

SECTION XXVIII.

DEFENCE.

§ 1. Military Defence.

1. **Development of State Military Systems.**—Prior to 1870, the main defence of Australia was entrusted to small garrisons of British troops quartered in the leading cities, whose primary purpose 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 that the purely volunteer system should be replaced 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 necessaries 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 remained till the introduction of compulsory military training. The "permanent" forces were from time to time augmented. Cadet corps were also instituted in the larger schools. 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 strength of the military forces of the several States prior to federation, was generally nearly up to establishments. On 31st December, 1900 (the eve of federation), it was:—New South Wales, 9338; Victoria, 6335; Queensland, 4028; South Australia, 2932; Western Australia, 2696; Tasmania, 2024; total for Commonwealth, 27,353. Cadets, reservists, and rifle club members are excluded.

2. **Development of Commonwealth System from 1901 to 1914.**—Under the terms of the Constitution Act 1900, the Commonwealth took over control of defence matters in March, 1901. For four years from that date the land forces were administered by a general officer commanding, under the ministerial headship of the Minister for Defence. Early in 1905, a Council of Defence (since enlarged) was constituted to deal with questions of policy; also a Military Board, to supervise the administration of the forces. The principal aims in view were:—(i.) continuity of policy and administrative methods; (ii.) effectual parliamentary responsibility; (iii.) continuous inspection by an independent officer, the Inspector-General; (iv.) development of an

efficient citizen force; (v.) decentralisation of authority by developing the independence of district commands. The Commonwealth has been divided into six military districts, roughly coterminous with boundaries of the States.

The citizen soldiery, or militia, makes up the main portion of the land forces of the Commonwealth. For administration at central and district headquarters, and for instruction of the citizen forces, and assistance in the administration of units, an administrative and instructional staff of professional soldiers, numbering 605, exists. Other permanent troops are the regiment of Royal Australian Garrison Artillery, which provides the garrison (with citizen troops as reliefs) for strategic positions and defended ports, and maintains the forts and armament in connection with them; three batteries of Royal Australian Field Artillery; the Royal Australian Engineers; and small detachments of Army Service, Medical, Veterinary and Ordnance Corps. These form a nucleus, each in its own arm, for instruction and administration of the citizen forces. In addition to the active forces, officers who have retired after having passed through a course of training, and members of rifle clubs, who each year fire a prescribed musketry course, are classed as reserves.

The mobile field force, which absorbs the great bulk of the citizen army, consists of six light horse brigades, five field artillery brigades and six unallotted field batteries, and twelve infantry brigades. The garrison troops find the necessary garrisons for the defended ports. Fuller particulars regarding administration and organisation will be found in Official Year Book No. 6, page 1046.

3. The Present Military System.—The defence of Australia at the present time is enacted and prescribed by the Defence Acts 1903-14 of the Federal Parliament. The provisions of the Acts of 1903 and 1904 and the regulations under them contain the main working principles of Australian defence, the necessary expansion being provided for in the amendments of 1909, 1910, 1911, 1912, and 1914. The main provisions of the Acts will be found in Official Year Book No. 6, pp. 1050 *et seq.* The principal provision of the Act of 1909 is the enactment of compulsory military or naval training, with regulations for registration, enrolment, and exemption. Statutes were passed subsequently, extending or modifying the legislative provisions, removing obstacles and difficulties, and, where necessary, providing machinery.

(i.) *Peculiar Position of Australia.* The Acts of 1909 and later years were the direct outcome of the feeling existing in a large majority of the citizens of the community, that Australia was insecure under the voluntary system. Recently, a Minister of State for 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 shall continue.

(ii.) *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.

(iii.) *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.

A systematic record of height, weight and chest measurement of each trainee is also made.

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.

(iv.) *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 more recent Acts make training and service compulsory *in time of peace*. By the Act of 1909 the principle of universalliability to be trained was made law for the first time in any English-speaking community. It 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; and thereafter adult training for two years in the citizen forces, to equal 16 days annually, followed by registration (or a muster parade) each year for 6 years. Arrangements for registration, enrolment, inspection, and medical examination of persons liable to be trained were made. The latter acts introduced necessary modifications, the principal being the extension of adult service to eight years. On 1st January, 1911, by proclamation, compulsory training was established. The already existing militia (voluntarily enlisted) were free to complete the three years for which they had engaged to serve, but conformity to the new system was essential. Officers and non-commissioned officers might re-engage. All male inhabitants of Australia, who are British subjects, and have resided in the Commonwealth for six months, are liable to serve. Exemptions (see *infra*, p. 938), exist for certain individuals and classes of people; and may be granted in the case of unpopulated and sparsely populated areas. The training is 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 26 years of age, in the citizen forces.

(v.) *Visit and Report of Viscount Kitchener.* At the end of 1909 and before the Act of that year came into operation, Field-Marshal Lord Kitchener visited Australia at the invitation of the Government, and after inspection of the military forces and the forts and defence works erected or in course of erection, reported upon the whole scheme of land defence. His scheme was based on the provisions of the Defence Acts 1903-9. The trend and purport of the published report are given in the Commonwealth Year Book, No. 4, pp. 1085-1088. The adoption of some of Lord Kitchener's recommendations necessitated further amending Acts. 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.

(vi.) *Junior Cadets.* Junior cadet training, lasting for two years, consists of 90 hours each year, and begins on the 1st July in the year in which the trainee reaches the age of 12 years. No registration is made, but when the cadet presents himself for registration in the senior cadets in the year in which he attains the age of 14 years, he is required to shew that he has completed the necessary training in his 13th and 14th years. This training is aimed at developing the cadet's physique. It consists principally of physical training for at least 15 minutes on each schoolday, and elementary marching drill. The following subjects are also taught, viz.:—Miniature rifle shooting; swimming; running exercises in organised games; first aid; and (in schools in naval training areas) mariners' compass and elementary signalling. The junior cadets are not organised as military bodies, and do not wear uniform. The Commonwealth Government maintains a staff of special instructors of physical training, by whom classes are held for school teachers in all districts throughout the Commonwealth. The school teachers, in turn, impart the lessons to the boys. The Inspectors of Schools supervise the training, and inspect the cadets on behalf of the Defence Department. The instructors of physical training are also employed in the training of women teachers; but the instruction of girl scholars rests wholly with the States' Education Departments.

(vii.) *Senior Cadets.* Senior cadet training, lasting for four years, begins on the 1st July of the year in which the trainee reaches the age of 14 years. It consists of 40 drills each year, of which four are classed as whole days of not less than four hours, 12 as half-days of not less than two hours, the remainder being night drills of not less than one hour. To meet special cases (including extremity of weather), modifications and substitutions are permitted, but the minimum efficient service required of senior cadets is invariably 64 hours per annum. Registration of every male born in 1894 or subsequently, and who has resided for six months in the Commonwealth, must be effected in the first two months of the calendar year in which he completes his 14th year. The four years' training covers the foundation work necessary for service in any arm. It comprises marching, handling of arms, musketry, physical drill, first aid, guards and sentries, tactical training as a company in elementary field work, and elementary battalion drill. Discipline is strongly inculcated. Senior cadets are not required to attend camp.

Schools containing at least 60 senior cadets may form separate units, and may arrange their parades to suit school time tables, but battalion parades must be attended.

(viii.) *Adult Forces.* Training in the citizen forces, lasting for eight years, begins on 1st July of the year in which the soldier reaches the age of 18 years. Except in the last year of this service (when only one registration muster parade is necessary in normal peace time) the work consists of continuous training in camp for 17 days in the case of the naval forces, artillery, and engineer arms, and eight days for other arms, and eight days (or equivalent) home training for all arms. The total service is thus 25 days per annum for the specialist and technical corps, and 16 days per annum for other corps, the main body of whom are light horse and infantry (see table on p. 940 *infra*). The home training (total eight days) is divided into whole days, half-days, and nights, the respective minimum duration of these being six, three, and one and a-half hours; two half-days or four nights counting as one whole day.

(ix.) *Allotment to Arms.* Trainees to the number required are first allotted to the naval forces. There is no allotment during senior cadet training to particular branches of the military service. Upon transfer to the citizen soldiery, cadets with special educational or technical qualifications are drafted as recruits to one or other of the specialist or departmental corps to the required number; the bulk go to infantry. All other arms, except light horse, are maintained by annual quotas transferred from the senior cadets, as laid down in annual establishments. In the light horse, enrolment is not compulsory, since each recruit is required to provide his own horse; and, while every encouragement is given to eligible trainees to enrol, voluntary enlistment by those not liable for compulsory service is continued for the present.

Persons who are forbidden by the doctrines of their religion to bear arms are, as far as possible, allotted to non-combatant duties, as stretcher-bearers in infantry companies, or as members of the Army Medical Corps.

(x.) *Exemptions.* Status, condition, employment, or place of abode, may exempt from service. In time of war the exemptions are as follows:—Aliens and non-Europeans; persons certified as medically unfit; members and officers of Commonwealth and State parliaments; judges and police magistrates; clergymen and theological students; police and prison officials; lighthouse-keepers; medical practitioners and nurses in public hospitals; and persons having conscientious objections to bear arms. Medical practitioners, non-Europeans, and conscientious objectors are not exempt from non-combatant duties.

In time of peace the exemptions are:—Persons certified as medically unfit; aliens; non-Europeans (exempt from combatant duties only); school-teachers qualified as instructors of drill; members of the permanent naval or military forces. Theological students may be exempted from training. To meet the case of districts where the population is sparse and scattered, and where undue hardship would otherwise result, exemptions from training in time of peace may be extended by proclamation.

Burden of proving exemption rests upon the person claiming it, a final appeal lying to the civil courts. Any person convicted by a court of a disgraceful or infamous crime, or who is of notoriously bad character, is permanently disqualified.

(xi.) *Penalties for Prevention or Evasion.* Employers, parents and guardians may not, under a heavy penalty, prevent or attempt to prevent any employee, son, or ward, who is a trainee, from rendering service; nor may any employer penalise or prejudice any employee in his employment, or attempt to do so, because of the latter's service or liability for service; but the employer is not compelled to pay the trainee's wages for the time he is away from work.

A heavy penalty is enacted for evasion of service as required under the Act by those liable to serve. Penalties take the form of a money fine, or detention in military custody under enforced training and discipline. Non-efficient must attend additional training for each year they are non-efficient. Evasion renders the person evading or failing to serve ineligible for employment of any kind in the Commonwealth Public Service.

Children's courts are used where possible for the prosecution of cadets under the age of 16 years.

(xii.) *Efficiency.* Each trainee must be efficient in each year. Parades, as ordered, must be attended, and a standard of efficiency, based on the number of years' training and the work performed, must be attained.

Parades are classed as compulsory, alternative, and voluntary. The former make up the exact amount of training required (25 days per annum for technical arms, 16 days for others), and may not be missed without leave formally given. Alternative drills are appointed for those absent with leave from compulsory parades, and are allowed to count for pay and efficiency. Voluntary parades are held for those desiring further proficiency, and for candidates for promotion. Any trainee failing to qualify as efficient in any year must do an extra year's training for each failure. Thus, there must be 12 annual entries of efficiency or exemption in each soldier's record before he receives his discharge, four as a senior cadet, and eight as a citizen soldier.

(xiii.) *Pay.* In addition to the remuneration of professional soldiers, pay is provided for all members of the militia. Citizen soldiers who voluntarily enlisted under the old system receive the same rates of pay as formerly, the basis being 8s. per day for gunner, sapper, or private. Trainees under the compulsory system receive 3s. per day during the first year, and 4s. per day during the subsequent years of their training. Higher ranks are paid higher rates. For corporals the daily pay is 9s., for sergeants 10s., for

sergeants-major 10s. 6d. and 11s. Light horse trainees receive in addition £4 per annum for keep of horse. In the commissioned ranks the daily rates of pay are 15s. for lieutenants, 22s. 6d. for captains, 30s. for majors, 37s. 6d. for lieutenant-colonels, and 45s. for colonels. Mounted officers also receive horse allowance.

(xiv.) *Uniform and Equipment.* The uniform is simple and inexpensive, but suitable. It is free, and the principal articles are issuable every second year. The clothing is of universal pattern, and, beyond distinguishing corps' badges and a colored hat-band, there is no distinction (except rank marks). Uniform is worn on all parades and drills, but its wearing is forbidden when not on military duty. Except in the case of the younger cadets, rifles and free ammunition are provided. Citizen soldiers have their rifles on issue, but arms for senior cadets are stored in local depôts, and are issued as required for drill and musketry: An allowance of free ammunition is made to commanders of units to encourage rifle shooting. The uniform issued to each citizen soldier is such as to enable him to parade (upon notice) with two woollen shirts, two pair breeches, hat, sleeping cap, puttees or leggings, military boots, and kit bag.

The task of fully equipping the rapidly expanding Australian Army has been undertaken. Some of the required technical stores have been indented; but the Commonwealth itself has established factories for the supply of cloth and clothing, small arms, cordite, and harness and saddlery.

(xv.) *Reserves.—Rifle Clubs.* No new reserves are created under the recent Acts. The present reserves consist of (a) certain officers; (b) members of rifle clubs. The reserve of officers numbered 734 on 30th June, 1914. It consists of officers who have been fully trained, and are still capable of serving, but who, being unable to continue on the active list through business engagements, removal to rural districts and such like causes, have joined the reserve. There are 1143 rifle clubs in the Commonwealth with a membership of 48,231. An annual course of musketry is fired by these members, but they do not undergo any systematic drill. It is estimated that 60 per cent. of the members are fit for active service. Of these, 19,671 are allotted to citizen units and cable guards on mobilisation to make these units up to war strength. The remainder (over 9000) are available for future allotment to units. Rifle clubs have been established in connection with many of the citizen units, thus encouraging the citizen soldiery to enhance its shooting efficiency by practice outside the compulsory drill and musketry. These clubs are well supported. Commonwealth teams competing at the British Rifle Association's meetings have been very successful.

(xvi.) *Allotment of Units to Divisional, Brigade, Battalion, and Training Areas.* The organisation is territorial, and the divisions based upon infantry units. There are 92 battalion areas, forming 23 brigades. The areas are approximately equal in number of males of citizen soldier age (about 1300), and each furnishes a battalion of infantry, and a proportion of other troops. For administrative purposes, areas are subdivided into two or three training districts. 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 area 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 unit 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. | | | |
| | | | | Squadrons. | Nos. | Batteries. | | | Nos. |
| Nos. | | | 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.

(xvii.) *Instructional Staff.* The instructors provided for training consist of 93 officers and 512 warrant and non-commissioned officers of the instructional staff (permanent), and 215 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 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, and clothing, arming, equipping, and training the senior cadets. They also perform the duties of Adjutant to senior cadet battalions.

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

(xviii.) *Higher Training.* At present there is no institution corresponding to the staff colleges at Camberley, England, or Quetta, India, for the higher training of officers in Australia.

Officers of the permanent forces who pass the required examinations are sent to these institutions from time to time, and on return to Australia are appointed to positions on the General Staff, etc.

The higher training of officers of the citizen forces is, as far as possible, carried out in special schools of instruction, and staff tours held in the various military districts.

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 are also conducted for junior officers, and a military magazine is published.

(xix.) *The Royal Military College, Duntroon*, Federal Territory, is established for the purpose of providing trained junior officers for the permanent forces. Admission is

by open competitive examination, a definite number of vacancies being allotted to each State of the Commonwealth on a population basis. About 30 staff-cadets are thus admitted annually, and in addition to these, ten staff-cadets from New Zealand are nominated yearly by the Dominion Government, which pays £200 per annum for each. The age for admission is between 16 and 19 years, though there is a provision in the regulations by which members of the citizen forces over 19 years of age, who pass the prescribed examination, and are approved by the Governor-General-in-Council, may be admitted. The college was opened in June, 1911.

The normal college course lasts for four years, and is followed by a tour of duty in England or India, after which graduates will be appointed to staffs or permanent troops in Australia and New Zealand.

During the war the course has been temporarily modified. Over 70 staff-cadets have already (May, 1915), been specially graduated, and are serving at the front with the Australian and New Zealand forces. Schools for the training of junior citizen officers for service with the Australian Imperial Force are also being held at the college as a special measure.

No fees are charged for maintenance and instruction, each staff-cadet being credited with an allowance of 5s. 6d. per diem to meet expenses of necessary uniform, books, instruments, etc.

The full establishment of cadets is 150, but owing to special graduations for active service the strength (May, 1915), is at present 118.

The course of instruction comprises both educational and military work, the former being mainly completed in the first two years. Cadets are prepared for light horse, artillery, engineer, and infantry duties.

In May, 1915, the staff numbered military, 12, civil, 11.

(xx.) *Railways and Defence.* A War Railway Council, consisting of military and railway officers, was instituted in 1911. Its chief duties are to furnish advice and information regarding railway transport for military purposes, and to secure co-operation between the Commonwealth Defence Department and the States Railway Departments in regard to concentration and mobilisation of troops. To prevent delay in the transport of troops, particularly that caused by the transhipment of baggage and implements of war, the Council has recommended the adoption of a uniform railway gauge on lines linking up the States capitals. An Engineer and Railway Staff Corps has been instituted, and numbered 48 officers on 30th June, 1914. Fuller details will be found in Official Year Book No. 6, pp. 1070-1.

(xxi.) *The Universal Training System in Operation.*—(a) *Special Instructional Staff.* 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. These comprised all males in training areas who were born in 1894, 1895, 1896, and 1897.

(b) *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., in January and February, of lads whose 14th birthday occurred in 1912; new junior and senior cadet training from 1st July, 1911. About 17,000 of the latter, passed as recruits upon completion of this period, inaugurating the new citizen forces in the third stage (1st July, 1912).

Third stage, July, 1912, to June, 1913.—Registration, etc., in January and February, of lads whose 14th birthday occurred 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 about 90,000, continues. Upon expiry of this period, the second quota of senior cadets (1895 lads) to the number of 17,000 passed as recruits to the citizen forces (1st July, 1913).

Fourth and subsequent stages, after July, 1913 (and each year to 1919).—Registration, etc., of lads whose 14th birthday occurs in 1914, and so on. In the fourth and subsequent stages to the tenth, the new citizen forces will also be increased by eighteen-year-old recruits from senior cadets, numbering about 17,000 each year. In 1919, the 1894 quota, being in their 25th year, will be liable for one registration or muster parade, and will in the following year be free of compulsory service.

(c) *Summary of Working of the System in 1911-12 (Second Stage)*. On 31st December, 1911 (six months after commencement of the new senior cadet training), the total registrations in training areas numbered 155,132. Of these, 105,133 had been medically examined, and 93.2 per cent. passed as fit. Exemptions in training areas (generally cases so far from places of training that attendance would involve great hardship) numbered 57,949. Of the total number liable for service 89,138 were actually in training.

The junior cadets do not register, but are medically examined. On 31st December, 1911, 33,767 had been examined, and 97.8 certified as fit.

(d) *Summary of the Working of the System in 1913-14-15 (Third, Fourth and Fifth Stages)*. The numbers up to 31st December, 1914, include the 1894, 1895 and 1896 quotas, who, on 1st July, 1912, 1st July, 1913, and 1st July, 1914, passed to the citizen forces. They are shewn hereinafter.

(xxii.) *Success of the System*. A slight amount of opposition has been manifested to the system. Though principally from shirkers, there are also a small number of persons who oppose military service on religious grounds. As already stated, however, conscientious objectors are allotted duties of a non-combatant nature. The prosecutions and penalties for evasion, etc., though not wholly, are mainly operative against shirkers. It is claimed that the scheme, both before its inception and since its successful inauguration, has had the support of leading statesmen of all political views, as well as the vast majority of the citizens of the Commonwealth. In general, the trainees are alert and well disciplined while on parade; and the interest and enthusiasm of the lads is shewn by the large number of candidates seeking promotion at competitive examinations (practical and oral), after courses of lectures, demonstrations, and special parades. Another evidence of enthusiasm is the fact that the applicants for enrolment in the technical arms, where the total service is considerably greater than the absolute minimum of 16 days annually required from infantry and light horse, is always greatly in excess of the requirements of those arms. Further, a great deal of voluntary service is rendered in all branches of the service, and the rifle clubs of the citizen units are well patronised. Many of the regiments have athletic, gymnastic, and swimming clubs, and sports meetings are frequently held. Patriotic citizens in local centres have contributed generously to funds for establishing bands, regimental clubs, annual sports gatherings, etc. Moreover, a marked improvement has quite lately become apparent in the general conduct and bearing of the youths of Australia, and it is claimed that this is the effect of the system of universal training. As a result of inquiries made in 1914, the police authorities in all the States concurred in the opinion that the behaviour of the youths who are subject to the training is vastly improved. It is stated that both mentally and morally, as well as physically, the benefits are very definite, and that "the principal

effects of a beneficial nature are increased self-respect, diminution of juvenile cigarette smoking and 'larrikinism,' and generally a tendency towards a sense of responsibility and a desire to become good citizens." In regard to opposition to the system, the figures for prosecutions are interesting :—Percentage of prosecutions to number liable for training was 5.38 in 1914 ; the average percentage for previous years was 6.90. Thus a marked improvement is shewn. It must be remembered that the figures include persons prosecuted more than once, and that all prosecutions are not against those actually liable for service, but include cases against employers (for penalising in employment, contrary to section 134 of the Act) and parents and guardians (failing to register sons, etc.). The percentages would be substantially reduced if only those liable for training were shewn (parents, employers, and those prosecuted more than once being deducted). Further, a prosecution follows shortage of drills, which, in many cases, is not the result of active opposition.

4. **Strength of Military Forces.**—(i.) *Strength in each District, 1901 to 1914.* There was little alteration in the numbers serving in the Australian military forces from the institution of the Commonwealth to the year of the introduction of the compulsory training system. From 1913, however, the annual increase will be considerable. The following table shews the development :—

STRENGTH OF MILITARY FORCES, 1901 to 1914.

| *District. | 1901. †1/3/01. | 1909. 30/6/09. | 1910. 30/6/10. | 1911. 30/6/11. | 1912. 30/6/12. | 1913. 30/6/13. | 1914. 30/6/14. |
|------------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| Headquarters | ... | 30 | 37 | †141 | †140 | †277 | †330 |
| 1st Queensland | 4,310 | 3,224 | 3,202 | 3,371 | 3,357 | 4,625 | 5,844 |
| 2nd New South Wales | 9,772 | 7,902 | 7,899 | 8,206 | 8,163 | 12,105 | 16,365 |
| 3rd Victoria | 7,011 | 6,669 | 6,876 | 6,905 | 6,896 | 10,840 | 14,326 |
| 4th South Australia | 2,956 | 2,004 | 2,019 | 1,990 | 1,869 | 3,228 | 4,708 |
| 5th Western Australia | 2,283 | 1,662 | 1,608 | 1,600 | 1,451 | 1,685 | 2,046 |
| 6th Tasmania | 2,554 | 1,870 | 1,868 | 1,986 | 1,820 | 1,777 | 2,026 |
| Total | 28,886 | 23,361 | 23,509 | 24,199 | 23,696 | 34,537 | 45,645 |

* Approximately coterminous with boundaries of States. † Date of Commonwealth taking over the military forces from States. ‡ Including cadets at Royal Military College of Australia, Duntroon.

(ii.) *Strength of the Various Arms.* The numbers of the different arms of the service on the 30th June, 1914, were as follows :—

ARMS OF THE COMMONWEALTH DEFENCE, 1914.

| | | | | | |
|------------------------|--------|--|-------|-----------------------|-----------------------|
| Light Horse ... | 6,964 | Automobile Corps... | 31 | Administrative and | |
| Field Artillery ... | 2,555 | Army Nurs'g Service | 101 | Instructional Staff | 882 |
| Garrison Artillery ... | 1,623 | Army Vet'ry. Corps | 32 | Pay Department, | |
| Engineers ... | 2,049 | Ordnance Departm't | } 290 | Rifle Ranges, Rifle | |
| Infantry ... | 27,814 | (including Arma- ment Artificers) ... | | | Clubs, Officers, etc. |
| Intelligence Corps | 54 | Area Officers ... | 215 | Royal Military C'lege | 190* |
| Army Service Corps | 995 | | | Grand Total ... | 45,596† |
| Army Medical Corps | 1,687 | | | | |

* Includes civilians. † Excluding Engineer and Railway Staff Corps.

(iii.) *Classification of Land Forces.* The following table shews the strength of the land forces in each State, classified according to nature of service, on the 30th June, 1914 :—

CLASSIFICATION OF LAND FORCES, 1914.

| Branch of Service. | Head-quarters | 1st Military District. | 2nd Military District. | 3rd Military District. | 4th Military District. | 5th Military District. | 6th Military District. | Total. |
|--------------------------------------|---------------|------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|----------------|
| Permanently employed ... | 328* | 407 | 886 | 815 | 180 | 226 | 147 | 2,389 |
| Citizen Soldiers ... | ... | 5,374 | 15,362 | 13,406 | 4,483 | 1,787 | 1,849 | 42,261 |
| Engineer and Railway Staff Corps ... | 2 | 10 | 9 | 10 | 5 | 7 | 5 | 48 |
| Army Nursing Service ... | ... | 16 | 26 | 26 | 14 | 11 | 8 | 101 |
| Automobile Corps ... | ... | 6 | 10 | 6 | 3 | ... | 6 | 31 |
| Area Officers ... | ... | 31 | 72 | 63 | 23 | 15 | 11 | 215 |
| Rifle Clubs ... | ... | 9,758 | 14,500 | 14,510 | 4,093 | 3,790 | 1,580 | 48,231 |
| Senior Cadets ... | ... | 11,813 | 31,157 | 27,817 | 8,639 | 4,353 | 2,919 | 86,698 |
| Unattached List of Officers ... | ... | 50 | 60 | 95 | 20 | 24 | 17 | 266 |
| Reserve of Officers ... | ... | 173 | 198 | 207 | 75 | 48 | 33 | 734 |
| Chaplains ... | ... | 35 | 54 | 56 | 20 | 12 | 10 | 187 |
| Grand Total ... | 330 | 27,673 | 62,334 | 57,011 | 17,555 | 10,273 | 6,585 | 181,761 |

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

(iv.) *Numbers Serving under Compulsory Provisions.*—The next table shows those registered and training under the compulsory system, distinguishing citizen forces, senior cadets, and junior cadets.

UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, EXEMPTIONS, AND NUMBERS SERVING, CITIZEN FORCES, 31st DECEMBER, 1914 (1894, 1895, AND 1896 QUOTAS).

| Military Dist. | Total Registrations. | Total Medically Exam'd. | Number 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 Number Actually in Training. |
|----------------|----------------------|-------------------------|-----------------------|---|------------------------------------|--|---|-------------------------------|------------------------------------|
| 1896 QUOTA. | | | | | | | | | |
| 1st ... | 6,304 | 3,197 | 2,021 | 63.2 | 1,176 | 26.8 | 4,187 | 2,021 | 1,990 |
| 2nd ... | 12,934 | 7,779 | 5,445 | 70.0 | 2,334 | 30.0 | 6,886 | 5,445 | 5,379 |
| 3rd ... | 11,893 | 7,448 | 5,253 | 70.5 | 2,195 | 29.5 | 6,295 | 5,253 | 5,229 |
| 4th ... | 3,709 | 2,404 | 1,807 | 75.2 | 597 | 24.8 | 1,844 | 1,807 | 1,803 |
| 5th ... | 1,906 | 1,132 | 959 | 84.7 | 173 | 15.3 | 910 | 959 | 928 |
| 6th ... | 1,637 | 917 | 676 | 73.7 | 241 | 26.3 | 866 | 676 | 662 |
| Total | 38,383 | 22,877 | 16,161 | 70.6 | 6,716 | 29.4 | 20,988 | 16,161 | 15,991 |

1894 AND 1895 QUOTAS.

| Military Dist. | Total Registrations in Training Areas. | | | Exemptions Granted. | | | Number Liable for Training. |
|----------------|--|---------------|---------------|---------------------|---------------|---------------|-----------------------------|
| | Quota 1894. | Quota 1895. | Total. | Quota 1894. | Quota 1895. | Total. | |
| 1st ... | 5,632 | 6,173 | 11,805 | 3,463 | 3,882 | 7,345 | 4,460 |
| 2nd ... | 12,709 | 13,415 | 26,124 | 6,026 | 6,862 | 12,888 | 13,236 |
| 3rd ... | 10,754 | 11,557 | 22,311 | 5,214 | 5,738 | 10,952 | 11,359 |
| 4th ... | 3,439 | 3,704 | 7,143 | 1,623 | 1,723 | 3,346 | 3,797 |
| 5th ... | 1,629 | 1,859 | 3,488 | 890 | 983 | 1,873 | 1,615 |
| 6th ... | 632 | 669 | 1,301 | 272 | 292 | 564 | 737 |
| Total | 34,795 | 37,377 | 72,172 | 17,488 | 19,480 | 36,968 | 35,204 |

UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, AND EXEMPTIONS TO THE 31st DECEMBER, 1914.

SENIOR CADETS.

| Military District. | Total Registrations in Training Areas. | Total Medical Exams. | No. Medically Fit. | Percentage Medically Exam'd who are 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 No. Actually in Training. |
|--------------------|--|----------------------|--------------------|--|-------------------------------------|--|---|--------------------------------|---------------------------------|
| 1st | 23,452 | 13,963 | 11,888 | 85.1 | 2,075 | 14.9 | 11,471 | 11,888 | 11,838 |
| 2nd | 50,682 | 36,315 | 32,414 | 89.3 | 3,901 | 10.7 | 18,039 | 32,414 | 31,575 |
| 3rd | 44,051 | 31,590 | 27,966 | 88.5 | 3,624 | 11.5 | 15,850 | 27,966 | 27,681 |
| 4th | 13,488 | 9,783 | 8,592 | 87.8 | 1,191 | 12.2 | 4,817 | 8,592 | 8,560 |
| 5th | 8,171 | 5,536 | 4,935 | 89.2 | 601 | 10.8 | 2,965 | 4,935 | 4,834 |
| 6th | 6,201 | 3,512 | 2,979 | 84.8 | 533 | 15.2 | 3,038 | 2,979 | 2,866 |
| Total ... | 146,045 | 100,699 | 88,774 | 88.2 | 11,925 | 11.8 | 56,180 | 88,774 | 87,354 |

UNIVERSAL TRAINING.—MEDICAL EXAMINATIONS TO THE 31st DECEMBER, 1914.

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 | 6,293 | 6,097 | 96.8 | 196 | 3.2 |
| 2nd | 18,414 | 17,945 | 97.5 | 469 | 2.5 |
| 3rd | 15,246 | 15,057 | 98.7 | 189 | 1.3 |
| 4th | 4,191 | 4,102 | 97.9 | 89 | 2.1 |
| 5th | 2,613 | 2,540 | 97.2 | 73 | 2.8 |
| 6th | 1,529 | 1,495 | 97.8 | 34 | 2.2 |
| Total ... | 48,286 | 47,236 | 97.8 | 1,050 | 2.2 |

(v.) *Total Number in Training under Compulsory System.* From these tables it will be seen that there are now more than 51,000 citizen soldiers and 87,000 senior cadets undergoing compulsory training, and that nearly 50,000 junior cadets are certified for physical training.

§ 2. Naval Defence.

1. *Naval Defence under the States.*—(i.) *Independent State Systems.* 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.

(ii.) *The Naval Agreement with the British Government.*—(a) *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. 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.

(b) *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. The strength of the squadron was altered; and the amount to be contributed was increased. 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.¹ 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.

2. *Development of Commonwealth System from 1901 to 1914.—Administration.* Australian defence, in both its branches (military and naval), passed to the Commonwealth in 1901, and in 1903 the naval agreement was renewed. Prior to 1905 a naval officer commanding administered the naval forces under the Minister. When the Council of Defence was established in that year, the Naval Board was constituted and took over the administration of the Commonwealth naval forces. 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. 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, and ensure that Australian ports are fully defended.

3. *The Present System.*—(i.) *Australian Naval Policy.* An outline of the development of 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 an Australian naval force, to replace the squadron theretofore maintained under the naval agreement with the British Government. It was agreed at the Imperial

1. Since modified; see page 949, *infra*.

Defence Conference in 1909 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 depot ships. The cost of construction at English prices would be about £3,700,000, 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.

(ii.) *The Building of the Australian Fleet.* The building of the fleet and the training of the crews were immediately begun. Skilled artisans were despatched from Australia to gain practical experience in navalshipbuilding, construction proceeding both in Britain and Australia. Sailors of all ratings are also trained for the Commonwealth service. The first instalment of the Australian fleet unit consisted of two torpedo boat destroyers, of British construction, commissioned in September 1910, and named *Parramatta* and *Yarra*. A third destroyer, the *Warrego*, was shipped to Sydney in parts, and was re-erected at the Commonwealth dockyard, Cockatoo Island, Sydney, and commissioned on 1st June, 1912. A description of these and the other vessels of the fleet will be found in Official Year Book No 6, pp. 1066-7. Three other destroyers (to be named *Torrens*, *Swan*, *Derwent*) are being built at the Commonwealth dockyard in Sydney.

The battle cruiser *Australia* was commissioned in June, 1913, and arrived in Australian waters in the following September. Two smaller cruisers, the *Melbourne* and *Sydney*, arrived in Australian waters in 1913. The third cruiser, the *Brisbane*, is being built at the Commonwealth dockyard, Sydney. The two submarines arrived in Australian waters in May, 1914. Pending completion of the *Brisbane*, the *Encounter* was lent from the Royal Navy for service in the Royal Australian Navy. The Admiralty also presented the Commonwealth Government with the cruiser *Pioneer*. This vessel was taken over by the Naval Board on 1st March, 1913, and recommissioned with the crew of the *Protector* (augmented as necessary) for service as a naval reserve training ship, the *Protector* being used for service as a tender to the Gunnery School. A tabulated statement of the ships of the Australian Navy, in being and building, is given on page 950.

The vessels of the Australian Navy are participating in the European war. Submarine AE1 has been lost at sea. The service of other vessels of the fleet are referred to hereinafter.

(iii.) *Modifications Adopted and Proposed.* Certain modifications have been made in the original scheme. These have been prepared in tabular form, and are as follows:—

FLEET UNIT.—ORIGINAL ESTIMATED COST.

(*Imperial Defence Conference, 1909.*)

| | | | | | |
|---|-----|-----|-----|-----|------------|
| 1 Armoured cruiser | ... | ... | ... | ... | £2,000,000 |
| 3 Protected cruisers, £350,000 each | ... | ... | ... | ... | 1,050,000 |
| 6 Destroyers (including 3 ordered before the Conference), | ... | ... | ... | ... | |
| £80,000 each | ... | ... | ... | ... | 480,000 |
| 3 Submarines, "C" class, £55,000 each | ... | ... | ... | ... | 165,000 |
| | | | | | Total |
| | | | | | £3,695,000 |

AMENDED ESTIMATED COST.

(*Consequent on Alteration of Type of Vessels on Admiralty Recommendation.*)

| | | | | | |
|--|-----|-----|-----|-----|------------|
| 1 Armoured cruiser | ... | ... | ... | ... | £2,000,000 |
| 3 Protected cruisers, £450,000 each | ... | ... | ... | ... | 1,350,000 |
| 6 Destroyers, £80,000 each | ... | ... | ... | ... | 480,000 |
| 2 Submarines, "E" class, £105,000 each | ... | ... | ... | ... | 210,000 |
| | | | | | Total |
| | | | | | £4,040,000 |

* Now called "battle cruiser." † Since altered to two submarines of "E" class.

LATER ESTIMATED COST.

| | | | | | |
|----------------------------|--------------|-----|-----|----------|-------------------|
| 1 Armoured cruiser | ... | ... | ... | ... | £1,705,000 |
| *3 Protected cruisers | ... | ... | ... | ... | 1,400,000 |
| *6 Destroyers | ... | ... | ... | ... | 653,000 |
| 2 Submarines | ... | ... | ... | ... | 233,500 |
| Auxiliaries— | | | | | |
| 1 Submarine depôt ship | ... | ... | ... | £160,000 | |
| 1 Oil tank vessel | ... | ... | ... | 120,000 | |
| 4 Oil fuel storage vessels | (building in | ... | ... | ... | |
| Australia)... | ... | ... | ... | 75,766 | |
| 4 Hulks | ... | ... | ... | 25,000 | |
| | | | | | 390,766 |
| New construction | ... | ... | ... | ... | 300,000 |
| | | | | | |
| Total | ... | ... | ... | ... | <u>£4,672,266</u> |

* Extra cost of building certain of these vessels in Australia is responsible for increase.

(iv.) *Appropriations for the Australian Navy.* The means by which the cost of the fleet unit has been made available is shown below :—

SUMS APPROPRIATED AND MADE AVAILABLE BY THE TREASURY.

| Year. | Appropriation. | Amount placed in Trust Fund. | Expenditure. | | |
|----------|--|------------------------------|--------------------|-----------------|-----------|
| | | | Out of Trust Fund. | Out of Revenue. | Total. |
| | | £ | £ | £ | £ |
| 1907-8 | No. 19 of 1908 | 250,000 | ... | ... | ... |
| 1908-9 | — | ... | 24,855 | ... | 24,855 |
| 1909-10 | Division No. 11A, New Works, etc. | ... | 223,959 | 60,000 | 283,959 |
| 1910-11 | Act No. 18 of 1910, and Division 12, New Works, etc. | 1,203,587 | 285,863 | 850,000 | 1,135,863 |
| 1911-12 | Act No. 18 of 1910 | 1,386,413 | 1,108,494 | ... | 1,108,494 |
| 1912-13 | Division No. 10, New Works, etc. | 110,000 | 585,342 | ... | 585,342 |
| 1913-14 | Division No. 12, New Works, etc. | 32,050 | 753,537 | ... | 753,537 |
| 1914-15* | Division No. 13, New Works, etc. | ... | ... | 750,000 | 750,000 |
| | Total appropriated | 2,982,050 | 2,982,050 | 1,660,000 | 4,642,050 |
| | Total estimated cost | ... | ... | ... | 4,672,266 |
| | Amount still to be appropriated | ... | ... | ... | 30,216 |

* Estimate.

(v.) *Visit and Report by Sir Reginald Henderson.* At the invitation of the Government, Admiral Sir Reginald Henderson visited Australia to advise upon naval matters generally. A summary of his report will be found in Official Year Book, No. 6, pp. 1067-8. It provided for 52 vessels and 15,000 men; expenditure on construction, works, etc., £40,000,000, with an ultimate annual naval vote of £4,794,000. Six naval bases, and eleven sub-bases, were recommended. The 52 vessels would consist of 8 armoured cruisers, 10 protected cruisers, 18 destroyers, 12 submarines, 3 depôt ships, 1 fleet repair-ship, and the construction would extend over 22 years. 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 portion of the crews would be obtained from Great Britain, but this would cease in the period 1923-8.

(vi.) *The Compact with the Imperial Government.* The Australian Government is building its navy according to the terms of an official paper (cd. 5746-2) submitted to the Imperial Conference held in London in 1911, and on the plan formulated by Admiral Henderson (after an inspection of Australia's capitals and other ports and coast line, in 1911). There is no formal contract or agreement between the British and the Commonwealth Governments. The last actual agreement was that of 1903, which continued in force the original agreement, whereby the Imperial Government maintained a squadron in Australian waters, the Commonwealth paying £200,000 per annum to the Imperial Government. Before the expiration of the time for which the agreement was made, the Commonwealth began the work of fleet construction. Up to the year 1911-12, £200,000 was annually paid. For 1912-13, £175,000 was set down in the Estimates, and £166,600 paid. No amount under "Naval Agreement Act" will be found in the Estimates for 1913-14 and later years. Some departures are made from Admiral Henderson's recommendations, but generally they have been adopted. The Commonwealth is now fulfilling the larger obligation of fleet-building, and is maintaining its own vessels. The establishment of naval bases and sub-bases required for the fleet unit is also proceeding. The Commonwealth Parliament amended the *Naval Agreement Act 1903*, by No. 10, of 1912 (*Naval Agreement Act 1912*), providing that the Governor-General may, from time to time, arrange with the Imperial Government for the reduction of the Australian squadron, and for reduction in the naval subsidy.

As already stated, the present situation is not governed by a formal contract or agreement. The Commonwealth Government has, by regulations and orders, given effect to some, and intends giving effect to others of the items submitted to the Conference.

(vii.) *Naval College.* A naval college has been established at Captain's Point, Jervis Bay, consisting of numerous buildings necessary for the training of naval officers. The course is similar to that carried out in Naval Colleges in England. In April, 1915, there were 87 cadet midshipmen under training. Thirty will be entered next year, bringing the college to its full complement. There are also 17 officers, including naval instructors, and 68 members of the ship's company in residence at the college. A boy whose thirteenth birthday falls in the year in which the entrance examination is held, is eligible to compete provided he is the son of natural-born or naturalised British subjects. From amongst those qualified the Selection Committee chooses the number required. The Commonwealth Government bears the whole expense of uniforms, victualling, travelling, as well as that of the educational course.

(viii.) *Training Ships.* H.M.A.S. *Tingira*, moored in Rose Bay, Sydney, was commissioned in April, 1912, to train boys for the *personnel* of the Royal Australian Navy. The age of entry is 14½ to 16 years. Only boys of very good character and physique are accepted, after a strict medical examination. The boys must engage to serve until they reach the age of 25. The training lasts about one year, and then they are drafted to a sea-going warship of the Australian fleet. Recruiting has been good, and in February, 1915, there were 260 boys on board, the utmost capacity of the ship being 300.

(ix.) *The Naval Station of the Commonwealth of Australia.* The following are the limits of the Naval Station which, since 1st July, 1913, have been 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.

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

LIST OF SHIPS OF THE ROYAL AUSTRALIAN NAVY, APRIL, 1915.

| Vessel. | Description. | Displacement. | Power. | Position. |
|-----------------------------|--------------------------|---------------|-------------|-------------------|
| | | Tons. | | |
| <i>Australia</i> ... | Battle cruiser ... | 19,200 | 44,000 h.p. | Commissioned |
| <i>Brisbane</i> ... | Light cruiser ... | 5,600 | 22,000 h.p. | Building, Sydney |
| <i>Childers</i> ... | 1st class torpedo boat | ... | ... | Commissioned |
| <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>Karumba</i> ... | Oil supply ship ... | 3,000 | ... | Building, Eng. |
| <i>Melbourne</i> ... | Light cruiser ... | 5,600 | 22,000 h.p. | Commissioned |
| <i>Parramatta</i> ... | Torpedo boat destroyer | 700 | 12,000 h.p. | " |
| <i>Pioneer</i> ... | Light cruiser ... | 2,200 | 7,000 h.p. | " |
| <i>Platypus</i> ... | Submarine depôt ship | 3,100 | ... | Building, Scotl'd |
| <i>Protector</i> ... | Gunboat ... | 920 | 1,641 h.p. | Commissioned |
| <i>Swan</i> ... | Torpedo boat destroyer | 700 | 12,000 h.p. | Building, Sydney |
| <i>Sydney</i> ... | Light cruiser ... | 5,600 | 22,000 h.p. | Commissioned |
| <i>Tingira</i> ... | Boys' training ship ... | 1,800 | ... | " |
| <i>Torrens</i> ... | Torpedo boat destroyer | 700 | 12,000 h.p. | Building, Sydney |
| <i>Una (late Comet)</i> ... | Gunboat ... | 980 | 1,350 h.p. | Commissioned |
| <i>Warrego</i> ... | Torpedo boat destroyer | 700 | 12,000 h.p. | " |
| <i>Yarra</i> ... | " " ... | 700 | 12,000 h.p. | " |
| <i>A E 2</i> ... | Submarine ... | 800 | 1,750 h.p. | " |

(ii.) *Personnel.* The fleet is manned, as far as possible, by Australians, supplemented by Imperial officers and men. It is intended that there shall be interchangeability with the Royal Navy of officers and men, and also of ships. Recruiting centres have been established in the Commonwealth with excellent results. 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. The following table shews the strength of the naval forces in April, 1915:—

STRENGTH OF THE NAVAL FORCES (PERMANENT AND RESERVES), APRIL, 1915.

| Classification. | | | | Officers. | Ratings. | Total. |
|--|-----|-----|-----|------------|--------------|--------------|
| Permanent Forces (Sea-going) | ... | ... | ... | 440 | 3,290 | 3,730 |
| Administrative and Instructional Staff | ... | ... | ... | 35 | 113 | 148 |
| Reserve (M)* | ... | ... | ... | 27 | 437 | 464 |
| Reserve (O) Adult section† | ... | ... | ... | 34 | 1,540 | 1,574 |
| Senior Cadets† | ... | ... | ... | ... | 3,332 | 3,332 |
| R.N. Reserve (Sea-going) | ... | ... | ... | 18 | 157 | 175 |
| Total | ... | ... | ... | 554 | 8,869 | 9,423 |

* Late militia. † Under universal training regulations.

Little more than four years ago the total personnel of the Commonwealth naval forces was but 240. To-day the total is nearly 10,000, the sea-going forces alone numbering 3700.

§ 3. Expenditure on Defence.

1. Expenditure, 1909-10 to 1914-15.—The following table gives the expenditure of the Department of Defence from 1909-10 to 1913-14, and the estimate for 1914-15:—

EXPENDITURE ON DEFENCE, 1909-10 to 1914-15.

| Branch or Department. | 1909-10. | 1910-11. | 1911-12. | 1912-13. | 1913-14. | 1914-15. Estimate |
|---|------------------|------------------|------------------|------------------|------------------|----------------------|
| | £ | £ | £ | £ | £ | £ |
| Administrative—Central Administration ... | 26,366 | *104,740 | *289,558 | *245,918 | *217,804 | *206,997 |
| Naval Forces ... | 69,141 | 96,291 | 248,738 | 608,955 | 1,005,649 | 2,370,150 |
| Military Forces ... | 853,420 | 945,718 | 1,174,912 | 1,401,246 | 1,538,544 | 12,254,480 |
| Rent, Repairs, and Maintenance ... | 29,621 | 42,862 | 46,237 | 58,746 | 70,453 | 108,725 |
| Additions, New Works, Lands, etc. ... | 81,479 | 177,274 | 244,736 | 396,234 | 507,458 | 1,117,274 |
| Defence Arms, Equipment, &c. ... | 196,482 | 273,224 | 561,598 | 551,685 | 416,842 | 492,800 |
| Audit Office ... | 954 | 1,142 | 1,180 | 1,298 | 1,362 | 2,513 |
| Pensions and Retiring Allowances ... | 1,305 | 965 | 2,269 | 1,121 | 1,103 | 1,150 |
| Supervision of Public Works by State Officers ... | 1,047 | 3,798 | 2,965 | 4,985 | 7,776 | 8,000 |
| Naval Agreement† ... | 200,000 | 200,000 | 200,000 | 166,600 | ... | ... |
| Miscellaneous "Other" ... | 21,589 | 282 | ... | ... | ... | ... |
| Fleet Unit ... | 60,000 | 1,135,000 | 1,108,171 | 585,342 | 753,537 | 750,000 |
| Naval Works & Armament ... | ... | 24,730 | 38,696 | 200,087 | 123,590 | 400,300 |
| Interest and Sinking Fund on Transferred Properties ... | ... | ... | 162,132 | 122,561 | 94,858 | 209,970 |
| Miscellaneous ... | ... | ... | 638 | 1,307 | 851 | ... |
| Sites for Defence purposes } payable | ... | ... | ... | ... | 300,000 | ... |
| Machinery, &c. Cockatoo Is. } from loan | ... | ... | ... | ... | ... | 175,000 |
| Proportion Public Works Staff Salaries | ... | ... | ... | ... | 12,908 | 14,000 |
| Interest and Insurance‡ ... | ... | ... | ... | ... | ... | 143,050 |
| Total ... | 1,535,405 | 3,006,026 | 4,081,848 | 4,346,305 | 4,752,735 | 18,254,379 |

* Includes establishments under the control of the Central Administration. † Ceased on 30th June, 1913. ‡ The items are:—Premiums on Life Assurance policies of Commonwealth public servants who are members of Expeditionary Forces, £1250; Interest on Commonwealth Inscribed Stock, £1000; Interest on Treasury Bills for loan purposes, £800; Interest on loan from British Government for war purposes, £140,000.

2. Appropriation for Defence Purposes, 1901-2 to 1914-15.—In the following table the Defence expenditure for the whole Commonwealth period, 1901-2 to 1914-15, is given:—

ANNUAL DEFENCE EXPENDITURE, 1901-2 to 1914-15.

| Year. | Naval. | | | | Military. | | | Total Defence Expenditure. |
|--------------|--|---|-------------------|--------------|--|---|-----------------|----------------------------|
| | Under Ordinary Votes and Appropriations. | Works, Arms, Equip'm't, &c. (provided under Estimates for New Works and Buildings). | Loan Expenditure. | Total Naval. | Under Ordinary Votes and Appropriations. | Works, Arms, Equip'm't, &c. (provided under Estimates for New Works and Buildings). | Total Military. | |
| | £ | £ | £ | £ | £ | £ | £ | £ |
| 1901-2 ... | 178,819 | ... | ... | 178,819 | 777,620 | 2,640 | 780,260 | 959,079 |
| 1902-3 ... | 149,701 | ... | ... | 149,701 | 595,115 | 5,537 | 600,652 | 750,353 |
| 1903-4 ... | 240,005 | 86 | ... | 240,091 | 502,517 | 113,156 | 615,673 | 855,764 |
| 1904-5 ... | 200,394 | 5,394 | ... | 205,788 | 533,945 | 194,865 | 728,810 | 934,598 |
| 1905-6 ... | 250,273 | 1,743 | ... | 252,016 | 548,439 | 169,890 | 718,329 | 970,345 |
| 1906-7 ... | 255,120 | 652 | ... | 255,772 | 585,516 | 194,507 | 780,023 | 1,035,795 |
| 1907-8 ... | 259,247 | 250,958 | ... | 510,205 | 634,579 | 189,960 | 824,539 | 1,334,744 |
| 1908-9 ... | 263,207 | 4,055 | ... | 267,262 | 886,365 | 96,965 | 783,330 | 1,050,592 |
| 1909-10 ... | 269,051 | 60,688 | ... | 329,739 | 928,393 | 277,273 | 1,205,666 | 1,535,405 |
| 1910-11 ... | 302,550 | 1,161,541 | ... | 1,464,091 | 1,093,248 | 448,687 | 1,541,935 | 3,006,026 |
| 1911-12 ... | 460,521 | 1,172,920 | ... | 1,633,441 | 1,668,128 | 780,279 | 2,448,407 | 4,081,848 |
| 1912-13 ... | 805,819 | 853,735 | ... | 1,659,554 | 1,806,868 | 879,883 | 2,686,751 | 4,346,305 |
| 1913-14 ... | 1,027,360 | 972,405 | ... | 1,999,765 | 1,923,948 | 829,022 | 2,752,970 | 4,752,735 |
| 1914-15* ... | 2,540,524 | 1,308,651 | 175,000 | 4,114,175 | 12,778,481 | 1,361,723 | 14,140,204 | 18,254,379 |

* Estimate.

NOTE.—In the year 1900-1 the approximate Defence Expenditure made by the States was:—

| | |
|----------------------------------|-------------------|
| Ordinary Services ... | £800,000 |
| Works, Arms, Equipment, etc. ... | 200,000 |
| Total ... | £1,000,000 |

3. **Special War Expenditure, 1914-15.**—The special war expenditure during 1914-15, as originally estimated and as subsequently (April 1915) increased, will be found on page 958.

4. **Expenditure in Various Countries.**—The total expenditure on defence and the expenditure per inhabitant in various countries according to estimates made immediately prior to the present war, are as follows:—

ESTIMATED EXPENDITURE ON DEFENCE—VARIOUS COUNTRIES.

| Country. | Year. | Army. | Navy. | Total. | Per Inhabitant. | |
|---------------------|---------|------------|------------|------------|-----------------|----|
| | | £ | £ | £ | s. | d. |
| Great Britain ... | 1913-14 | 28,220,000 | 46,309,000 | 74,529,000 | 32 | 3 |
| Germany ... | 1913-14 | 73,833,000 | 24,012,000 | 97,845,000 | 30 | 2 |
| France ... | 1913 | 38,286,000 | 18,452,000 | 56,738,000 | 28 | 7 |
| Italy ... | 1913-14 | 14,546,000 | 9,068,000 | 23,614,000 | 13 | 7 |
| Austria-Hungary ... | 1913 | 16,500,000 | 3,100,000 | 19,600,000 | 7 | 8 |
| Switzerland ... | 1913 | 1,772,000 | ... | 1,772,000 | 9 | 1 |
| Russia ... | 1913 | 64,136,000 | 22,817,000 | 86,953,000 | 10 | 5 |
| Spain ... | 1913 | 6,391,000 | 2,827,000 | 9,218,000 | 9 | 3 |
| Portugal ... | 1913-14 | 2,190,000 | 851,000 | 3,041,000 | 10 | 3 |
| Norway ... | 1913-14 | 867,000 | 337,000 | 1,204,000 | 9 | 11 |
| Sweden ... | 1913 | 3,063,000 | 1,447,000 | 4,510,000 | 16 | 0 |
| Denmark ... | 1913-14 | 1,081,000 | 544,000 | 1,625,000 | 11 | 5 |
| Holland ... | 1913 | 2,780,000 | 1,678,000 | 4,458,000 | 14 | 6 |
| Belgium ... | 1913 | 3,260,000 | ... | 3,260,000 | 8 | 7 |
| United States ... | 1913-14 | 35,073,000 | 29,464,000 | 64,537,000 | 14 | 0 |
| Canada ... | 1912-13 | 1,872,000 | ... | 1,872,000 | 5 | 2 |
| Japan* ... | 1913-14 | 7,815,000 | 4,224,000 | 12,039,000 | 3 | 6 |
| Australia† ... | 1913-14 | 3,291,000 | 2,456,000 | 5,747,000 | 23 | 7 |

* Excluding extraordinary expenditure. † Total defence expenditure.

§ 4. Industrial Establishments and Remount Depot.

1. **Commonwealth Factories.**—There are five factories established under the authority of the Defence Act in connection with the Defence Department. The Commonwealth Harness, Saddlery, and Leather Accoutrements Factory at Clifton Hill, Victoria, was opened in September, 1911. On 31st March, 1915, there were 278 persons employed, including 31 females. A large quantity of harness and saddlery, and leather and canvas equipment has been turned out for the Defence and Postmaster-General's Departments. The factory is now able to cope with practically the whole of the requirements of these departments in the way of leather and canvas equipment. At the Cordite Factory at Maribyrnong, Victoria, cordite is manufactured for the cartridges required for military purposes. On 31st March, 1915, the employees numbered 105. The Clothing Factory at South Melbourne, Victoria, commenced operations on 3rd January, 1912. Since 1st July, 1912, a satisfactory output has been maintained. The number of employees on 31st March, 1915, was 672, of whom 569 were females. The establishment is able to supply the whole of the uniform clothing required for the Defence Forces and the Postmaster-General's Department. The Small Arms Factory at Lithgow, N.S.W., was opened on 1st June, 1912. The first instalment of Australian arms was delivered in May, 1913. Employees numbered 477 on 31st March, 1915. A fifth Commonwealth factory has been established at Geelong, Victoria, for uniform materials and woollen fabrics, and is expected to be in full operation in July, 1915.

2. **Expenditure.** The expenditure up to 30th June, 1914, in the purchase of land, machinery and plant, factory fittings, and furniture in connection with the factories now in operation, was approximately as follows:—

| | | | | | |
|-----------------------|-----|-----|-----|-----|----------|
| Small Arms Factory... | ... | ... | ... | ... | £180,000 |
| Cordite Factory | ... | ... | ... | ... | 91,000 |
| Clothing Factory | ... | ... | ... | ... | 23,700 |
| Harness Factory | ... | ... | ... | ... | 12,500 |

It is estimated that the total cost of establishing the woollen mills will be about £100,000.

3. **Remount Depot.** The Act of 1910 authorised the establishment and maintenance of horse depots, farms, and stations for the breeding of horses. Up to the present nearly 2000 remounts have been purchased. They are primarily to supply the requirements of the Field Artillery Batteries, but are also available for the use of other mounted units. Remount depots have been purchased or are leased in each of the military districts, and veterinary hospitals have also been established in the larger States. In Victoria and South Australia stables have been built. A remount section of the Army Service Corps has been formed for the purpose of breaking, training and looking after remounts generally.

§ 5. Australian Contingents.

1. **New Zealand and Sudan Campaigns.**—Many colonists served with the Imperial forces in the New Zealand war. Fuller particulars will be found in Official Year Book No. 6, p. 1071. 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.

2. **South African War.**—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 members of units raised in Great Britain and South Africa. 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 Imperial 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 | 1,306 | 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 | 3,373 | 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 | 1,163 | 1,183 |
| Tasmania | 6 | 173 | 58 | 17 | 358 | 422 | 13 | 290 | 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.

3. **The China War.**—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.

4. **The European War, 1914.**—Upon the imminence of war between Great Britain and Germany, but prior to its actual outbreak, viz., on 3rd August, 1914, the Commonwealth Government notified Great Britain of its readiness, in the event of war, to place the vessels of the Australian Navy under the control of the British Admiralty when desired, and to despatch an expeditionary force of 20,000 men of any suggested composition to any destination desired by the Home Government, cost of despatch and maintenance to be borne by the Commonwealth. On 10th August, war having meanwhile been declared on 4th August, all vessels and all officers and seamen of the Royal Australian Naval Forces were transferred to the King's Naval Forces. The transfer is to continue in force until proclamation is issued that war no longer exists. Upon the suggestion of the Imperial authorities, it was decided that the composition of the expeditionary force of 20,000 should be a division, on the basis of the Imperial Army (of staff, three brigades, and divisional troops, but without howitzer brigade and heavy battery), and one light-horse brigade. After this force had been raised, the Commonwealth notified the Home Government that a further body of troops, comprising lines of communication units, supply units, and hospitals (about 2000), first reinforcements (about 3000), two additional light horse brigades (about 4000), an additional infantry brigade (about 4500), and certain veterinary units, would be despatched. The first convoy left the rendezvous in Australian waters on 1st November, and landed in Egypt on 5th December, for the defence of that country—which had been proclaimed a British protectorate—and to undergo war training in the vicinity of Cairo. The second convoy left Australia late in December. Further reinforcements have been despatched since. In March, 1915, a further force of 10,000 was offered and accepted. Tables given below shew the strengths of the first and second convoys. The units were raised and completely equipped with all war stores in Australia.

Upon suggestion of the Imperial Government, the Commonwealth also despatched an expeditionary force against certain German possessions in the Pacific Ocean. The force contained both naval and military details, and consisted of six companies of the Royal Australian Naval Reserve, one battalion (eight companies) of infantry, two sections of machine guns, a signalling section, and army medical details.

The main objects of the expedition were to seize German wireless stations in the Pacific, to occupy German territory and hoist the British flag, and to arrange for temporary administration.

A complete self-contained force of the above-named units, fully armed and equipped, left Sydney on 19th August, under escort of vessels of the Royal Australian Navy.

The Naval Board, besides distributing the orders and instructions of the Admiralty, under whose control the Royal Australian Navy was placed, arranged for the supply of coal, oil, stores, munitions, etc., and for the dissemination of intelligence. The task of the Australian Navy was of a three-fold nature; (i.) to police the seas and ensure that they should be uninterruptedly free to commerce; (ii.) to co-operate in ridding the seas of the enemy's cruisers and in destroying his bases and sources of supply; (iii.) to assist in conveying the expeditionary forces to Europe and to the German Pacific possessions.

On 11th August, the battle cruiser *Australia*, accompanied by the light cruisers *Melbourne*, *Sydney*, and *Encounter*, and the destroyers *Parramatta*, *Yarra*, and *Warrego*, reached Simpsonhafen in New Britain, but failed to find the enemy's navy there. The *Australia* and *Melbourne* immediately left to convoy the New Zealand military expedition, organised for the capture and occupation of Samoa. In this task, the British cruisers *Psyche*, *Philomel*, and *Pyramus*, and the French cruiser *Montcalm* assisted. The British flag was hoisted at Apia on 31st August. The two Australian vessels steamed back to Rabaul, and after being joined by the two Australian submarines, *AE 1* and *AE 2*, co-operated with the Australian Pacific expeditionary force in the occupation of Rabaul (13th September), and in the capture of Herbertshöhe, in New Britain, the headquarters of German administration in the Pacific (11th September), and

Frederich Wilhelmshafen, in New Guinea (24th September). In the attack (11th September) on the wireless station at Kakabaul, some miles inland from Rabaul, the attacking naval detachment was fired upon by German native troops, two officers and four men being killed, and one officer and three men wounded.

The submarine AE 1 was lost on 14th September, off Cape Gazelle, whilst engaged on patrol work, during the New Britain expedition. The cause of the disaster is unknown, but it is believed that the submarine struck a submerged rock.

Other German Pacific wireless stations were attacked—the cruiser *Melbourne* destroying that at Nauru (Pleasant Island), whilst the cruiser *Sydney* put the station at Anguar out of action. On 21st September the German governor and his forces surrendered at Herbertshöhe.

As a result of information indicating that the enemy's Pacific vessels intended to concentrate at a rendezvous to the north-east of Fiji, the *Australia*, with Suva as base, patrolled an extensive sector of the Pacific. The retirement of the German fleet to South American waters was the outcome of the tightening of the tactical net of operations in which the speed and armament of the Commonwealth battle cruiser were the essential factors. Further use was made of the *Australia* in driving the enemy's Pacific fleet into the trap set by the Admiralty, that vessel thus helping to make possible the annihilation of the squadron by Admiral Sturdee.

The Australian Pacific force accomplished its mission successfully, and the territories are now garrisoned by Australian troops, under an administrator appointed by the Commonwealth Government. Most of the military forces engaged in the expedition returned to Australia, and many of them have since enlisted for service in Europe.

The operations against the German colonial troops resulted, within two months, in the capture of the whole of the enemy's possessions in the Pacific. The German Pacific wireless chain was broken. Several of her ships were captured. Samoa was occupied by a force from New Zealand. The German Pacific Protectorate (*Das Deutsche Südsee Schutzgebiete*) was terminated. It comprised the Bismarck Archipelago, the two northernmost islands of the Solomon group (Bougainville and Buka), the choicest island of the Samoan group (now occupied by New Zealand), the Marshall Islands, the Carolines, Pelew, and the Ladrões (except Guam, which belongs to America). Of these groups, the Bismarck Archipelago—better known as German New Guinea—is the most important. It comprises a large slice of New Guinea, and includes New Britain, New Ireland, New Hanover, and several small islands—the Admiralty, Natty, Exchequer, Hermit, Anchorite, French, Gervit Denys, Sir Charles Hardy, St. John, St. Mathias, Squally Islands, and others.

It is stated that good progress was made in the islands under German rule. Large sums of money have been expended in the establishment of rubber, coffee, and cotton plantations. Coconut plantations are profitably worked. The capital, Rabaul, apparently intended for a naval station, is well laid out, and contains fine government and private buildings, with excellent roads. In 1914 the white population was estimated at 1640, of whom 1150 were Germans. The soil is wonderfully productive, and what little native labour is required is procurable at a very low figure.

The Australian Navy also successfully accomplished the task of escorting the successive Australasian contingents of forces for service in Europe over the Indian Ocean.

It was whilst engaged in escort duty with the first transport fleet that signals were received by wireless of the presence of the German cruiser *Emden* at Cocos Island, whither that vessel had gone on 8th November, with the intention of raiding the station there and destroying the wireless. The *Emden*, it is estimated, had wrought havoc to the extent of 21 British merchantmen, and two and a half million pounds. The Island's distress signals, which the *Emden's* wireless failed to drown, were received by the cruiser *Sydney*, which set out to relieve the station. On the following morning (9th November), the *Sydney* came up with the enemy, which, after a short, but decisive action, and much damaged by the *Sydney's* accurate gun fire, and with many casualties (7 officers and 108 men being killed), was put to flight, ultimately becoming a total wreck at North Keeling Island, one of the Cocos group. The *Sydney's* losses were 4 killed and 12 wounded.

To cope with special demands arising from the state of war, the following vessels were chartered to serve as fleet auxiliaries:—s.s. *Aorangi*, fleet supply ship; s.s. *Berrima*, armed transport; s.s. *Grantala*, hospital ship.

For the various actions in which the Australian Navy was thus employed, and in order to make possible the efficient patrolling of the vast sea-area involved, it was necessary that ample supplies of coal and oil should be available at the various advanced bases. It is stated that the large chartered fleet of colliers and oilers conducted their operations without any delay. From 30th July, 1914, to 31st December, 1914, the ships of the Australian Navy steamed in the aggregate upwards of 100,000 miles. It was necessary, to enable them to do so, to convey over great distances of ocean, 76,000 tons of coal, and 12,000 tons of oil.

Further, not a single British merchant vessel was captured by the enemy in Australian waters. No Australian port was attacked, nor were coastal towns terrorised. But 19 German steamers, aggregating 89,000 tons; one Austrian steamer of 3530 tons; and five German sailing vessels, aggregating 12,200 tons—in all 25 vessels, aggregating 104,730 tons—were interned. Also, 11 vessels, aggregating 12,000 tons, and including the German Government's vessels *Komet*, *Nusa*, &c., were captured.

The details of the first and second convoys for Egypt are given in the following tables:—

FIRST CONVOY.—DIVISION AND LIGHT HORSE BRIGADE.

| Unit. | Officers. | Other Ranks. | Total. |
|--|------------|---------------|---------------|
| Division— | | | |
| Divisional Headquarters | 21 | 65 | 86 |
| Three Infantry Brigades (12 Battalions) | 396 | 11,955 | 12,351 |
| Regiment Light Horse | 25 | 511 | 536 |
| Divisional Field Artillery (Headquarters and three Brigades) | 82 | 2,118 | 2,200 |
| Divisional Ammunition Column | 19 | 564 | 583 |
| Divisional Field Engineers (Headquarters and three Companies) | 21 | 610 | 631 |
| Divisional Signal Company | 6 | 157 | 163 |
| Divisional Train | 30 | 667 | 697 |
| Three Field Ambulances | 30 | 732 | 762 |
| Total Division | 630 | 17,379 | 18,009 |
| Attached (Veterinary, Pay, Nursing, Ordnance, etc. Services; and Chaplains, War Correspondents, Interpreters, etc.) | 68 | 298 | 366 |
| Total Division and Attached | 698 | 17,677 | 18,375 |
| Light Horse Brigade— | | | |
| Headquarters | 8 | 28 | 36 |
| Three Light Horse Regiments | 75 | 1,533 | 1,608 |
| Light Horse Signal Troop | 1 | 42 | 43 |
| Light Horse Brigade Train | 7 | 153 | 160 |
| Light Horse Field Ambulance | 6 | 112 | 118 |
| Attached (three Chaplains) | 3 | ... | 3 |
| Total, Light Horse Brigade and Attached | 100 | 1,868 | 1,968 |
| Grand Total, 1st Convoy | 798 | 19,545 | 20,343 |

SECOND CONVOY.—LIGHT HORSE BRIGADE, INFANTRY BRIGADE, LINES OF COMMUNICATION TROOPS, FIRST REINFORCEMENTS, AND DETAILS.

| Unit. | Officers. | Other Ranks. | Total. |
|--|------------|---------------|---------------|
| Light Horse Brigade and Attached— | | | |
| Headquarters | 4 | 30 | 34 |
| Three Light Horse Regiments | 75 | 1,533 | 1,608 |
| Light Horse Signal Troop | 1 | 42 | 43 |
| Light Horse Brigade Train | 6 | 153 | 159 |
| Light Horse Field Ambulance | 6 | 118 | 124 |
| Total, Light Horse Brigade and Attached | 92 | 1,876 | 1,968 |
| Infantry Brigade and Attached— | | | |
| Headquarters | 4 | 21 | 25 |
| Four Battalions | 128 | 3,964 | 4,092 |
| Section, Signal Company | 1 | 24 | 25 |
| Company, Army Service Corps | 5 | 138 | 143 |
| Field Ambulance | 10 | 244 | 254 |
| Total, Infantry Brigade and Attached | 148 | 4,391 | 4,539 |
| Lines of Communication Units— | | | |
| Field Bakery | 1 | 92 | 93 |
| Field Butchery | 1 | 20 | 21 |
| Divisional Ammunition Park | 7 | 464 | 471 |
| Divisional Supply Column | 5 | 240 | 245 |
| Two General Hospitals | 42 | 302 | 344 |
| Two Stationary Hospitals | 16 | 180 | 196 |
| Clearing Hospital | 8 | 84 | 92 |
| Railway Supply Detachments | 1 | 61 | 62 |
| Depôt Units of Supply | 2 | 26 | 28 |
| Mobile Veterinary Sections | 2 | 26 | 28 |
| Veterinary Sections | 4 | 226 | 230 |
| Total, Lines of Communication Units | 89 | 1,721 | 1,810 |
| Reinforcements and Attached | 235 | 2,609 | 2,844 |
| *Grand Total, 2nd Convoy | 564 | 10,597 | 11,161 |

* Exclusive of 16 Officers allotted for duty during the voyage with Imperial Reservists, who will be available with the A.I.F. on disembarking, and two Officers for duty on the voyage only.

(i.) *War Expenditure, 1914-15.* The special war expenditure shewn in the annual estimates, 1914-15, is shewn on the following page. It was subsequently announced (14th April, 1915), that an additional £3,500,000 would be required before the end of the financial year. Reference to War Finance will be found in Section XIX., *Commonwealth Finance*, p. 710, with further reference in the Appendix.

SPECIAL WAR EXPENDITURE, 1914-15 ESTIMATED.*

| | | | | | |
|---|-----|-----|-----|-----|-------------|
| Special expenditure on Australian forces— | | | | | |
| Naval | ... | ... | ... | ... | £968,300 |
| Military | ... | ... | ... | ... | 807,500 |
| Expeditionary force—Military | ... | ... | ... | ... | 7,800,000 |
| Naval | ... | ... | ... | ... | 2,000,000 |
| Interest on loan from British Government for war purposes | ... | ... | ... | ... | 140,000 |
| Premiums on Life Assurance policies of Commonwealth public servants who are members of Expeditionary forces | ... | ... | ... | ... | 1,250 |
| Wireless stations in Pacific Islands | ... | ... | ... | ... | 25,000 |
| Total | ... | ... | ... | ... | £11,742,050 |

* Later additional estimate, £3,500,000.

(ii.) *War Pensions.* Provision is made by the *War Pensions Act 1914* in the case of death or incapacity sustained by members of the defence force as a result of employment in connection with warlike operations. Determinations and assessments are made by a Pensions Board of three persons, constituted under the Act. Pensions are inalienable, and on the following scale :—

SCALE OF PENSIONS PAYABLE.

(i.) To widow on death of member of forces, or to member upon total incapacity :—

| Death Rate of Pay of Member. | Annual Pension Payable to Widow. | Annual Pension Payable to Member upon Total Incapacity. | Death Rate of Pay of Member. | Annual Pension Payable to Widow. | Annual Pension Payable to Member upon Total Incapacity. |
|------------------------------|----------------------------------|---|------------------------------|----------------------------------|---|
| s. d. | £ s. d. | £ s. d. | s. d. | £ s. d. | £ s. d. |
| 6 0 | 52 0 0 | 52 0 0 | 13 0 | 77 10 0 | 77 10 0 |
| 7 0 | 56 0 0 | 56 0 0 | 17 6 | 91 0 0 | 91 0 0 |
| 9 0 | 64 0 0 | 64 0 0 | 22 6 | 101 0 0 | 101 0 0 |
| 10 0 | 68 0 0 | 68 0 0 | 30 0 | 116 0 0 | 116 0 0 |
| 10 6 | 70 0 0 | 70 0 0 | 37 6 | 131 0 0 | 131 0 0 |
| 11 6 | 73 0 0 | 73 0 0 | 45 0 | 146 0 0 | 146 0 0 |
| 12 0 | 74 10 0 | 74 10 0 | 50 0 | 156 0 0 | 156 0 0 |
| | | | and upwards | | |

(ii.) To each child (son, daughter, stepson, stepdaughter, or adopted child of member of forces, under 16) :—£13 per annum.

(iii.) To other dependents (dependent members of family of deceased or incapacitated member of forces) :—Rates as assessed by Pensions Board, but not exceeding for one person the rate specified in the second column above as payable to the widow, and not exceeding in the aggregate that sum, plus £52 per annum.

(iv.) To wife of member of forces upon his total incapacity :—50 per cent. of rate payable to widow.

(v.) To each child of member upon his total incapacity :—£13 per annum.

(vi.) To member upon partial incapacity :—As assessed by the Pensions Board.