillery ... ..	27	441	37	901	17	212	9	165	2	66	13	197	105	1,983
Infantry ... ..	242	5,382	136	3,193	145	2,189	58	1,786	71	1,451	83	1,549	735	15,550
Engineers and other units ... ..	96	597	35	268	41	186	16	96	12	30	9	50	209	1,227
	505	8,833	301	6,034	291	3,737	135	2,797	135	2,561	113	1,911	1,480	25,873

**2. Land Defence of Federated Australia.**—(i.) *Assumption of Control by Commonwealth.* The Commonwealth of Australia Constitution Act of 1900 empowered the Commonwealth to legislate with respect to "the naval and military defence of the Commonwealth and of the Several States, and the control of the forces to execute and "maintain the laws of the Commonwealth," and vested the command-in-chief of the Commonwealth forces in the Governor-General, authorising him to proclaim a date, after the establishment of the Commonwealth, for the transfer of the Defence Department from each State. This transfer was effected in March, 1901, when the Ministry for Defence, one of the seven departments of the Executive Council of the federation, took over the control of the whole of the forces of the States.

(ii.) *The System of Administration.* Up to 12th January, 1905, the administration of the Commonwealth military forces was by means of a general officer commanding and a headquarters staff. On the date named, a Council of Defence, to deal with questions of policy, and a Military Board, to supervise the administration of the forces, were constituted. Towards the close of the year 1911 the Council of Defence was enlarged by the addition of two members. The main objects aimed at were (a) to establish continuity in defence policy; (b) to maintain a continuous connection between parliamentary responsibility and the control and development of the defence forces, the Minister being in constant and effective touch with his department; (c) to establish continuity of administrative methods by the creation of a continuous board; (d) the separation of administration from executive command, so as to develop the independence of district commands, and by giving scope to independent thought and initiative, make practicable a larger measure of decentralisation, and, more particularly, to make possible the ultimate development of a citizen force; (e) to maintain, on a uniform basis, the efficiency of the forces, by continuous and searching inspection by, and independent report from, an officer who, as Inspector-General, is appointed to report upon the results of the administration of the forces, the efficiency of the troops, the system of training, the equipment, the preparedness for war, and the state and condition of all defence works.

The military system of the Commonwealth is made up of—

(a) Permanent Forces which include

Administrative and Instructional Staff.  
The Royal Australian Garrison Artillery Regiment.  
The Royal Australian Field Artillery.  
The Royal Australian Engineers.

Small detachments of—

Australian Army Service Corps.  
Australian Army Medical Corps.  
Australian Army Veterinary Corps.  
Australian Army Ordnance Corps.

(b) Citizen Forces, comprising

Citizen Forces of all arms.  
Reserve Forces.

The Royal Australian Garrison Artillery Regiment provides the garrison, with the militia garrison artillery as reliefs, for certain naval strategic positions and other defended ports, and maintains the forts, guns, stores, and equipment in connection therewith. The other permanent detachments are to form a nucleus, each in its own arm, for instruction and administration of the citizen forces.

The forces of the Commonwealth are organised into—

(a) Field Force.

(b) Garrison Troops.

The field force consists of six Light Horse brigades, five field artillery brigades and five unallotted field batteries, eight infantry brigades, and fifteen unallotted infantry battalions. Its duties are to undertake the defence of the Commonwealth as a whole. The garrison troops find the necessary garrisons for the defended ports.

The reserves consist of (a) officers who, having passed through a certain period or course of training, have retired from active service, and (b) members of rifle clubs, attested under the Defence Acts. Rifle club members are required each year to fire a prescribed musketry course, a capitation allowance being paid to clubs for each member classed as efficient. Rifle clubs would furnish a means of bringing the active forces up to war strength in time of national emergency.

The Commonwealth is divided with Districts, the boundaries of which are nearly identical with those of the States.

(iii.) *Strength of Military Forces under the Federation.* The position of the military forces under the Commonwealth is shewn in the following table:—

## STRENGTH OF MILITARY FORCES, 1901 to 1912.

State.	1901. *1/3/01.	1907. 30/6/07.	1908. 30/6/08.	1909. 30/6/09.	1910. 30/6/10.	1911. 30/6/11.	1912. 30/6/12.
Headquarters ...	...	21	26	30	37	† 141	† 140
New South Wales ...	9,772	7,501	7,665	7,902	7,899	8,206	8,163
Victoria ...	7,011	6,235	6,568	6,669	6,876	6,905	6,896
Queensland ...	4,310	2,979	3,176	3,224	3,202	3,371	3,357
South Australia ...	2,956	1,888	1,935	2,004	2,019	1,990	1,869
Western Australia ...	2,283	1,625	1,611	1,662	1,608	1,600	1,451
Tasmania ...	2,554	1,662	1,650	1,870	1,868	1,986	1,820
Total ...	28,886	21,911	22,631	23,361	23,509	24,199	23,696

\* Date of Commonwealth taking over the military forces from States. † Including cadets at Royal Military College of Australia, Duntroon.

(iv.) *Strength of the Various Arms.* The numbers of the different arms of the service on the 30th June, 1912, were as follows:—

## ARMS OF THE COMMONWEALTH DEFENCE, 1912.

Militia Staff ...	47	Army Service Corps	585	Area Officers ...	213
Light Horse ...	5,613	Army Medical Corps	900	Administrative and	
Field Artillery ...	1,626	Automobile Corps...	26	Instructional Staff	666
Garrison Artillery ...	1,954	Army Nurs'g Service	95	Pay Department,	
Engineers ...	1,206	Army Vet'ny. Corps	20	Rifle Ranges, Rifle	
Infantry ...	10,143	Ordnance Departm't		Clubs, Officers, etc.	77
Intelligence Corps	71	(including Arma-	186	Royal Military College	25
Corps of Signallers	243	ment Artificers) ...			
				Grand Total ...	23,696

(v.) *Classification of Land Forces.* The following table shews the classification and strength of the land forces in each State, including rifle clubs and cadets, on the 30th June, 1912:—

## CLASSIFICATION OF LAND FORCES, 1912.

Branch of Service.	Central Adm't'n.	New South Wales.	Victoria.	Q'land.	South Aust.	West'n Aust.	Tas.	Total.
Permanently employed ...	135*	737	645	293	134	181	110	2,235
Citizen Soldiers...	5	7,316	6,154	3,027	1,693	1,245	1,687	21,127
Volunteers ...	—	37	34	9	20	10	11	121
Area Officers ...	—	73	63	28	22	15	12	213
Rifle Clubs ...	—	12,580	17,026	9,437	5,421	4,510	1,647	50,621
Senior Cadets ...	—	34,327	29,424	12,025	9,191	3,997	3,313	92,277
Unattached List of Officers	—	70	103	36	33	24	22	288
Reserve of Officers ...	—	257	316	220	93	65	51	1,002
Chaplains ...	—	44	49	29	10	22	10	164
Grand total ...	140	55,441	53,814	25,104	16,617	10,069	6,863	168,048

\* Including cadets at Royal Military College of Australia, Duntroon.

3. *Instruction and Exchange of Officers.*—The former practice of obtaining officers and non-commissioned officers of the Imperial Army to act as instructors for the Australian military forces has been discontinued for some considerable time; but in August, 1905, arrangements were made for the mutual exchange of permanent officers between the

Commonwealth and England, India, Canada, and New Zealand, three officers having been exchanged each year since 1906. At the same time the practice which has existed for some years of sending officers and non-commissioned officers to England for instruction has been continued. In 1911 two officers and four non-commissioned officers, and in 1912 two officers and two non-commissioned officers of the permanent forces, were sent. In addition, four officers of the militia forces were sent to India for instruction in 1908, four in 1909, five in 1910, five in 1911, and five in 1912.

## § 2. Naval Defence.

1. **Historical Outline.**—Prior to 1890, when arrangements were made with the British Government for the maintenance of an Australian squadron, provision for naval defence had been instituted in New South Wales, Victoria, Queensland, and South Australia, where gunboats, torpedo boats, or small cruisers were commissioned, and naval volunteers raised. A fuller historical account of the Australian naval forces under the States is given in the Commonwealth Year Book, No. 2, pp. 1084, 1085.

2. **The Naval Agreement with the British Government.**—(i.) *The Original Compact.* The naval defence of Australasia and its trade was entrusted primarily to ships of the Imperial Navy, maintained under an agreement entered into between the British Government and the Governments of the Commonwealth and New Zealand, and at their joint charge. This agreement was embodied in Acts passed by the several Legislatures some ten years prior to Australian federation. According to its terms, a naval force, additional to the vessels of the Australian Naval Station, which were to be maintained at their normal strength, was to act as an auxiliary squadron. It consisted of five fast third-class cruisers and two torpedo gunboats, and its special function was the protection of the floating trade in Australasian waters. The agreement was made for ten years, and was then, or at the end of any subsequent year, to be terminable only upon two years' notice being given. On its termination, the vessels were to remain the property of the Imperial Government. Three cruisers and one gunboat were to be kept continuously in commission, and the remainder in reserve in Australasian ports, but ready for commission whenever occasion might arise. The vessels were to remain within the limits of the Australasian station, and were to be employed, in times of peace or war, within such limits, in the same way as the Sovereign's ships of war, or employed beyond those limits only with the consent of the Colonial Governments.<sup>1</sup> The first cost of the vessels was paid out of Imperial funds, but the Colonial Governments paid interest on the prime cost at 5 per cent. (up to a maximum of £35,000 per annum), and a sum not exceeding £91,000 for annual maintenance of the vessels, or a total annual contribution of £126,000. In times of emergency or actual war, the cost of commissioning and maintaining the three vessels kept in reserve during peace, was to be borne by the Imperial Government, and, in every respect, the vessels were on the same status as the ships of war of the Sovereign, whether in commission or not. The officers and men of those in commission were subject to a triennial change. The tenth annual contribution, which was payable in advance on 1st March, 1900, apportioned on a population basis, was as follows:—New South Wales, £37,973; Victoria, £32,749; New Zealand, £21,304; Queensland, £13,585; South Australia, £10,439; Western Australia, £4816; Tasmania, £4776.

1. The boundaries of the Australasian station were thus defined:—North—On the north from the meridian of 95° east, by the parallel of the 10th degree of south latitude to 130° east longitude; thence northward on that meridian to the parallel of 2° north latitude; and thence on that parallel to the meridian of 136° east longitude; thence north to 12° north latitude and along that parallel to 160° west longitude. West—On the west by the meridian of 95° east longitude. South—On the south by the Antarctic circle. East—On the east by the meridian of 160° west longitude.

Nothing in the agreement was to affect the purely local naval forces which had been, or might be, established in the colonies for harbour and coast defence. Such local forces were to continue to be paid for entirely by the colony, and to be solely under its control.

Under the new naval agreement, the boundaries of the Australian station will be considerably altered. (See page 1069).

(ii.) *The Agreement of 1903.* The agreement was not dissolved by the union of six of the contracting colonies, but its renewal, with some alterations, was embodied in the Naval Agreement Act of 1903, the Parliament of New Zealand also assenting. It provided that the force should be made up of one first-class armoured cruiser, two second-class cruisers, four third-class cruisers, four sloops, and a Royal Naval Reserve of 25 officers and 700 seamen and stokers. One of the ships was to be kept in reserve, three to be partly manned for drill purposes for training the Royal Naval Reserve, and the remainder to be kept in commission and fully manned. Australians were, as far as possible, to man the three drill ships and one other vessel, but the vessels were to be officered by Royal Navy and R.N. Reserve officers. Eight nominations for cadet-ships were to be given annually in the Commonwealth and two in New Zealand. One-half of the annual cost of maintenance was to be borne by the colonies—five-sixths of the half (but not exceeding £200,000) by Australia, and one-sixth (but not exceeding £40,000) by New Zealand. The agreement, like the earlier one, was for ten years. By a subsequent arrangement the strength of the squadron was established at one first-class armoured cruiser, three second-class cruisers, and five third-class cruisers. Three sloops were recalled as having no war value, but usually one has been attached to the station as a survey vessel.

**3. The Naval Defence of Federated Australia.**—(i.) *Assumption of Control by Commonwealth.* One of the reasons most frequently urged in favour of a federated Australia was the need for adequate defence. Accordingly, since the consummation of federation, the Commonwealth has assumed control of every branch of defence. Land defences have been unified and systematised, and it has been said that Australia is now ready to take full responsibility for the defence of her ports and dockyards, and for safeguarding her coastal trade. It may be mentioned that the floating trade of the Commonwealth exceeds £200,000,000 per annum, and its adequate protection involves corresponding naval provision with such naval war material as will permit the principal lines of sea communication being kept open; or, if not, ensuring that Australian ports are fully defended.

For defence of floating trade the Commonwealth Government decided to build an Australian fleet, and in March, 1909, contracted for the construction of torpedo boat destroyers. Selected Australian workmen were sent to Britain to be trained in the yards of the contractors. The subsequent development of the Australian Navy is traced hereinafter.

(ii.) *The Naval Forces under the Federation.* Prior to 1905 a naval officer commanding administered the naval forces. On 12th January of that year the Council of Defence was established to deal with all questions of policy, and the Naval Board, then first constituted, took over the administration of the Commonwealth naval forces. The former body was augmented in 1911. Continuity of policy and administration are thereby believed to be ensured, whilst efficiency and uniformity are provided for in the scheme of inspection and report by an officer who, as Director of Naval Forces, is appointed to deal with the training of the *personnel*, and the condition of the *matériel*, of naval forces and works.

Commonwealth naval forces have been gradually growing in numbers. The strength on 30th June, 1912, was—

Permanent Naval Forces (sea-going)	...	...	862
Administrative and Instructional Staff	...	...	124
Reserves	...	...	3,983
			<hr/> 4,969

In addition, there were 40 in the headquarters of the Navy Office. On 1st July, 1912, 750 trainees were transferred from the Senior Naval Cadets to the adult forces.

(iii.) *Harbour Defences.* The vessels for harbour defence obtained by the several colonies prior to federation, and remaining at 30th June, 1912, were as follows:—*Protector* (steel cruiser); *Gayundah* and *Paluma* (steel gun vessels); *Childers* and *Countess of Hopetoun* (first-class torpedo boats). The *Protector* and *Gayundah* are used for the sea-training of the Naval Militia.

### § 3. Growth of the Cadet System.

1. **Formation of Cadet Corps.**—Many years before the consummation of Australian federation the systematic military training of lads had been instituted in the schools of the colonies, and the cadet system had attained considerable development. The Commonwealth Government made arrangements with the various State Departments of Education for boys attending school to be afforded facilities for drill by their teachers, and regular instruction by the Cadet Instructional Staff of the military forces. The strength of the cadets increased rapidly under the Commonwealth defence system, and under the recently-introduced scheme (see § 5 *infra*) has shewn great expansion. Senior cadet battalions, for boys having left school, formed a connecting link between the schoolboy soldiers and the citizen forces. Mounted cadet corps were also formed in various parts of the Commonwealth, the members supplying their own uniforms, mounts, and horse-gear, and being trained in troop and squadron drill by instructors appointed for that purpose. Their organisation was distinct from the educational establishments, but they were under similar conditions as regards drill and discipline.

The strength of the Commonwealth cadets, school, senior, and mounted, in the various States was on 30th June, 1911, as follows:—New South Wales, 11,066; Victoria, 4447; Queensland, 5129; South Australia, 2886; Western Australia, 2847; Tasmania, 1648; Commonwealth, 28,023.

Naval cadets were also organised under the Defence Act. These numbered 748 on 30th June, 1911. Generally, the instruction, given by instructors of the naval forces, aimed at embracing all branches of a seaman's training.

The voluntary system came to an end on 30th June, 1911. On the following day the compulsory training provisions of the Defence Acts came into force.

2. **Other Organisations.**—Boys' Brigades, Scouts, and "Aids" have been instituted in connection with various societies. These are not under Governmental control, and receive no State aid. Instruction is given in physical and elementary military drill, knotting and splicing, signalling, first aid to the injured, observation and tracking, field sketching, map reading, bridge building, cooking, hygiene, &c. Members of these associations must undergo the training laid down by the Defence Act.

### § 4. Commonwealth Defence Legislation.

1. **The Defence Acts of 1903 and 1904.**—(i.) *General Provisions of the Acts.* The defence of Australia at the present time is enacted and prescribed by the Defence Acts 1903-12 of the Federal Parliament. The provisions of the Acts of 1903 and 1904 and the regulations under them are still the main working principles of Australian defence, the necessary expansion being provided for in the amendments of 1909, 1910, 1911, and 1912, which also enacted the system of compulsory training. By the Acts of 1903 and 1904 the Governor-General was empowered to arrange for the efficient defence of the Commonwealth, and to appoint officers to responsible positions and to commissioned ranks. The defence force was declared to consist of the naval and military

forces of the Commonwealth, divided into "permanent" and "citizen" forces. The former consisted of persons bound to continuous service for a term; the latter of persons not so bound. Prior to 1911, they were divided into "militia," who were paid, and "volunteers," who were not ordinarily paid, for their services. Members of rifle clubs, duly sworn, and enrolled persons who had done active service, made up the reserve forces. Until the inauguration of compulsory training on 1st July, 1911, enlistment in time of peace was voluntary. In time of war, the citizen forces might be called out by the Governor-General, who was to state his reason for so doing, and communicate the fact to Parliament. Members of the naval forces might be called upon to serve outside the Commonwealth, but those of the military forces were not liable for such service. The forces might be used for the protection of the States from domestic violence. Command in time of war might be given to the Commander of any portion of the King's regular forces, or of the King's naval forces. For training, and in war, the naval forces might be placed on board ships of the navy of the Australian station. The Army Act (Imperial) was to apply to the Commonwealth military forces, and the Naval Discipline Act (Imperial) to the Commonwealth naval forces, while on active service, except where these Acts were inconsistent with the Commonwealth Defence Acts. Regulations, however, might prescribe that any provisions of the Imperial Acts named should not apply. Provision was to be made out of the Consolidated Revenue Fund for families of men killed or incapacitated while on service.

Male inhabitants between 18 and 60 years of age were liable to serve in time of war, Parliament being informed of the occasion if in session, and being summoned within ten days if not. Under the Acts of 1903 and 1904 persons the doctrines of whose religion forbade them to bear arms or perform military service might be exempted.

Naval and military cadet corps were also established—to consist of schoolboys over 12 years of age, and youths between 14 and 19 not attending school. They were not liable for active service.

The construction and maintenance of vessels, building and equipment of forts, laying of mines, institution of arms and ammunition factories, the acquisition of artillery and rifle ranges, and the performance of all acts for efficient defence and protection, were provided for. In time of war, the control of railways and tramways might be assumed by an officer duly authorised, and vehicles and boats might be impressed, and troops billeted and quartered. Heavy penalties were decreed for unlawfully giving information as to defences, or unlawfully obtaining same; and for supplying inferior provisions, material, equipment, etc. Information required under the Act was to be correctly given. Persons required to enlist were to do so, and were to take the oath of affirmation prescribed, and no person was to procure or aid desertion or to harbour deserters. Obstructing drill, personating, sketching fortifications and works or trespassing in them, or even being, with the intention of graphic representation, in their vicinity with drawing or photographing materials, etc., was forbidden.

An exhaustive body of regulations was drawn up under the authority of these Acts, and the details of service and duties of members of the forces were set out therein. These, having been notified in the *Government Gazette*, had the force of law.

The Governor-General, under the powers conferred upon him by the Acts, appointed an Inspector-General of the Military Forces, a Director of the Naval Forces, District Commandants, and commissioned officers generally. In the first appointment of officers, preference is accorded to persons who have served in the ranks. Promotions of officers are generally subject to passing the prescribed examinations, but distinguished service, or marked ability and gallantry in active service, may be permitted to gain promotion without examination. A Council of Defence, and Boards of Military and Naval Administration were constituted. A Reserve of Officers was formed, and also an Unattached List, whence officers might be employed for duty with any corps or with the staff. The authority of the Act to establish a Naval and Military College was availed of, and a Chair of Military Science was endowed by the University of Sydney, an officer of the Imperial general staff being appointed Director of

Military Science. Reference is made hereinafter to the course of instruction. It is hoped that now not only soldiers will be enabled to perfect themselves in the duties of their profession, but that the influence of the teaching will pervade all classes of the community, and enable Australian citizens to speak and vote more effectively, because with greater knowledge, when defence matters come up for consideration.

(ii.) *Regulations for Efficiency.* Under the regulations certain requirements for efficiency were set out for members of the militia forces, inefficient being discharged. The principal of these requirements were:—Attendance at the annual camps of training; completion of a course of “field training” in the special duties of the arm to which the member is attached; attendance at District Commandants’ inspections; and the performance during the year of an allotted amount of drill, generally 12 days or equivalent. In the case of specialist corps the efficiency requirements were greater. Camps, inspections, musketry, and field-training parades count for efficiency.

**2. The Defence Acts of 1909, 1910, 1911 and 1912.**—The principal provision of the Act of 1909 is the addition of enactments relating to universal obligation in respect of naval and military training; the making of regulations exempting from service (persons with objections to service on religious grounds being exempt in any case); registration and enrolment for naval and military training; and establishment of a military college. Authority is provided for the establishment and maintenance of factories for the manufacture of naval and military equipment and uniforms; and for the employment of persons in a civil capacity for any purpose in connection with the Defence Force, or in any factory established under the Act. Owners of horses, vehicles, etc., which may be impressed for defence purposes, may be required to register them periodically, and any land may be entered under proper authority. Intoxicating and spirituous liquors are forbidden in camps and canteens. The provisions of the Acts of 1909, 1910 and 1911, regarding periods of universal training, are set out below (pages 1054-55). Heavy penalties may be exacted from persons who evade service, and from employers who prevent employees from serving. Exemptions from training in time of peace are permitted to those medically unfit; to those not substantially of European origin or descent (except duties of a non-combatant nature); to school teachers qualified as naval or military instructors, or who are officers of cadets; to members of permanent forces. Specified areas may be exempted. Registration of all liable to serve is prescribed. A Military College under a director and staff is to be established, and instruction is to be given by its graduates to the citizen forces.

The Act of 1910 is an extension of that of the previous year. The exemptions from service are further defined, and comprise membership of Parliament; the holding office as judges, magistrates, constables, prison warders, and lighthouse keepers. Hospital doctors and nurses, non-Europeans, and persons with conscientious objections to bearing arms, are to be exempted from duties other than those of a non-combatant nature. Burden of proof of exemption rests on the person claiming it. Authority is given for the establishment and maintenance of horse depôts, farms and stations for the breeding of horses. Uniforms are to be free to all ranks of the citizen forces. The period of adult training is extended to seven years in place of two years provided under the Act of 1909, and the duration of service with the adult reserves is consequently shortened to one year instead of six. The organisation and duties of the Commandant and members of the Military College are further defined, and provision is made that any member of the forces over the age of nineteen years who passes the prescribed examination may be admitted to the college.

The Act of 1911 shortens the hours of parade for Senior Cadets by about one-third, and provides for leave of absence on account of weather, or residence at a distance from parade ground.

The Act of 1912 permits those who have attained commissioned rank as Senior Cadets, to remain in that organisation instead of serving in the citizen forces upon

reaching the age for transfer ; authorises the impressment of aerial machines ; simplifies the method of prosecution of delinquents and the enforcement of penalties ; and reduces the prescribed training of junior cadets by one-fourth.

## § 5. The New Defence System.

1. **Defence Policy.**—(i.) *Peculiar Position of Australia.* The Acts of 1909, 1910, 1911 and 1912 were the direct outcome of the feeling, shared by all classes of the community, that Australia was insecure under the voluntary system. Recently, the Minister of Defence referred to the fact that if on a map of the world all the countries stained with blood were to be marked, Australia would be the only white spot. It is the national policy to effect a guarantee, by thorough preparation for war, that this exemption should continue.

(ii.) *Continuity of Administration.* Under the recent Acts the system of administration by naval and military boards continues. The Governor-General is empowered to make appointments and promotions of naval and military officers; appoint an officer to command the whole or any portion of the naval forces; appoint military districts and sub-districts; raise, organise and maintain permanent and citizen naval and military forces, as may be deemed necessary for the defence and protection of the Commonwealth and of the several States.

(iii.) *Compulsory Training.* By the Defence Acts of 1903 and 1904 all male inhabitants of Australia between the ages of 18 and 60 years were made liable to serve in the defence forces *in time of war*. The recent Acts make training and service compulsory *in time of peace*. By the Act of 1909 the principle of universal liability to be trained was made law for the first time in any English-speaking community. The liability is upon all male inhabitants of Australia (except those specially exempted), who have resided in the Commonwealth for six months and are British subjects.

2. **The Military Scheme.**—(i.) *The Land Army.* The Act of 1909 prescribed Junior cadet training for lads 12 and 13 years of age, followed by Senior cadet training for lads from 14 to 18 years of age, equivalent in duration to sixteen whole days annually (of which eight should be in camps of continuous training), the remainder being divided into convenient parades throughout the year. Thereafter adult training for two years in the citizen forces, equal to sixteen days annually (eight in camp), followed by registration or one muster parade each year for six years. The existing citizen forces were to be continued. Arrangements for registration, enrolment, inspection, and medical examination of all persons liable to be trained were made, and it was enacted that a Military College should be established. Some modifications were introduced in the Acts of 1910, 1911 and 1912.

(ii.) *Visit and Report of Viscount Kitchener.* Before the Act came into operation, viz., at the end of 1909, Field-Marshal Lord Kitchener visited Australia at the invitation of the Government, and after inspecting the military forces at work at camps held at various places throughout the Commonwealth, and the forts and defence works erected or in course of erection, reported upon the whole scheme of land defence. His recommendations (with the exception of some confidential matters) were made public in the form of a memorandum in February, 1910. A scheme was propounded, its main principles being in conformity with the Defence Acts 1903-9. The adoption of some of Lord Kitchener's recommendations necessitated further amending Acts. The trend and purport of the published report are given in the Commonwealth Year Book, No. 4, pp. 1085-1088.

3. **Organisation of Land Forces under the Defence Acts 1903-12.**—(i.) *Proclamation.* The Defence Act 1910, passed by the Parliament which was returned at the elections of April, 1910, came into operation on 1st January, 1911, by proclamation. Some slight modifications were made in the Acts of 1911 and 1912. On account either of sparseness of population or difficulty regarding communications (either of which reasons would entail expenditure incommensurate with military efficiency), certain areas are exempted. In all other parts of the Commonwealth territory the clauses decreeing universal training are proclaimed.

(ii.) *Establishments.* The proposed organisation is based upon necessary considerations of (a) the numbers available; (b) the length of service demanded; (c) the proportion of the various arms required. It differs in some of its details from the scheme propounded by Lord Kitchener and includes—

28 regiments of light horse;  
56 batteries of field artillery;  
92 battalions of infantry;

and a due proportion of engineers, army service, and army medical corps, troops for forts, and other services.

(iii.) *Military Population.* In connection with the numbers available the figures of male population are of interest. The total number at cadet age, *i.e.*, between 12 and 18, at the census of 1911 (3rd April) was about 260,000; at citizen soldier age, *i.e.*, between 18 and 26, 366,000; these latter, with 330,000 at ages between 26 and 35, give 696,000 as the total males at the best period for military service. In addition there were about 614,000 between 35 and 60.

(iv.) *Compulsory Provisions.* The actual requirements under the scheme are contained in sections of the Defence Act 1903-1912, as follows:—

*Section 125.* All male inhabitants of Australia (excepting those who are exempted by this Act) who have resided therein for six months, and are British subjects, shall be liable to be trained, as prescribed, as follows:—

- (a) From 12 to 14 years of age, in the junior cadets;
- (b) From 14 to 18 years of age, in the senior cadets;
- (c) From 18 to 25 years of age, in the citizen forces; and
- (d) From 25 to 26 years of age, in the citizen forces.

Provided that, except in time of imminent danger of war, service under paragraph (d) shall be limited to one registration or one muster parade.

*Section 126.* (a) The training in the junior cadets shall begin on the first day of July in the year in which the persons liable reach the age of 12 years, and shall continue for two years;

Provided that, in the case of persons who reach the age of 13 years in the year in which this enactment commences, the training shall begin on the first day of July in that year, and continue for one year.

(b) The training in the senior cadets shall begin on the first day of July in the year in which the persons liable reach the age of 14 years, and shall continue for four years;

Provided that, in the case of persons who reach the age of 15, 16, or 17 years in the year in which this enactment commences, the training shall begin on the first day of July in that year and continue for three years, two years, or one year respectively.

(c) The training in the citizen forces shall begin on the first day of July in the year in which the persons liable reach the age of 18 years, and shall continue for seven years.

*Section 127.* The prescribed training shall be, in each year ending the 30th June, of the following duration:—

- (a) In the junior cadets 90 hours; and
- (b) In the senior cadets four whole-day drills, twelve half-day drills, and twenty-four night drills; and
- (c) In the citizen forces sixteen whole-day drills or their equivalent, of which not less than eight shall be in camps of continuous training.

Provided that in the case of those allotted to the naval forces and to the artillery and to the engineer arms of the military forces and to units of the Army Service Corps allotted to those arms, the training shall be twenty-five whole-day drills or their equivalent, of which not less than seventeen shall be in camps of continuous training.

Provided also that in the senior cadets the duration of a whole-day drill shall not be less than four hours, of a half-day drill not less than two hours, and of a night drill not less than one hour.

Provided also that in the Citizen forces the duration of a whole-day drill shall not be less than six hours, of a half-day drill not less than three hours, and of a night drill not less than one hour and a half.

Provided also that in the senior cadets the number and duration of half-day and night drills may be varied by the substitution of other drills as prescribed of a total duration of not less than forty-eight hours. The regulations may provide that attendance at such drills as are prescribed shall be compulsory.

Provided also that the Minister may, by *Gazette* notice, declare that whole-day drills and half-day drills may be substituted for night drills in any districts or localities specified in the notice.

Provided also that in the case of senior cadets, who reside over two miles from the place appointed for training, attendance for a less number of hours than prescribed above may be allowed to count as prescribed for the full statutory duration of drills, and power may be given to the prescribed officers to grant leave of absence from training required by this Act when the conditions of the weather, by reason of excessive rain or heat, would render attendance a hardship; and equivalent attendance as prescribed may be required in lieu thereof.

The provisions for registration and inspection are contained in sections 142, 143, and 144 of the Act, and are as follows:—

*Section 142.* All male persons of Australia, who have resided therein for six months, shall register themselves or be registered by a parent, guardian, or other person acting *in loco parentis*, in the manner prescribed—

- (a) During the months of January and February in the year in which they reach the age of 14 years (or, in the case of persons who in the year in which this enactment commences will reach the age of 15, 16, or 17 years, during the months of January and February in that year), or
- (b) If not then present in Australia, or if for any other reason not registered at the prescribed time, within such further time and in such manner as is authorised by the regulations.

Any proceedings for an offence against this section may be instituted at any time within two years after the commission of the offence.

*Section 143.* (a) All persons liable to be trained under paragraphs (c) and (d) of section 125 of this Act and not exempted by this Act shall be allotted to the several arms and corps.

(b) Of all persons liable to be trained such a number as are required shall first be allotted for training in the naval forces.

(c) All persons liable to be trained under paragraphs (b), (c), and (d) of section 125 of this Act who are forbidden by the doctrines of their religion to bear arms, shall, so far as possible, be allotted to non-combatant duties.

*Section 144.* All persons liable to be trained shall attend at the prescribed times and places for inspection, and shall give such information as is prescribed, and shall submit to the prescribed medical examination.

(v.) *Exemptions and Disabilities for Service.* Exemptions from service are set out in sections 61, 61a, 138, 140, and 140a of the Act, as given below:—

*Section 61.* The following shall be exempt from service in time of war, so long as the employment, condition, or statute on which the exemption is based continues:—

- (a) Persons reported by the prescribed medical authorities as unfit for any naval or military service whatever; and
- (b) Members and officers of the Parliament of the Commonwealth or of a State; and
- (c) Judges of Federal or State Courts, and police, stipendiary, or special magistrates of the Commonwealth or of a State; and
- (d) Ministers of religion; and
- (e) Persons employed in the police or prison services of the Commonwealth or of a State; and
- (f) Persons employed in lighthouses; and
- (g) Persons employed as medical practitioners or nurses in public hospitals; and
- (h) Persons who are not substantially of European origin and descent, of which the medical authorities appointed under the regulations shall be the judges; and
- (i) Persons who satisfy the prescribed authority that their conscientious beliefs do not allow them to bear arms; and
- (j) Persons engaged in any employment specified by the regulations or by proclamation.

Provided that, as regards the persons described in paragraphs (g) (h) and (i) of this section the exemption shall not extend to duties of a non-combatant nature.

*Section 61a.* Where any question arises as to whether a person is exempt from service in the citizen forces, the burden of proving the exemption shall rest on the person claiming the exemption, and applications for exemption shall be decided by the Courts authorised in that behalf by the regulations.

*Section 140.* The Governor-General may by proclamation—

- (a) Exempt from the training in time of peace, all persons residing within any area specified in the proclamation;
- (b) Vary or extend any area so specified;
- (c) Withdraw any exemption under this section;
- (d) Limit any exemption under this section to any part of the training required by this Act.

*Section 140a.* The Governor-General may by proclamation grant a temporary exemption for a period not exceeding one year to—

- (a) Persons who reside outside the areas in which training is carried out; and
- (b) Persons who reside at so great a distance from the places appointed for training that compulsory attendance at the training would involve great hardships.

*Section 138* added to the exemptions permitted under section 61 the following:—

- (a) School teachers who have qualified at a school of naval and military instruction, or other prescribed course, as instructors or officers of the junior or senior cadets.
- (b) Members of the permanent naval or military forces.

It is also provided that—

Persons who are students at a Theological College as defined by the regulations, or theological students as prescribed, may, while they remain such students, on application, be exempted by any prescribed authority from the prescribed training, but shall, on ceasing to be such students, undergo such equivalent training as prescribed, unless exempted by some provision of this Act.

Certificates of exemption will be issued in proclaimed areas by the area officer, in exempt areas by an officer specially appointed. In case of dispute the matter will be referred to the Brigade-Major or Commandant. If the decision of this officer is not accepted, application may be made by the person claiming exemption to the Courts authorised in that behalf by the regulations, whose decision is final. Burden of proof rests upon the claimant.

Any person who has been convicted by a Court of a disgraceful or infamous crime, or is of notoriously bad character, is permanently disqualified for service.

(vi.) *Penalties for Prevention or Evasion.* Employers may not prevent their employees from serving; nor may persons liable to service fail to perform it. The provisions of the Act regarding prevention and evasion are:—

*Section 134.* (a) No employer shall prevent, or attempt to prevent, any employee who is serving or liable to serve in the cadets or citizen forces, and no parent or guardian shall prevent any son or ward who is so serving or liable to serve, from rendering the personal service required of him, or from attending any camp of instruction appointed to be held by the headquarters of the Commonwealth or any military district, and no employer shall in any way penalise or prejudice in his employment, or attempt to penalise or prejudice in his employment, any employee for rendering or being liable to render such personal service, or for attending such camp, either by reducing his wages or dismissing him from his employment or in any other manner:

Provided that this section shall not be construed to require an employer to pay an employee for any time when he is absent from employment for the purpose of training.

Penalty: One hundred pounds.

(b) In any proceedings for any contravention of this section, it shall lie upon the employer to show that any employee, proved to have been dismissed or to have been penalised or prejudiced in his employment or to have suffered a reduction of wages, was so dismissed penalised or reduced for some reason other than for having rendered or being liable to render the personal service required of him or from attending the camp.

*Section 135.* (a) Every person who in any year, without lawful excuse, evades or fails to render the personal service required by this Part shall be guilty of an offence, and shall, in addition to the liability under section one hundred and thirty-three of this Act,<sup>1</sup> be liable to a penalty not exceeding One hundred pounds:

(a1) Every person who, being a person liable to training under this Part (i.) fails, without lawful excuse, to attend a compulsory drill; or (ii.) commits a breach of discipline while on parade; shall be guilty of an offence, and shall in addition to any liability under section one hundred and thirty-three of this Act,<sup>1</sup> be liable to a penalty not exceeding Five pounds.

(b) Any penalty under this section may be recovered summarily on the information or complaint of a prescribed officer.

(c) In fixing the amount of the penalty, the Court shall have regard to the means of the person offending and those of his parents.

(d) In addition to any penalty imposed, or (where the Court is of the opinion that the imposition of a penalty would involve undue hardship) in lieu of imposing any penalty, the Court may, if it thinks fit, commit the offender to confinement in the custody of any

1. Section 133 enacts that non-efficients must attend an equivalent additional training for each year they are non-efficient.

prescribed authority for such time not exceeding twenty days, as it thinks fit, or for a time corresponding in duration to the time which, in the opinion of the Court, would be taken up in rendering the personal service required.

(e) Any person committed to the custody of a prescribed authority in pursuance of this section may be detained by that authority at any prescribed institution or place, and while so detained shall be subject to the regulations governing that institution or place, and to the training and discipline as prescribed.

(f) It shall not be necessary for the confinement to be continuous; but the person having the custody of the offender may (subject to the regulations) release him for such periods, and call upon him to return to custody at such times, as he thinks fit; to the intent that he may follow his occupation, and that the times and periods of his confinement may correspond, as nearly as practicable, with the times and periods which he ought to have occupied in rendering personal service.

(g) Any person detained in any prescribed institution or place in pursuance of this section who escapes therefrom, or who being released from custody fails to return thereto, may be arrested without warrant by any prescribed person, and taken back to the institution or place, and may on the application of any prescribed officer be ordered by any Court of summary jurisdiction to be detained for such additional period not exceeding twenty days as the Court thinks fit to order.

(h) A person liable to be trained under the provisions of paragraphs (a) and (b) of section one hundred and twenty-five of this Act shall not be committed to gaol in default of payment of a pecuniary penalty imposed for an offence against the provisions of this section, but the Court may order that, in default of payment of the pecuniary penalty imposed, the person shall be committed to the custody of any prescribed authority for such time, not exceeding the time for which the Court could, but for this sub-section, have committed the person to gaol in default of payment of the pecuniary penalty imposed, as the Court thinks fit.

(i) Where a person liable to be trained under the provisions of paragraphs (a) and (b) of section one hundred and twenty-five of this Act, has been convicted, before the commencement of this sub-section, of an offence against this section, and but for sub-section (h) of this section would be liable to be committed to gaol in default of payment of the pecuniary penalty imposed for the offence, and makes default in payment of the penalty, he may, on the application of the prescribed officer, be committed to the custody of any prescribed authority for such time, not exceeding the time for which, but for sub-section (h) of this section, he might have been committed to gaol in default of payment of the pecuniary penalty imposed, as the Court thinks fit.

(j) In places where Children's Courts exist, offences against this section committed by cadets under the age of 16 years shall be prosecuted in such Courts as far as is reasonably practicable.

*Section 136.* Every person who, without lawful excuse, evades or fails to render the personal service required by this Part shall, unless and until he has performed equivalent personal service as prescribed, be and remain ineligible for employment of any kind in the Public Service of the Commonwealth.

(vii.) *Efficiency Requirements.* The requirements for efficiency in the citizen forces and in the senior cadets comprise attendance at compulsory parades, as set out in section 127 (*supra*).

These are compulsory parades, and are increased by extra voluntary parades, the object of which is to enable those who are backward to become proficient, and those who desire to qualify for promotion to obtain the necessary practice. Where leave of absence has been given from a statutory parade, attendance at a voluntary drill will count towards the efficiency requirements; but a statutory parade missed without leave requires two voluntary parades as compensation.

At the end of the year's training, a Board of Officers will classify the trainee as efficient, or otherwise. Those not efficient must do an extra year's training for each failure. Thus there must be twelve annual entries of efficiency or exemption in each soldier's record, before he receives his discharge. The standard required is based on the number of years' training already performed by the member, the work carried out in the unit during the year, and the grade of proficiency that should be reached by a man of ordinary capacity giving proper attention to his work.

Variations may be permitted in the compulsory half-day and night parades, but the total required by section 127 must be served. The whole day parades will usually be held on public holidays. Schools, containing at least sixty senior cadets, may form separate units, and may arrange their parades to suit their school time table; but the cadets must attend the battalion parades.

The efficiency requirements for reserves have not yet been promulgated.

(viii.) *Allotment to Arms.* During senior cadet training there will be no allotment to the various arms of the service. The work of the trainee will cover the foundation work necessary for service in any arm, viz.:—Marching, discipline, the handling of arms, musketry, physical drill, first aid, guards and sentries, tactical training as a company in elementary field work, and elementary battalion drill. Thereafter the cadet with special educational or technical qualifications will be drafted as a recruit to one or other of the specialist or departmental corps, other cadets passing to the light horse and infantry.

(ix.) *Uniform and Equipment of Senior Cadets.* The uniform is simple and inexpensive, but suitable. It consists of hat, woollen shirt, woollen breeches, puttees, and boots. It is free, and issuable every second year. There is no distinction, and uniform will be worn at all parades and drills. Wearing of uniform when not on military duty or proceeding to or from parade is forbidden.

Equipment consists of a cadet rifle with sling and a waist-belt with pouch. The elder senior cadets who are good shots (but not exceeding 10 per cent. of the strength) are allowed .303 (service) rifles. Free ammunition is provided, 150 rounds of ball being available for each cadet. Arms must be kept in the offices or storerooms of the units, and issued for parades only. On no account are arms permitted to be taken to the cadets' homes.

(x.) *Citizen Forces.* On 1st July, 1912, the eldest class of those who commenced senior cadet training on 1st July, 1911 (viz., those born in the year 1894) passed as recruits to the various arms of the new citizen force, forming its first members. Their uniform is simple and suitable for service, and the issue to each soldier is such that he is able to parade (upon notice) with two woollen shirts, two pairs breeches, greatcoat, hat, sleeping-cap, two pairs puttees or leggings, two pairs military boots, and kit-bag. The future force is planned to comprise 120,000 of all ranks including about 5000 citizen officers and 8000 non-commissioned officers. Promotion will be absolutely by merit, the principle adopted being that *the best soldiers must lead, whatever their civil avocation or birth.*

(xi.) *Reserves.* No new reserves are created under the recent Acts. The present reserves consist of (a) officers, etc., retired from active service; (b) members of rifle clubs. Provision will probably be made for those who, at the age of 26 years, pass out of the organisations created under the Act, to continue service with rifle clubs; but if this is not enacted, it is considered probable that a large proportion of the fully-trained citizen soldiers will remain rifle club members.

(xii.) *Number under Training.* The male population of Australia of military age gives about 177,000 between 14 and 18 years, and about 321,000 between 18 and 25 years. The estimated medical rejections (based upon the experience of European countries) will probably be 10 per cent. for senior cadets, and from 30 to 35 per cent. for citizen soldiers. To these must be added persons in exempt areas. The number under training, when the system is in full operation, is estimated at 100,000 senior cadets, and 120,000 citizen soldiers.

(xiii.) *Allotment of Units to Divisional Brigade, Battalion, and Training Areas.* Three brigades will form a division. Two brigade areas will each provide four battalions of infantry, one field artillery brigade (with proportion of divisional ammunition column), one field company of engineers, one company army service corps, and one field ambulance. The other brigade of the division provides four battalions of infantry, two squadrons of divisional light horse, one howitzer brigade, one divisional signal company of engineers, one company army service corps, and one field ambulance. Light horse, and field artillery units for light horse brigades, will also be furnished by some of the areas. Personnel for garrison artillery and submarine and electric engineers for garrison forces will eventually be supplied in the areas nearest to such localities. The average annual contingent of recruits will be about 155 for each battalion area, plus such additions as are required for light horse and field artillery units raised therein. The figures shewn in the following tables are approximate, and include the recruits (18-19 year), but not the 25-26 year men.

#### ULTIMATE ALLOTMENT OF UNITS TO BRIGADE, BATTALION, AND TRAINING AREAS.

State.	Brigade Areas.	Battalion Areas.						Training Areas.	
	No.	No. of Battalions.	Providing the undermentioned units.				Total Nos. in Training in Areas.	No.	
			Infantry and Proportion of Engineers, A.S.C. and A.M.C.	Light Horse.		Field Artillery.			
				Nos.	Squadrons.	Nos.			Batteries.
—	I.	II.	III.	IV.	V.	VI.	VII.	VIII.	IX.
N. S. Wales ...	8	33	32,901	40	4,490	20	3,220	40,611*	75
Victoria ...	7	29	28,913	36	4,041	19	3,059	36,013†	65
Queensland ...	3	11	10,967	16	1,796	7	1,127	13,890‡	28
S. Australia...	2	9	8,973	12	1,347	5	805	11,125§	24
W. Australia	2	6	6,979	4	449	3	483	7,911	20
Tasmania ...	1	4	3,988	4	449	2	322	4,759¶	12
Totals ...	23	92	92,721	112 28 Rgts.	12,572	56	9,016	114,309**	224

\* Also 766 for forts. † Also 327 artillery and 227 engineers at Geelong and Queenscliff for forts. ‡ Also 79 garrison artillery and 13 engineers for Lytton. § Also 86 artillery for forts. || Also 156 artillery and 32 engineers for forts. ¶ Also 86 artillery and 32 engineers for forts. \*\* Also 1804 for forts.

(xiv.) *Higher Training.* The principal institution for the higher training of officers is the Royal Military College. The college is situated on the Duntroon Estate, outside, and on the eastern boundary of Canberra, the Federal capital. It contains barracks for 150 cadets, classrooms, well-equipped physical and chemical laboratories, library, riding school, etc. A gymnasium is being erected. Quarters have been provided for married and bachelor officers, and for warrant and non-commissioned officers of the staff. It is intended that the commissioned ranks of all arms of the permanent forces will be filled by graduates of the college. Before admission, the parents of a candidate must state that he intends to adopt the military service as his profession in life. Ten candidates per annum from New Zealand are entered and trained on behalf of the Dominion Government, which pays £200 per annum for each. Entrance is by open competitive examination. In February, 1911, the first examinations were held, and lectures and studies commenced at the college in the same year, the opening ceremony being performed by the Governor-General on 27th June, 1911. There were then 41 cadets at the college, 10 being from New Zealand. In May, 1913, the instructional

staff numbered 8 military officers and 8 civilian professors and lecturers, and the administrative staff 4 officers and one civilian—a total of 21. The strength of cadets was then 112, of whom 17 came from New Zealand. There were also 49 horses belonging to the college, for mounted work, driving, etc. The full establishment of cadets is 150. This number will be reached in March, 1914, and includes 40 New Zealanders. No fees are charged for maintenance and instruction, and each cadet receives 5s. 6d. per day to meet expenses of uniform, books, instruments, etc. The course is to last four years, and will be followed by a tour of duty in England or India. The graduates will then do probationary duty in administrative and instructional work, and eventually take the place of the area officers at present engaged.

Government aid is also furnished to United Service Institutions, which have been established in the larger centres. Lectures of great value are delivered by specialists, and war games, manœuvres, etc., carried out. Some of the institutions have large and well-selected libraries.

Schools of instruction, staff tours, etc., are also conducted, and a military magazine is published.

(xv.) *Record for Anthropometric Purposes.* In connection with the medical inspection, it has been arranged that the colour and character of hair, and the colour of eyes of those examined, shall be recorded for statistical purposes. Instructions have been compiled by the Commonwealth Statistician, in accordance with which the area officers classify the hair-colour under four divisions, comprising three types of fair, two of reddish, three of brown, and two of black. The character of the hair is recorded also in four divisions, viz.: (a) perfectly straight and smooth; (b) wavy and curly; (c) frizzy; (d) woolly. Intermediate types are classed under the heading to which they approach most nearly. The eye-colour is classified under four divisions, comprising sixteen types, viz., four of greyish, four of bluish, four of yellowish, and four of brown and hazel.

It is possible that later the recommendations of the British Anthropometric Committee will be adopted.

The object of the investigation is to study the development of the Australian nation, the necessary statistic for military identification purposes affording a unique opportunity. A possibility exists of co-ordinating anthropometric work in the schools with that done in connection with compulsory military service.

**4. Compulsory Training in Operation.**—(i.) *Inauguration of the System.* The first work in the active carrying out of the scheme commenced with the training of 200 non-commissioned officers for the instruction of the projected army in a six months' camp. Area officers were chosen from the citizen forces, and underwent a six weeks' course of instruction. With the year 1911 came the active enrolment of the new cadets who commenced training on 1st July following.

(ii.) *Stages.* The stages are as follows:—

First stage, January to June, 1911.—Existing junior and senior cadets continued to 30th June, 1911, but all equipment returned by that date; registration, inspection, and medical examination of lads whose 14th, 15th, 16th, and 17th birthdays occurred in 1911; preparations made to clothe and equip the new senior cadets.

Second stage, July, 1911, to June, 1912.—*Registration, etc., of lads whose 14th birthday occurred in 1912; new junior and senior cadet training from 1st July, 1911.* Of the latter, about 17,000 passed as recruits, inaugurating the new citizen forces in the third stage.

Third stage, July, 1912, to June, 1913.—Registration, etc., of lads whose 14th birthday occurs in 1913; new citizen forces, training began with about 17,000 recruits (18 year old persons allotted from the new senior cadets). During the third, fourth, and subsequent stages the new senior cadet force, numbering 100,000, continues. During this period the establishments under the new organisation will be completed.

Fourth and subsequent stages, after July, 1913 (and each year).—Registration, etc., of lads whose 14th birthday occurs in 1914, and so on. In the fourth and subsequent stages, the new citizen forces will also be continued, increasing each year by about 20,000.

(iii.) *Summary of Working of the System in 1911-12 (Second Stage).* The following table gives a summary of work done under the new scheme up to 31st December, 1911:—

**UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, AND EXEMPTIONS TO THE 31st DECEMBER, 1911.**

**SENIOR CADETS.**

Military District.	Total Registrations in Training Areas.	Total Medical Examinations.	Number Medically Fit.	Percentage Medically Examined who are Fit.	Number Unfit and Temporarily Unfit.	Percentage Medically Examined who are Unfit or Temporarily Unfit.	Total Exemptions granted in Training Areas.	Total Number liable for Training.	Total Number actually in Training.
1st (Queensland) ...	24,466	14,413	13,361	92.7	1,052	7.3	11,631	12,388	11,808
2nd (N. S. W.) ...	54,390	37,860	35,235	93.1	2,625	6.9	18,941	34,280	33,151
3rd (Victoria) ...	48,569	33,054	31,014	93.8	2,040	6.2	16,437	29,692	28,653
4th (S. Australia) ...	14,685	11,307	10,580	93.6	727	6.4	5,544	9,144	8,576
5th (W. Australia) ...	6,894	5,191	4,650	89.6	541	10.4	2,726	4,168	3,833
6th (Tasmania) ...	6,129	3,417	3,259	95.4	158	4.6	2,770	3,357	3,117
Commonwealth ...	155,133	105,242	98,099	93.2	7,143	6.8	57,949	93,029	89,138

**UNIVERSAL TRAINING.—MEDICAL EXAMINATIONS TO THE 31st DECEMBER, 1911.**

**JUNIOR CADETS.**

Military District.	Total Number Medical Examinations.	Number Medically Fit.	Percentage Medically Examined who are Fit.	Number Unfit and Temporarily Unfit.	Percentage Medically Examined who are Unfit and Temporarily Unfit.
1st (Queensland)	4,521	4,372	96.7	149	3.3
2nd (N. S. Wales)...	12,621	12,275	97.3	346	2.7
3rd (Victoria) ...	13,129	12,970	98.8	159	1.2
4th (S. Australia)	1,896	1,839	97	57	3.0
5th (W. Australia)	1,303	1,269	97.4	34	2.6
6th (Tasmania) ...	297	293	98.7	4	1.3
Commonwealth ...	33,767	33,018	97.8	749	2.2

(iv.) *Territorial Organisation and Instruction.* The territorial organisation of the Commonwealth is one of areas based upon infantry units. There are 92 battalion areas, approximately equal in number of males of citizen soldier age, and each containing a battalion of infantry, with either a battery of field artillery (in urban districts), or a regiment of light horse (in country districts), and also a larger or smaller number of

one or more other arms, departmental corps, etc. For internal administrative purposes, the battalion areas are subdivided into two or three training areas. Brigade areas are formed by grouping four battalion areas.

The instructors provided for training existing units and for territorial work in connection with the new system consist of 58 officers and 422 warrant and non-commissioned officers of the instructional staff (permanent), and 216 area officers (temporary). They supervise the training of light horse, infantry, and senior cadet units, and instruct in the non-technical duties of specialist corps. Additional officers and non-commissioned officers in the permanent troops will instruct in technical work.

The officers of the instructional staff act as Brigade-Majors, and as such, represent the Commandant in the brigade area. They are responsible for the instruction of officers of the existing citizen forces, conduct local schools of instruction, supervise and instruct the area officers, and allot the non-commissioned officers of their detail to various duties. Assistant Brigade-Majors are also furnished from the instructional staff. The duties of area officers vary both in nature and extent, and comprise registration and organisation of those to be compulsorily trained; clothing, arming, equipping, and training the new senior cadets; and training recruits in the citizen forces. They also relieve citizen officers of administrative work, and perform the duties of adjutant to militia units.

The staff instructors (warrant and non-commissioned officers) carry out the administrative work of their areas or units, and instruct cadets and recruits in light horse and infantry drill and tactics.

The area officers do not undertake the registering and inspection of junior cadets. There is no provision in the Act for registration before the 14th year; but when the junior cadet presents himself for registration before the area officer, it will be necessary for him to show that he has complied with the requirements of the Act during the two preceding years. State Inspectors of Schools and special inspectors of physical training approved and appointed by the Minister of Defence, undertake the supervision of the great body of the junior cadets, the training being in the hands of school teachers, who have been specially instructed for the purpose. The area officer and staff instructors visit schools where the training is not carried out by the schoolmasters.

(v.) *Summary of the Working of the System in 1912-13 (Third Stage).* The numbers up to 31st December, 1912, include the 1894 quota, who, on 1st July, 1912, passed to the citizen forces. They were :—

**UNIVERSAL TRAINING.--REGISTRATIONS, MEDICAL EXAMINATIONS AND EXEMPTIONS TO THE 31st DECEMBER, 1912, FOR TRAINING IN THE CITIZEN FORCES (1894 QUOTA).**

Military Dist.	Total Registrations.	Total Medically Exam'd.	Number Medically Fit & Conditionally Fit.	Percentage Medically Exam'd who are Fit & Conditionally Fit.	Number Unfit and Temporarily Unfit	Percentage Medically Exam'd who are Unfit and Temporarily Unfit	Total Exemptions Granted in Training Areas.	Total No. Liable for Training	Total Number Actually in Training.
1st ...	5,578	2,676	2,131	79.6	545	20.4	3,338	2,131	2,124
2nd ...	12,529	7,747	6,515	84.0	1,232	16.0	5,603	6,515	6,454
3rd ...	10,914	6,578	5,425	82.5	1,153	17.5	5,198	5,425	5,323
4th ...	3,556	2,059	1,779	86.4	280	13.6	1,604	1,779	1,738
5th ...	1,606	881	725	87.2	106	12.8	784	725	725
6th ...	1,416	714	593	83.0	121	17.0	763	593	564
Total	35,599	20,605	17,168	83.3	3,437	16.7	17,290	17,168	16,928

**UNIVERSAL TRAINING.—ALLOTMENT OF RECRUITS, 1894 QUOTA, FOR TRAINING  
IN CITIZEN FORCES, 31st DECEMBER, 1912.**

Military District.	Establishment of Recruits and Allotment.	Light Horse.	Field Artillery.	Garrison Artillery.	Engineers.	Infantry.	Army Service Corps.	Army Medical Corps.	Unallotted.	No. liable for Training.	No. actually Training.
1st (Q'land.)	{ Establishment Allotment	485(a) 192	182 183	(b) 62	90 91	1,840 1,522	22 22	47 47	12	2,131	2,124
2nd (N.S.W.)	{ Establishment Allotment	653(a) 238	269 267	(b) 142	183 152	5,140 5,483	68 71	130 123	39	6,515	6,454
3rd (Victoria)	{ Establishment Allotment	794(a) 264	269 257	(b) 80	169 168	4,685 4,337	68 65	149 136	118	5,425	5,323
4th (S. Aust.)	{ Establishment Allotment	570(a) 137	29 34	(b) 39	60 75	1,474 1,417	30 30	47 47	...	1,779	1,738
5th (W. Aust.)	{ Establishment Allotment	209(a) 26	153 54	(b) 58	53 36	900 524	8 6	36 21	...	725	725
6th (Tas.)	{ Establishment Allotment	28(a) 28	58 55	(b) 20	56 50	600 413	8 8	18 18	1	593	564
Total	{ Establishment Allotment	2739(a) 885	960 850	(b) 401	611 572	14,639 13,696	204 202	426 392	170	17,168	16,928

NOTE.—(a) Includes voluntary enlistments. Establishments of recruits liable for service not specified. (b) Recruits enrolled as required to maintain establishments.

**UNIVERSAL TRAINING.—MEDICAL EXAMINATIONS TO THE 31st DECEMBER, 1912.  
JUNIOR CADETS.**

Military District.	Total No. Medically Examined.	Number Medically Fit.	Percentage Medically Examined who are Fit.	Number Unfit and Temporarily Unfit.	Percentage Medically Examined who are Unfit & Temporarily Unfit.
1st (Queensland) ...	5,483	5,314	97.0	169	3.0
2nd (New South Wales) ...	15,739	15,297	97.2	442	2.8
3rd (Victoria) ...	14,288	14,136	98.9	152	1.1
4th (South Australia)...	3,208	3,091	96.4	117	3.6
5th (Western Australia) ...	2,356	2,263	96.0	93	4.0
6th (Tasmania) ...	1,216	1,192	98.0	24	2.0
Total ...	42,290	41,293	97.6	997	2.4

**UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, AND EXEMPTIONS TO THE 31st DECEMBER, 1912.**

**SENIOR CADETS.**

Military District.	Total Registrations in Training Areas.	Total Medical Exams.	No. Medically Fit.	P'centage Medically Exam'd who are Fit.	Number Unfit and Temporarily Unfit	P'centage Medically Exam'd who are Unfit and Temporarily Unfit	Total Exemptions Granted in Training Areas.	Total No. Liable for Training.	Total No. Actually in Training.
1st (Q'land)	24,001	13,689	12,321	90.0	1,368	10.0	11,549	12,321	12,012
2nd (N.S.W.)	52,075	36,658	34,040	92.9	2,618	7.1	17,746	34,040	32,519
3rd (Vic.)	45,164	31,259	28,645	91.6	2,614	8.4	16,123	28,645	28,143
4th (S. Aust.)	14,317	10,059	9,179	91.2	880	8.8	4,982	9,179	8,981
5th (W. Aus.)	7,121	4,735	4,286	90.4	449	9.6	2,724	4,286	4,240
6th (Tas.)	6,051	3,396	3,113	91.7	283	8.3	2,828	3,113	2,902
Total	148,729	99,796	91,584	91.8	8,212	8.2	55,952	91,584	88,797

(vi.) *Proposals for 1913-14 (Fourth Stage).* The citizen soldiers under the Universal Training clauses of the Act who commenced adult training as recruits on 1st July, 1912, with the drafting of the 18 year old trainees, *i.e.*, those born in 1894, to the militia forces, will be augmented by those who attain the age of 18 years in 1913, *i.e.*, those born in 1895. The following are the proposals:—The medical examination is to be completed by 31st March, 1913. Those returned as passed will pass into the citizens forces, developing and augmenting the existing units. Soldiers serving in these units under the old militia system will be allowed to continue to serve until the termination of their period of enlistment, when they will be retired; but warrant and senior non-commissioned officers may be re-engaged. All arms except light horse will be maintained by annual quotas transferred from the senior cadets, as laid down in new Peace and Training establishments. When these are reached these units will be required to detail sufficient officers, non-commissioned officers, and men to form the nuclei of new units. If any existing unit is not considered by the Military Board to be sufficiently efficient to justify its retention, such unit will be disbanded. Also, if an existing unit is so widely scattered as to be costly and inconvenient for administration, such unit will be divided, and will form nuclei for new units which will be raised in the localities in which the scattered portions are located. Except in the case of the light horse, augmentation of existing units is by transfers from the senior cadets only. In light horse units, in the case of those raised outside the five mile radius of any training locality all recruiting is voluntary, and in other cases voluntary enlistments may be allowed if there are not sufficient universal trainees having horses available to keep up the establishment. Tables have been prepared shewing how existing units will be augmented in each brigade area, new units raised, and universal trainees allotted as they reach the age of 18 years, for the next six years. The tables also shew how the existing units will eventually be merged into the new organisation. Trainees posted to the militia forces will be known as recruits for the first year of service. Recruits will be invited in the first instance to volunteer for the branch in which they desire to be trained. In the event of there being too many volunteers the required numbers are to be selected by the brigade majors. If there are too few the required numbers will be posted by the area officer in consultation with the brigade major. Persons forbidden by the doctrines of their religion to bear arms shall, as far as possible, be allotted to non-combatant duties. On the 1st July, 1913, recruit training commences in the citizen forces for the 1895 class. Until the scheme reaches its full development the required numbers from rifle clubs will continue to be allotted annually to each unit in order to meet the requirements of mobilisation.

**5. The Naval Scheme.**—(i.) *Historical.* An outline of the development of the Australian naval policy will be found in Commonwealth Year Book No. 3, pp. 1060, 1061. For the more effective coastal defence of the Commonwealth it was decided in 1909 to create a naval force, Australian in character, to replace the squadron heretofore maintained under the naval agreement with the British Government. Australia would thus have a navy, not merely a marine defence force. Engagements were entered into for the construction of torpedo boat destroyers. In March, 1909, the Commonwealth Government contracted for the construction of two of these at a cost of £81,500 each. The vessels arrived in Australian waters in December, 1910. A third vessel of the same kind, delivered in Australia in sections, and put together in Sydney, was commissioned in 1912. The price paid for the parts was £72,500. Arrangements were also made for the construction of vessels in Australia. Skilled artisans were despatched from Australia to gain practical experience in the building of the vessels, and crews were specially trained for the service of them when completed.

(ii.) *Development of the Australian Navy.* The policy of development has continued with but slight variations in the proposals, despite three recent changes of Ministry.

A member of the Ministry, accompanied by naval and military expert advisers, attended the Imperial Defence Conference in London. The principal object of his mission was to concert with the other representatives as to the best measures to be taken to meet a common menace, particularly in the Pacific, where there must always be an outlet for Australian trade. The position was accepted that the burden of defence must in future be borne, not by part, but by the whole of the Empire, and therefore Australian plans and preparations must have the safety of the whole in view. As a fuller Imperial partnership is indispensable to the future security of the Imperial fabric, so a definite place in the Pacific must be allotted to Australia, as to other members of the Empire. It was agreed that Australia should provide a fleet unit, consisting of an armoured cruiser\* of the *Indomitable* class, three unarmoured cruisers of the *Bristol* class, six destroyers of the improved "River" class, and three submarines of "C" class †; also the necessary auxiliaries, such as docks and depôt ships, for this fleet, which is to form a complete naval unit, and is to be one of the three divisions of the Eastern fleet. It was stated that the British Government might provide an addition to this fleet. The cost of construction at English prices would be about £3,750,000, and the estimated annual cost about £750,000. Of this sum the Imperial Government offered to contribute £250,000, but the Commonwealth Government decided to bear the whole cost.

The first instalment of the Australian fleet unit consists of the destroyers already constructed. One was launched at Govan-on-the-Clyde, on 9th February, 1910; a second at Dumbarton on 9th April following. The vessels are named after Australian rivers, those launched in Britain having been christened *Parramatta* and *Yarra*. They were commissioned in September, 1910, as ships of the Royal Navy, and left Portsmouth on 19th September on their voyage to Australia. Crews had been sent from Australia to man the destroyers, and the Admiralty loaned 30 ratings to furnish the complements. The Admiralty also arranged for the cruiser H.M.S. *Gibraltar* to be in touch with the destroyers throughout the voyage. In December, 1910, the vessels arrived in Australia. A third destroyer, the *Warrego*, was shipped to Sydney in parts. She was re-erected at the Commonwealth dockyard, Cockatoo Island, Sydney, launched on 4th April, 1911, and commissioned on 1st June, 1912. These destroyers are each of 700 tons displacement, with a length of 245 feet; beam of 24 feet 3 inches; draft, 8 feet 11 inches; depth, 14 feet 9 inches. They have turbines, water-tube boilers and oil fuel, and have a legend speed of 26 knots. The armament consists of one 4-inch 30-pounder, three 12-pounders, and three 18-inch deck discharge tubes for torpedoes. The radius of action at cruising speed is nearly 3000 miles. The complement is 66 officers and men. The other three destroyers (to be named *Torrens*, *Swan*, *Derwent*) are being built at the Commonwealth dockyard in Sydney. The present annual naval subsidy (£200,000) is to cease as soon as the larger obligation is taken over. It will be seen from the table of expenditure (see § 6) that the amount for 1912-13 is £175,000—the reduction of £25,000 having been made in consequence of the withdrawal of some of the vessels of the British Australian Squadron (see § 2). While on the Australian station the ships will be under the exclusive control of the Commonwealth, both as regards movements and general administration, in time of peace, the *personnel* being subject to the King's regulations, and under naval discipline, with standards of efficiency, and opportunities for advancement, as in the Royal Navy. The battle cruiser (*Australia*) and the three 2nd class cruisers (*Sydney*, *Melbourne*, *Brisbane*), with the submarines, will complete the unit, which, with the approval of the Commonwealth Government, will pass under Imperial control whenever required for war purposes. It is to be manned as far as possible by Australians, supplemented by Imperial officers and men. A considerable number of the former is available, viz.—(a) those of the present permanent naval forces, and (b) those trained with sections of the British fleet. Provision is made in the *Naval Defence Act* 1911 for enlistment in the Permanent Naval Forces. A

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\* Now called "battle cruiser."

† Since altered to two submarines of "E" class.

permanent naval college has been established, where the necessary instruction is imparted. The captain of the college was appointed on the recommendation of the British Admiralty, and other officers for the instruction of the cadets were nominated by the Admiralty. A site has been chosen for the college at Captain's Point, Jervis Bay. It will be equipped with all necessary workshops, machinery, etc. In order to expedite the training of officers, a temporary college was established at Geelong, and opened on 1st March, 1913. In May of that year the Cadet roll was 32. It is intended that there shall be interchangeability with the Royal Navy of officers and men, and also of ships. The British Admiralty invited tenders for the *Australia* in January, 1910. The first portion of the keel was laid on 23rd June, 1910, and she was launched on 25th October, 1911. The vessel will be commissioned in June, 1913, arriving in Australian waters in August. The ship is of the *Dreadnought* type, *Indomitable* class, about 19,200 tons, with turbine engines. Her speed is 26 knots, her armament eight 12-inch and sixteen 4-inch guns, and five torpedo tubes. She has an 8-inch armour belt amidships, and a 4-inch belt at the ends. The estimated total cost of the vessel is £1,800,000. The smaller cruisers, the *Melbourne* and *Sydney*, have been constructed in Great Britain. The keel of the *Sydney* was laid on 11th of February, 1911, that of the *Melbourne* on 4th April following. The *Melbourne* was launched at Birkenhead on 30th May, 1912, and arrived in Australian waters in March, 1913. The *Sydney* has also been launched, and is expected to arrive in August, 1913. These vessels are of 5400 tons displacement, armed with 6-inch guns, and costing about £450,000 each. The third cruiser, the *Brisbane*, is being built at the Commonwealth dockyard, Sydney. The keel has been laid, and the work is proceeding. The two submarines are being built in England, and it is anticipated that the vessels will be delivered late in 1913. Pending completion of the *Brisbane*, the *Encounter* has been lent from the Royal Navy for service in the Royal Australian Navy. The Admiralty has also presented the Commonwealth Government with the Cruiser *Pioneer*. This vessel was taken over by the Naval Board on 1st March, 1913. On the completion of her refit, she will be recommissioned with the crew of the *Protector* (augmented as necessary) for service as a naval reserve training ship. The *Protector* will then be re-commissioned for service as a tender to the Gunnery School.

(iii.) *Naval Reserves.* The naval reserves comprise (a) members of the Australian branch of the Royal Naval Reserve, (b) members of the Citizen naval forces, and (c) Senior naval cadets. The navy has first choice from amongst the trainees under the compulsory system.

(iv.) *Visit and Report by Sir Reginald Henderson.* At the invitation of the Government, Admiral Sir Reginald Henderson visited Australia to advise upon the best position for a central naval base, and the works necessary to make it effective; the positions for secondary bases for the service of a fleet, and their equipment for service in naval operations; also upon the location and character of the training schools for preparing personnel for the Australian naval service. The Admiral was also requested to report and advise on any other naval matters upon which he might care to express an opinion, and generally, in regard to all the measures to be taken in the formation of a fleet. After an inspection of various harbours, the Admiral propounded a scheme which he embodied in a report to the Government in March, 1911. It provides 52 vessels and 15,000 men; expenditure on construction, works, &c., £40,000,000, with an ultimate annual naval vote of £4,794,000. Six naval bases, and eleven sub-bases, are recommended.

The 52 vessels of the completed fleet would be divided into Eastern and Western divisions, and consist of 8 armoured cruisers, 10 protected cruisers, 18 destroyers, 12 submarines, 3 depot ships, and 1 fleet repair-ship, the building of which would extend over 22 years. The personnel for this fleet, fully manned, would be about 15,000. Of the £23,290,000 initial cost of construction, the Commonwealth is already committed to

£3,500,000. The annual cost of *personnel* would be £601,000 in 1913-14, and would increase to £2,226,000 in 1933-4. Annual cost of maintenance of ships in commission would be £262,000 in 1913-4, rising to £1,226,000 in 1933-4. Annual expenditure on construction and maintenance of ships would increase from £2,349,000 in 1913-4 to £4,824,000 in 1932-3. The strength of the fleet would be 23 ships in 1918, 42 ships in 1923, 48 ships in 1928, and 52 ships in 1933. In the earlier years most of the crews would be obtained from Great Britain, but this would cease in the period 1923-8. A system of "wireless" stations is recommended, as well as the establishment of naval reserves, the erection of barracks, and the institution of a naval college.

(v.) *Proposals for Expansion.* The Australian Government has generally adopted Admiral Henderson's report, and naval expansion is proceeding generally on the lines therein laid down. In some important respects, however, departures will be made. It has been announced that it is the Government's intention to proceed with the construction of a second battle cruiser, thus anticipating by some years the Admiral's recommendation. In the matter of bases the report is concurred in, and action is being taken for the establishment of the various naval bases and sub-bases required for the fleet unit, work having already begun. All the seagoing ships of the fleet will have "wireless" installed. Recruiting centres have been opened, with excellent results.

(vi.) A vessel (*Sobraon*) purchased from the Government of New South Wales, has been fitted up as a boys' naval training ship (*Tingira*), and was commissioned on 25th April, 1912. The full capacity of the ship is 300, of whom 100 started training on 1st June, 1912, and others later. The age of entry is 14½ to 16 years, and the boys must engage to serve until they reach the age of 25. Upon medical certification of fitness, they are to be entered for service in the Royal Australian Navy. It is intended that the boys shall provide the *personnel* of the new fleet unit, 45 having already been transferred to the *Melbourne*. The training ship is thus a very important part of the new scheme. The strength of trainees in May, 1913, was 205.

(vii.) *Strength of the Commonwealth Naval Forces, 1913.* The following table shews the strength of the naval forces in February, 1913:—

**STRENGTH OF THE NAVAL FORCES (PERMANENT AND RESERVES),  
1st FEBRUARY, 1913.**

Description of Force.	Number Borne.		Total.
	Officers and Men.	Cadets.	
Permanent* ... ..	2,102	...	2,102
Administrative and Instructional Staff ...	134	...	134
Reserves† ... ..	811	...	811
Reserves‡ ... ..	...	3,847	3,847
Total ... ..	3,047	3,847	6,894
Navy Office personnel ... ..	...	...	70
Grand total ... ..	...	...	6,964

\* Seagoing.

† Late Militia.

‡ Universal Trainees.

(viii.) *Ships of the Royal Australian Navy.* The following table shews the vessels of the Royal Australian Navy, completed and building:—

## LIST OF SHIPS OF THE ROYAL AUSTRALIAN NAVY, APRIL, 1913.

Vessel.	Description.	Displacement.	Power.	Position.
		Tons.		
<i>Australia</i> ...	Battle cruiser ...	19,200	44,000 h.p.	Completing, Brit.
<i>Brisbane</i> ...	Light cruiser ...	5,600	22,000 h.p.	Building, Sydney
<i>Cerberus</i> ...	Turret ship ...	3,480	1,660 h.p.	Commissioned
<i>Childers</i> ...	1st class torpedo boat	...	...	"
<i>C'nless of Hopetoun</i>	"	...	...	"
<i>Derwent</i> ...	Torpedo boat destroyer	700	12,000 h.p.	Building, Sydney
<i>Encounter</i> ...	Light cruiser ...	5,880	12,500 h.p.	Commissioned
<i>Gayundah</i> ...	Gunboat ...	360	400 h.p.	"
<i>Melbourne</i> ...	Light cruiser ...	5,600	22,000 h.p.	"
<i>Paluma</i> ...	Gunboat ...	360	400 h.p.	"
<i>Parramatta</i> ...	Torpedo boat destroyer	700	12,000 h.p.	"
<i>Pioneer</i> ...	Light cruiser ...	2,200	7,000 h.p.	"
<i>Protector</i> ...	Gunboat ...	920	1,641 h.p.	"
<i>Swan</i> ...	Torpedo boat destroyer	700	12,000 h.p.	Building, Sydney
<i>Sydney</i> ...	Light cruiser ...	5,600	22,000 h.p.	Completing, Brit.
<i>Tingira</i> ...	Boys' training ship ...	1,800	...	Commissioned
<i>Torrens</i> ...	Torpedo boat destroyer	700	12,000 h.p.	Building, Sydney
<i>Warrego</i> ...	" " ...	700	12,000 h.p.	Commissioned
<i>Yarra</i> ...	" " ...	700	12,000 h.p.	"
<i>A E 1</i> ...	Submarine ...	800	1,750 h.p.	Building, Brit.
<i>A E 2</i> ...	" ...	800	1,750 h.p.	" "

(ix.) *The Naval Station of the Commonwealth of Australia.* The following are the limits of the Naval Station which, after 1st July, 1913, will be controlled by the Commonwealth Government, acting through the Naval Board:—On the North: From 95 degrees East longitude by the parallel of 13 degrees South to 120 degrees East longitude; thence North to 11 degrees South latitude; thence to the boundary with Dutch New Guinea, on the south coast, in about longitude 141 degrees East; thence along the coast of British New Guinea (Papua) to the boundary with German New Guinea, in latitude 8 degrees South; thence east to 155 degrees East longitude. On the East: By the meridian of 155 degrees East longitude to 15 degrees South latitude; thence to 28 degrees South latitude on the meridian of 170 degrees East longitude; thence south to 30 degrees South latitude; thence west to the meridian of 160 degrees East longitude; thence south. On the South: By the Antarctic Circle. On the West: By the meridian of 95 degrees East longitude.

## 6. Expenditure on Defence.

1. **Expenditure, 1906-7 to 1912-13.**—The following table gives the expenditure of the Department of Defence from 1906-7 to 1911-12, and the estimate for 1912-13:—

## EXPENDITURE ON DEFENCE, 1906-7 to 1912-13.

Branch or Department.	1906-7.	1907-8.	1908-9.	1909-10.	1910-11.	1911-12.	1912-13. Estimate
	£	£	£	£	£	£	£
Administrative—Central Administration ...	19,246	21,913	23,884	26,366	†104,740	†289,558	†249,142
Naval Forces... ..	50,200	54,069	59,251	63,143	96,291	248,738	659,378
Military Forces ...	535,178	577,627	625,600	853,420	947,948	1,172,871	1,603,880
Rent, Repairs, & Maintenance ...	27,386	32,023	29,798	29,621	42,782	46,765	55,910
Additions and New Works ...	35,171	46,968	53,814	81,480	177,623	244,520	509,342
Defence Arms, Equipment, &c. ...	159,988	143,950	47,206	196,481	273,387	561,596	544,450
Audit Office ...	802	810	960	954	1,140	1,180	1,304
Pensions & Retiring Allowances	974	974	1,017	781	965	2,269	1,180
Supervision of Public Works by State Officers ...	521	700	822	1,046	3,767	2,905	2,300
Naval Agreement ...	200,000	200,000	200,000	200,000	200,000	200,000	175,000
Miscellaneous "Other" ...	6,329	5,710	8,238	21,589	282	...	...
Fleet Unit ...	...	...	...	60,000	1,135,000	1,108,171	1,196,829
Naval Works & Armament ...	...	...	...	...	24,780	38,696	318,050
Interest and Sinking Fund on Transferred Properties ...	...	...	...	...	...	162,132	121,599
Miscellaneous ...	...	...	...	...	...	638	...
<b>Total</b> ...	<b>1,035,795</b>	<b>†1,064,744</b>	<b>1,050,590</b>	<b>1,534,881</b>	<b>3,008,705</b>	<b>4,080,039</b>	<b>5,438,364</b>

\* In addition, the sum of £250,000 was paid into trust fund for harbour and coast defence.

† Includes establishments under the control of the Central Administration.

**2. Expenditure Compared with Various Countries.**—The total expenditure on defence and the expenditure per inhabitant, according to the latest available estimates, are, in the countries indicated, as follows:—

### EXPENDITURE ON DEFENCE—VARIOUS COUNTRIES.

Country.	Year.	Army.	Navy.	Total.	Per Inhabitant.	
		£	£	£	s.	d.
Great Britain ...	1911-12	27,690,000	44,392,000	72,082,000	31	9
Germany ...	1912-13	38,526,000	22,861,000	61,387,000	18	9
France ...	1912	36,767,000	17,070,000	53,837,000	27	5
Italy ...	1911-12	16,207,000	7,809,000	24,016,000	13	9
Austria-Hungary ...	1911	15,315,000	2,861,000	18,176,000	7	4
Switzerland ...	1912	1,765,000	...	1,765,000	9	4
Russia ...	1911	48,268,000	10,826,000	59,094,000	6	7
Spain ...	1912	7,582,000	2,716,000	10,298,000	10	5
Norway ...	1911-12	836,000	317,000	1,153,000	9	7
Sweden ...	1912	3,151,000	1,492,000	4,643,000	16	5
Denmark ...	1912-13	1,098,000	620,000	1,718,000	12	3
Holland ...	1912	2,525,000	1,697,000	4,222,000	14	0
Belgium ...	1912	2,594,000	...	2,594,000	6	10
United States ...	1912	34,840,000	26,206,000	61,046,000	12	10
Canada ...	1910-11	1,410,000	...	1,410,000	3	11
Japan ...	1911-12	7,637,000	4,074,000	11,711,000	4	6
Australia ...	1912-13	3,089,000	2,349,000	5,438,000	23	10

## § 7. The War Railway Council.

**1. The Constitution of the Council.**—It was suggested by Lord Kitchener that a War Railway Council should be appointed to secure co-operation between the Commonwealth Defence Department and the States Railway Departments in regard to concentration and mobilisation of troops. A conference, whose members comprised staff-officers of the Commonwealth forces and the chief railway commissioners of the States, was held in Melbourne in February, 1911, under the presidency of the Minister of Defence, and in March the report was made available. The decisions were embodied in a series of twenty resolutions. It was recommended that the War Railway Council should be constituted of eleven members as follows:—The quartermaster-general as president; the senior officer of the engineer and railway staff corps of the Commonwealth railway system and of each State railway system, the Commonwealth consulting military engineer, and two representatives of the naval and military forces as members; and a military officer as secretary. An engineer and railway staff corps was proposed, consisting at its commencement of 48 members, composed of officials of the Commonwealth and State Government railways holding honorary military rank.

**2. Duties in Time of Peace.**—The duties of the council in time of peace would be generally to furnish advice to the Minister of Defence on railway matters, and particularly (a) to determine the method of supplying information to, and obtaining it from, the various railway departments; (b) to suggest regulations and instructions for carrying out movements of troops; (c) to suggest the method of organising railway staff officers in time of war, to act as intermediaries between the various railway authorities and the

roops; (d) to consider the question of extra sidings, loading platforms, etc., and proposals towards unification of gauges; (e) to suggest the organisation and system of training of railway troops when the development of universal training supplies sufficient personnel whose ordinary employment is railway work; (f) in time of war to advise also on questions of mobilisation.

**3. Control of Railways in War.**—In times of war, the chief commissioner or general manager of any railway system of which the Commonwealth Government assumes control should be appointed Director of Railways, and should have command of "Railway Control Officers" to be specially appointed as intermediaries acting between the railway administration and the troops. The chief duties of these control officers would be (a) to facilitate the transport of troops, animals, and material; (b) to act as channels of communication between the military authorities and the technical railway personnel; (c) to advise the local military authorities as to the capacity and possibilities of the railway; (d) to bring to the notice of the Director of Railways any means by which the carrying power of the railway may, for military purposes, be increased.

**4. Uniform Railway Gauge.**—The Council recommends the adoption of a uniform gauge of 4 ft. 8½ in. on the lines linking up the capitals between Brisbane and Adelaide and also on the proposed transcontinental line from Kalgoorlie to Port Augusta, the cost of conversion to be shared upon a basis to be determined between the Commonwealth and the States.

**5. State Governments' Approval.**—With the exception of the question of uniform gauge, the State Governments have fallen in with the recommendations of the Council. The gauge question is apart from the general scheme, and is under discussion; the 4 ft. 8½ in. gauge has been decided on for the transcontinental line. The Council was formally established as an adjunct of the Defence Department in December, 1911, and the chief appointments have been made. The establishment is as follows:—14 colonels, to be drawn from railway commissioners and general managers (Commonwealth 3, New South Wales 3, Victoria 3, Queensland 2, South Australia 1, Western Australia 1, Tasmania 1; and 45 lieutenant-colonels, to be drawn from the maintenance, traffic, transportation, locomotive and electric branches (Commonwealth 7, New South Wales 7, Victoria 7, Queensland 8, South Australia 4, Western Australia 7, Tasmania 5). Railway Commissioners are rated as commandants.

## § 8. Relation to the Empire.

During the New Zealand wars many colonists served with the British forces, their service generally being purely as individuals. At the outbreak of the war, the *Victoria*, a steam sloop of 455 tons register, with an armament of seven 32-pounders, and a crew of 95, a large percentage of whom had been in the Royal Navy, was offered by the Government of Victoria to the Imperial authorities for service in New Zealand waters. The offer was accepted, and the vessel proceeded to Auckland, calling *en route* at Hobart, where she took on board part of the 40th Regiment (Imperial). The *Victoria* was employed continuously in transport and various operations along the coast until the termination of the war. In 1885 a field battery, an infantry battalion, and an ambulance corps, numbering in all 770, with 218 horses, left New South Wales to take part in the Suakin campaign. Lord Wolseley's despatch of 15th June, 1885, reads:—"The result was so satisfactory that I trust the noble and patriotic example set by New South Wales may, should occasion arise, be followed by other colonies."

In 1899 the outbreak of war with the Boers led to the several colonies offering contingents. This service was continued when, on 1st March, 1901, the control of the

defence forces passed over to the Commonwealth. Besides the troops officially organised, many Australians served as individuals in the campaign. The following table shews the strength of the military contingents sent at various times from Australia to South Africa:—

### STRENGTH OF MILITARY CONTINGENTS SENT FROM AUSTRALIA TO SOUTH AFRICA.

State.	State Troops at State Expense.			State Troops at Impe- rial Expense.			Commonwealth Troops.			Grand Total.		
	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.
New South Wales	160	3,217	3,135	76	1,308	1,443	78	1,271	1,294	314	5,796	5,872
Victoria	47	751	830	77	1,569	1,877	69	1,052	1,118	193	3,372	3,825
Queensland	39	694	868	73	1,346	1,603	37	699	736	149	2,739	3,207
South Australia	20	326	258	46	644	696	23	467	490	89	1,437	1,444
Western Australia	18	331	269	34	540	608	15	291	306	67	1,162	1,183
Tasmania	6	173	58	17	358	422	13	220	303	36	821	783
Total	290	5,492	5,418	323	5,765	6,649	235	4,070	4,247	848	15,327	16,314

There were, in addition, several special service officers attached, at the request of the colonial Governments, to the British forces; these officers served with the Imperial troops with a view to aiding the development of the Commonwealth forces, particularly in regard to the routine and administration of troops on service.

The Home Government also accepted the offer of contingents from Australia on the outbreak of the Boxer rebellion in China. Naval volunteers were furnished by New South Wales and Victoria, and South Australia equipped a gunboat for the Imperial service. The strength of the New South Wales contingent was 260, and that of the Victorian 200, of all ranks.

### § 9. University Course in Military Science.

Following upon the endowment by the Sydney University of a Chair of Military Science, a curriculum, to extend over a period of three years, was arranged to commence in March, 1907. Completion of the course entitles the student to a diploma in military science, and students not completing it receive certificates for any courses in which they have given satisfaction.

The courses for the first year are Military History and Science I. and Military Engineering. In the former subject ten lectures are given in military history and ten in strategy, and in the latter there are ten lectures with five days' practical instruction. In the second year the subjects are Military History and Science II. and Military Topography. The former comprises ten lectures in military history and ten in Imperial defence. In topography ten lectures and seven days' practical instruction make up the course. The subjects for the third year are Military History and Science III. and Military Organisation and Law. Ten lectures in military history are joined with ten in tactics to make up the former, while there are ten lectures in the latter course.

The lectures for diploma are given at the Sydney University during Lent and Trinity terms. Short continuous courses of instruction in military subjects for the benefit of officers of the permanent and citizen forces are also arranged, the lectures being delivered during Michaelmas term.

## § 10. The Defence Forces of New Zealand.

The natives of New Zealand have generally shewn themselves well disposed to the British colonists, but in 1845-8 and 1860-70 there were native wars. In these, many of the tribes fought for the Colonial Government. Colonists joined with the Imperial troops in the campaign that began in 1845. In October, 1847, a detachment of Imperial soldiers arrived, under an agreement to perform garrison duty for a few days each year for seven years, and to be constantly in readiness for military service if required, in return for which each soldier received an acre of land with a cottage thereon. The New Zealand Fencibles were also constituted during the first Maori war. In 1860 volunteer forces were raised to fight with the Imperial troops. Military settlers were also enrolled in Australia and other places for service in New Zealand. During the war the Imperial troops were withdrawn, the Colonial Government undertaking its own defence. After the conclusion of the war, part of the field force was organised into a permanent artillery unit. The defences of the Dominion are now constituted under Acts of 1886, 1900, 1906, 1907, and 1909. In 1882 the strength of the forces maintained was 7367—made up of 732 cavalry, 907 artillery, 380 engineers, and 5348 infantry. The colony furnished 150 (approximately) officers and 4850 men for the South African war.

The New Zealand defence forces consist of the Permanent and the Territorial bodies. The former comprise the Staff Corps (Officers), the Permanent Staff (warrant and non-commissioned officers), and the Royal New Zealand Artillery (field and garrison). The Territorial forces are: Mounted Rifles (twelve regiments); Field Artillery (nine batteries); Garrison Artillery (nine companies); Engineers (four companies); Railway Corps (two battalions); Infantry (seventeen battalions); Signal Corps (eight companies); Army Service Corps; Post and Telegraph Corps; Medical Corps (eight field ambulances); Veterinary Corps; Rifle Clubs; and Senior Cadets. The permanent forces are at all times liable for foreign service; the territorial forces only for home service; the senior cadets are not liable for active service.

For the purpose of decentralisation the Dominion is divided into four military districts, these are further subdivided into area-groups and areas.

Liability for service is enacted in the Defence Act and regulations. These provide for the gradual military training of every male from the age of 12 to the age of 25, after which service in the Reserve up to the age of 30 is required. There are no distinctions and no exceptions, except physical unfitness. Persons with conscientious objections to fighting are to serve in non-combatant branches.

As junior cadets, from 12 to 14, all boys undergo a course of elementary military training (chiefly physical) under the Education Department. At 14 they are transferred to the senior cadets, remaining in that division till 18, and performing regular military work, though not liable for active service. At 18 active service in the regiments begins, and continues to the commencement of the reservist period, which extends from 25 to 30, during which time active service in the regiments may be demanded in case of war or other national emergency. A secondary reserve to complete the ranks of the territorial force, after its own reserve has been used up, is furnished by the rifle clubs. Registration of senior cadets for service is compulsory at the age of 14. A register is also kept of all males under the age of 22.

The numbers of territorials and senior cadets registered up to March, 1912, for military training and not then posted to units, together with those already serving, are shewn in the following table:—

Territorials, now serving (under 21 years)	...	...	...	6,309
Registered for enrolment	...	...	...	22,214
Senior Cadets (including those serving)	...	...	...	30,560
Total	...	...	...	59,083
Members of territorial force over age desirous of continuing service	...	...	...	2,862

The training is strictly territorial and carried out (except camp training) within reach of home, and at convenient times. A minimum is laid down, and includes seven days' camp, a prescribed course of musketry and gunnery, and field training.

The establishment of the territorial force is 30,000. It is organised in field and coast defence units, and is to be fully armed and equipped according to the most modern standards. The members are uniformed by the State, and paid and rationed during the annual camp. The training is in the hands of regimental officers, assisted by the officers, and warrant and non-commissioned officers of the permanent forces. Officers are drawn from the ranks on the recommendation of commanding officers, and are appointed, promoted, and retired in accordance with definite regulations calculated to insure their efficiency and status.

The senior cadets are instructed in companies of infantry. In the appointment of officers, and for general disciplinary purposes, the military authorities co-operate with headmasters and the heads of other recognised organisations.

Members of the Reserve are borne on the reserve lists of their late unit, and parade for two half-days annually with some part of that unit. The secondary reserve (members of rifle clubs) carry out each year a prescribed course of musketry.

The New Zealand Staff Corps will ultimately consist of officers who have been trained as cadets in the Royal Australian Military College at Duntroon. Ten of such cadets are nominated annually.

Arrangements have been made with the Imperial Army Council for the selection (on interchange) of officers required to fill vacancies in the Staff Corps.

Administration and control is in the hands of the Council of Defence.

The following table gives the military expenditure of New Zealand from 1906-7 to 1911-12:—

**MILITARY EXPENDITURE, NEW ZEALAND, 1906-7 to 1911-12.**

Year	1906-7.	1907-8.	1908-9.	1909-10.	1910-11.	1911-12.
Expenditure	£151,431	£174,670	£193,976	£188,950	£212,280	£408,043

In addition, the expenditure on naval defence was £100,000 in 1909-10 and 1910-11; and £40,000 in previous years.